

**A G E N D A**  
**JAMES CITY COUNTY BOARD OF SUPERVISORS**  
**WORK SESSION**  
**County Government Center Board Room**  
**101 Mounts Bay Road, Williamsburg, VA 23185**  
**May 26, 2015**  
**4:00 PM**

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**A. CALL TO ORDER**

**B. ROLL CALL**

**C. BOARD DISCUSSIONS**

1. Joint Board of Supervisors and Planning Commission Work Session -  
Update on the 2009 Comprehensive Plan Review, "Toward 2035: Leading  
the Way"
2. Mooretown Road Extended Corridor Study Alignment Update

**D. CLOSED SESSION**

**E. ADJOURNMENT**

1. Adjourn until Regular Meeting



ITEM SUMMARY

DATE: 5/26/2015

TO: The Board of Supervisors, Planning Commission

FROM: Tammy Mayer Rosario, Principal Planner; Paul D. Holt, Director of Planning

SUBJECT: Joint Board of Supervisors and Planning Commission Work Session - Update on the 2009 Comprehensive Plan Review, "Toward 2035: Leading the Way"

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In accordance with the adopted methodology for the streamlined 2009 Comprehensive Plan review, *Toward 2035: Leading the Way*, joint work sessions were planned at various milestone points in the plan's development to allow for discussion between the Planning Commission and the Board of Supervisors on the progress reached and direction moving forward. This work session is intended to focus on the Planning Commission's final discussions, revisions, and unanimous recommendation of approval in anticipation of the Board's consideration of the draft plan in June.

ATTACHMENTS:

	Description	Type
☐	Staff Report	Staff Report
☐	Planning Commission Minutes	Minutes
☐	Lower County Area Map	Backup Material
☐	Errata Sheet	Backup Material
☐	Executive Summary	Backup Material
☐	Map T-1	Backup Material
☐	Table T-3	Backup Material
☐	Land Use Application Voting Sheet	Backup Material

REVIEWERS:

Department	Reviewer	Action	Date
Planning	Holt, Paul	Approved	5/8/2015 - 4:27 PM
Development Management	Murphy, Allen	Approved	5/8/2015 - 5:01 PM
Publication Management	Burcham, Nan	Approved	5/11/2015 - 8:16 AM
Board Secretary	Fellows, Teresa	Approved	5/11/2015 - 10:12 AM
Board Secretary	Kinsman, Adam	Approved	5/13/2015 - 4:34 PM
Board Secretary	Fellows, Teresa	Approved	5/14/2015 - 8:48 AM

## MEMORANDUM

DATE: May 26, 2015

TO: The Board of Supervisors

FROM: Tammy Mayer Rosario, Principal Planner  
Paul D. Holt, Director of Planning

SUBJECT: Joint Board of Supervisors and Planning Commission Work Session – Update on the 2009 Comprehensive Plan Review, *Toward 2035: Leading the Way*

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In accordance with the adopted methodology for the streamlined 2009 Comprehensive Plan review, *Toward 2035: Leading the Way*, joint work sessions were planned at various milestone points in the plan's development to allow for discussion between the Planning Commission and the Board of Supervisors on the progress reached and direction moving forward. Based upon the feedback at the January joint work session with the Board, the Planning Commission completed its review and recommended approval of the draft plan in April, paving the way for this work session to focus on the Planning Commission's final discussions, revisions, and recommendation of approval.

October 28, 2014	Planning Commission Work Group's (PCWG) Stage I review of the Comprehensive Plan revised text and goals, strategies, and actions (GSAs)
January 27, 2015	PCWG's Stage I review of the Transportation text and GSAs and Stage II review and recommendations on proposed changes to the Land Use Map
May 26, 2015	Planning Commission's consideration and unanimous recommendation of the plan to the Board of Supervisors for adoption

### DISCUSSION ITEMS

At the January work session and also at the PCWG's February meeting, members noted several items that needed follow-up discussion or action, including questions on several land use applications, the Virginia Department of Transportation's (VDOT) review of the plan, and the inclusion of an Executive Summary. Staff's responses to these previous issues and questions are noted below.

#### I. Land Use Applications

- **LU-0003-2014, 499 Jolly Pond Road (Colonial Heritage)** – The 282-acre area to the west of Deer Lake has not yet been dedicated as conservation area. A Special Use Permit (SUP) condition for the 50-lot rural cluster requires this dedication prior to land disturbing for the development, which has not yet occurred. The conservation easement needs to be dedicated to James City County or an agency acceptable to the County.

There was also discussion at the joint work session about limiting the number of potential units if the property is redesignated to Low Density Residential. The Low Density Residential designation lists one to four dwelling units per acre as the density recommendation. There are no mechanisms in the current Comprehensive Plan to offer more detailed recommendations for a specific development, nor are there mechanisms available outside of an easement or proffer to set a development cap. If redesignated, any potential future rezoning request would be judged against the criteria listed in the Land Use Chart for Low Density Residential development.

- **LU-0006-2014, 9400 Barnes Road (Hazelwood Property)** – A question was asked about the possibility of including all or a portion of Upper County Park in the Primary Service Area (PSA). Parks and Recreation staff indicated that the well that is currently being used is functioning adequately. While they indicated that inclusion in the PSA could provide flexibility, they did not indicate a pressing need for other water/sewer infrastructure in the next few years. In addition, should this be considered, Planning staff notes that including all or a portion of Upper County in the PSA would likely necessitate re-examination of other parcels in the vicinity of Upper County in order to ensure a logical line placement. Overall, in keeping with the Planning Commission's recommendation of deferral of a change in the PSA for the Hazelwood property, staff recommends deferring consideration of any change for Upper County Park pending further information about the Virginia Department of Environmental Quality (DEQ) water withdrawal permit and until such time that this matter can be reviewed comprehensively in lieu of a parcel-specific consideration.
- **LU-0007-2014, 8515 Pocahontas Trail (Kingsmill and Woods Course)** – Staff has addressed questions regarding Kingsmill in a separate email to the Planning Commission and Board of Supervisors. These questions do not directly pertain to this land use application.
- **LU-0009-2014, 5961 Pocahontas Trail (BASF Property)** – Staff has continued to stay informed of developments related to remediation of the property with the DEQ and on the status of the proposed Dominion Surry-Skiffe's Creek power line. Staff offers the following updates on these items:
  1. DEQ received some preliminary testing results related to the Human Health Risk Assessment in January and February and they are currently under review. DEQ's review looks at both zinc and chlorinated solvents. Based on a preliminary review of the results, DEQ noted there may still be some areas of concern that BASF will either have to eliminate or demonstrate effective mitigation of the areas; however, the final review has not been completed and DEQ has not received the entire Human Risk Assessment. DEQ indicated that there are different levels of treatment necessary depending on the proposed uses. According to DEQ, industrial treatment standards are lowest, but higher treatment standards are necessary for hotel and residential uses.
  2. The Virginia Supreme Court issued a ruling on the County's case regarding the Dominion power line project on April 16, 2015. The Court was tasked with reviewing two separate arguments: 1) did the State Corporation Commission (SCC) err in deciding that Dominion's proposal "reasonably minimized adverse impact on scenic assets, historic districts, and environment of the area concerned" and 2) is the switching station proposed at 8968 Pocahontas Trail subject to local zoning regulations. The Court determined that Dominion and the SCC did adequately consider impacts to historic resources, but determined that the proposed switching station is subject to local zoning regulations. This finding means that Dominion is required to apply for an SUP for the switching station only (the transmission line itself is exempt from local zoning regulations). No SUP application for the switching station has been filed as of the writing of this report, but Dominion has asked the Court to reconsider its decision on the switching station.

Staff also reached out again via email and phone to the property owners of two small parcels surrounded by the BASF property (referred to as the Trusswood or Colonial Penniman properties in previous discussions) to gauge interest in participating in the requested

designation change. The owners did not respond to the inquiry either in the affirmative or the negative so re-designation of the property is not reflected on the draft Land Use Map. Finally, at the joint work session, there was a question regarding the amount of industrially-designated land in the lower part of the County compared to the amount of industrially-designated land in the County as a whole. Staff was able to develop these figures, but notes that the area boundary for the lower part of the County is close, but not identical, to the boundary for the Roberts District (see Attachment No. 2). Roughly 23 percent of the lower County is designated as General Industry or Limited Industry on the 2009 Comprehensive Plan. Overall, 3.9 percent of the County is designated as General Industry or Limited Industry. Staff notes that there are many different ways to look at the amount of industrial property available in this part of the County and calculating it based on Land Use designation does not factor in environmental constraints, underlying zoning of a property, whether the property is vacant or developed and whether or not the property is for sale.

## II. VDOT Review

Pursuant to State code, staff forwarded the draft Comprehensive Plan and Land Use Map to VDOT following the PCWG's approval. On March 17, VDOT responded with a list of comments and suggestions. Staff addressed these comments in the attached errata sheet.

## III. Executive Summary

Following the final PCWG meeting, staff completed updates to the Executive Summary for the draft Comprehensive Plan. A copy of this section is attached for your consideration and is noted in the errata sheet.

## RECOMMENDATION

On April 1, 2015, the Planning Commission reviewed the above information during its public hearing on the draft Comprehensive Plan. Following discussion, the Planning Commission took individual votes on three land use applications:

- **LU-0003-2014, 499 Jolly Pond Road (Colonial Heritage)** - The Planning Commission recommended approval of LU-0003-2014, which would redesignate the property to Low Density Residential and include it in the Primary Service Area, by a vote of 5-2.
- **LU-0007-2014, 8515 Pocahontas Trail (Kingsmill and Woods Course)** – The Planning Commission recommended approval of LU-0007-2014 as recommended by the PCWG, which would change 8515 Pocahontas Trail to Low Density Residential and 101 Busch Service Road to Open Space/Recreation and leave 8581 Pocahontas Trail as Limited Industry, by a vote of 5-1-1.
- **LU-0009-2014, 5961 Pocahontas Trail (BASF Property)** – A motion to recommend approval of LU-0009-2014, which would redesignate the property to Mixed Use (with a Mixed Use description that references Fort Eustis), failed by a vote of 3-4.

In addition, the Planning Commission discussed the pending revisions to address VDOT comments and to add the Executive Summary. Afterwards, the Planning Commission voted 7-0 to recommend approval of the draft Comprehensive Plan inclusive of those changes and the remaining land use applications as recommended by

the PCWG on the voting sheet. These revisions are shown on the attached errata sheet for the Board of Supervisors' consideration of the 2035 Comprehensive Plan.

Staff requests that the Board of Supervisors ask questions of Planning Commission members or staff regarding these discussions, revisions or recommendations and direct staff if there are any information needs or individual land use application discussions anticipated for the Board's June 9 consideration of the plan.

TMR/nb  
2035CPConsid-mem

Attachments:

1. Planning Commission Minutes
2. Lower County Area Map
3. Errata Sheet
  - a. Executive Summary
  - b. Map T-1, James City County VDOT Roadway Functional Classifications
  - c. Table T-3, James City County Current Projects
4. Land Use Application Voting Sheet
5. Land Use Map (PC version)  
<http://www.jamescitycountyva.gov/pdf/planning/2035DraftComPlan/CompPlan32x422035DRAFTSi zeC.pdf>
6. Draft Comprehensive Plan: hard copy previously forwarded on March 26, 2015 link:  
<http://www.jamescitycountyva.gov/jccplans/2035-Comprehensive-Plan/CompPlanDraft2035.html>

A REGULAR MEETING OF THE PLANNING COMMISSION OF THE COUNTY OF JAMES CITY, VIRGINIA, WAS HELD ON THE FIRST DAY OF APRIL, TWO-THOUSAND AND FIFTEEN, AT 7:00 P.M. IN THE COUNTY GOVERNMENT CENTER BOARD ROOM, 101-F MOUNTS BAY ROAD, JAMES CITY COUNTY, VIRGINIA.

1. **ROLL CALL**

**Planning Commissioners**

**Present:**

Robin Bledsoe  
Rich Krapf  
Tim O'Connor  
Chris Basic  
George Drummond  
John Wright, III  
Heath Richardson

**Staff Present:**

Paul Holt, Planning Director  
Maxwell Hlavin, Assistant County Attorney  
Jason Purse, Zoning Administrator  
Tammy Rosario, Principal Planner  
Scott Whyte, Senior Landscape Planner II  
Ellen Cook, Senior Planner II  
Leanne Pollock, Senior Planner II  
Roberta Sulouff, Planner I

Ms. Robin Bledsoe called the meeting to order at 7:00 p.m.

2. **PUBLIC COMMENT**

Ms. Bledsoe opened the public comment.

As no one wished to speak, Ms. Bledsoe closed the public comment.

3. **CONSENT AGENDA**

**A. Minutes from the March 4, 2015 Regular Meeting and Development Review Committee Meeting: Fords Colony Maintenance Facility Storage Bay Conversion**

Ms. Bledsoe stated that the Joint Work Session minutes had been completed earlier that afternoon and noted that they could be considered at a later date if the Commission wished to have more time to review them.

Mr. Rich Krapf moved to approve the consent agenda.

In a unanimous voice vote, the Commission approved the minutes, 7-0.

4. **REPORTS TO THE COMMISSION**

**A. Policy Committee**

Mr. Tim O'Connor stated that the Policy Committee had not met since the March 4 meeting which was reported on at the last Planning Commission meeting.



## **B. Regional Issues Committee**

Ms. Robin Bledsoe stated that the Regional Issues Committee has not met since the last Planning Commission meeting and will next meet on April 28.

## **5. PUBLIC HEARING CASES**

### **A. Case No. Z-0009-2014, Stonehouse Planned Unit Development Traffic Proffer Amendment.**

Ms. Ellen Cook, Senior Planner II, provided the Commission with a presentation on the proposed rezoning which would amend the transportation improvement proffer and the economic development proffer. Ms. Cook stated that the request is to revise the phasing of the transportation improvements and phasing of improvements to Mt. Laurel Rd. to serve tracks 11A and 11B which are the major commercial and industrial tracks in the development.

Ms. Bledsoe opened the public hearing.

Mr. Vernon Geddy, III, Geddy, Harris, Franck & Hickman, LLP, stated that the applicant is looking to solely amend the proffers so they match the phasing of the development.

Mr. Heath Richardson inquired where Phases 3 and 4 were on the map and where Bridge Road would be built.

Mr. Geddy showed where Bridge Road would be built and stated that the road is intended to provide another egress point to relieve pressure from other existing roads.

As no one wished to speak, Ms. Bledsoe closed the public hearing.

Ms. Bledsoe called for disclosures from the Commissioners.

Mr. Richardson stated that he talked to Mr. Geddy and a citizen in the neighborhood about the application.

Mr. O'Connor stated that he had two phone conversations with Mr. Geddy the previous week.

Mr. John Wright moved to recommend approval.

On a roll call vote, the Planning Commission recommend approval of Z-0009-2014 by a vote of 7-0.

### **B. Case No. AFD-06-86-2-2014, Cranston's Pond AFD Addition – 3125 Chickahominy Rd.**

Mr. Scott Whyte, Senior Landscape Planner, provided the Commission with a presentation on the proposed AFD addition. Mr. Whyte stated that the parcel is zoned R8, Rural Residential, and is designated as Rural Lands in the Comprehensive Plan. Mr. Whyte stated that the size and proximity of the parcel met the requirements to be added into the AFD.

Ms. Bledsoe called for disclosures from the Commissioners.

There were no disclosures.

Ms. Bledsoe opened the public hearing.

As no one wished to speak, Ms. Bledsoe closed the public hearing.

Mr. Chris Basic moved to recommend approval.

On a roll call vote, the Planning Commission recommend approval of AFD-06-86-2-2014 by a vote of 7-0.

**C. Case No AFD-01-02-1-2015, Carter's Grove AFD Withdrawal - Colonial Williamsburg Foundation Withdrawal.**

Mr. Krapf stated that he would recuse himself from this hearing because he is employed by the applicant.

Ms. Roberta Sulouff, Planner I, provided the Commission with a presentation on the proposed AFD withdrawal. Ms. Sulouff stated that Mr. Keith Johnson has applied to withdraw a 1.56 acre parcel from the Carter's Grove AFD. The parcel in question is zoned B1, Limited Business, and designated Neighborhood Commercial in the Comprehensive Plan. The Williamsburg Foundation owned all three parcels in the Carter's Grove AFD and was in the process of marketing and selling the property in the summer of 2014 while the AFD was being renewed. The applicant did not want to negatively affect the sale by trying to withdraw the property during that timeframe. The Board of Supervisors has specific criteria for withdrawing any property outside of the renewal process. At the March 6 AFD meeting the AFD Committee voted 6-0 to recommend denial of this application.

Mr. George Drummond inquired if the surrounding property was residential.

Ms. Sulouff stated that the majority of the properties surrounding the parcel in question are residential however there is one parcel that is zoned Limited Business.

Mr. Drummond stated that this property, based on its present zoning, does not fit in.

Ms. Sulouff stated that she could not speak to the intention of the surrounding property but it is not unusual for commercial or residential properties to be within the AFD.

Mr. Drummond asked what suitable purpose the land could serve remaining in the AFD.

Ms. Sulouff stated that the State code would say that lands inside an AFD are valued as natural and ecological resources and provide essential open spaces, clean airshed, watershed protection,

wildlife habitat as well as aesthetic purposes. Ms. Sulouff stated that this property was included historically to protect the viewshed of Carter's Grove Plantation.

Mr. Drummond stated that he is unsure of the purpose it could serve other than being put into a commercial or residential district.

Ms. Sulouff stated that staff's review of the withdrawal is very limited in that staff must make their determination based off of the four criteria in the Board of Supervisor's resolution.

Mr. Richardson inquired how much advanced notice is given to the applicant for the renewal date for the AFD.

Ms. Sulouff stated that the notices were issued on June 9, 2014 and the renewals were approved by the Board of Supervisors in early September.

Ms. Bledsoe called for disclosures from the Commissioners and stated that she had a discussion with Mr. Mark Duncan from Colonial Williamsburg.

Mr. Drummond stated that he talked with Mr. Keith Johnson.

Mr. Basic stated that he spoke with Mr. Duncan on Monday.

Ms. Bledsoe opened the public hearing.

Mr. Keith Johnson, Colonial Williamsburg Foundation, stated that he represents the applicant. Mr. Johnson presented his request for withdrawal of the parcel from the AFD. Mr. Johnson stated that there was a change in situation in the sale of the other parcels that make up the AFD, it could serve a public good in fulfilling a service in the area that is not currently available, the parcel would not detrimentally affect the size of the AFD to come below the size limitations, and the property has not received a reduction in property taxes since 2008.

Mr. Richardson stated that Mr. Johnson had answered the majority of his questions. Mr. Richardson asked Mr. Johnson to clarify where in the process Colonial Williamsburg Foundation was when the AFD renewal was taking place.

Mr. Johnson stated that Colonial Williamsburg Foundation was in the middle of the sale process and eight days after the renewal process was completed, the sale was made final.

Mr. Drummond stated that he would be in favor of recommending approval of the withdrawal.

Ms. Bledsoe inquired, if there was no tax relief and there was the option to withdraw the parcel in 2014, what was the motivation to keep the parcel in the AFD when the parcel could have been put up for commercial sale.

Mr. Johnson stated that there was a possibility that the new owner would want all of the land in the AFD for the view-shed protection.

Ms. Bledsoe stated that basically the time periods overlapped each other.

Mr. Chris Henderson, 101 Keystone, stated that he supports the applicant in wanting to remove the parcel from the AFD. Mr. Henderson stated that he thinks it will present a significant opportunity for the community to create an additional community asset.

As no one else wished to speak, Ms. Bledsoe closed the public comment.

Mr. Richardson stated that the AFD Committee was adamant about not setting a precedent for AFD withdrawals outside of the renewal process. Mr. Richardson stated that based on the criteria for withdrawal, the AFD Committee had questions about increased taxes being a public benefit; however, the applicant did a fair job of explaining their case in terms of justification for withdrawal. Mr. Richardson also stated that the Board of Supervisors resolution for the AFD renewal stated that the Board of Supervisors may also use other materials it deems appropriate to evaluate the individual case. Mr. Richardson stated that he would recommend approval of the application so the Board of Supervisors can make their consideration.

Mr. Wright stated that in the staff report it states that there would be no harm to the AFD district if the parcel was removed and the applicant is not requesting a change in the land use designation. Mr. Wright stated that he would recommend approval of the application for withdrawal from the AFD.

Mr. Drummond moved to recommend approval.

On a roll call vote, the Planning Commission recommend approval of AFD-01-02-1-2015 withdrawal by a vote of 6-0-1, Mr. Krapf abstaining.

**D. Case Nos. Z-0008-2014/MP-0004-2014, The Village at Candle Station Rezoning and Master Plan Amendment.**

Ms. Bledsoe opened the public hearing and stated that the case has been deferred until May 6 and the public hearing will remain open.

Mr. Earl Moore, 160 Old Church Rd., stated that his in-laws live near this development. Mr. Moore requested the Planning Commission limit business hours for this property so the residents of this area do not have to deal with the noise at all hours of the night.

Mr. O'Connor asked Mr. Moore where his in-laws live in relation to the development.

Mr. Moore stated that facing the development there is a ravine that separates their property and the development near the sewer pumping station.

Mr. O'Connor asked if their property was behind the church.

Mr. Moore stated that it was behind the church.

Ms. Bledsoe asked Mr. Moore what other issues his in-laws were dealing with besides the possible noise.

Mr. Moore stated that when they wake up there are lots of construction vehicles making loud noises, there is a sewer pumping station in their backyard, and there is lots of construction going on when you look out the back windows.

Mr. Timothy O. Trant, Kaufman and Canoles, PC, stated that he represents the applicant, Candle Development LLC. Mr. Trant stated that the goal of the proposal is to reduce the overall intensity of the development and to reduce the commercial elements of the project substantially. Mr. Trant stated that these changes will cause an overall net reduction of traffic as well as change the character of the commercial uses to a less intense use. Mr. Trant stated that he would be happy to sit down and talk with Mr. Moore and his in-laws to show them on the proposed plan what would change.

Ms. Bledsoe stated that the public hearing would remain open until May 6.

**E. Case No. Z-0001-2015, Toano Trace Proffer Amendment.**

Mr. Chris Johnson provided the Commission with a presentation on the Toano Trace Proffer Amendment. Mr. Johnson stated that the adopted proffers restricted the building of detached accessory structures. Mr. Johnson stated that the Toano Trace Home Owners Association and Board of Directors have submitted a request to amend the adopted proffers applicable to this neighborhood to eliminate the restriction on detached accessory structures. Mr. Johnson further stated that over the past two decades some of the residential property owners have constructed small detached storage structures such as sheds. Mr. Johnson noted that structures under 256 sqft in size that do not include electrical or plumbing do not require issuance of a building permit or approval by the Zoning Division. Mr. Johnson stated that staff finds this request does not negatively impact the existing neighborhood and approval of this amendment would bring any accessory structure into conformance with the zoning of the property. Mr. Johnson stated that staff therefore recommends the Commission recommend approval of the proposed amendment to the Board of Supervisors to eliminate the restriction of detached accessory structures and limit the restriction only to detached garages and accessory apartments in consideration with the small lot sizes within the neighborhood.

Mr. Wright inquired if this was just to bring everything into conformance with reality?

Mr. Johnson confirmed.

Ms. Bledsoe called for disclosures from the Commissioners. There were no disclosures made by the Commissioners

Ms. Bledsoe opened the public hearing.

Hearing and seeing no one Ms. Bledsoe closed the public hearing.

Ms. Bledsoe opened the discussion to the Commissioners.

Mr. Richardson moved to recommend approval.

On a roll call vote, the Planning Commission recommend approval of Z-0001-2015 by a vote of 7-0.

**F. *Toward 2035: Leading the Way, the 2035 James City County Comprehensive Plan and James City County Land Use Map Changes.***

Ms. Tammy Rosario, Principal Planner, provided a report on the Comprehensive Plan Review work-to-date. Ms. Rosario stated that the 2035 Comprehensive Plan reflects contributions from the citizens of James City County, many community organizations, the business community, the Community Participation Team (CPT), the Planning Commission Working Group (PCWG) and County staff. Ms. Rosario stated that update relied heavily upon the previous plan; however, each section of the plan was revised with current facts and figures, pertinent information to meet State requirements, and updated goals, strategies and actions. The Economic Development, Transportation and Land Use sections received special focus, resulting in new implementation items, updated corridor visions and project lists, and extensive review of 10 land use designation change applications. Ms. Rosario noted that the PCWG unanimously recommended approval of the revisions to the plan on February 19, 2015. Ms. Rosario noted that the PCWG identified several items that needed follow-up discussion or action, including questions on several land use applications, the Virginia Department of Transportation's (VDOT) review of the plan and the inclusion of an Executive Summary. Ms. Rosario stated that pending final decisions on the discussion items, staff recommends adoption of the James City County Comprehensive Plan, *Toward 2035: Leading the Way*, and Land Use Map. Ms. Rosario further noted that land use applications LU-0003-2014, 499 Jolly Pond Road (Colonial Heritage), LU-0007-2014, 8515 Pocahontas Trail (Kingsmill and Woods Course), and LU-0009-2014, 5961 Pocahontas Trail (BASF Property) have been requested for separate votes.

Ms. Bledsoe opened the floor to questions from the Commission.

Mr. Richardson inquired if this would be the formal Planning Commission vote on a recommendation to the Board of Supervisors regarding the adoption of the Comprehensive Plan.

Ms. Rosario confirmed.

Mr. Wright inquired about the VDOT notation that "the delineation of bike lanes within the limits of a required paved shoulder is not permitted."

Ms. Rosario noted that VDOT wanted to ensure that the Comprehensive Plan correctly reflects the requirements for delineation of facilities.

Mr. Holt noted that under the current VDOT guidelines, it is necessary to have a separate paved shoulder in addition to the bike lane.

Mr. Wright noted that this would potentially affect project cost due to the need for a wider roadbed and acquisition of additional right-of-way.

Mr. O'Connor inquired about how the requirement for separate bike lanes would impact the shared facility recommendations in the Longhill Road Corridor Study.

Mr. Holt stated that the exact facilities would be determined as once the plans reached a sufficient level of engineering and would depend on the type of cross section.

Ms. Rosario noted that VDOT has participated in the Longhill Road Corridor Study process and has seen the preliminary designs.

Ms. Bledsoe stated that the public hearing would be opened for all comments including the three land use applications that had been requested for individual consideration. Ms. Bledsoe further stated that the Commissioners would be able to ask questions of the land use case applicants at that time. Ms. Bledsoe stated that once the public hearing was closed each case would be offered individually for discussion and vote. Ms. Bledsoe further stated that once those cases were decided, they would be incorporated in the recommendation on the Comprehensive Plan update.

Ms. Bledsoe opened the public hearing.

Mr. Michael McGurk, 117 Jefferson's Hundred, James City County, addressed the Commission regarding LU-0007-2014, 8515 Pocahontas Trail. Mr. McGurk stated that he was representing Preserve the Carters Grove Country Road and that he is also on the Board of Directors for Kingsmill United. Mr. McGurk stated that, since the property owner has no current plans for further development, it is not necessary to move forward with a rezoning at this time. Mr. McGurk further stated that, based on the substantial public comment on the application, there is little support in the community to move forward.

Gen. Paul Van Riper, Ret., 161 Waterton, James City County, stated that he is speaking on behalf of the Citizens for a Better James City County. Gen. Van Riper addressed the Commission on concerns that the Draft 2035 Comprehensive Plan does not address or describe the subordinate plans required to link the Comprehensive Plan to the County budget. Gen. Van Riper further stated that with each Comprehensive Plan revision, there should be a strategic plan which assigns responsibility for each action in the Plan and sets forth priorities and performance metrics. Gen. Van Riper further recommended that each County department develop a management plan corresponding to the biennial budget detailing how the goals and actions in the Comprehensive Plan will be met in compliance with the strategic plan. Gen. Van Riper further addressed the Commission on concerns about the execution of the 2009 Comprehensive Plan in regard to ensuring an adequate supply of fresh water, mitigating storm water runoff, and maintaining and expanding the infrastructure of roads, schools, and other public facilities that a growing population will require. Gen. Van Riper encouraged the Commission to exercise diligence as it oversees the development and implementation of the 2035 Comprehensive Plan. Gen. Van Riper further encouraged the County to develop a planning process that links the citizens' vision of the future with the use of their tax dollars.

Ms. Susan Gaston, 205 Par Drive, James City County, stated that she represents the Williamsburg Area Association of Realtors. Ms. Gaston stated that the Draft 2035

Comprehensive Plan does a decent job of striking a balance between growth and development and preserving the quality of life in the County. Ms. Gaston addressed the Commission on the importance of economic development as it related to diversifying the types of jobs available in order to retain the Millennials who will be the future home buyers. Ms. Gaston stated it is necessary to consider the types of housing products that will appeal to future first time home buyers as well as they types of products that will appeal to seniors which may not be the prevailing product currently on the market. Ms. Gaston stated that the Association is working with County staff to assess the current housing stock and determine how it will fit with future needs to work toward increased recovery in the housing market. Ms. Gaston stated that the Association appreciated the opportunity to participate in the development of the draft 2035 Comprehensive Plan and that it would be participating in the post adoption implementation as well.

Col. William Galbraith, 1190 Thompson Circle, Fort Eustis, stated he represents the 733<sup>rd</sup> Mission Support Group at Fort Eustis. Col. Galbraith addressed the Commission regarding LU-0009-2014, 5961 Pocahontas Trail, BASF Property. Col. Galbraith stated that the language in the Draft 2035 Comprehensive Plan language related to the BASF omits reference to Fort Eustis. Col. Galbraith stated that if the land use change moves forward, it should be noted that the property is adjacent to a military facility with an active airfield.

Mr. Robert Cetola, 120 Roffinghams Way, James City County, addressed the Commission regarding the County's process for rezonings and master plan amendments for existing communities such as Kingsmill. Mr. Cetola stated that because of the way that the Kingsmill covenants are written, the homeowners' responses are not always adequately represented to the County. Mr. Cetola recommended that the process should be amended to require that the applicant abide by the covenants and coordinate with the homeowners. Mr. Cetola further stated that the homeowners should be involved in the evaluation and review process. Mr. Cetola recommended amending the application to at minimum include an affirmation by the applicant that there are no restrictive covenants which prohibit establishment of the proposed use and that the applicant has consulted with the homeowners association.

Mr. Howard Ware, 46 Whittakers Mill Road, James City County, addressed the Commission on stormwater concerns related to LU-0007-2014, 8515 Pocahontas Trail. Mr. Ware stated that because of the topography, any development on the parcel would drastically increase the amount of pollution entering the watershed, in this instance, the James River as well as smaller bodies of water such as the Rhine River. Mr. Ware noted the application did not address stormwater and pollution control in any detail to show how it would mitigate the impacts on the Total Maximum Daily Load limitations. Mr. Ware requested that the Commission take this in account when considering the application.

Mr. Vernon Geddy, III, Geddy, Harris Franck & Hickman, LLP, stated that he represents the BASF Corporation. Mr. Geddy stated that BASF has voluntarily initiated a human health risk assessment on the property to determine what mitigation or remediation might be necessary in particular areas or for particular uses. Mr. Geddy further stated that there would be no objection to mentioning Fort Eustis by name in the narrative to ensure that the potential impacts are documented. Mr. Geddy further stated that based on documentation received through a Freedom



of Information Act request, there is nothing that would substantiate the concerns noted in the formal objection letter from Fort Eustis. Mr. Geddy noted that this project is an opportunity to make use of a prime parcel that has been vacant for many years. Mr. Geddy further noted that there is nothing in the mixed used designation that would preclude an industrial component from being part of those uses. Mr. Geddy stated that the potential development would generate substantial additional revenue for the County. Mr. Geddy further stated that this is also an opportunity for water access, recreational activities, and access to goods and services to be available to citizens in the Grove community. Mr. Geddy stated that approving the land use application would open the door for specific plans and proposals to be submitted through the legislative process.

Mr. Will Holt, Kaufman and Canoles, PC, stated that he represents Colonial Heritage. Mr. Holt stated that he would address two of the questions regarding LU-0003-2014, 499 Jolly Pond Road. Mr. Holt stated that the timing for dedication of the 282-acre conservation easement that was proffered with the original development plan in 2004 is governed by a specific development trigger. Mr. Holt noted that Colonial Heritage is agreeable to dedicating the easement at any time the County requests. Mr. Holt further stated that, in regard to concerns about further potential development, there are already limits in place in the Special Use Permit and the Master Plan. Mr. Holt stated that any changes to what is already approved would require further legislative review. Mr. Holt emphasized that the land use application is limited in scope to only 50 existing approved units and only applies to whether those 50 units will be served by public water and sewer or by private well and septic tank.

Mr. Lenny Berl, 105 William Richmond, Williamsburg, addressed the Commission regarding LU-0007-2014, 8515 Pocahontas Trail. Mr. Berl stated that Kingsmill residents rely on the Woods Course continuing as a golf course to ensure that traffic does not increase and to preserve open space. Mr. Berl recommended that if any zoning change is made, it should be to make the zoning compatible with its current use.

Seeing and hearing no one else, Ms. Bledsoe closed the public hearing.

Ms. Bledsoe opened the floor for questions from the Commission.

Mr. Richardson inquired if the concerns expressed by Ft. Eustis were related to the potential impacts of base activities on potential residents in the mixed use development.

Col. Galbraith responded that if the development is intended for leisure and residential uses, there must be a mechanism to ensure that potential developers, residents and users are aware that there is an adjacent active military installation and what the impacts could entail.

Mr. Krapf inquired, regarding LU-0009-2014, what the process would be to amend the language in the narrative to include reference to Fort Eustis.

Mr. Holt clarified that, since the application was pulled out for separate consideration and vote, when the motion on the application is made, it can include instructions that staff finalize the

language in the narrative and incorporate the reference to Fort Eustis prior to the final text going forward to the Board of Supervisors.

Mr. Krapf inquired, in regard to the Colonial Heritage application, about the size of the parcel where the 50-unit rural cluster is located and whether that is separate from the 282-acre parcel that is the subject of the conservation easement.

Mr. Jason Purse, Zoning Administrator, confirmed that the 50-unit development is on a separate 220-acre parcel.

Mr. Krapf inquired whether the approval of the application would mean that the parcel would go from A-1 to low density residential with the corresponding gross density change to one dwelling units unit per acre up to four units per acre and if a rezoning application came in, the entire 220 acre parcel would be subject to that density.

Mr. Purse confirmed that the density could be between one dwelling units per acre up to four dwelling units per acre.

Mr. Will Holt stated that there is a Special Use Permit in place which limits development on the 220-acre parcel to 50 dwelling units. Mr. Holt further stated that if that density were to be changed it would require legislative action to amend the SUP.

Mr. O'Connor inquired if an SUP would be required if the water and sewer were connected through Colonial Heritage, just as an SUP would be required if the water and sewer were connected through existing infrastructure on Jolly Pond Road.

Mr. Purse confirmed that it would still require an SUP.

Mr. Richardson inquired if the intent of the application was to bring the 220-acre parcel in to the PSA.

Mr. Purse stated that approval of the application would change the parcel designation and extend the PSA to the 220-acre parcel.

Mr. Wright inquired if the parcel would still be subject to the limits on development.

Mr. Purse confirmed that it would still be subject to the approved Master Plan.

Ms. Bledsoe stated that she understood that the 50 units were already designated to receive water.

Mr. Purse stated that the original plan was for a central well. Mr. Purse further stated that the developer would build the well which would draw from ground water and the James City Service Authority would take over maintenance of the well.

Ms. Bledsoe inquired if the water consumption was already accounted for.

Mr. Purse confirmed but stated that the water would come from the aquifer rather than the James City Service Authority supply.

Mr. Richardson inquired whether the aquifer in question was the shallow aquifer that most house wells draw from on the Potomac aquifer that the County draws from for its supply.

Mr. Purse stated that he did not have that information.

Mr. Richardson stated that he believed that is a correct scenario and noted that it is necessary to take in to account the DEQ limitations and concerns related to the affordability of the water in relation to connecting to the County's water supply rather than installing the private well.

Mr. Wright noted that for disclosure purposes he had spoken to Mr. Will Holt regarding the Colonial Heritage application as well as Mr. Geddy regarding the BASF application.

Mr. Krapf inquired if the cases would be called separately for discussion once all the questions are answered.

Ms. Bledsoe confirmed.

Mr. O'Connor inquired whether Mr. Waltrip had decided to participate in LU-0009-2014.

Ms. Leanne Pollock, Senior Planner II, stated that staff had not been successful in contacting Mr. Waltrip to determine if he wished to be part of the land use application.

Ms. Bledsoe clarified that this is regarding the BASF application.

Ms. Bledsoe called for discussion on LU-0003-2014, 499 Jolly Pond Road (Colonial Heritage).

Mr. Krapf stated that he voted against this application when it came before the Planning Commission Working Group for consideration. Mr. Krapf noted that approval of this application could set a precedent to allow developments that are within a certain proximity to be included in the PSA. Mr. Krapf noted that this would negate the purpose of the PSA as the County's primary growth management tool. Mr. Krapf noted that the development was approved based on the concept of a rural cluster. Mr. Krapf stated that the applicant had the opportunity to request a waiver from the central well process to allow individual water and sewer. Mr. Krapf further stated that he has concerns that if the application were approved it would open the potential for a rezoning application that could significantly increase the density in that area and consequently increase the amount of water drawn from the aquifer. Mr. Krapf state that other applications requesting inclusion in the PSA were consistently deferred pending the outcome of the County's ground water withdrawal permit. Mr. Krapf stated that for those reasons he would not support the application.

Mr. Richardson stated that he concurs with the concerns expressed by Mr. Krapf and would also not support the application.

Mr. Wright stated that he would support the application because this development is already approved and that allowing the property to be brought in to the PSA would be preferable to the expense and potential problems associated with a central well.

Mr. Drummond stated that he would also be inclined to support the application since the development had already been approved.

Mr. Basic stated that the central well is not a cost-effective solution. Mr. Basic further stated that one benefit of approving the application would be to eliminate the 50 septic drain fields that would impact the Yarmouth Creek watershed. Mr. Basic noted that the change to the PSA was not a large-scale change but rather for a very specific property and for a specific need. Mr. Basic stated that he is aware that there is potential for submission of a rezoning application; however, he believed that there would never be support for such an application to be approved. Mr. Basic stated that he would support the application.

Mr. O'Connor stated that he is an employee of First Service Residential which manages Colonial Heritage. Mr. O'Connor further stated that he does not participate in the management of Colonial Heritage and does not derive any financial benefit from it. Mr. O'Connor stated that he does not believe that he has a conflict of interest. Mr. O'Connor stated that he concurs with Mr. Basic's analysis and would support the application. Mr. Basic stated that he would have concerns about a request that would seek to draw water from the infrastructure that serves the Blayton and Hornsby schools. Mr. O'Connor stated that he would prefer to see the parcels connect through Colonial Heritage.

Ms. Bledsoe stated that she does not see this application as growth since the units are already approved. Ms. Bledsoe stated that she has serious concerns about central wells since they are generally a financial liability for the utility, in this instance the James City Service Authority. Ms. Bledsoe further stated that she has concerns about the impact of 50 septic tanks within the watershed. Ms. Bledsoe stated that she does not believe a request for additional units is an imminent concern and that she has total faith in the processes in place to control growth. Ms. Bledsoe stated that she would support the application.

Mr. Basic moved to approve LU-0003-2014 and include the application as part of the Comprehensive Plan.

On a roll call vote, the Planning Commission recommended approval of LU-0003-2014 as recommended by the Planning Commission Working Group, by a vote of 5-2.

Ms. Bledsoe called for discussion on LU-0007-2014, 8515 Pocahontas Trail (Kingsmill and Woods Course).

Mr. O'Connor stated that he would abstain from the discussion and the vote.

Mr. Wright inquired whether the Woods Course is owned by Xantera and whether any of the residences would be on the golf course.

Ms. Pollock stated that the golf course is currently owned by Xantera. Ms. Pollock stated that the golf course spans two parcels and that the proposal involves reorganizing the course so that all the holes are on one parcel.

Mr. Wright inquired whether staff has received a stormwater plan from an independent certified evaluator showing whether Xantera would be in compliance for any stormwater runoff related to the modified course.

Ms. Pollock stated that such a study is not required at this stage in the process. Ms. Pollock further stated that it would be looked at more thoroughly when the developer comes in with a legislative application.

Mr. Wright inquired if HOA members are notified of those results.

Ms. Pollock stated that it is public information.

Ms. Bledsoe stated that she wanted to ensure that the public understands that more detailed information on the project is not required at this stage but would be required as part of a rezoning application. Ms. Bledsoe further stated that in the several meeting she attended with Xantera, they did not make efforts to communicate with homeowners.

Mr. Drummond moved to approve LU-0007-2014 and include the application as part of the Comprehensive Plan.

On a roll call vote, the Planning Commission recommended approval of LU-0007-2014 as recommended by the Planning Commission Working Group, by a vote of 5-1-1, with Mr. O'Connor abstaining.

Ms. Bledsoe called for discussion on LU-0009-2014, 5961 Pocahontas Trail (BASF Property).

Mr. Richardson inquired whether the Barnes Road application would be discussed individually.

Mr. Holt stated that it would be considered with the remaining land use applications and Comprehensive Plan text.

Ms. Bledsoe stated that she requested further discussion on this application in order to be able to ask further questions. Ms. Bledsoe stated that her concern was that if the Dominion Power lines were approved, and the property were changed to Mixed Use, the property might be difficult to develop. Ms. Bledsoe stated that staff had provided additional information and she no longer had that concern. Ms. Bledsoe stated that she would support the application.

Mr. Krapf stated that he still had concerns about removing property from the industrial designation. Mr. Krapf stated that removing the property would not be good for the County's long-term vision. Mr. Krapf further stated that he believes that the property has been on the market for so long because of concerns over the environmental remediation. Mr. Krapf stated

that he shares the concerns of Col. Galbraith over the proximity to the active fly zone. Mr. Krapf stated that rather than a tourism-related industry such as the proposed resort, the property would be better used for industries that will provide the types of jobs that would retain young professionals. Mr. Krapf further stated that the use may be in opposition to potential expansion by neighboring industrial tenants. Mr. Krapf stated that he would not support the application.

Mr. Basic stated that he has many of the same concerns as Mr. Krapf. Mr. Basic further stated that the timing of the completion of the remediation at the beginning of the recession has also factored in to the length of time it has been on the market. Mr. Basic further stated that the Economic Development Authority has stated that the County must diversify its employment opportunities and that another resort or timeshare does nothing to reach that goal. Mr. Basic stated that he remains opposed to the application.

Mr. Drummond stated that this is an opportunity to generate revenue on the property as well as provide improvements in the Grove area. Mr. Drummond stated that he would rather see traffic associated with a mixed use development than an increase in industrial traffic. Mr. Drummond further stated that the Grove area needs the economic boost and the job opportunities that would be provided by the resort and mixed use development. Mr. Drummond also stated that there is still a substantial amount of vacant industrial property in the County, particularly in Greenmount and that most of that property is vacant. Mr. Drummond stated that he would support the application.

Mr. Wright stated that he concurred with Mr. Drummond. Mr. Wright further stated that he would like to see job opportunities in the Grove area so that residents would not have to travel great distances to find adequate employment. Mr. Wright stated that he would support the application.

Mr. O'Connor stated that he still has concerns about the application because there is one parcel in the middle where the owner has not subscribed to the plan. Mr. O'Connor inquired whether it would be possible to address the land use designation outside of the Comprehensive Plan cycle.

Mr. Holt responded that the land use designation should be addressed during a Comprehensive Plan process and any legislative application submitted in the interim would stand against the Comprehensive Plan language in place at the time.

Mr. O'Connor stated that he is not prepared to support the application at this time. Mr. O'Connor further stated that if the application does move forward he would want to see language included identifying Fort Eustis-Langley as an adjacent property with their associated impacts.

Ms. Bledsoe clarified that the language to be included would identify Fort Eustis as an adjacent use.

Mr. Drummond inquired how many acres of industrial land are still available in Greenmount.

Ms. Pollock stated that because there are a number of environmental impacts on the Greenmount Property such as RPA and wetlands, staff would need to research the exact acreage.

Mr. Drummond stated that approving this application would not make a huge impact on the amount of industrial land available.

Mr. Holt stated that staff would provide figures on the amount of industrial land available.

Mr. Richardson stated that the Fort Eustis issue is significant because it will be a long-term presence in the community. Mr. Richardson further stated that he is optimistic that this property could be developed for industrial purposes as the economic recovery continues. Mr. Richardson stated that 23 percent of the lower County is designated for industrial development which represents only four percent of the entire County. Mr. Richardson stated that the County must plan for the future; while the land is not needed yet, it is what the County will need.

Ms. Bledsoe clarified that a motion to approve would include adding Fort Eustis and its mission to the Comprehensive Plan language and that staff would finalize the language.

Mr. Drummond move to approve LU-0009-2014 as recommended by the Planning Commission Working Group.

On a roll call vote, the motion failed by a vote of 3-4 and the Planning Commission did not approve LU-0009-2014.

Mr. O'Connor inquired if the parcels would remain General Industry and Mixed Use.

Mr. Holt responded that the recommendation to the Board of Supervisors is that those designations stand.

Ms. Bledsoe inquired if anyone wished to discuss any other land use application separately.

Mr. Basic asked Ms. Rosario to remind the Commission of the process moving forward for the two land use cases that were deferred pending DEQ action on the County's permit.

Ms. Rosario stated that pending the Commission action, the applications would go forward to the Board with a recommendation to defer pending the DEQ action. Ms. Rosario stated that if the applications were deferred at the Board level, the land use designations would remain as they are on the 2009 Land Use Map until a time when consideration would be resumed. Ms. Rosario stated that once the Board is satisfied with the DEQ results, the applicant would have an opportunity to bring the application back to the Planning Commission and the Board of Supervisors for consideration and a vote.

Mr. Basic inquired if those cases needed a separate vote.

Ms. Rosario responded that the deferral is embodied in the recommendation.

Mr. Richardson stated that the discussion about deferral had satisfied his concerns about the land use application for the Barnes Road property and noted that based on the information provided in

the voting sheet, it was clear what the Commission would be voting on regarding changes for that property.

Mr. Richardson stated that, regarding LU-0006-2014, Barnes Road, he would recommend moving to approve the change to Mixed Use for all the northern parcels; the change of all parcels to Economic Opportunity with deferral of PSA expansion pending DEQ action for the remaining parcels.

Mr. Holt inquired if LU-0006-2014 should be voted on individually.

The Commission concurred that the application should be voted on with the other remaining land use applications and Comprehensive Plan text.

Mr. O'Connor inquired if the Mixed Use language for LU-0006-2014 should include a recommendation that the residential component be on the parcel adjacent to Upper County Park.

Mr. Holt stated that the language in the narrative includes the recommendation for the location of the residential development.

Mr. Krapf moved to recommend approval of the Comprehensive Plan text and the remaining land use applications as set forth in the voting sheet.

On a roll call vote, the Planning Commission recommend approval of the Comprehensive Plan text and remaining land use applications as recommended by the Planning Commission Working Group on the voting sheet by a vote of 7-0.

## **6. PLANNING COMMISSION CONSIDERATION**

Mr. Paul Holt gave an overview of each consideration item and the reason they are being amended, as well as what the process would entail going forward. Mr. Holt stated that staff recommends approval of all four resolutions.

### **A. Initiation of Consideration of Amendments to the Zoning Ordinance, Division 3. Floodplain Area Regulations.**

Mr. Krapf moved to approve the consideration item.

On a roll call vote, the Planning Commission recommend approval of the Initiation of Consideration of Amendments to the Zoning Ordinance, Division 3. Floodplain Area Regulations by a vote of 7-0.

### **B. Initiation of a Consideration of Amendments to the Zoning Ordinance to Incorporate State Code Changes (Consistency with A-1)- Division 10, General Business, B-1; Division 11, Limited Business/Industrial, M-1.**

Mr. Richardson moved to approve the consideration item.



On a roll call vote, the Planning Commission recommend approval of the Initiation of a Consideration of Amendments to the Zoning Ordinance to Incorporate State Code Changes (Consistency with A-1)- Division 10, General Business, B-1; Division 11, Limited Business/Industrial, M-1 by a vote of 7-0.

**C. Initiation of a Consideration of Amendments to the Zoning Ordinance to Incorporate State Code Changes- Division 2. General Agricultural District, A-1.**

Mr. Wright moved to approve the consideration item.

On a roll call vote, the Planning Commission recommend approval of the Initiation of a Consideration of Amendments to the Zoning Ordinance to Incorporate State Code Changes- Division 2. General Agricultural District, A-1 by a vote of 7-0.

**D. Initiation of a Consideration of Amendments to the Zoning Ordinance, Article 1, In General, Administrative Fees, Certificate of Occupancy, Amendments and Variation of Conditions and Submittal Requirements.**

Mr. Wright clarified that this approval process was a formality and the Policy Committee and Planning Commission would discuss the details at a later date.

Mr. Holt stated that was correct.

Mr. Wright moved to approve the consideration item.

On a roll call vote, the Planning Commission recommend approval of the Initiation of a Consideration of Amendments to the Zoning Ordinance, Article 1, In General, Administrative Fees, Certificate of Occupancy, Amendments and Variation of Conditions and Submittal Requirements by a vote of 7-0.

**7. PLANNING DIRECTOR'S REPORT**

Mr. Holt stated that other than what was included in the packet there was nothing else to add.

Mr. O'Connor stated that he was unable to make the Mooretown Road meeting and would like to know how the proposal was received.

Mr. Purse stated that it was a nice meeting. Mr. Purse stated that it was the third public meeting that we had. Mr. Purse stated that VHB rolled out their proposed alignment along with the criteria for how they chose that alignment. Mr. Purse stated that they received a number of public comments on that alignment and they are reviewing those comments. Mr. Purse stated that they are planning on having a Work Session with the Board of Supervisors to go over all of the comments received about the alignment. Mr. Purse stated that VHB will then put together a final proposal with their alignment and a study document that will have all of the alignments and the

design standards for the road. Mr. Purse stated that proposal would be brought forward to the Planning Commission and Board of Supervisors.

## **8. COMMISSION DISCUSSION AND REQUESTS**

Ms. Bledsoe thanked all of the new commission chairs for agreeing to take on that responsibility. Ms. Bledsoe stated that she would send out an email regarding a schedule for the Board of Supervisors coverage. Ms. Bledsoe stated that she would be attending the meetings in April, Mr. Basic would attend in May and Mr. Krapf would attend in July.

Mr. Richardson asked if the assigned Planning Commissioner would also be expected to attend Board of Supervisor Work Session meetings.

Ms. Basic and Mr. Krapf stated that the Planning Commissioner would only have to attend the two Board of Supervisor regularly scheduled meetings.

Ms. Bledsoe stated that the chair for the Policy Committee is Mr. Wright and the other members would be Mr. O'Connor, Mr. Krapf and Mr. Richardson. Ms. Bledsoe stated that Mr. Drummond would be the chair of the DRC meeting and the other members would be Mr. O'Connor, Mr. Basic and Ms. Bledsoe. Ms. Bledsoe stated that she would stay on the Regional Issues Committee.

Mr. O'Connor stated that he wanted to thank staff, Ms. Gaston and Ms. Freil for all of their help with the Comprehensive Plan. Mr. O'Connor stated that he is sorry Mr. Van Riper is not here because Mr. Hill is trying to accomplish a link between the Comprehensive Plan, the budget and other planning tools that he would have liked to see.

Mr. Wright stated that having a County Administrator come in has clarified the vision and focus which has helped many projects move forward.

Ms. Bledsoe stated that she thinks he will see some of those changes and progress but it may not show up immediately in the Comprehensive Plan. Ms. Bledsoe thanked the Commission members for all of their hard work with the Comprehensive Plan.

## **9. ADJOURNMENT**

Ms. Bledsoe and Mr. Wright moved to adjourn to the next Planning Commission meeting on May 6.

The meeting was adjourned at approximately 9:51 p.m.

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Robin Bledsoe, Chairwoman

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Paul D. Holt, III, Secretary

This map illustrates the City of Williamsburg, Virginia, and its surrounding areas. The James River is shown flowing through the city, with several islands and peninsulas. Major roads are highlighted, including Route 199, I-64, Route 143, and Route 60. The map also shows various landmarks, such as the U.S. Naval Weapons Station, the Government Complex, and the James River ES. Neighborhoods like Brook Haven, James Farm, and Gatehouse Farms are labeled. A scale bar and a north arrow are provided for reference.

**ERRATA SHEET**  
***James City County Comprehensive Plan***  
***Toward 2035: Leading the Way***  
**May 26, 2015**

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The following revisions have been made to the draft 2035 Comprehensive Plan dated February 16, 2015 pursuant to the Planning Commission's consideration and recommendation of approval of the plan on April 1, 2015:

**I. Executive Summary**

1. The draft Executive Summary (attached) will be included as an introductory section of the plan.

**II. Transportation (per VDOT comments)**

1. On page T-5, second paragraph under Connectivity, the edition year of the SSAR will be added:

VDOT has adopted Secondary Street Acceptance Requirements (SSARs) which are the minimum standards for new streets to be accepted for State maintenance. The **2011** SSARs often require interconnectivity between new developments.

2. The Table of Contents and Appendix list will be revised to specifically reference the James City County/Williamsburg/York County Comprehensive Transportation Study as noted on pages T-8 and T-11. Existing Appendices A-D will be reordered.

3. Map T-1 (attached) was corrected to show Merrimac Trail as a Minor Arterial rather than a Principal Arterial.

4. On page T-11, fourth paragraph, a typographical error will be corrected.

Roadway improvements, such as ~~additional~~ through and turn lanes, improved intersections, and traffic signals, are potential solutions to managing future congestion.

5. Table T-3 (attached) on page T-15 has been split into two tables, one showing only SYIP projects and the other showing other programmed projects. Costs have been verified.
6. Starting on page T-11 under the heading Corridor Visions, the VTrans2035 recommendations will be included.

Table T-3 below and Map T-2 below provide a complete list of all programmed County projects *based upon their listing in VDOT's current Six-Year Improvement Program (SYIP), which allocates funds for interstate, primary and urban highway system improvements, public transit, ports and airports, as well as.*

*Projects included in the SYIP are identified as recommendations in the 2035 Virginia Surface Transportation Plan (VTSP) and based upon goals and priorities established in VTrans2035. Together, the VTSP and VTrans2035 represent Virginia's multimodal transportation plan for highways, transit, rail, air, pedestrian, port, and bicycle facilities. Specific recommendations from the plans for James City County include the following:*

- *Corridors of Statewide Significance - Identifies the East-West Corridor, which runs along I-64 and the CSX rail line, as one of 11 Corridors of Statewide Significance. Recommendations focus on highway and rail capacity*

*improvements as well as implementation of various strategies pertaining to transit, park-and-ride lots, intelligent transportation systems (ITS), freight, and access to airport facilities.*

- *Public Transportation – Recommends ITS investments in transit operations, customer amenities, service planning, security and maintenance/management for Williamsburg Area Transport*
- *Highway – Recommends expansion of Interstate 64 in two segments through York/James City County/Newport News:*
  - *New Kent County Line to Route 199 – 6 lanes*
  - *Route 199 to Jefferson – 8 lanes*

7. At the bottom of page T-10, the title will be changed as follows:

~~Transportation~~Future Planning

8. On page T-23 at the end of the Bike Lanes paragraph, language will be added to note that the delineation of bike lanes within the limits of a required paved shoulder is not permitted.

Bike Lanes – Roadways that can accommodate bicyclists. These facilities include bike lanes within the roadway that are delineated for bicycle use only. This also includes paved shoulders and wide outside lanes that provide enough space to accommodate bicyclists along with motorized traffic in cases where constraints do not allow for a delineated lane. *Markings and signage for these facilities shall be in accordance with the VDOT Road Design Manual.*

9. On page T-26, various references to the Statewide Park and Ride Lot Inventory and Usage Study will be updated (study name, lot name and location for Jamestown Center, vehicle spaces for all lots, and final recommendation):

In order to assist with carpooling and ridesharing efforts, VDOT maintains Park and Ride lots throughout the State, including three lots in the study area:

- Lightfoot - This lot is located on East Rochambeau Drive just to the south of the interchange of I-64 and Humelsine Parkway. The unpaved Lightfoot Lot has space available for ~~7660~~ vehicles.
- Croaker - The Croaker Lot is located at the corner of Rochambeau Drive and Croaker Road just to the west of I-64. This unpaved lot has space for ~~7564~~ vehicles.
- Jamestown ~~Ferry Landing~~Center - This lot is ~~co-located on~~ *located at the Jamestown Center near the intersection of Jamestown Road at the Jamestown Settlement, just to the north of the Jamestown-Scotland Ferry and the Colonial Parkway.* This paved lot has ~~132504~~ *general* spaces.

In 2013, VDOT completed ~~the~~ *the* ~~Statewide of~~ *Statewide* ~~Park and Ride Lots Inventory and Usage Study.~~ The study updated VDOT's inventory and usage of Park and Ride lots, identified recommendations for new or expanded Park and Ride lots, updated VDOT's website to include an interactive map of official lots, developed VDOT's Park and Ride program policies and goals, and assisted VDOT in coordinating its Park and Ride lot program with other State and local agencies and the public. For James City County, the recommendations of the study ~~include~~ *resulted in one Priority Investment Strategy project:*

- Paving and enhancing the ~~Lightfoot, Croaker and Jamestown Ferry Landing~~ lots (noted on the Hampton Roads VDOT District priority list), and
- ~~Consideration of a future park and ride lot at the I-64/Route 199/Busch Gardens area (noted as a Priority Investment Area).~~

### III. Community Character

1. On page CC-18, Table CC-1 will be updated to show Amblers House as being recently listed on the National Register of Historic Places.

### IV. Land Use Text/Map

1. On the last page of the Land Use Map Descriptions and Development Standards, the new Mixed Use description associated with the BASF application will be stricken:

~~BASF Property—The BASF area consists of several parcels located south of Green Mount Industrial Park and is bordered by the James River to the west and Woods Creek to the east. Primary road access is via an existing entrance on Pocahontas Trail (Route 60). Suggested uses for this area include resorts, hotels, timeshares and ancillary commercial uses; themed attractions; office uses; industrial uses; and recreational and water-based establishments (such as small-scale marinas and boat launches) and should be compatible with existing and developing industrial areas. No permanent residential uses should be considered for the BASF Mixed Use Area. In order to preserve and enhance the scenic qualities of the property and to keep the area attractive to large-scale economic development, the area should be designed and developed under a unified master plan. The master plan should explore the feasibility and compatibility of providing shared access through the adjacent James River Commerce Center, and should provide parking, compatible landscaping and architectural treatment, adequate buffering and screening and other measures to ensure that proposed uses are compatible and that there are adequate measures to mitigate any negative impacts on adjacent properties, including the historic Carter's Grove property. It is also important that any master plan provide for outdoor recreation, education and meaningful water access that are open and available to the public; public transportation; pedestrian and bicycle accommodations that connect to Pocahontas Trail (Route 60); unified shoreline restoration; preservation of mature tree cover; and protection of sensitive environmental resources located on the property. Specifically, due consideration should be given for subsequent development proposals to potentially designate a publically owned park. Careful coordination between development and transportation issues will be important to avoid worsening the level of service along Route 60 and to retain a high degree of mobility through the area. The intensity of the development should be conditioned on the proposal's ability to maintain an adequate level of service and functioning of Route 60 in the immediate project vicinity and projects should not negatively impact the development of adjacent industrial areas. To ensure this, build-out of surrounding industrial land should be accounted for in any evaluation of impacts, such as traffic, water and sewer.~~

2. The overall Mixed Use land use designation for the property associated with LU-0009-2014, 5961 Pocahontas Trail (BASF property) has been changed back to General Industry/Mixed Use as shown on the 2009 Comprehensive Plan land use map.

# Executive Summary

## The Purpose of the Comprehensive Plan

Since 1980 every Virginia locality has been required by State law to have a Comprehensive Plan. The purpose of the Comprehensive Plan is to guide growth and development over a 20-year time period by providing the long-range vision, goals, and strategies of the community. James City County's current plan, *Toward 2035: Leading the Way*, serves as a guide to landowners, developers, businesses, citizens, and County officials about future land use decisions. By considering the types and locations of development and services needed or desired for a 20-year time period, decision makers are better able to evaluate individual proposals in the context of long-term goals.

## Snapshot: Where We Have Been and Where We Are Today

James City County adopted its first Comprehensive Plan in 1975, which established the foundation for managing growth in the County. Since that time, the population has increased from approximately 20,000 persons to a current population of 70,711, experiencing a growth rate of 1 to 2% a year since 2010. In December 2014, State demographers ranked the County as the 17th fastest growing locality in Virginia.

Increases and changes in residential and commercial development since the 2009 Comprehensive Plan have been evident in development projects throughout the County. For example, the County has seen much growth in small residential developments (the Villages at Candle Station and Windsor Ridge), rather than in large Master Planned communities that represented the majority of growth reflected in the 2003 and 2009 Comprehensive Plans. Additionally, though many lots in large, Master Planned communities have been approved, a large number of those lots have not yet been built upon and thus represent potential growth in coming years (Colonial Heritage, Ford's Colony, and the Settlement at Powhatan Creek). With respect to commercial and industrial development, the emphasis has remained on tourism, health care, retail, and manufacturing with the top private employers being SeaWorld Parks and Entertainment, Kingsmill Resort, Riverside Regional Medical Center, Walmart, and Anheuser-Busch InBev. The industrial sector has continued to grow in areas like Jacob's Industrial Park, while commercial development has continued in the Settlers Market section of New Town and Courthouse Commons.

Quality jobs, quality housing, and quality amenities all contribute to growth and result from it. All attract new residents and residents expect quality services. Overall, the results of the 2014 Virginia Tech Citizen Survey (Citizen Survey), a statistically valid, representative survey of 606 total households in the County, indicate that 80% of respondents rate services provided by the County as either "good" or "excellent" compared to 77% in 2007. Survey

respondents gave particularly high marks on questions dealing with public safety; library services; parks and recreation facilities, programs and services; and school facilities. Since adopting the 2009 Comprehensive Plan, the County has seen the completion of Lois S. Hornsby Middle School, J. Blaine Blayton Elementary School, and the new Law Enforcement Center, as well as the renovation of Mid-County Park and the creation of the JCC Alert system. All of these are responses to higher demands for facilities and services, and contribute to keeping James City County an attractive place to live, work, and play.

## Vision of Where We Are Headed

### Citizen Commentary

Feedback during the Comprehensive Plan update also indicates some areas of concern in relation to growth management, including both the **impacts of growth** and the **quality of growth**. The term “growth management” encompasses varying policies and tools to address the timing, character, and location of development so that growth occurs in an orderly and efficient manner. It answers the questions of where, how, and when growth should occur.

With respect to the **impacts of growth**, citizens are generally concerned about the pace of population growth and the effects that growth can have on traffic, water availability, open space, housing, the environment, community character, public facilities and services, demands on County tax dollars, and overall quality of life within the County.

Development, in this case, is separated into two types - residential and commercial - and citizens had different concerns tied to each. While 73% of survey respondents expressed that they “somewhat” or “strongly agreed” the pace of residential development was too fast and 93% felt that the amount of residential development was “about right” or “too high,” they simultaneously recognized the need for increased housing affordability and diversity in other questions. Sentiments were more mixed in regard to commercial and industrial development: 85% of respondents felt that the amount of commercial development in the County was either “about right” or “too high,” whereas 57% of respondents felt that the same regarding industrial development. Through a series of open-ended questions in the survey and at public input meetings, citizens expressed specific desires to introduce new industrial businesses, to strengthen the tourism sector through sports and agricultural tourism and revitalized restaurant areas, to incentivize redevelopment of existing commercial areas and to have a planned approach to new retail/commercial development.

The **quality of growth** is another area of concern that is directly linked to growth management. These comments deal with balancing the small town rural character of the County with the need to grow and diversify the economic base. For example, 78% of Citizen Survey respondents felt that preservation of farmland was more important than new development; however, 86% of respondents also thought that the concept of living, working, and playing in areas of close proximity was either “somewhat” or “very important.” Throughout public input meetings, participants also identified the importance of retaining and enhancing those qualities that make James City County unique, such as its natural beauty, history and access to parks and amenities. Additionally, citizens suggested the County utilize available tools to manage growth and to provide adequate services to meet growing demands.



From these collective comments, an important question becomes how James City County can retain and build on what citizens like about the County and also address the concerns which were raised about growth. *Toward 2035: Leading the Way* explores this question by examining the context within which growth management choices will be made, that is, what our possible future community might look like in terms of its demographics. We then consider the types of growth management strategies that are available and how they might be used in the County.

## Population Projections

In order to explore what our community may look like in the future, the Demographics section includes County-wide population projections to 2040 generated by several agencies, including the Weldon Cooper Center for Public Service, the Hampton Roads Planning District Commission and Planning Division staff. Based on a current population estimate referenced above and using methods described further in the Demographics section, staff projects that the population of the County will reach between 104,200 and 136,736 by 2040. While all the populations in each age group are expected to increase during that time, the most dramatic shift is expected in the 65+ age group, growing from 21% of the County's population in 2010 to 34% in 2040. Such population increases result in the need for expanded or additional facilities and services, tailored to meet the diverse needs of the different generations they will serve.

Creating projections is an important planning tool, but it is important to realize that any given projection may or may not be realized based upon the validity of the assumptions and methodology, the impacts of local policy and regulatory decisions made along the way, consequences of changes to State and County codes, and market conditions. In all cases, projections are a best guess of what the County's population *might be* at any point in time, with decreasing accuracy in the outer years.

## Growth Management Strategies

### ***Past and Present***

Recognizing the potential for significant growth in our community, it is important to know what growth management tools are (and are not) available, and to evaluate which of the available tools would best achieve the community's goals and vision. The Land Use section of the Comprehensive Plan identifies growth management tools available to Virginia localities, and notes that the County has traditionally been a leader in using those available tools to meet the specific needs of our community. It is important to note that growth management tools address not only how much development occurs, but also about ways that communities can influence where new development is located; when new development occurs (timing); whether a particular new development is capable of being supported by water supply, public facilities and services, environmental resources, and the transportation system; and how development fits with existing community character. That section also notes that measures such as population and building caps are not currently supported under Virginia law. Primarily, the available tools provide information and guidelines to County leaders to help them make decisions on development proposals.

The following are some of the tools that the County currently uses to manage growth:

#### Location of Growth

- The **Primary Service Area (PSA)** defines areas where public water, sewer and high levels of other public services exist or are expected to exist over the next 20 years and serves as a boundary within which most growth is targeted to occur. Promoting efficiency in the delivery of public facilities and services through land use planning and timing development is an important concept. The PSA concept encourages efficient use of public facilities and services, avoids overburdening such facilities and services, helps ensure facilities and services are available where and when needed, increases public benefit per dollar spent, promotes public health and safety through improved emergency response time, and minimizes well and septic failures within the PSA.
- **Land use designations and the Comprehensive Plan's Land Use Map** denote what are seen to be the most appropriate future uses and can indicate development intensity for a specific area. Higher intensity land use designations, which allow higher densities and can have greater impacts on roadways and water, are proposed within the PSA, while lower intensity designations exist outside the PSA.
- The **Zoning Ordinance and Subdivision Ordinance** more specifically define the type of development currently allowed on a parcel and outline specific design and development guidelines for these uses. The ordinances address current standards including those for development use, density, lot size, and setbacks. Both ordinances will be updated to include revised standards and implement many actions identified in the Comprehensive Plan.

#### Timing and Impacts of Growth

- **Legislative cases** include rezonings and special use permits (SUPs) and require consideration by the Planning Commission and approval by the Board of Supervisors. These bodies have the discretion to decide whether the proposed development is consistent with the Comprehensive Plan land use designation and whether it offers sufficient public benefit to the County.
- **Impact studies** are submitted for legislative cases and assess the anticipated impacts of a proposed development on traffic, schools, the environment, water and sewer, cultural resources, and the County's tax base and employment.
- **Proffers** are often offered by developers for legislative cases and may include cash contributions for water, Fire/EMS, libraries, parks and recreation, roads, and schools to offset the impacts of the development. They may also include project phasing.
- **Adequate public facilities tests** help determine whether there is enough capacity in public facilities to handle the additional demands generated by a new development. The County currently has such a policy to determine impacts to public schools.
- **Watershed planning, Community Character Corridors (CCCs), and Community Character Areas (CCAs)** are tools used during all case reviews to protect the quality of sensitive streams and wetlands, the appearance of certain designated roadways, and sense of place in specific areas throughout the County.

## Moving Forward

*Toward 2035: Leading the Way*, seeks to strengthen, and refine the above growth management strategies through targeted goals, strategies, and actions (GSAs). The primary location of proposed growth management strategies is in the Land Use section, but GSAs that influence growth within the County are included in every topical area. The following highlights a few of the timing, impact, and quality growth strategies included in *Toward 2035: Leading the Way* (more detail can be found in the sections referenced at the end of each bullet point):

- Cumulative impact analyses (Land Use)
- Adequate public facilities policies (Land Use and Public Facilities)
- Redevelopment, infill and adaptive reuse (Land Use, Community Character and Economic Development)
- Coordination with neighboring localities (Land Use, Housing, Transportation, Economic Development)
- Mixed commercial and residential uses (Housing, Economic Development, and Land Use, Transportation)
- Community Character Area designations, such as Five Forks (Community Character and Land Use Map)
- Partnerships, pattern books and design guidelines to preserve and enhance community character areas (Community Character)
- Preservation of existing vegetation (Community Character)
- Balance growth with the provision of public facilities (Public Facilities, Parks and Recreation, and Land Use)
- Rural economic development (Land Use and Economic Development)
- Prioritization of road improvement projects (Transportation)
- Zoning Ordinance amendments to make all districts more consistent with land use designation descriptions and standards (Land Use)

## Responses to Other Significant Citizen Concerns

Through various input opportunities and Community Workshops, citizens commented on several other areas of the Comprehensive Plan, noting that these areas also needed to be strengthened or reshaped. Some aspects of these topics are new to this update; however, many are concerns that have been on citizens' minds since earlier Comprehensive Plan updates and have become heightened given recent development trends.

- **Economic Development.** *Economic development comments included looking for ways to diversify the economic tax base by means of strengthening the tourism sector, careful planning of commercial and industrial areas, continuing support for business development, addressing workforce needs such as housing and transportation, preserving agriculture and rural aspects of James City County, pursuing new industry opportunities in the technology and medical fields and incentivizing redevelopment.*
  - Economic diversification through sports tourism, high-tech, corporate or medical research businesses (Economic Development)

- Traditional and emerging economic opportunities, including agri-business and eco-tourism, in the Rural Lands (Land Use and Economic Development)
- Regional partnerships to encourage entrepreneurship and develop transportation systems (Economic Development)
- Business Climate Task Force recommendation update (Economic Development)
- **Transportation.** *Citizen comments related to transportation included improving existing roads, providing greater linkages among and opportunities for different transportation modes, and prioritizing congestion relief, maintenance and public transit.*
  - Public road interconnections and access management (Transportation)
  - Guiding principles for roads needing future capacity improvements (Transportation)
  - Use of public input in prioritizing road improvement projects (Transportation)
  - Mooretown Road Corridor Study (Transportation)
  - Integrated residential and commercial development (Land Use, Housing, Economic Development)
  - Corridor visions and rural roadway character (Transportation and Community Character)
- **Housing.** *Affordable and diverse housing options, particularly for workforce, young professionals, the disabled and the elderly, along with a desire for neighborhoods reflecting a mix of housing options and consumer services were the focus of most housing-related citizen comments.*
  - Re-examination of the Housing Opportunities Policy and ordinances related to infill housing (Housing)
  - Zoning Ordinance amendments to allow greater diversity in housing types (Housing)
  - Affordable senior care from independent living to Continuing Care Retirement Centers (Population Needs and Housing)
  - Housing Needs Study (Housing)
- **Parks and Recreation.** *Public comments reflected appreciation for the parks and recreation system and its contribution to the community's quality of life; a high importance for bike paths and walking trails, additional community programs and facilities, and public access to waterways for recreation; and suggestions for more activities for kids, teens, and seniors.*
  - Implementation of the 2009 James City County Parks and Recreation Master Plan. (Parks and Recreation)
  - Update to the Greenway Master Plan and Strategic Action Plan (Parks and Recreation)
- **Population Needs.** *Population needs comments included the need to focus on the special needs of both the growing senior and youth populations. Citizens noted the need for better modes of transportation as well as concerns about school crowding and resources.*
  - Public transportation and mobile service stops (Transportation and Population Needs)
  - Community Action Plan on Aging (Population Needs and Housing)
  - Adequate and safe facilities and programs for seniors and youth (Population Needs, Public Facilities, and Parks and Recreation)
- **Water.** *As in 2009, public comments primarily focused on the need to ensure the availability of drinking water for current and future populations and to provide public access to clean water for swimming, boating, and passive enjoyment.*
  - Water management (Public Facilities)
  - Water quality improvement strategies (Environment)

- Virginia Stormwater Management Program (Environment)
- Blueways planning (Parks and Recreation)
- **Environment.** *Environmental comments focused on preserving open space, farm lands, and trees, protecting water quality and effectively managing stormwater, and preserving agricultural character and economy.*
  - Surface water quality and monitoring (Environment)
  - Early submission of environmental inventories (Environment)

It is clear by looking at the strategies developed to respond to all of these concerns, that balancing the related, yet sometimes competing, needs for the population, economic development, public facilities, parks and recreation, environment, housing, transportation, community character, and land use is critical to effective growth management. This difficult balance guides the overall approach of *Toward 2035: Leading the Way*.

### Vision: Leading the Way

Central to guiding the Comprehensive Plan update process was the development of an overall vision for the County. A resounding message heard through various studies and forums was that James City County is a special place to live, work, and visit. County citizens have a well-defined vision to help retain these unique community qualities and, as part of the 2003 Comprehensive Plan update, a group of citizens drafted the first Vision Statement for the plan. This served as a building block for the Vision Statement found on page one of *Toward 2035: Leading the Way*, which can be summarized as follows:

We will sustain the quality of life and economic vitality in James City County while preserving our special natural and cultural heritage. We will accomplish this by promoting smart growth principles, adopting supporting strategies, providing a variety of housing options, supporting economic development, and providing diverse recreational, cultural, and education opportunities for all ages.

Planning for our future is effective only in as far as it demonstrates the ability to meet present needs without compromising those of future generations - primarily in terms of the County's economic, social, and environmental well-being. There are other definitions of effectiveness, of course, but the concept of sound planning revolves around the symbiotic relationship between these three arenas.

County staff, along with elected and appointed officials, has been monitoring growth in the County for decades and has worked diligently to balance new economic activity with a high quality of life for all residents. As the Comprehensive Plan update process began, the notion of preserving the County's assets and resources for future generations while providing for the needs of current residents became a guiding principle. This concept of striving to meet the needs of and improve opportunities for both current and future residents defines the vision and theme of *Toward 2035: Leading the Way*. Each of the sections of this document discusses an important aspect of community life, highlights the connection between that section and the County Vision Statement in a "Spotlight on Successes and Opportunities," and concludes with the GSAs for that section. Below are excerpts from the Spotlight on Success and Opportunities section and the goal from each section of the Comprehensive Plan:

- **Population Needs:** Leading the way toward the future means meeting the needs of all of our citizens, especially youth and seniors, while creating a safe and healthy environment in order to provide the framework for their future well-being. The County's goal is to ensure that all citizens, especially youth and seniors, have safe, affordable, and convenient access to programs, services, and activities.
- **Economic Development:** Leading the way toward the future of our economy requires strategies that help it become adaptive, resilient, diverse, and vibrant, providing high quality jobs and stability for County residents. The County's goal is to build a diverse, balanced local economy that supports basic needs of all segments of the community and contributes positively to the quality of life.
- **Housing:** Looking toward 2035, meeting the housing needs of the community means creating quality and diverse communities that effectively link people to jobs, health providers, amenities, and public facilities and that address issues of affordability and changing demographics. The County's goal is to achieve high quality in design and construction of all residential development and neighborhoods and to provide a wide-range of choice in housing type, density, price range, and accessibility.
- **Environment:** In many ways, a healthy environment is the cornerstone to building success stories in other areas of the community related to our quality of life; therefore, protecting our healthy and beautiful environment is an essential part of leading the way to the future. The County's goal is to continue to maintain and improve the high level of environmental quality in James City County and to protect and conserve sensitive lands and waterways for future generations.
- **Community Character:** Upholding our unique character through careful and deliberate design is essential to attracting and retaining a viable and diverse economic base, which ensures that future generations will want to live in, work in, and visit this area. The County's goal is to acknowledge the responsibility to be good stewards of the land by preserving and enhancing the scenic, cultural, rural, farm, forestal, natural, and historic qualities that are essential to the County's rural and small town character, economic vitality, and overall quality of life.
- **Parks and Recreation:** Leading the way toward the future must include ensuring access and availability of parks and recreation resources. Availability of parks and recreation resources spurs economic growth, enhances the social fabric, preserves connections to nature, protects environmental resources, and creates a sense of ownership and belonging for residents. The County's goal is to provide a range of recreational facilities and activities that are affordable, accessible, appropriate, and adequate in number, size, type, and location to accommodate the needs of all County residents and that promote personal growth, social development, and healthy lifestyles.
- **Public Facilities:** In light of the County's projected growth and changing demographics through 2035, future public facilities and services need to be efficiently designed, located, and utilized along while remaining adequately funded and paced with growth. By minimizing impacts and investing in quality, secure facilities, the County can ensure that they will add value to the community for years to come.

The County's goal is to commit to and provide a high level and quality of public facilities and services.

- **Transportation:** Our transportation system must provide for the efficient movement of goods and people using a well-connected system of roadways, sidewalks, bikeways, multi-use paths, and transit. As the County looks to 2035, it will be important to reevaluate transportation priorities at regular intervals to ensure that the County's transportation system meets the needs of its growing population and economy. The County's goal is to provide citizens, businesses, and visitors of James City County with an efficient, safe, and attractive multimodal transportation system that reinforces or is consistent with the goals and land use patterns of the Comprehensive Plan.
- **Land Use:** Building a strong community for the future requires land use planning practices that will preserve natural resources, plan for adequate transportation and housing infrastructure, create a sense of place and community, and maintain an economic base that remains vital during a variety of climates. Achieve a pattern of land use and development that reinforces and improves the quality of life for citizens and assists in achieving the goals of the Comprehensive Plan in Population Needs, Economic Development, Environment, Housing, Public Facilities, Transportation, Parks and Recreation, and Community Character.

The goals for each section are linked to the overarching theme of looking toward the future, but are also connected to and dependent on the goals of the other sections as well. It is important to recognize these overlapping goals as priorities determined for the County as we lead the way toward 2035.

## Process, Implementation, and Evaluation of the Comprehensive Plan

The Comprehensive Plan is James City County's master plan for guiding the physical development of our community. It is intended to be a long-range document, with goals and visions for a 20-year time period or beyond. Long-term visions can only be realized, however, by aligning individual decisions with that vision. Only by taking interim steps can the desired outcome be achieved. To this end, State law requires localities to review their comprehensive plans every five years. To satisfy this requirement, the locality merely has to reaffirm the information contained in the plan. The tradition in James City County has been to update the Comprehensive Plan every five years, using the process discussed on the pages of the Planning Process section. This process was designed to be open, transparent, and participatory and results in a compilation of tasks and priorities. The plan was reviewed by the Planning Commission and Board of Supervisors at 16 work sessions and two public hearings. The plan was adopted by the Board of Supervisors on [REDACTED], 2015.

This update relies on established mechanisms of internal tracking, agency reporting, and continued transparency as we work towards implementing the vision and goals of this Plan. The strategies and actions contained in this Comprehensive Plan are intended, in some cases, to serve as the interim steps necessary for the County to achieve the stated vision and goals. In other cases, they serve as benchmarks against which to measure proposals that may come before County officials. In addition to the Comprehensive Plan, there are several other documents in place that help provide the County with direction, including the County budget, departmental master plans and strategic plans, the Capital Improvement Program (CIP), the Zoning Ordinance, and the Subdivision Ordinance. It should be noted that financial

constraints or scarcity of human and other resources can delay or change the implementation of stated actions.

In order for the Comprehensive Plan to have value and remain useful through its planning horizon, it is important to monitor progress in achieving adopted GSAs to recognize those that have been completed, identify areas where additional resources are needed, and to re-assess for changing conditions. The Planning Commission will evaluate the progress of implementation efforts and prepare an annual report to the Board of Supervisors that will identify actions that have been completed. The evaluation process will not only measure progress and identify areas that need attention, but also serve as a catalyst to engage the community in dialogue about the future of James City County.



James City County  
VDOT Roadway  
Functional Classification

LEGEND

-  Interstate
-  Freeway & Expressway
-  Other Principal Arterial
-  Minor Arterial
-  Major Collector
-  Minor Collector
-  Local

Prepared by HRTPO Staff, October 2014.

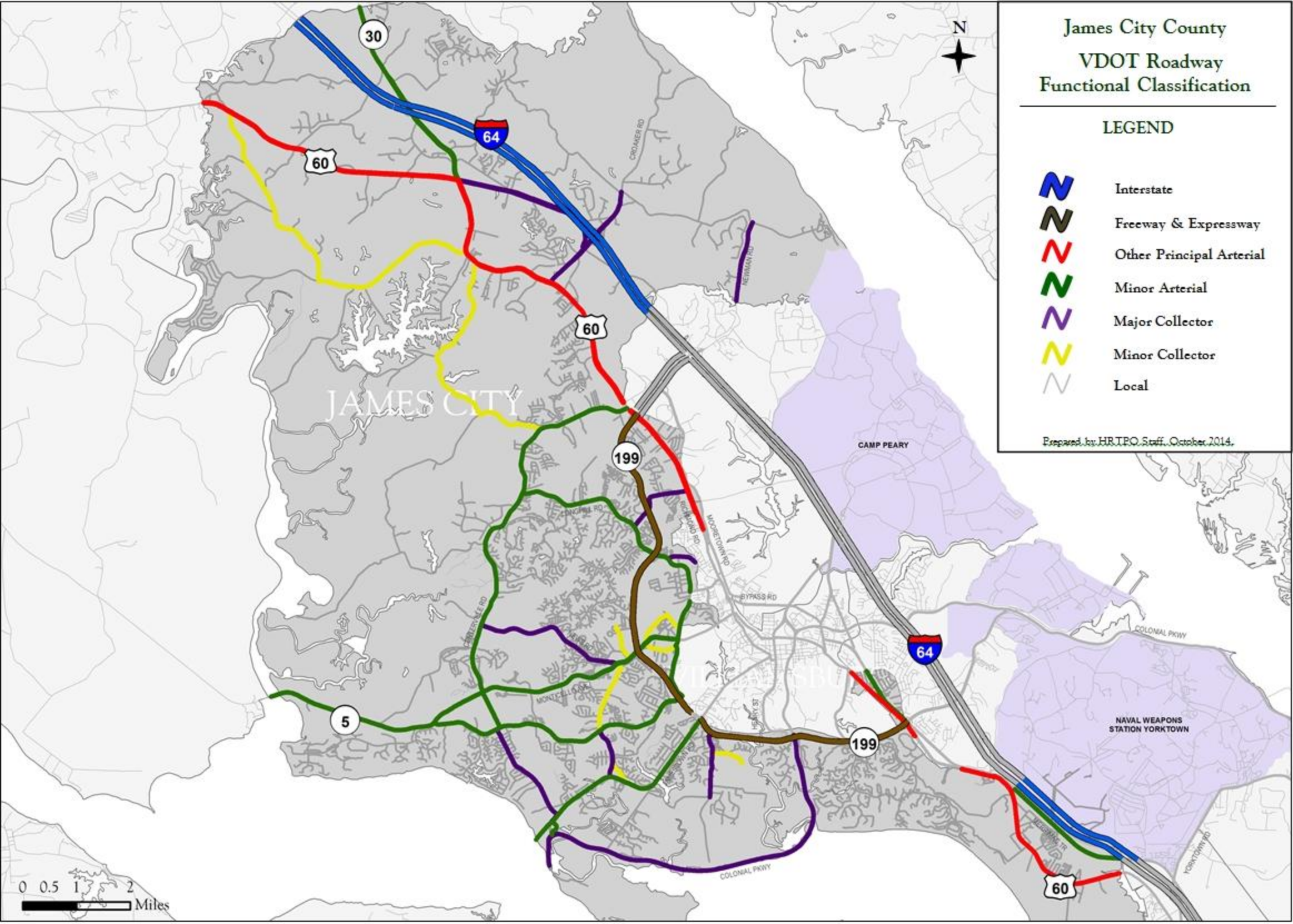


Table T-3

## James City County Current Projects

UPC	Name	Project Status	Funding Source	Estimated Total Cost
<b>Six Year Improvement Plan</b>				
104360	Access Management - Longhill Road at Olde Towne Road	Cancelled	Revenue Sharing	\$60,000
106195	Bridge Replacement - Jamestown Road over Powhatan Creek	Active	Bridge Funds	\$2,260,000
98823	Bridge Replacement - Route 601 (Hicks Island Rd) over Diascund Creek	Active	Bridge Funds	\$1,672,631
98810	Corridor Study - Mooretown Road Extension	Active	RSTP	\$400,000
98811	Corridor Study - Longhill Road	Complete	RSTP	\$500,000
102944	Intersection Improvements - Centerville Road at News Road	Active	CMAQ; Secondary	\$3,101,518
82961	Intersection Improvements - Monticello Ave. at News Road	Under Construction	Secondary; Primary;	\$3,814,517
102948	Intersection Improvements at Route 199 (Humelsine Pkwy)/Brookwood Road	Active	CMAQ	\$275,000
102947	Intersection Improvements-Route 199 (Humelsine Pkwy) Ramp at Richmond Road	Active	CMAQ; Secondary	\$729,915
17633/ 100920	Multi-Use Trail - Croaker Road/ Road Widening - Croaker Road	Active	CMAQ	\$19,441,000
13496/ 100200	New Roadway - Route 60 (Pocahontas Tr) Relocation/Skiffes Creek Connector (4-lane)	Active	RSTP	Alt. A-\$153,435,594 Alt. A1-\$135,200,000
104356	Roadway Reconstruction - Williamsburg West Subdivision Roads	Active	Revenue Sharing	\$892,000
105781	Roadway Reconstruction - Neighbors Drive	Active	Revenue Sharing	\$930,000
102980	Roadway Reconstruction - Pocahontas Tr. (Rt 60) Multimodal Corridor Upgrade	Active	RSTP; CMAQ	\$8,100,000
104327	Trail Access - Virginia Capital Trail at Monticello Ave/John Tyler Hwy	Active	Revenue Sharing	\$33,000
<b>Other Programmed Projects</b>				
101871	Roadway Reconstruction - Marclay Road (Airport Access Road)	Active	Access	\$987,000
100921	Road Widening - Longhill Road from Route 199 to Olde Towne Road	Active	Secondary; RSTP	\$19,800,000
97214	James River Elementary School Intersection Upgrade	Complete	SRTS	\$168,382
67134	Racefield Drive Paving	Complete	Rural Rustic; Secondary	\$181,104

CMAQ-Congestion Mitigation and Air Quality

RSTP-Regional Surface Transportation Program

SRTS-Safe Routes to School

2035 COMPREHENSIVE PLAN LAND USE APPLICATIONS VOTING SHEET

Date: 4/2/15

Case Number/ Name	Tax Parcels	Owner Requested Changes	Staff Recommendation	Motion	PCWG Vote								PCWG Feedback	Planning Commission Vote							Planning Commission Feedback
					Elizabeth Friel	Heath Richardson	John wright	George Drummond	Robin Bledsoe	Chris Basic	Tim O'Connor	Rich Krapf		Heath Richardson	John wright	George Drummond	Robin Bledsoe	Chris Basic	Tim O'Connor	Rich Krapf	
LU-0001-2014, 7809 Croaker Rd.	13401000016D, 1340100015, 1340100013	Neighborhood Commercial	Denial: leave parcel Low Density Residential	Approval: change Massie property and two adjacent properties (7819 and 7901 Croaker Road) to Mixed Use.	Y	Y	Y	Y	Y	Y	Y	Y	Ensure notification of adjacent property owners and public hearing signage for the two additional properties. Include language in the designation description about commercial uses of a Neighborhood Commercial scale, combined entrance off of Croaker Rd., interconnections among the three properties, buffering to residential area and aesthetics due to the proximity to the library.	Approval (no independent vote taken)							
LU-0002-2014, 8491 Richmond Rd.	1210100032	Mixed Use; PSA Expansion	Modified approval: change parcel to Rural Economy Support and expand PSA to include entire parcel	Deferral: pending discussions between JCSA and the Virginia Department of Environmental Quality	Y	Y	Y	Y	Y	Y	N	Y	Request to further consider designating the property Economic Opportunity and for staff and the applicant to continue discussions. Also consider keeping option open as to whether the Rural Economy Support designation needs to be inside the PSA.	Deferral (no independent vote taken)							
LU-0003-2014, 499 Jolly Pond Rd.	2240100007	Low Density Residential; PSA Expansion (portion of parcel)	Denial: leave parcel Rural Lands, outside PSA	Approval: expand PSA to include a portion of the property and change the designation to Low Density Residential	N	N	Y	Y	Y	Y	Y	N		N	Y	Y	Y	Y	Y	N	
LU-0004-2014, 4450 Powhatan Pkwy.	3830100001	Moderate Density Residential	Denial: leave parcel Low Density Residential	Denial: leave parcel Low Density Residential	Y	Y	Y	Y	Y	Y	Y	Y		Denial (no independent vote taken)							
LU-0005-2014, 133 Powhatan Springs Rd.	4620100009B	Limited Industrial	Modified Approval: change to Mixed Use as part of the Five Forks Mixed Use Area	Modified Approval: change to Mixed Use as part of the Five Forks Mixed Use Area	Y	Y	Y	Y	Y	Y	Y	Y		Approval (no independent vote taken)							
LU-0006-2014, 9400 Barnes Rd.	0440100014, 0440100015, 0440100013, 0440100012, 0430100017, 0440100009, 0440100008, 0440100003, 0440100002	Economic Opportunity, Community Commercial; PSA Expansion	Modified Approval: * change parcels south of interchange to Economic Opportunity; * leave 044010008, 044010009, and portion of 0430100017 Mixed Use; * change Low Density Residential portions of 0440100002, 044010003 and 0430100017 to Mixed Use; * bring entirety of 0430100017 into PSA	<u>Northern properties</u> - Approval: change all parcels to Mixed Use	Y	Y	Y	Y	Y	Y	Y	Y	Description language for this Mixed Use Area could include some residential for the southern properties up to a certain percentage of the overall development but it should be integrated into the rest of the site development as part of the master plan and should include a timing mechanism to balance residential and commercial/industrial development.	Approval of Land Use Designation change and deferral of PSA expansion (no independent vote taken)							
				<u>Southern properties</u> - Approval: change all properties to Economic Opportunity, Deferral of the PSA expansion: pending discussions between JCSA and the Virginia Department of Environmental Quality	N	Y	Y	Y	Y	Y	Y	Y									
LU-0007-2014, 8515 Pocahontas Trl. (Kingsmill and Woods Course)	5230100111, 5230100011A, 5230100011B	Low Density Residential	Modified approval: * change 8515 Pocahontas Trl. to Low Density Residential; * change 101 Busch Service Rd. to Park, Public or Semi-Public Open Space; * leave 8581 Pocahontas Trl. Limited Industrial	Modified approval: * change 8515 Pocahontas Trl. to Low Density Residential; * change 101 Busch Service Rd. to Park, Public or Semi-Public Open Space; * leave 8581 Pocahontas Trl. Limited Industrial	Y	Y	Y	Y	Y	Y	Abstain	Y		Y	N	Y	Y	Y	Abstain	Y	

## 2035 COMPREHENSIVE PLAN LAND USE APPLICATIONS VOTING SHEET

Date: 4/2/15

Case Number/ Name	Tax Parcels	Owner Requested Changes	Staff Recommendation	Motion	PCWG Vote								PCWG Feedback	Planning Commission Vote							Planning Commission Feedback
					Elizabeth Friel	Heath Richardson	John Wright	George Drummond	Robin Bledsoe	Chris Basic	Tim O'Connor	Rich Krapf		Heath Richardson	John Wright	George Drummond	Robin Bledsoe	Chris Basic	Tim O'Connor	Rich Krapf	
LU-0009-2014, 8961 Pocahontas Trl. (BASF Property)	5940100003, 5940100005, 5940100006	Mixed Use	Denial: leave parcels General Industry and Mixed Use	Approval: change to Mixed Use and develop specific language for a new Mixed Use area	Y	Absent	Y	Y	Y	N	N	N	Mixed Use description should mirror the language for GreenMount Mixed Use Area. Want to still allow for industrial and office uses in addition to resort and related commercial. Permanent residential should not be a recommended use. Emphasize importance of environmental protections, shoreline stabilization and public access to waterways. Interested in including Colonial Penniman, LLC properties if designation is changed.	N	Y	Y	Y	N	N	N	Leave property as currently designated but if it is ultimately approved for Mixed Use, the description should include language that references mitigating impacts of development on the adjacent Fort Eustis.
LU-0010-2014, Group 1 Housekeeping Items - Federal, State and County Land	1230100027, 3240100027, 2240100009	n/a (staff initiated)	Approval: change 3 parcels to be entirely Federal, State and County Land	Approval: change 3 parcels to be entirely Federal, State and County Land	Y	Absent	Absent	Absent	Y	Y	Y	Y		Approval (no independent vote taken)							
LU-0011-2014, Group 2 Housekeeping Items - New Town Area	Ford's Colony Southport Properties, New Town WindsorMeade Properties	n/a (staff initiated)	Approval: * change Southport properties to Low Density Residential; * change WindsorMeade properties to Mixed Use	Approval: * change Southport properties to Low Density Residential; * change WindsorMeade properties to Mixed Use	Y	Absent	Absent	Absent	Y	Y	Y	Y		Approval (no independent vote taken)							

**ITEM SUMMARY**

DATE: 5/26/2015

TO: The Board of Supervisors

FROM: Jason Purse, Zoning Administrator

SUBJECT: Mooretown Road Extended Corridor Study Alignment Update

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VHB, the consultant leading the project, has prepared a brief presentation to provide an update to and receive feedback from the Board of Supervisors on a potential alignment of Mooretown Road Extended. This is an abbreviated version of the presentation from the most recent public meeting held on March 12, 2015.

**ATTACHMENTS:**

	Description	Type
☐	Cover Memo	Cover Memo
☐	Presentation	Presentation

**REVIEWERS:**

Department	Reviewer	Action	Date
Planning	Holt, Paul	Approved	5/8/2015 - 9:01 AM
Development Management	Murphy, Allen	Approved	5/8/2015 - 5:01 PM
Publication Management	Burcham, Nan	Approved	5/11/2015 - 8:04 AM
Board Secretary	Fellows, Teresa	Approved	5/11/2015 - 10:12 AM
Board Secretary	Kinsman, Adam	Approved	5/13/2015 - 4:34 PM
Board Secretary	Fellows, Teresa	Approved	5/14/2015 - 8:48 AM

## MEMORANDUM

DATE: May 26, 2015

TO: The Board of Supervisors

FROM: Jason Purse, Zoning Administrator

SUBJECT: Mooretown Road Extended Corridor Study Alignment Update

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The Mooretown Road Extended Corridor Study was started in March 2014. Three public meetings were subsequently held to engage the community on issues and opportunities that should be considered during the development of alternative alignments for the potential roadway. VHB, the consultant leading the project, has prepared a brief presentation to provide an update to and receive feedback from the Board of Supervisors on a potential alignment of Mooretown Road Extended. This is an abbreviated version of the presentation from the most recent public meeting held on March 12, 2015.

This work session is a precursor to bringing the final study document before the Planning Commission and Board of Supervisors this summer.

JP/nb  
MooretownRUpdte-mem

Attachment  
1. Presentation



# Mooretown Road Corridor Study

James City County



Board of Supervisors Work Session – May 26, 2015



James City County

PRESENTED BY

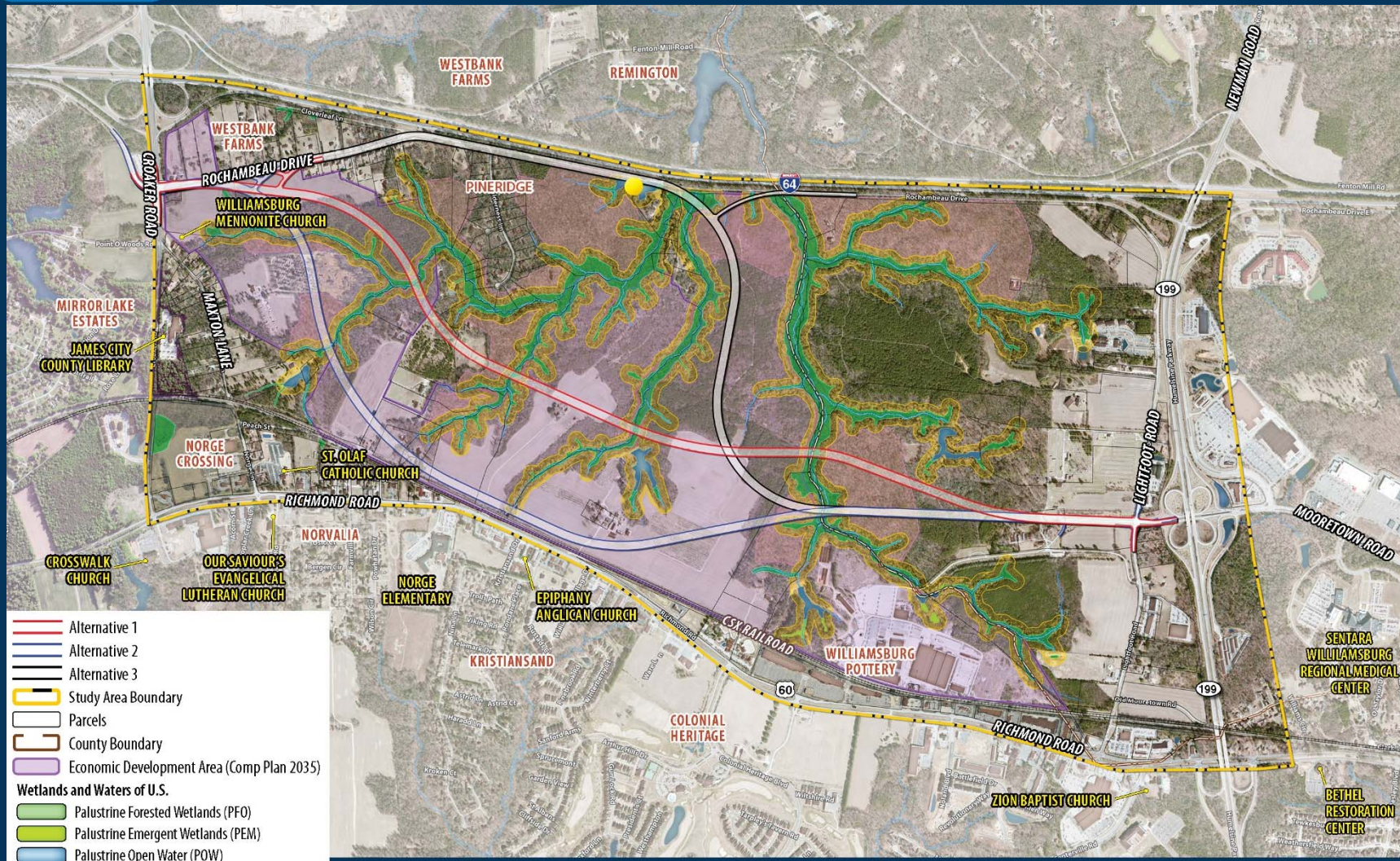




# FACTORS INFLUENCING CORRIDOR ALIGNMENT

- End Points: Intersection at Croaker Road and Interchange at Humelsine Parkway (199)
- Continuation of Rochambeau Drive NW
- Public Comment
- Existing streams, wetlands and other natural resources
- Residential Areas/Neighborhoods
- Cultural Resources and Community Facilities







# LAND USE / DEVELOPMENT

## Adopted Comprehensive Plan

- Preferred uses for this area are industrial, light industrial and office
- Secondary or support uses are retail, commercial and housing

## Land Use

- Concepts developed avoid development of the existing sensitive environmental features
- Road alignments encourage development in certain portions of study area
- Land use concepts showed ultimate build-out potential





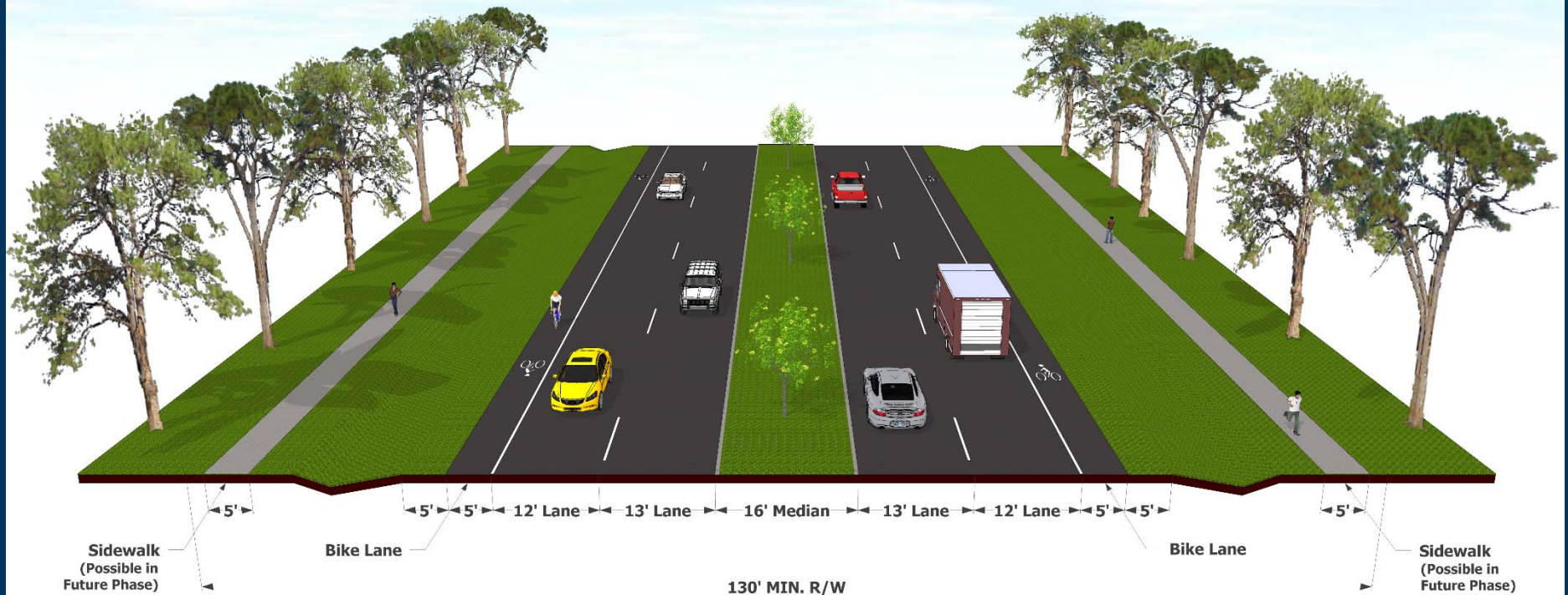
# Summary of Public Meeting Comments

- Most concerns were related to;
  - Environmental Impacts
  - Neighborhood/Residential Impacts
- Majority of Comments Opposed Road
- Many with environmental concerns preferred Alternative #2 if built, however overall majority preferred Alternative #1
- Several commented to only develop eastern properties and leave the rest rural residential
- Some preferred a 2-lane road





## Shoulder and Ditch with Bike Lanes





# What's Next?

- Draft Report for review
- Submit Report for Planning Commission and Board of Supervisors review
- Public Hearing
- Approved Report becomes guide to further planning



# Project Development Process





# Questions?



# Comments?



**ITEM SUMMARY**

DATE: 5/26/2015

TO: The Board of Supervisors

FROM: Teresa J. Fellows, Secretary to the Board

SUBJECT: Adjournment

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**REVIEWERS:**

Department	Reviewer	Action	Date
Board Secretary	Fellows, Teresa	Approved	5/14/2015 - 9:35 AM