

**A G E N D A**  
**JAMES CITY COUNTY BOARD OF SUPERVISORS**  
**READING FILE**  
**County Government Center Board Room**  
**101 Mounts Bay Road, Williamsburg, VA 23185**  
**April 11, 2023**  
**5:00 PM**

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**A. FOR YOUR INFORMATION**

1. Fiscal Year 2024-2028 Capital Improvements Program
2. Planning Commission and Board of Zoning Appeals 2022 Annual Report

## ITEM SUMMARY

DATE: 4/11/2023

TO: The Board of Supervisors

FROM: Terry Costello, Senior Planner; Paxton Condon, Deputy Zoning Administrator/Senior Planner

SUBJECT: Fiscal Year 2024-2028 Capital Improvements Program

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### ATTACHMENTS:

	Description	Type
☐	Staff Memo	Staff Report
☐	Policy Committee FY 2024-2028 CIP Summary Spreadsheet	Backup Material
☐	Policy Committee CIP Ranking Criteria	Backup Material
☐	Unapproved Policy Committee Minutes from February 9, 2023	Minutes
☐	Unapproved Policy Committee Minutes from February 16, 2023	Minutes
☐	Unapproved Policy Committee Minutes from February 23, 2023	Minutes
☐	Unapproved Planning Commission Minutes from March 20, 2023	Minutes
☐	WJCC Schools Response to Committee Questions	Backup Material

### REVIEWERS:

Department	Reviewer	Action	Date
Planning	Holt, Paul	Approved	3/24/2023 - 8:10 AM
Development Management	Holt, Paul	Approved	3/24/2023 - 8:10 AM
Publication Management	Pobiak, Amanda	Approved	3/24/2023 - 8:15 AM
Legal Review	Kinsman, Adam	Approved	3/24/2023 - 8:21 AM
Board Secretary	Saeed, Teresa	Approved	4/4/2023 - 10:39 AM
Board Secretary	Rinehimer, Bradley	Approved	4/4/2023 - 10:59 AM
Board Secretary	Saeed, Teresa	Approved	4/4/2023 - 11:19 AM

## MEMORANDUM

DATE: April 11, 2023

TO: The Board of Supervisors

FROM: Terry Costello, Senior Planner  
Paxton Condon, Deputy Zoning Administrator/Senior Planner

SUBJECT: Fiscal Year 2024-2028 Capital Improvements Program

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The Policy Committee and Planning Commission annually review Capital Improvements Program (CIP) requests submitted by various County departments and Williamsburg-James City County (WJCC) Schools. The purpose of this review is to provide guidance and a list of prioritized projects to the Board of Supervisors for its consideration during the budget process.

As described in the Code of Virginia, the CIP is one of the methods of implementing the Comprehensive Plan and is of equal importance to methods like the Zoning and Subdivision Ordinances, official maps, and transportation plans. The Policy Committee uses a set of ranking criteria to prioritize projects. Committee members evaluated each request for funding against the ranking criteria and produced a numerical score between 10 and 100. The scores generated by individual Committee members were then averaged and standardized through a Z-score process to produce a prioritized list for discussion and finalization. The Committee's ranking criteria are attached for reference (Attachment No. 2).

All CIP project requests for Fiscal Year (FY) 2024-2028 are summarized in Attachment No. 1. This year there were 32 projects submitted for consideration by the Policy Committee - 24 from James City County departments, four from the Williamsburg Regional Library (WRL), and four from WJCC Schools. Of the 32 projects submitted, 17 County, three School, and three Library projects were included in the previous five-year CIP adopted by the Board of Supervisors; however, estimates and completion timelines may have been amended.

Attachment No. 1 also identifies the Committee's ranked priorities for these projects and are listed from highest to lowest. The full set of materials provided with each application can be found in the CIP materials posted online for the [February 9, 2023](#), Policy Committee meeting.

The Commission also requested that the following notes be included in this memorandum:

- For the New James City County Library Branch/Alternate New Jointly Funded Library application, the Committee recognized that there is a need for expansion, but the location is not decided right now and will be determined by the Board and other parties.
- The Committee noted that there might be some efficiency and financial advantages to consolidating projects, such as some of the Parks and Recreation projects, that are similar in nature or are located in close proximity.
- The Committee recommended that Fire Station 6, a CIP application that had been submitted in previous years, be included in the FY 2024-2028 CIP, and noted that there is likely a need for the services it would provide.

- The Committee expressed appreciation for the thoroughness of the WJCC Schools responses to the Committee's questions and asked that the responses be attached to this memorandum for reference (Attachment No. 6).

### **STAFF RECOMMENDATION**

At its March 20, 2023, meeting, the Planning Commission unanimously recommended forwarding the following FY 2024-2028 CIP projects, ranked below in order of priority:

1. Stormwater Neighborhood Drainage Improvements\*
2. Fire Station 3 Replacement
3. Transportation Match\*
4. Lower County Park\*
5. New Grove Area Library
6. Human Services Renovations\*
7. Open Space Match\*
8. Grove Convenience Center\*
9. Pre-K Space\*
10. Warhill Sports Complex Softball/Baseball Complex
11. Brickyard Landing Improvements
12. Consolidated County Campus\*
13. Warhill Sports Complex Multiuse Field Expansion
14. General Services Administration Building\*
15. James City County Marina Parking Area\*
16. Business Ready Sites Program\*
17. Jamestown Beach Event Park Improvements
18. Chickahominy Riverfront Park Paddlecraft Area
19. FY24 Firing Range Expansion\*
20. Upper County Park Splash Pad\*
21. Chickahominy Riverfront Park Multiuse Trail
22. Veterans Park Phase 2 Improvements\*
23. Jamestown High School Cafeteria School Expansion\*
24. Lafayette High School Expansion\*
25. Freedom Park Phase IV - Active Recreation Facilities
26. James City County Library Theatre - 7770 Croaker Road
27. Greensprings Interpretive Trail Restrooms
28. Warhill Sports Complex Connector Road
29. Skate Park
30. James City County Library Playground (Friends of WRL Funded)\*
31. Williamsburg-James City County Schools Centralized Storage Facility
32. New James City County Library Branch/Alternate New Jointly Funded Library

\* *These projects are requesting funding for FY24.*

For the purposes of assisting in the preparation of the budget, the Planning Commission recommends that the Board of Supervisors consider the aforementioned CIP rankings.

TC/PC/md  
FY24-28CIP-mem

Attachments:

1. Policy Committee FY 2024-2028 CIP Summary Spreadsheet
2. Policy Committee CIP Ranking Criteria
3. Unapproved Policy Committee Minutes from February 9, 2023
4. Unapproved Policy Committee Minutes from February 16, 2023
5. Unapproved Policy Committee Minutes from February 23, 2023
6. Unapproved Planning Commission Minutes from March 20, 2023
7. WJCC Schools Response to Committee Questions

ID	Department/Agency	Project Title	Brief Project Description (see application narratives for more detail)	FY2024 Requested	FY2025 Requested	FY2026 Requested	FY2027 Requested	FY2028 Requested	Total Requested	Agency Priority	Out of	PC Score	Z Score	PC Rank
G	General Services	Stormwater Capital Improvement Program	Various projects to address undersized and failing drainage systems, restore eroded channels and install new facilities to treat runoff pollution.	2,634,000	2,493,000	2,613,000	2,204,000	2,600,000	12,544,000	2	3	85.13	1.83	1
E	Fire	Fire Station 3 Replacement	The Fire Department is requesting funding for the design and engineering for either a major renovation and expansion of the existing facility or a replacement of Fire Station 3. Due to the age of the facility and increasing maintenance costs, we recommend a full replacement.	-	-	-	-	2,000,000	2,000,000	1	1	74.33	1.46	2
B	Community Development	Transportation Match	Various transportation projects improvements and implementation as identified in the Six Year Improvement Plan	3,000,000	3,000,000	3,000,000	3,000,000	-	12,000,000	1	2	76.38	1.68	3
I	Parks & Recreation	Lower County Park	Acquire property, design and construct a park that includes a walking trail, picnic shelter, swimming pool with water features, restrooms and all related infrastructure to support.	220,000	-	1,113,200	6,122,600	-	7,455,800	1	14	70.88	1.12	4
FF	Williamsburg Regional Library	New Grove Area Library	A 10,000 SF library facility conveniently located would offer vital services for many residents in the Grove area.	-	-	-	-	6,093,360	6,093,360	4	4	66.25	0.98	5
BB	Social Services	Human Services Center Renovations	The proposed project includes renovation of the Olde Towne Medical and Dental Center space as well as the remainder of the HSC building to align better with the Space Needs Study, a total of 29,138 GSF.	11,356,552	15,159,861	-	-	-	26,516,413	1	1	61.25	0.66	6
C	Community Development	Open Space Match	Local match funding for greenspace acquisition program	1,250,000	1,250,000	1,250,000	1,250,000	1,250,000	6,250,000	2	2	66.25	0.47	7
H	General Services	Grove Convenience Center	Construct a convenience center in the Grove area to provide residents with the ability to dispose of household trash, recyclables and other items.	532,525	-	-	-	-	532,525	3	3	56.38	0.46	8
X	Schools	Pre-K Space*	Build dedicated PreK Classroom space on current elementary school sites. WJCCPS has tentatively selected the Clara Byrd Baker and Norge Elementary School campuses for the Pre-K buildings. Each site will have a capacity for approximately 250 students.	35,857,000	-	-	-	-	35,857,000	1	4	55.75	0.4	9
K	Parks & Recreation	Warhill Softball/Baseball Complex	Design and construction of two lighted synthetic turf softball/multi-use fields, two lighted synthetic turf full-sized baseball field, and associated infrastructure as shown in the 2021 Warhill Sports Complex Master Plan Update	-	1,200,000	-	9,610,000	-	10,810,000	3	19	52.63	0.25	10
T	Parks & Recreation	Brickyard Landing Improvements	Create a passive water access park on 119 acres to include: 20,000 sq. foot gravel boat trailer parking lot for 30 spaces; 8,000 sq. foot asphalt parking lot with 25 spots; .25 mile ADA accessible asphalt multi-use 8 foot wide path with connections to picnic shelters, parking, restrooms and boat ramp.	-	-	-	-	1,800,000	1,800,000	12	14	54	0.19	11
A	Administration	Consolidated County Campus	In order to address the County's short and long-term needs, the Board has directed staff to move forward with a consolidated County complex at 5231 Longhill Road. This will include approximately 227,341 sq. ft. of new construction, as well as other necessary site improvements such as parking and road redesign.	10,000,000	2,273,413	96,740,459	-	-	109,013,872	1	1	50	0.11	12
V	Parks & Recreation	Warhill Sports Complex Multi-Use Field Expansion	Design and construct four additional multi-use synthetic turf rectangular fields as shown as area "F" on the 2021 Warhill Sports Complex Master Plan Update	-	-	-	1,500,000	12,800,000	14,300,000	14	14	48.13	-0.04	13
F	General Services	General Services Administration Bldg. Operations	Construct new 469,000 GSF building to house General Services Administration & Operations	33,498,500	-	-	-	-	33,498,500	1	3	49.38	-0.07	14
J	Parks & Recreation	JCC Marina Parking Area	Construct asphalt parking area to accommodate 150 parking spaces parking area as shown in the 2020 Shaping Our Shores Master Plan.	550,000	-	-	-	-	550,000	2	14	45.13	-0.13	15
D	Economic Development	Business Ready Sites Program	This project would provide funding (100% for the County-owned parcel and up to 50% for the parcels in private ownership as a match grant) to conduct the necessary engineering studies to determine construction readiness.	98,000	135,000	169,000	-	-	402,000	1	1	44.63	-0.14	16
Q	Parks & Recreation	Chickahominy Park Paddlecraft Area	Development of park based on the 2020 Shaping our Shores Master plan to include design and construction of ADA accessible paddlecraft area and additional parking and road improvements. <b>Plans include an additional boathouse (approximately \$540,000), to be funded by the Williamsburg Boat Club.</b>	-	-	-	536,000	3,185,000	3,721,000	9	14	48.38	-0.16	17



## **CAPITAL IMPROVEMENT PROGRAM RANKING CRITERIA James City County Planning Commission**

### **SUMMARY**

The Capital Improvement Program (“CIP”) is the process for evaluating, planning, scheduling, and implementing capital projects. The CIP supports the objectives of the Comprehensive Plan through the sizing, timing, and location of public facilities such as buildings, roads, schools, park and recreation facilities, water, and sewer facilities. While each capital project may meet a specific need identified in the Comprehensive Plan or other department or agency plan, all capital plans must compete with other projects for limited resources, receive funding in accordance with a priority rating system and be formally adopted as an integral part of the bi-annual budget. Set forth below are the steps related to the evaluation, ranking, and prioritization of capital projects.

### **A. DEFINITION**

The CIP is a multi-year flexible plan outlining the goals and objectives regarding public capital improvements for James City County (“JCC” or the “County”). This plan includes the development, modernization, or replacement of physical infrastructure facilities, including those related to new technology. Generally a capital project such as roads, utilities, technology improvements, and county facilities is nonrecurring (though it may be paid for or implemented in stages over a period of years), provides long term benefit and is an addition to the County’s fixed assets. Only those capital projects with a total project cost of \$50,000 or more will be ranked. Capital maintenance and repair projects will be evaluated by departments and will not be ranked by the Policy Committee.

### **B. PURPOSE**

The purpose of the CIP ranking system is to establish priorities for the 5-year CIP plan (“CIP plan”), which outlines the projected capital project needs. This CIP plan will include a summary of the projects, estimated costs, schedule and recommended source of funding for each project where appropriate. The CIP plan will prioritize the ranked projects in each year of the CIP plan. However, because the County’s goals and resources are constantly changing, this CIP plan is designed to be re-assessed in full bi-annually, with only new projects evaluated in exception years, and to reprioritize the CIP plan annually.

### **C. RANKINGS**

Capital projects, as defined in paragraph A, will be evaluated according to the CIP Ranking Criteria. A project’s overall score will be determined by calculating its score against each criterion. The scores of all projects will then be compared in order to provide recommendations to the Board of Supervisors. The components of the criteria and scoring scale will be included with the recommendation.

### **D. FUNDING LIMITS**

On an annual basis, funds for capital projects will be limited based on the County’s financial resources including tax and other revenues, grants and debt limitations, and other principles set forth in the Board of Supervisors’ Statement of Fiscal Goals:

- general obligation debt and lease revenue debt may not exceed 3% of the assessed valuation of property,



- debt service costs are not to exceed 10-12% of total operation revenues, including school revenue, and
- debt per capita income is not to exceed \$2,000 and debt as a percentage of income is not to exceed 7.5%.

Such limits are subject to restatement by the Board of Supervisors at their discretion. Projects identified in the CIP plan will be evaluated for the source or sources of funding available, and to protect the County's credit rating to minimize the cost of borrowing.

#### **E. SCHEDULING OF PROJECTS**

The CIP plan schedules will be developed based on the available funding and project ranking and will determine where each project fits in the 5 year plan.

## CIP RANKING CRITERIA

### Project Ranking By Areas of Emphasis

**1. Quality of Life (20%)** - Quality of life is a characteristic that makes the County a desirable place to live and work. For example, public parks, water amenities, multi-use trails, open space, and preservation of community character enhance the quality of life for citizens. A County maintenance building is an example of a project that may not directly affect the citizen's quality of life. The score will be based on the considerations, such as:

- A. Is the project in conformance with and supportive of the goals, strategies and actions set forth in the Comprehensive Plan?
- B. Does the project support objectives addressed in a County sponsored service plans, master plans, or studies?
- C. Does the project relate to the results of the citizen survey, Board of Supervisors policy, or appointed committee or board?
- D. Does the project increase or enhance educational opportunities?
- E. Does the project increase or enhance recreational opportunities and/or green space?
- F. Will the project mitigate blight?
- G. Does the project target the quality of life of all citizens or does it target one demographic? Is one population affected positively and another negatively?
- H. Does the project preserve or improve the historical, archeological and/or natural heritage of the County? Is it consistent with established Community Character?
- I. Does the project affect traffic positively or negatively?
- J. Does the project improve, mitigate, and / or prevent degradation of environmental quality (e.g. water quality, protect endangered species, improve or reduce pollution including noise and/or light pollution)?

**Scoring Scale:**

1	2	3	4	5	6	7	8	9	10
The project does not affect or has a negative affect on the quality of life in JCC.				The project will have some positive impact on quality of life.					The project will have a large positive impact on the quality of life in JCC.

**2. Infrastructure (20%)** – This element relates to infrastructure needs such as schools, waterlines, sewer lines, waste water or storm water treatment, street and other transportation facilities, and County service facilities. High speed, broadband or wireless communication capabilities would also be included in this element. Constructing a facility in excess of facility or service standards would score low in this category. The score will be based on considerations such as:

- A. Is the project in conformance with and supportive of the goals, strategies and actions set forth in the Comprehensive Plan?
- B. Does the project support objectives addressed in a County sponsored service plan, master plan, or study?
- C. Does the project relate to the results of a citizen survey, Board of Supervisors policy, or appointed committee or board?
- D. Is there a facility being replaced that has exceeded its useful life and to what extent?
- E. Do resources spent on maintenance of an existing facility justify replacement?
- F. Does this replace an outdated system?

- G. Does the facility/system represent new technology that will provide enhance service?
- H. Does the project extend service for desired economic growth?

**Scoring Scale:**

1	2	3	4	5	6	7	8	9	10
The level of need is low				There is a moderate level of need					The level of need is high, existing facility is no longer functional, or there is no facility to serve the need

**3. Economic Development (15%)** – Economic development considerations relate to projects that foster the development, re-development, or expansion of a diversified business/industrial base that will provide quality jobs and generate a positive financial contribution to the County. Providing the needed infrastructure to encourage redevelopment of a shopping center would score high in this category. Reconstructing a storm drain line through a residential neighborhood would likely score low in the economic development category. The score will be based on considerations such as:

- A. Is the project in conformance with and supportive of the goals, strategies and actions set forth in the Comprehensive Plan?
- B. Does the project support objectives addressed in a County sponsored service plan, master plan, or study?
- C. Does the project relate to the results of a citizen survey, Board of Supervisors policy, or appointed committee or board?
- D. Does the project have the potential to promote economic development in areas where growth is desired?
- E. Will the project continue to promote economic development in an already developed area?
- F. Is the net impact of the project positive? (total projected tax revenues of economic development less costs of providing services)
- G. Will the project produce desirable jobs in the County?
- H. Will the project rejuvenate an area that needs assistance?

**Scoring Scale:**

1	2	3	4	5	6	7	8	9	10
Project will not aid economic development				Neutral or will have some aid to economic development					Project will have a positive impact on economic development

**4. Health/Public Safety (15%)** - Health/public safety includes fire service, police service, safe roads, safe drinking water, fire flow demand, sanitary sewer systems and flood control. A health clinic, fire station or police station would directly impact the health and safety of citizens, scoring high in this category. Adding concession stands to an existing facility would score low in this category. The score will be based on considerations such as:

- A. Is the project in conformance with and supportive of the goals, strategies and actions set forth in the Comprehensive Plan?
- B. Does the project support objectives addressed in a County sponsored service plan, master plan, or study?

- C. Does the project relate to the results of a citizen survey, Board of Supervisors policy, or appointed committee or board?
- D. Does the project directly reduce risks to people or property (i.e. flood control)?
- E. Does the project directly promote improved health or safety?
- F. Does the project mitigate an immediate risk?

**Scoring Scale:**

1	2	3	4	5	6	7	8	9	10
Project has no or minimal impact on health/safety				Project has some positive impact on health/safety					Project has a significant positive impact on health/safety

**5. Impact on Operational Budget (10%)** – Some projects may affect the operating budget for the next few years or for the life of the facility. A fire station must be staffed and supplied; therefore it has an impact on the operational budget for the life of the facility. Replacing a waterline will not require any additional resources from the operational budget. The score will be based on considerations such as:

- A. Is the project in conformance with and supportive of the goals, strategies and actions set forth in the Comprehensive Plan?
- B. Does the project support objectives addressed in a County sponsored service plan, master plan, or study?
- C. Does the project relate to the results of a citizen survey, Board of Supervisors policy, or appointed committee or board?
- D. Will the new facility require additional personnel to operate?
- E. Will the project lead to a reduction in personnel or maintenance costs or increased productivity?
- F. Will the new facility require significant annual maintenance?
- G. Will the new facility require additional equipment not included in the project budget?
- H. Will the new facility reduce time and resources of city staff maintaining current outdated systems? This would free up staff and resources, having a positive effect on the operational budget.
- I. Will the efficiency of the project save money?
- J. Is there a revenue generating opportunity (e.g. user fees)?
- K. Does the project minimize life-cycle costs?

**Scoring Scale:**

1	2	3	4	5	6	7	8	9	10
Project will have a negative impact on budget				Project will have neutral impact on budget					Project will have positive impact on budget or life-cycle costs minimized

**6. Regulatory Compliance (10%)** – This criterion includes regulatory mandates such as sewer line capacity, fire flow/pressure demands, storm water/creek flooding problems, schools or prisons. The score will be based on considerations such as:

- A. Does the project addresses a legislative, regulatory or court-ordered mandate? (0- 5 years)
- B. Will the future project impact foreseeable regulatory issues? (5-10years)

- C. Does the project promote long-term regulatory compliance (>10 years)
- D. Will there be a serious negative impact on the county if compliance is not achieved?
- E. Are there other ways to mitigate the regulatory concern?

**Scoring Scale:**

1	2	3	4	5	6	7	8	9	10
Project serves no regulatory need				Project serves some regulatory need or serves a long-term need					Project serves an immediate regulatory need

**7. Timing/Location (10%)** - Timing and location are important aspects of a project. If the project is not needed for many years it would score low in this category. If the project is close in proximity to many other projects and/or if a project may need to be completed before another one can be started it would score high in this category. The score will should be based on considerations such as:

- A. Is the project in conformance with and supportive of the goals, strategies and actions set forth in the Comprehensive Plan?
- B. Does the project support objectives addressed in a County sponsored service plan, master plan, or study?
- C. Does the project relate to the results of a citizen survey, Board of Supervisors policy, or appointed committee or board?
- D. When is the project needed?
- E. Do other projects require this one to be completed first?
- F. Does this project require others to be completed first? If so, what is magnitude of potential delays (acquisition of land, funding, and regulatory approvals)?
- G. Can this project be done in conjunction with other projects? (E.g. waterline/sanitary sewer/paving improvements all within one street)
- H. Will it be more economical to build multiple projects together (reduced construction costs)?
- I. Will it help in reducing repeated neighborhood disruptions?
- J. Will there be a negative impact of the construction and if so, can this be mitigated?
- K. Will any populations be positively/negatively impacted, either by construction or the location (e.g. placement of garbage dump, jail)?
- L. Are there inter-jurisdictional considerations?
- M. Does the project conform to Primary Service Area policies?
- N. Does the project use an existing County-owned or controlled site or facility?
- O. Does the project preserve the only potentially available/most appropriate, non-County owned site or facility for project's future use?
- P. Does the project use external funding or is a partnership where funds will be lost if not constructed.

**Scoring Scale:**

1	2	3	4	5	6	7	8	9	10
No critical timing or location issues				Project timing OR location is important					Both project timing AND location are important

**8. Special Consideration (no weighting- if one of the below categories applies, project should be given special funding priority) –** Some projects will have features that may require that the County undertake the project immediately or in the very near future. Special considerations may include the following (check all applicable statement(s)):

A.	Is there an immediate legislative, regulatory, or judicial mandate which, if unmet, will result in serious detriment to the County, and there is no alternative to the project?	
B.	Is the project required to protect against an immediate health, safety, or general welfare hazard/threat to the County?	
C.	Is there a significant external source of funding that can only be used for this project and/or which will be lost if not used immediately (examples are developer funding, grants through various federal or state initiatives, and private donations)?	

**MINUTES**  
**JAMES CITY COUNTY POLICY COMMITTEE**  
**REGULAR MEETING**  
**Building A Large Conference Room**  
**101 Mounts Bay Road, Williamsburg, VA 23185**  
**February 9, 2023**  
**4:00 PM**

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**A. CALL TO ORDER**

Mr. Jack Haldeman called the meeting to order at approximately 4:00 p.m.

**B. ROLL CALL**

Present:

Jack Haldeman, Chair

Rich Krapf

Tim O'Connor

Frank Polster

Staff:

Ellen Cook, Principal Planner

Jose Ribeiro, Senior Planner II/Landscape Planner

Suzanne Yeats, Planner

Terry Costello, Senior Planner

Andrea Case, Community Development Assistant

Liz Parman, Deputy County Attorney

Margo Zechman, Senior Budget and Accounting Analyst

Cheryl Holland, Budget Manager, Financial and Management Services

Christopher Johnson, Director of Economic Development

Tammy Rosario, Assistant Director of Community Development

**C. MINUTES**

There were no minutes.

**D. OLD BUSINESS**

1. ORD-22-0004. Amendments to the Zoning Ordinance Regarding Community Recreation Facilities in Residential Districts

Ms. Yeats presented the staff report, stating that staff had addressed questions from the Policy Committee meeting on December 8, 2022. These questions included how widespread the problem was; how the new Ordinance would be enforced; what specific activities would be addressed by the language; what conditions would be included in special use permits (SUPs); and whether there are different ways to address concerns. Ms. Yeats summarized the information presented in the staff report.

Mr. Haldeman asked a question about enforcement authority if a neighborhood facility is used by citizens who live outside a neighborhood, in a circumstance where there is no homeowners association (HOA).

Ms. Yeats stated that if the neighborhood had a recreation association, that would likely be a matter for them.

Mr. Haldeman, Mr. Krapf, and Ms. Yeats discussed the possibility of this being considered

trespassing and if police would be able to assist in this situation., with Ms. Yeats also noting that some neighborhoods have their own police or security arrangements.

Mr. Haldeman stated that the matter before them was a situation where an outside group had been given permission to use a facility on a recurring basis.

Ms. Yeats confirmed.

Mr. Krapf asked for more information about staff's response to the Policy Committee's question about what conditions would apply to a potential SUP and expressed concern about the amount of work that would be involved in developing appropriate conditions, particularly when there are a number of existing regulations that address many of the potential issues.

Mr. Krapf, Ms. Yeats, and Ms. Cook discussed that the conditions would depend on whether the Ordinance moved forward, and if it did, then the conditions would depend on the specifics of the case and the analysis and studies done for the SUP - for example, one facility might trigger the need for roadway improvements, while another might not.

Mr. Krapf asked for confirmation that there had been a total of one complaint.

Ms. Yeats confirmed.

Mr. Krapf stated that a response to the Board could be that the Policy Committee had examined this issue and a draft approach to address it, should it become a more frequent issue, but that at this point in time it appears to be a rare and isolated issue and the Committee would not recommend making an Ordinance change at this point.

Mr. Haldeman and Mr. Polster concurred.

Mr. Polster stated that the swim club in Kingswood involved in the complaint had been a 501(c) since 1971. Mr. Polster stated that membership in this group was open for anyone to join, and that their calendar was posted. He stated that he did not think that the concerns related to swim meets, such as some parking on adjacent streets or noise, were significant issues as they would happen infrequently.

Mr. O'Connor noted that there are a number of similar swim clubs in the County. He questioned how, in circumstances where the club is open to the community or to a group of neighborhoods (as in the case of Kingswood), the County could define 50% of a neighborhood as specified in the draft Ordinance language. He stated his concern that this approach was overreaching by telling HOAs how to manage their recreation facilities.

Mr. Haldeman summarized the discussion, stating that the Committee had reviewed the information provided by staff and found that the issue was a very infrequent problem and would require substantial staff oversight. He stated that the Committee would recommend not moving forward with an Ordinance amendment unless the problem became more frequent.

The Committee concurred.

Mr. O'Connor added his strong concern that if the Ordinance is adopted, the County would end up in the middle of internal HOA strife.

Ms. Cook advised the Committee that at the Planning Commission stage, staff would attach draft Ordinance language. The Committee's recommendation to not move forward with Ordinance adoption would be in the staff report, but the language would be available, should the Commission or Board of Supervisors wish to move forward.



The Committee and staff discussed next steps for this item.

## **E. NEW BUSINESS**

### **1. Fiscal Year 2024-2028 Capital Improvements Program Review**

Ms. Costello presented the staff report, stating the number of applications submitted by the various departments. Ms. Costello provided an overview of the Capital Improvements Program (CIP) review process.

Mr. Polster asked about how the process the Committee is going through relates to the list of CIP projects included in budget document from last year, since staff and the Board had already made decisions about items moving forward. He noted that the General Services building has funding shown for FY23 and FY24, as an example, and asked why the Committee would be including this project in the prioritization process.

Ms. Holland described the budget process the County uses, noting that the first year is adopted, while the second year is a framework year and items may be reconsidered.

Mr. Polster stated that it seemed that if a project was funded in FY23, that the County would certainly fund it in FY24. In addition, if there is already a plan for floating a bond for certain projects, and he questioned whether there is a purpose in revisiting those projects.

Ms. Holland stated that depending on input on the projects from the Committee in relation to Comprehensive Plan consistency, paired with updated information on funding resources and other considerations, there could still be changes to what had been planned, if directed by the Board.

Mr. Polster noted that the Board made the final decision on what projects are funded, and that projects may be funded by the Board that are at the bottom of the Committee's prioritization.

Ms. Holland stated that another factor was the availability of General Services Department staff to administer the projects.

Mr. Polster asked about the CIP projects included in the budget that were not reviewed by the Policy Committee and questioned the prioritization process if not all projects are included.

Ms. Holland asked if he was referring to the capital maintenance items.

Mr. Polster confirmed. He stated that his point was to ask why they were ranking repeat or already funded projects versus just the new ones.

Ms. Holland stated that would be a change in the process but could be considered.

Ms. Cook noted that a larger change in the process would likely be a discussion for a future year.

Mr. Krapf asked if the capital maintenance projects had been included in previous years, and if the Committee at some point had decided not to review them.

Ms. Cook and Ms. Holland confirmed.

Mr. Haldeman asked about the expected facility life for several projects and whether it would be appropriate for the ones with the longer facility life be handled through bonds. He noted this

would relate the use of the facility to the people who are in the community using it. He noted the low interest rates and the benefit of front-loading projects, as well as the economies of scale that could be achieved by consolidating projects.

Ms. Holland described the process Financial and Management Services Department goes through in consulting with financial advisors on especially the larger and more expensive projects.

Mr. Haldeman and Ms. Holland discussed the County's debt load.

Mr. Krapf asked about American Rescue Plan Act (ARPA) funds and its use for capital projects.

Ms. Holland stated that all ARPA funds have been allocated by the Board. Ms. Holland stated that the items included in the CIP list are items that are not fully funded by ARPA, although some of the projects included may have a piece or a phase funded by ARPA.

Mr. Polster asked about Brickyard Landing.

Ms. Holland stated that Parks & Recreation has been reprioritizing its projects. She stated that some projects may have been shown as funded in FY23 with ARPA funds; however, there have been discussions about whether to continue to move forward with those Parks & Recreation projects that had been previously selected, or whether to switch to other projects in order to meet ARPA timeline requirements (the need to complete projects by 2026), and that some changes had been made.

Mr. Polster and Ms. Holland further discussed the ARPA funds and how it related to the CIP projects on the list.

Ms. Cook asked the Committee for the feedback on whether it had questions for the various Departments that had submitted applications. Ms. Cook asked about whether there were questions for County Administration for the consolidated campus application.

Mr. Haldeman confirmed and stated he would send his questions to staff.

Mr. Polster stated that he had a question for this application as well as some of the General Services applications regarding the inclusion of solar energy in the design of County and Williamsburg-James City County (WJCC) Schools facilities. He recommended that the County include sustainability and renewable energy considerations in facility designs. He recommended considering a solar farm on the 504 acres at the County landfill for sustainability reasons and financial reasons.

Ms. Cook stated that these questions could be passed along to the Departments and asked if there were other questions for Administration.

Mr. Haldeman stated that he had sent questions to Mr. Jason Purse, Assistant County Administrator, via email.

Mr. O'Connor stated he had questions that were partially for Administration and partially for General Services regarding the need for office and other spaces described in the applications. Mr. O'Connor suggested efficient consolidation of services to best serve County citizens, such as Chesterfield County. Mr. O'Connor asked about co-locating a library at the planned consolidated campus in order to create a walkable community with good transportation access.

Ms. Cook stated that Mr. Purse may be able to address considerations for the consolidated campus, including any possibly library co-location. Ms. Cook asked if the Committee had questions for Community Development staff, either for transportation or open space.

In relation to the transportation match application, Mr. Haldeman recommended considering widening Blow Flats Road at the same time that improvements are made to Pocahontas Trail. Mr. Haldeman noted that he would share the responses he received from Ms. Rosario on the open space application with the other Committee members.

Ms. Cook asked if there were questions on the Economic Development application.

Mr. Polster stated that he had two questions, one about the matching funding for one of the projects, and one about the Tier ranking status. Mr. Polster stated that it appeared that the Stonehouse project had received FY23 funding.

Ms. Cook asked if there were questions for the Fire Department application.

Mr. Haldeman stated that he had several, which he had sent to staff and would forward to the Committee. Mr. Haldeman stated that one of his questions was about the entrance design for the new station.

Mr. Polster noted that the older station had very low clearance for the ladder trucks, which can slow them down as they are leaving.

Mr. Haldeman asked about the status of Fire Station 6.

Ms. Costello confirmed with Mr. Krapf that he had a question for the Fire Department as well.

Ms. Cook asked about the General Services applications, stating that some questions for General Services had already been discussed, and asking if there were any additional questions.

Mr. Haldeman asked if the architectural study from 2014 was still valid or needed to be updated.

Mr. O'Connor asked, in relation to the stormwater applications, if the County owned the dam in Mirror Lakes.

Mr. Polster confirmed and described the history of that project.

Mr. Polster discussed the General Services building application, noting that renewable energy needs to be part of the initial design and engineering considerations for County facilities, as the feasibility to include this component is decreased or eliminated if considered later. Mr. Polster noted that renewable energy and sustainability considerations are part of the Comprehensive Plan.

Ms. Costello referred to a question that Mr. Krapf had sent asking if the General Services building could be included in the new consolidated campus.

Mr. Krapf confirmed that he wondered if that was possible or if there would be reasons these facilities could not be located together and recalled that there had been some feedback from General Services that operational needs would not be compatible. He asked for some additional information on what the adverse impacts would be to General Services if they were to be located within the campus.

Ms. Cook asked if there were questions on the Parks & Recreation applications.

Mr. Polster stated that he would like more information about funding for the various Parks and Recreation projects. He expressed support for the Lower County Park application.

Mr. Haldeman asked why the Lower County Park project needed to wait until the Pocahontas Trail project moves forward, as stated in the application. He noted his concerns about equity of access to parks within the County.

Mr. Polster asked what the use of the Abram Frink Jr. Community Center would be after Lower County Park is in place, and whether it would become a library. He noted that there was a separate application for a lower County library.

Ms. Cook asked if the Committee had questions for the Police firing range application.

Mr. Haldeman asked for an update on what has been done so far.

Ms. Holland stated that the additional fund request may be due to cost increases associated with inflation.

Ms. Cook asked if there were questions on the WJCC Schools applications.

Mr. Polster stated his questions regarding the Bright Beginnings program, the implications for school classroom usage, bus times, and overall capacity issues in the elementary schools. He asked for updated documentation. He also asked for information about the plans for cafeteria expansion and how that matched or did not match redistricting plans and considering a bond.

Ms. Cook asked if there were questions on the Social Services application.

The Committee did not have questions.

Ms. Cook asked if the Committee had questions on the Library applications.

Mr. Haldeman stated he did not have questions, and that he was unable to rank the project until a decision has been made on the location.

Mr. Polster asked what the County Administrator and officials in the City of Williamsburg decided. Mr. Polster stated that it was his understanding that the City of Williamsburg was planning to put the library in the old Police building and that funding had already been allocated. He stated that he felt the City of Williamsburg had indicated its direction, and that inclusion of funds in the out years of the County's CIP was puzzling since the location is unknown and no decision has been made.

Mr. O'Connor stated that unless the Library has an update on a decided location, the situation remains the same as in past years and he is not able to rank it either.

Ms. Cook asked if the Committee had questions on the other Library applications.

Mr. Polster stated that he did have questions about the other Library applications, including the plan for the lower County.

Ms. Costello asked the Committee to forward questions to her as soon as possible and she will provide them to the Departments in advance.

Mr. Polster noted that Mr. Krapf would not be in attendance at upcoming CIP meetings and

asked if he was comfortable with the rankings he had provided.

Mr. Krapf confirmed, stating that he was familiar with many of the projects from previous years. Mr. Krapf stated that he respected the Committee's judgement and any adjustments to the final order that the Committee might deem appropriate.

The Committee concluded discussion of the CIP agenda item.

Mr. Krapf asked to return to discussion of the Community Recreation Facilities Agenda item. Mr. Krapf asked for clarification from Mr. O'Connor about this desired next step for this item.

Mr. O'Connor stated that his desire was that the item not move forward from the Committee to the full Planning Commission but acknowledged that the staff needed to address the Board's Initiating Resolution. He stated that he would not support this Ordinance change at the Commission level and that, given the Committee concerns, it seemed like a wasted effort on staff's part, should the Board eventually reconsider.

The Committee discussed concerns with enforcing the Ordinance and the staff time that would be involved, as well as impacts to the overall community if there are restrictions on recreation facility uses.

#### **F. ADJOURNMENT**

Mr. Polster made a motion to Adjourn.

The motion passed 4-0.

Mr. Haldeman adjourned the meeting at approximately 5:14 p.m.

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Mr. Jack Haldeman, Chair

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Mr. Paul Holt, Secretary

**MINUTES**  
**JAMES CITY COUNTY POLICY COMMITTEE**  
**REGULAR MEETING**  
**Building A Large Conference Room**  
**101 Mounts bay Road, Williamsburg, VA 23185**  
**February 16, 2023**  
**4:00 PM**

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**A. CALL TO ORDER**

Mr. Jack Haldeman called the meeting to order at approximately 4:00 p.m.

**B. ROLL CALL**

Present:

Jack Haldeman, Chair

Tim O'Connor

Frank Polster

Absent: Richard Krapf

Staff:

Terry Costello, Senior Planner

Paxton Condon, Deputy Zoning Administrator/Senior Planner

Andrea Case, Community Development Assistant

Ryan Ashe, Chief of Fire Department

Betsy Fowler, Director of Williamsburg Regional Library

Alister Perkinson, Parks Administrator

Joanna Ripley, Assistant Director of General Services

Shawn Gordon, Chief Civil Engineer

Chris Johnson, Director of Economic Development

Margo Zechman, Senior Budget and Accounting Analyst

Cheryl Holland, Budget Manager, Financial and Management Services

**C. MINUTES**

There were no minutes.

**D. OLD BUSINESS**

1. FY2024 - FY2028 Capital Improvements Program Review

Ms. Terry Costello thanked everyone for being present. She stated that as part of the Capital Improvements Program (CIP) Review process, there were five departments/divisions present to answer questions that the Committee had during its initial review. Ms. Costello introduced Ms. Fowler who is the Director of the Williamsburg Regional Library.

Ms. Fowler thanked the Committee for having her. She addressed the questions concerning the New Library application. She stated that the current one would continue to operate. Currently, James City County is significantly behind in the number of square feet per capita of Virginia State Standards for Virginia Public Libraries. There is a need for additional library space to meet state standards but also to meet the need of a growing population. Ms. Fowler stated that there has not been any new library space added since 1996. There are two options that are being considered. One would be to have a smaller branch at the current location within the City of Williamsburg and a new facility within James City County, or a joint venture with the City of Williamsburg and James City County for a larger facility in that location. She

stated that the City of Williamsburg is committed to having a library in the current location within its city limits. Ms. Fowler stated that currently each locality is responsible for the construction and maintenance of that facility within each respective jurisdiction.

Mr. O'Connor asked what portion York County contributes.

She stated that York County's contribution to the maintenance costs is 10% of the annual budget, City of Williamsburg is 12%, with James City County at 78%. These numbers are based on checkouts by residents. Ms. Fowler stated that the City of Williamsburg City Manager has stated that the current site within the city limits is the only location they are willing to consider for a location. James City County Administration is deferring to the Board of Supervisors with respect to location.

Ms. Fowler stated that with regards to the New Library Theatre, the Kitzinger meeting room will stay. The theater location has not been determined yet, but the site is 14 acres and there is some flexibility.

Mr. Polster asked who was funding the new theater.

Ms. Fowler answered that James City County is funding the project.

Ms. Fowler stated that there is no location yet for the Grove Library. One option is to be able to have some long-term use of the Abram Frink Jr. Community Center. The Library has increased its outreach programs and are currently using the Abram Frink Jr. Community Center. She stated that there is a demand for usage in that area.

Mr. Polster asked if there was any discussion about co-locating with a new facility for Parks & Recreation.

Mr. Perkinson answered that the Lower County Park project is on hold for the time being. Only one location out of three were viable for a new facility, but there was no community support for that one location. He stated that the challenge now is to find property for a new facility that is supported by the community. Mr. Perkinson stated that he would have further discussion with his Department regarding co-location with library facilities.

Mr. Polster asked what the cost of the library facility would be.

Ms. Fowler answered that the money requested was for a 10,000-square-foot facility. The request was for FY28 due to having to stagger the applications to try and serve the greatest number of citizens. She stated that there might be opportunities to co-locate depending on the site and whether there was enough space. She also stated that Grove Christian Outreach Center is allowing them to utilize its facilities for some of their programs.

Mr. O'Connor asked whether the City of Williamsburg was willing to consider other locations such as that near the James City County Recreation Center and James Blair Middle School.

Ms. Fowler stated that the City of Williamsburg is very committed to the current site that utilizes the site and other services around that site.

Mr. O'Connor asked how the applications would change if each locality had its own site.

Ms. Fowler answered that there would be a lot of redundancy in the projects because some of the spaces and personnel would be duplicated.

Mr. Polster asked about the funding for the Library playground project.

Ms. Fowler answered that the Friends of Williamsburg Regional Library have begun to fundraise for the project and will be paying for the entire project. The County will be responsible for the project once constructed.

Mr. Polster stated that he thought this was a change from last year.

Ms. Holland answered that this was not a change from last year. This project is being reviewed not for the funding source, but how it relates to the Comprehensive Plan.

Ms. Fowler added that they include it in the CIP review since County staff time will be involved with the project.

Mr. Polster asked what the cost would be to General Services should this project go forward.

Mr. O'Connor stated that he believed it was the Policy Committee's responsibility to determine its consistency with the Comprehensive Plan and to rank its priority based on the understating that staff time would be involved during the project phase as well as for maintenance.

Ms. Fowler added that there would not be any other costs to General Services except for staff time.

Mr. Haldeman stated that there would be no capital costs to the County.

Ms. Holland added that the capital costs last year were in the amount of \$180,000. This year it increased to \$200,000. The approximate cost for maintenance that was part of this request was \$1,500, and this would be annually.

Ms. Ripley stated that the \$1,500 would be taken from the operating budget of General Services.

Ms. Holland stated that this project was being reviewed this year because it is an ongoing project and priorities are reevaluated each year.

Fire Chief Ryan Ashe described the project for the replacement of Fire Station 3. He stated that the replacement could happen without moving Fire Administration, but it would be dependent on the New County Complex Building. There are some discussions about moving Fire Administration to the New County Complex, but the training section would remain at the fire station due to its space needs.

The Committee questioned what the new building would look like and would there still be a need for a 90 degree turn for the fire trucks. Chief Ashe responded the design of the building is still in discussion. The current vision is that the trucks would come directly out onto John Tyler Highway. There are some height issues with the current building. The current building was built in 1979 when the County had less personnel, vehicles, and equipment. Chief Ashe stated that the additional space is needed for the larger trucks and to accommodate more personnel since Fire Station 3 is one of the busiest in the County. He stated that one of the goals in the County's Strategic Plan is to have another ambulance at this location. Chief Ashe explained what Basic Life Support and Advanced Life Support Services are and how revenue is collected for these services.

Chief Ashe then spoke about the previous submitted CIP request for Fire Station 6 since the Committee questioned why the application was not submitted this year but had been in previous years. He stated that the need is still there but that one of the goals of the Strategic



Plan was to replace or rehabilitate Fire Station 3 before a new fire station is built. He also stated that Fire Station 6 would be outside the five-year CIP plan for this review.

Mr. Polster stated that the data shows there is a need now for Fire Station 6.

Chief Ashe answered that due to priorities changing that the goal is to start with the Fire Station 3 project and then Fire Station 6 should proceed. He further stated that they did hire positions when Fire Station 6 was proposed. Chief Ashe also stated that County Administration has allowed them to retain these positions and they have been allowed to fully staff their stations.

Mr. O'Connor asked how the new County Complex would affect the training space needed, knowing that Fire Administration may or may not be located there.

Chief Ashe explained what they believe their training needs are and will be, and what other locations may be considered.

Ms. Costello then asked the Committee if it received the answers to its initial questions concerning the General Services projects.

Mr. Polster stated that Ms. Grace Boone, Director of General Services, had answered some of his questions concerning another project, the Consolidated County Campus.

Mr. Haldeman asked what would happen with 107 and 113 Tewing Road once the new General Services Building is built. These are two buildings that house County staff but are on property owned by James City Service Authority (JCSA).

Ms. Ripley answered that plans for those two buildings are still not known. She further stated that these buildings have been there since the 1970's, and the space is small and does not meet the needs of the current General Services staff.

Mr. Gordon stated that the Master Plan for the JCSA Tewing Road Complex indicates that once General Services vacates the buildings, these buildings will be demolished.

Ms. Ripley also stated that staff appreciated these questions ahead of time so that they had time to collect information and prepare their answers.

Mr. O'Connor asked if there was any thought to have any drive-thru services with the new County Complex design.

Ms. Ripley answered that they will make note of that for future discussions.

Mr. Polster stated that Ms. Boone answered his question concerning the renewable energy sources for some of the new buildings proposed. Mr. Polster asked if the WJCC Schools had any plans for solar panels at any of the school sites.

Ms. Ripley answered that the County is reviewing options for solar at County facilities. As part of LEED certification there is a process of reviewing for renewable energy. There has not been anything established yet.

Mr. Polster asked about the WJCC Schools.

Ms. Ripley answered that the County does not have any purview over the WJCC Schools projects as they manage their own CIP projects.

Mr. Polster stated that there would be benefits to the County and WJCC Schools to partner with regards to renewable energy in both entities' CIP projects.

Ms. Toni Small, Director of Stormwater and Resource Protection, then spoke on the question concerning undersized and failing drainage systems. She stated that undersized and failing drainage systems include those that were designed under older stormwater standards and specifications. She further stated that some of the projects included in the five-year CIP application address stormwater runoff resulting from developments that were designed and constructed prior to current standards. These projects include stream restoration and/or Best Management Practice retrofits. Ms. Small gave examples of these projects which include the Brookhaven neighborhood, Ware Creek Manor neighborhood, and the Grove neighborhood.

Mr. Haldeman expressed his concerns over reviewing systems based on current impact as opposed to reviewing for current and cumulative impacts.

Ms. Small noted that there are two points being discussed by the Committee. One being that some of these CIP projects are fixing and improving systems that were built previously, and the other is staff review of current and future projects considering cumulative impacts of development.

Mr. Polster expressed his concerns over the impacts on the County's watersheds.

Mr. Perkinson then spoke about Lower County Park and the challenge of finding land to build the facility. He stated that the project is still the top priority for the Parks & Recreation Department. He stated that the project will also include pedestrian and multiuse routes. Mr. Perkinson also addressed the question of costs for the Greensprings Trail Restroom. He stated that one-third of the cost was to run utilities to the facility. He also stated the cost was high due to installing quite a few items in a small space.

Mr. Perkinson then spoke on the Chickahominy Riverfront Park multiuse trail. He stated that the project is for a 0.8-mile trail, bridge, and parking area to include picnic and rest areas. He stated that this trail would connect to the Virginia Capital Trail.

Mr. Haldeman asked whether there could be any cost savings by combining similar projects.

Mr. Perkinson answered that there probably could be some cost savings especially with the paving projects.

Mr. Polster asked about including the bike trail at Chickahominy Riverfront Park as part of the multiuse trail.

Mr. Perkinson answered it would be an opportunity to move the bike path at the same time as the multiuse trail project.

Mr. Polster stated that it was a safety issue at the point where the bike path crosses the park entrance road and that the cars tend not to stop.

Mr. Perkinson stated that the funds requested for the multiuse trail do include stormwater improvements. He also answered the question that portions of the trail would be inside the Resource Protection Area. A free-standing bridge would also be included.

Mr. Perkinson then spoke on the Warhill Sports Complex Connector Road project. He showed on the master plan where the road is located. He stated that this road is a service road which requires constant maintenance. He stated that the road needs to be updated to be included in the Virginia Department of Transportation's (VDOT) road system. Mr. Perkinson

said that part of the road is VDOT maintained, but the plan was to have the entire road part of its maintenance.

Mr. Perkinson then spoke on the Warhill Sport Multi-Use Field Expansion. He stated that there are eight synthetic turf fields currently with a large grass area. This project is to add additional synthetic turf fields, parking, and concessions. The goal is to be able to increase the tournaments that could be scheduled there. Mr. Perkinson also stated that the design costs are typically calculated at 15% of the construction costs.

Mr. Chris Johnson, Director of the Office of Economic Development, then spoke on the Business Ready Sites CIP application. He stated that this was the second year of this project, the first being FY23. Originally there were four properties in the program, with one being a County owned site. He stated that the County property has been sold this past year. He stated that there are three properties currently in the program. Mr. Johnson stated that anytime the County can reduce construction readiness time for an outside entity, it would increase the chance of a business entity coming to the County. He stated the funding would help change the rankings from a Tier 1 to a 2 to possibly a 3, with the higher being more desirable. He stated the higher tiers make a difference to larger firms with a capital interest. Mr. Johnson stated the importance of properties being “shovel ready” or near “shovel ready.” He stated that the return on investment for the County really depends on the business coming in. The money that the County would be investing would be for the County to be given a chance to be competitive with other sites.

Mr. Haldeman asked if the County invested money with these properties, would the property value increase.

Mr. Johnson answered that the property value would not increase. This program was a tool to increase the chances of a business locating in the County.

Mr. O’Connor stated that increasing the tier level for these properties makes the properties more attractive to prospective businesses.

Mr. Johnson addressed the question of the commitment of the private owners of the properties. There would be agreements done if a business prospect would come through. Staff had a successful grant application announced last month with the Hazelwood Farms Property. Mr. Johnson stated that that particular property is now under contract to an industrial developer.

Mr. Polster stated that his question concerned the matching funds, and whether the owners agreed to the matching funds, and are the previous owners of the Hazelwood Farms property still a part of the matching funds request.

Mr. Johnson answered that the way that staff put forth the application was that for the site owned by the County the funding would be used to raise it to a certain tier level, and for the sites that are privately owned, the funding would be used for doing due diligence work.

Mr. Polster asked about the Barhamsville property, noting the budgeted amount was to include work to get the property to a Tier 3, and the Hornsbys’ have not agreed to a matching agreement.

Mr. Johnson answered that the money budgeted in the outlying years was for properties most likely to move forward.

Mr. Polster asked which property the FY23 funds were budgeted for.

Mr. Johnson answered that the property was under private ownership with no industrial development at the time of the grant application. He stated that if those conditions existed today and the grant application was currently being done, a performance agreement between the State and the County, and an agreement between the County and the landowner would be required. He also stated that the grant money received for the Virginia Business Ready Sites Program was only enough money to perform the due diligence (design work) with no money for construction. Mr. Johnson added that with the money in CIP and the grant funds there is enough money to do the entirety of the due diligence work for the Hazelwood Farms property. There are no funds available yet for the Hornsby property.

Mr. Polster asked for clarification as to what FY23 funds were used for.

Mr. Johnson answered that the money represented 50% of the estimated cost to do the due diligence work and the design work to extend water and sewer to the property.

Mr. Polster asked what the advantage to the County was of doing the due diligence for the water and sewer. He stated that he was trying to understand more about the CIP application which would help him prioritize the CIP projects as part of the Committee's review.

Mr. Johnson stated that the application that was submitted as part of last year's review, and going forward, is to do the due diligence work to get the tiering level from whatever it may be today, to increase by one level. He stated that many things have changed with the Hazelwood Farms property over the last year. This included the rezoning, the marketing of the property, a grant application submitted in the middle of the year, and a developer already doing some work. He also stated that the grant is a reimbursable grant. Mr. Johnson explained that the County would contract the work, gets reimbursed by the state, and then determine where the money is allocated. Any work that was done by the owner or developer prior to the grant award, is ineligible for reimbursement. He stated that the CIP application before the Committee was under the assumption that of the four properties, the Hazelwood Farms property was the one most likely to move forward first. He stated that the number represented 50% of the estimate provided by the State for what that would cost.

Mr. Polster asked what would be required to get the Hazelwood property to a Tier 3 which is what the application calls for.

Mr. Johnson answered that it was \$296,000. He further stated that the grant application that was approved in January is not part of this CIP review. The grant application that was provided outlines what each due diligence cost would be as part of that program.

Mr. Polster expressed his concern that he still did not understand the application and the costs associated with that application.

Mr. O'Connor stated that he reviewed the CIP application as if it were for the matching funds.

Mr. Polster expressed his concerns in looking at the budget with the work proposed that there would not be enough funds.

Mr. Johnson answered that funds are also available in the Economic Development operating budget and the Economic Development Authority grant program. He further stated that these funds will be used to close that gap and do more than doing the studies to increase it one tier level. The funds will also be used for the design work for the water and sewer service. Mr. Johnson then proceeded to address other questions concerning the Comprehensive Plan designation and rezoning of the Hornsby property. He stated that the Comprehensive Plan designation is Mixed Use, and the property could be rezoned, but it would depend on what

type of business would locate there. He stated that the Zoning Ordinance would dictate that.

Mr. Polster expressed his appreciation to Mr. Johnson for the successful submittal of the grant application.

Mr. Johnson answered the last question posed for this CIP application, stating that there were no grant proposals for 9131 and 9200 Barhamsville Road or Stonehouse parcels. He also stated that localities were encouraged to only submit one application to the grant program. He stated that 21 out of 50 applications submitted were funded.

Ms. Costello addressed the question concerning the transportation match. She stated that the Pocahontas Trail project has not been fully funded due to rising cost estimates. Staff is working with VDOT to look to amend the scope of work to reduce the overall cost of the project and is currently pursuing various funding applications to secure the remaining gap funding needed. Should funding be secured, project construction is expected to start in FY28. Unfortunately, the Blow Flats Road location is outside of the project area and scope of work. Staff would need to first study the roadway through a consultant and then pursue funds based on the road study.

**E. NEW BUSINESS**

There was no new business.

**F. ADJOURNMENT**

Mr. Polster made a motion to Adjourn.

The motion passed 3-0 (Krapf absent).

Mr. Haldeman adjourned the meeting at approximately 5:55 p.m.

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Mr. Jack Haldeman, Chair

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Mr. Paul Holt, Secretary

**MINUTES**  
**JAMES CITY COUNTY POLICY COMMITTEE**  
**REGULAR MEETING**  
**Building A Large Conference Room**  
**101 Mounts Bay Road, Williamsburg, VA 23185**  
**February 23, 2023**  
**4:00 PM**

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**A. CALL TO ORDER**

Mr. Jack Haldeman called the meeting to order at approximately 4:00 p.m.

**B. ROLL CALL**

Present:

Jack Haldeman, Chair

Tim O'Connor

Frank Polster

Staff:

Ellen Cook, Principal Planner

Terry Costello, Senior Planner

Paxton Condon, Deputy Zoning Administrator/Planner

Liz Parman, Deputy County Attorney

Sharon McCarthy, Director of Financial Management Services

Cheryl Holland, Budget Manager, Financial and Management Services

Margo Zechman, Senior Budget and Accounting Analyst

**C. MINUTES**

There was no new business.

**D. OLD BUSINESS**

1. FY2024 - FY2028 Capital Improvements Program Review

Ms. Costello thanked everyone for being present. She stated that this meeting is to confirm the final scoring and ranking recommendations of the Committee.

Mr. Haldeman stated staff had answered questions via email and no questions for staff remained. He stated weightings and Z-scores by all four Committee members were complete. Mr. Haldeman opened the topic for discussion.

Mr. Polster stated this process was used last year and that Z-scores normalize scores to account for individual weighting preferences and the process was continued for this year. He stated the 32 CIP projects presented are ranked in highest to lowest order.

Ms. McCarthy asked if the ranking was based on the average score.

Mr. Polster stated that was correct.

Mr. Haldeman stated he would have liked to see the Brickyard Landing Parks and Recreation application a little higher, but that he agreed with the current ranking.

Mr. O'Connor stated he was okay with the Brickyard project. Mr. O'Connor asked if the Police firing range expansion project and Office of Economic Development projects should be

moved up in the ranking.

Mr. Polster stated he believed the firing range expansion would be funded regardless of whether the ranking was changed. He asked if the firing range and business-ready projects were going to be funded.

Ms. Cheryl Holland stated the budget plan was established last year but the funding has not been appropriated for FY24. She stated the priorities will be taken to the Board of Supervisors (BOS) to decide. She stated Mr. Polster was correct that the projects had been funded in the past.

Mr. Haldeman stated the funding appropriation for the firing range was an addition to a previously funded amount to complete the project.

Ms. Cheryl Holland confirmed this was correct.

Mr. Polster stated he would like to see the firing range project completed. He stated he had asked if installing a solar facility at the landfill would impact the firing range and that Ms. Grace Boone, General Services Director, stated solar panels would not impact the range.

Mr. Polster made a motion to approve the FY24-28 CIP ranking list and recommendations.

The motion passed 3-0.

Mr. Polster asked if County Administration provided any feedback on adding Fire Station 6 to the list.

Ms. Costello replied no, stating that the issue had not been addressed with County Administration at this time.

Mr. Polster stated he would like the Policy Committee to recommend the BOS consider adding Fire Station 6 to the current CIP listing.

Mr. Haldeman and Mr. O'Connor agreed with the recommendation.

Mr. Haldeman stated he would like to see projects consolidated for efficiency. He stated Chickahominy Riverfront Park has two project applications for paving and one may be considered. Mr. Haldeman stated for the transportation match project and Pocahontas Trail, he would like to see Blow Flats Road added to the scope of work.

Mr. Polster stated the responses received from Williamsburg-James City County (WJCC) Schools were excellent. He stated Mr. Daniel Keever, Chief Operating Officer for WJCC Schools, was consistent regarding space concerns at Lafayette High School and possible rezoning as well as forthright for the Pre-K and kindergarten projects. He stated it was important for the BOS to know that relieving capacity issues in the elementary school still required classroom renovation. He stated fixing the issue requires renovations as well as staffing. He stated these reasons are why the project is highly rated. Mr. Polster asked that the notes from WJCC Schools be made available to the BOS.

Ms. Cook suggested that the answers from WJCC Schools be included as an attachment to the memorandum, to address Mr. Polster's recommendation.

Mr. O'Connor asked if the Committee wanted to send any notes to the Planning Commission and BOS regarding the library.

Mr. Polster stated this was done last year.

Mr. O'Connor agreed and stated the same challenge continues. He stated the project ranking is due to uncertainty regarding the location and funding.

Mr. Haldeman stated it is impossible to rank a new library without that information.

Mr. O'Connor and Mr. Polster agreed.

Mr. O'Connor stated that project also may be impacted if an auditorium is added to the James City County (JCC) Library.

Mr. Polster noted the previous Committee suggestion that an auditorium could be part of the new JCC government complex.

Mr. O'Connor stated conversations during the Comprehensive Plan development regarding complete communities and increasing accessibility can be applied here by locating the new government complex by the JCC Recreation Center.

Mr. Polster stated staff and Ms. Boone should be commended for the Request for Information for the landfill solar project. He stated General Services is exploring renewable energy and solar on parking garages for potential sites. He stated this will assist with the new government complex or other new buildings and relates to the Comprehensive Plan Goals, Strategies and Actions. Mr. Polster stated this was a significant step forward for sustainability.

Mr. Haldeman asked if the Committee should comment on financing.

Mr. Polster stated he believed it would be up to the BOS. He also stated that any potential inclusion of solar would need to be explored as part of design work for County facilities.

Mr. Haldeman confirmed comments regarding Fire Station 6, consolidating projects where possible, and the library would be included.

**E. NEW BUSINESS**

There was no new business.

**F. ADJOURNMENT**

Mr. Polster made a motion to Adjourn.

The motion passed 3-0.

Mr. Haldeman adjourned the meeting at approximately 4:20 p.m.

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Mr. Jack Haldeman, Chair

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Mr. Paul Holt, Secretary



**Unapproved Minutes of the March 20, 2023  
Planning Commission Special Meeting**

**Fiscal Year 2024-2028 Capital Improvements Program**

Ms. Terry Costello, Senior Planner, stated that after a series of meetings to discuss and evaluate this year's Capital Improvements Program (CIP) requests, the Policy Committee is forwarding its recommendations for the Fiscal Year (FY) 2024-2028 CIP for your consideration.

Ms. Costello stated that this year, a total of 32 projects were submitted: 24 from County departments, four from the Williamsburg Regional Library (WRL), and four from the Williamsburg-James City County (WJCC) Schools. Of the 32 projects submitted, 17 County projects, three WRL and three WJCC Schools projects were included in the previous CIP budget.

Ms. Costello stated that Policy Committee members used a standardized set of ranking criteria to prioritize each application. Ms. Costello stated that the criteria is provided in the Agenda materials for reference. Ms. Costello further stated that the scores generated by individual Committee members were then averaged and standardized through a z-score process to produce a prioritized list.

Ms. Costello stated that a list of the Policy Committee's final project rankings in order of priority has been provided in the Agenda materials for consideration. Ms. Costello stated that at its meeting on February 23, 2023, the Committee voted unanimously to forward the following list of priorities to serve as a recommendation to the Planning Commission and Board of Supervisors:

1. Stormwater Capital Improvement Program
2. Fire Station No. 3 Replacement
3. Transportation Match
4. Lower County Park
5. New Grove Area Library
6. Human Services Center Renovations
7. Open Space Match
8. Grove Convenience Center
9. Pre-K Space
10. Warhill Softball/Baseball Complex
11. Brickyard Landing Improvements
12. Consolidated County Campus
13. Warhill Sports Complex Multi-Use Field Expansion
14. General Services Administration Bldg.
15. JCC Marina Parking Area
16. Business Ready Sites Program
17. Chickahominy Park Paddlecraft Area
18. Jamestown Beach Event Park Improvements
19. FY24 Firing Range Expansion
20. Upper County Park Splash Pad

21. Veterans Park Phase 2 Improvements
22. Chickahominy Park Multi-Use Trail
23. JHS Cafeteria School Expansion
24. LHS School Renovations\*
25. Freedom Park Phase IV - Active Recreation Facilities
26. James City County Library Theatre
27. Greensprings Interpretive Trail Restrooms
28. Warhill Sports Complex Connector Rd.
29. Skate Park
30. James City County Library Playground
31. Centralized Storage Facility
32. New James City County Library and Community Theatre /New Joint Library

Ms. Costello stated that staff recommends that the Planning Commission recommend approval of these priorities to the Board of Supervisors for consideration during the budget process.

Mr. Polster opened the Public Hearing.

As no one wished to speak, Mr. Polster closed the Public Hearing.

Mr. Polster opened the floor for discussion by the Commission.

Mr. Polster stated that Fire Station No. 6 to be located in the Upper County, was on the CIP project list for the two previous CIP cycles with priority rankings of three and six; however, it was not on the current CIP project list. Mr. Polster further stated that he believes it is important that the Commission recommend to the Board of Supervisors that it be included in the FY 2024-2028 CIP project list. Mr. Polster further noted that the Board of Supervisors has already approved the salaries for staffing the facility.

Mr. Polster stated that currently it is anticipated that the level of service would be approximately 1, 000 calls per year. Mr. Polster noted that resident in the Upper County pay higher insurance premiums because there is no fire station in the area.

Mr. Haldeman stated that there was a second recommendation from the Policy Committee which was consolidate projects where feasible and where marshalling costs or scale efficiencies would yield savings. Mr. Haldeman stated that possibilities, as example, are paving projects at Chickahominy Riverfront Park and at the Marina, and road improvements on Pocahontas Trail and Blow Flats Road.

Mr. Krapf made a motion to forward the list of project rankings with the addition recommendations to the Board of Supervisors.

On a roll call vote, the Commission voted to forward the list of project rankings with the addition recommendations to the Board of Supervisors. (6-0)

## Attachment 6. WJCC Schools Response to Committee Questions

Questions regarding the application for Pre-K Space (two buildings at Norge and Clara Byrd Baker Elementary School):

1. What was done with the \$3.2 mm allocated last year?  
Monies allocated by funding partners in 2021-2022 is being used for design of the PreK buildings. Currently, school staff is working with JCC procurement to complete the RFP process with respect to selecting a design firm.
2. Will this eliminate trailers?  
While we do project the dedicated PreK space will allow for creation of additional elementary school classroom space, we are unable to guarantee the elimination of all classroom trailers at elementary schools.
3. Is the location at CBB & Norge Tentative?  
Based on the feasibility study completed by RRMM last year, we believe that Norge ES and Clara Byrd Baker ES are the most appropriate sites for building the PreK additions.
4. Each site will have a capacity for approximately 250 students. The Anlar Report, October 21, states that are 231 children additional PreK students in our community who we are unable to be served and estimates that an additional 10 classrooms, at a minimum, would be needed. Question - with a capacity of 250 students how many Pre-K classrooms does the equate to for both schools?  
18 classrooms (250 students) for each of the two sites will be able to serve 500 PreK students. Currently, there are 395 seats allocated for PreK across 5 schools. The program would shift from five locations to two. It is also important to note that WJCC will need to reconfigure the attendance zones across elementary schools to maximize the space created when PreK is consolidated on two school campuses. The plan allows for WJCC to serve an additional 105 PreK students. Using the data from the Anlar Report, this is 126 less than the 231 estimated.
5. Will the former PreK Classrooms in both schools increase the Elementary School student capacity and how many in Elementary classrooms will result in each school?  
Yes, there will be an increase of capacity across elementary schools with the opening of dedicated PreK buildings. Rezoning will also be a component of any plan to maximize the increased capacity. Tentatively, the number of additional elementary classroom space includes: 22-24 general education classrooms for 440-480 students and 5-7 self-contained classrooms for 50-70 students.
6. How will this address the 90% capacity issue for Blayton and Montague and the overcapacity issue at Mathew Whaley?  
There will be an increase in elementary school capacity and a need to rezone students in order to maximize the space.
7. Is there an updated set of documents for the 2021-22 school year with projections with and without Pre-K?  
Information was shared during the December 2, 2022 Joint Meeting that included WJCC School Board, Williamsburg City Council, James City County Board of Supervisors. Here is a link to the agenda item and document package: <http://go.boarddocs.com/vsba/wjcc/Board.nsf/goto?open&id=CL8NNL5DC3D5>

Questions regarding the application for Lafayette High School Renovation:

1. What specifically is being done? New construction or solely renovation?  
The 900 Building will undergo renovations that will allow for additional classroom space to be constructed.
2. What about more maintenance and administrative staff?  
Not anticipated at this time.
3. How much added capacity? How many more kids?  
Currently, there is the plan to add 6 to 8 classrooms. The total number of students will vary based on classroom use and programming needs.
4. Will Williamsburg pay part?  
Based on the funding structure of the localities, Williamsburg is also asked to consider this item as part of their CIP discussion.

Questions regarding the application for the Jamestown High School Cafeteria:

1. Is there a Future Think 2022 report?  
See above for a link to December 2, 2022 Joint Meeting agenda and document package.
2. If the 8 additional classrooms were built at LHS and the available capacity of all three high schools for Most Likely and Low projections is below the 100% capacity level, and redistricting is a consideration based on WJCC comments at last year's CIP discussions, why is this project required or programed as a FY 24 Bond issue?  
Enrollment across the three high schools – in the most likely scenario – is projected to increase. With additional classroom space available at Lafayette, there is a possibility for rezoning. That said, without the rezoning, Lafayette is projected to see enrollment increases. Jamestown needs additional cafeteria/multi-purpose space and this CIP request addresses the long-standing need.

Questions regarding the application for the Centralized Storage Facility:

1. Will Williamsburg pay part?  
Based on the funding structure of the localities, Williamsburg is also asked to consider this item as part of their CIP discussion.

## ITEM SUMMARY

DATE: 4/11/2023

TO: The Board of Supervisors

FROM: Paul D. Holt, III, Director of Community Development and Planning

SUBJECT: Planning Commission and Board of Zoning Appeals 2022 Annual Report

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Please find attached the 2022 Annual Report for both the Planning Commission (PC) and the Board of Zoning Appeals (BZA).

### ATTACHMENTS:

	Description	Type
📎	Annual Report	Exhibit

### REVIEWERS:

Department	Reviewer	Action	Date
Development Management	Holt, Paul	Approved	3/24/2023 - 8:18 AM
Publication Management	Pobiak, Amanda	Approved	3/24/2023 - 8:21 AM
Legal Review	Kinsman, Adam	Approved	3/24/2023 - 8:24 AM
Board Secretary	Saeed, Teresa	Approved	4/4/2023 - 10:40 AM
Board Secretary	Rinehimer, Bradley	Approved	4/4/2023 - 11:00 AM
Board Secretary	Saeed, Teresa	Approved	4/4/2023 - 11:19 AM

# PLANNING COMMISSION AND BOARD OF ZONING APPEALS 2022 ANNUAL REPORT



**DEPARTMENT OF COMMUNITY DEVELOPMENT  
101-A MOUNTS BAY ROAD  
WILLIAMSBURG, VA 23185**

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## 2022 PLANNING COMMISSION ANNUAL REPORT

On behalf of the James City County Planning Commission, I am pleased to present our 2022 Annual Report.

Following adoption of the 2045 Comprehensive Plan in 2021, Planning staff and Commissioners continued to work very hard and creatively in 2022 to ensure timely information was provided to citizens through a variety of media and formats.

<b>Number of Cases Reviewed by the Planning Commission</b>	<b>2018</b>	<b>2019</b>	<b>2020</b>	<b>2021</b>	<b>2022</b>
Agricultural and Forestal District	13	7	2	1	15
Height Waiver	1	2	0	0	1
Master Plan	0	3	0	2	0
Rezoning	2	10	3	9	3
Special Use Permit	11	16	12	11	21

As described in the Zoning Ordinance Amendments section of this report, the Policy Committee and staff worked on five ordinance amendments which have been initiated by the Board of Supervisors. Also, as part of efforts to implement the Comprehensive Plan, Planning staff worked to transition the land use, fiscal, and transportation models used during the Comprehensive Plan update process to the leave-behind model stage for ongoing County use.

The majority of the Agricultural and Forestal Districts went through the renewal process, culminating in Board adoption in September 2021. Perhaps most significantly, the Commission reviewed materials that were a part of the county's first ever Natural and Cultural Assets Plan.

Also following the adoption of the Comprehensive Plan in October 2021, Community Development staff immediately kicked off the development of the Natural and Cultural Assets Plan. This work not only began the implementation of the Comprehensive Plan, but also fulfilled an operational initiative in the 2035 Strategic Plan. Staff and its consultant, GIC, Inc., worked through a multi-stage project of modeling and mapping the County's natural and cultural resources, assessing the potential risks to these resources, and identifying opportunities to conserve, protect, or restore them. Key to this effort was a seven-member citizen advisory committee appointed by the Board of Supervisors as well as a staff technical team from various divisions, including Planning and Zoning, who guided staff and the consultant through each stage. Public input remained instrumental to the process. Adding to input received as part of Engage 2045 Comprehensive Plan, more than 250 participants provided comments at key milestones in the project through an online mapping survey, in-person mapping survey stations, a community open house, and a final online survey.

It has been an honor to serve with my colleagues, and I would like to take this opportunity to thank them and the entire staff of the Planning Division for their hard work and dedication.

Tim O'Connor, 2022 Planning Commission Chair  
James City County Planning Commission



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## 2022 PLANNING COMMISSION

Name	District	Appointment	Term Expires
Tim O’Connor** (Chair)	At-Large	8/10/2010	1/31/2025
Frank Polster** (Vice Chair)	Jamestown	2/01/2018	1/31/2026
Jack Haldeman**	At-Large	2/01/2022	1/31/2026
Rich Krapf**	Powhatan	1/23/2007	1/31/2026
Barbara Null**	Stonehouse	2/25/2020	1/31/2024
Stephen Rodgers **	Berkeley	2/11/2022	1/31/2025
Rob Rose**	Roberts	1/28/2020	1/31/2024

## 2022 PLANNING DIVISION STAFF

Paul D. Holt, III, AICP, CNU-A, CFM, Director of Community Development and Planning\*\*  
 Tammy Rosario, AICP, Assistant Director of Community Development  
 Ellen Cook, AICP, Principal Planner  
 Josh Crump, Principal Planner  
 Tom Leininger, Principal Planner  
 Jose Ribeiro, AICP, Senior Planner II and Senior Landscape Planner II  
 Thomas Wysong, AICP, Senior Planner II  
 Terry Cook, Planner II  
 John Risinger, Planner II  
 Ben Loppacker, Planner I  
 Suzanne Yeats, Planner I  
 Andrea Case, Community Development Assistant  
 Beth Klapper, Community Development Assistant

## 2022 ZONING DIVISION STAFF

Christy Parrish, CZA, CFM, Zoning Administrator  
 Paxton Condon, Deputy Zoning Administrator  
 Taylor Orne, CZA, Senior Zoning Officer  
 John Rogerson, CZA, Senior Zoning Officer

\*\*Virginia Certified Planning Commissioner  
 AICP – American Institute of Certified Planners  
 CNU-A – Congress for the New Urbanism – Accredited  
 CZA – Certified Zoning Administrator  
 CFM – Certified Floodplain Manager

## INTRODUCTION

The James City County Planning Commission (Commission) is composed of seven members, one member from each of the County’s five magisterial districts (Powhatan, Roberts, Stonehouse, Jamestown, Berkeley) and two at-large members. Members participate on one or two subcommittees: Development Review Committee (DRC) and the Policy Committee. The DRC reviews subdivisions and site plans for consistency with approved master plans, County Zoning and Subdivision Ordinances, the Comprehensive Plan, and other Board-adopted policies. The Policy Committee works with staff to (1) prioritize Capital Improvements Program (CIP) requests in accordance with the Comprehensive Plan, and (2) address specific planning-related issues such as policy and Ordinance revisions.

*Natural and Cultural Assets Plan Public Engagement*



## PLANNING COMMISSION RESPONSIBILITIES

The Board appoints members to the Commission to review cases and make recommendations regarding land use, transportation, public facilities and utilities. The Commission shall, among other activities:

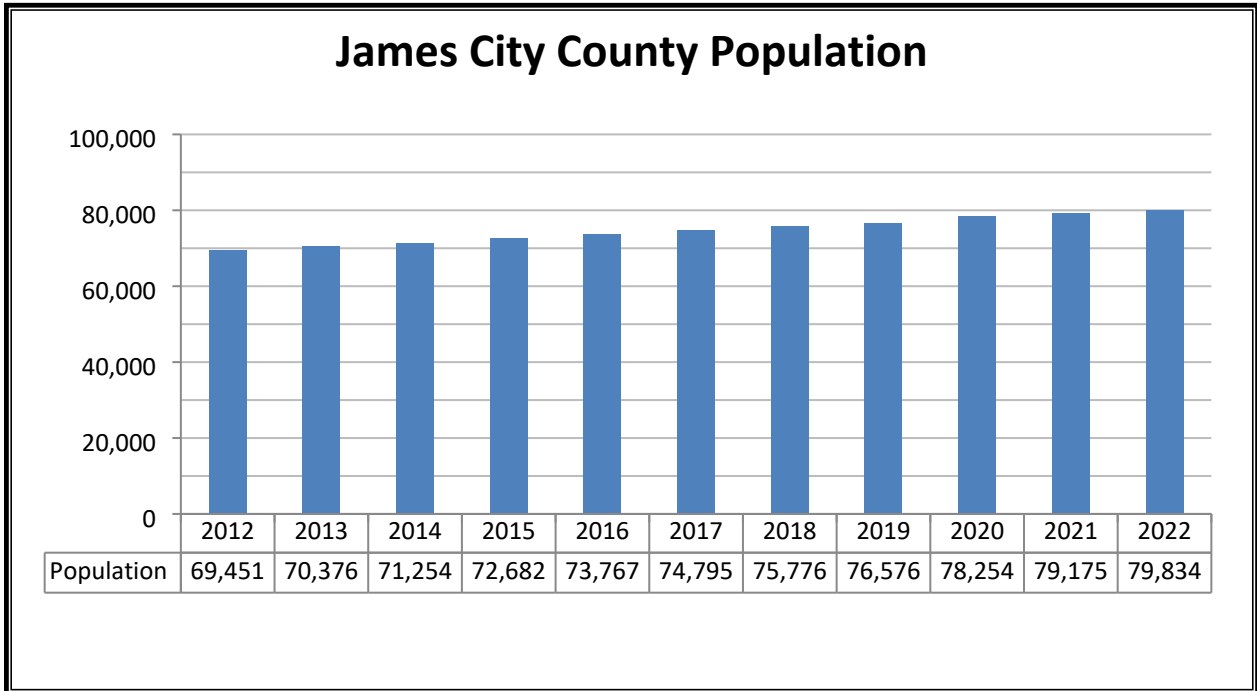
- Update and coordinate the implementation of the County’s Comprehensive Plan;
- Review and make recommendations to the Board of Supervisors on rezoning, master plan, special use permit, subdivision and site plan applications;
- Consider and prepare policy and Ordinance revisions;
- Assess the annual CIP priorities; and
- Participate in community planning forums and committee studies.

2022 Planning Commission Schedule		
Regular Meetings		Work Sessions & Special Meetings
January 5	July 6	March 14*
February 2	August 3	May 24**
March 2	September 7	
April 6	October 5	
May 4	November 2	
June 1	December 7	

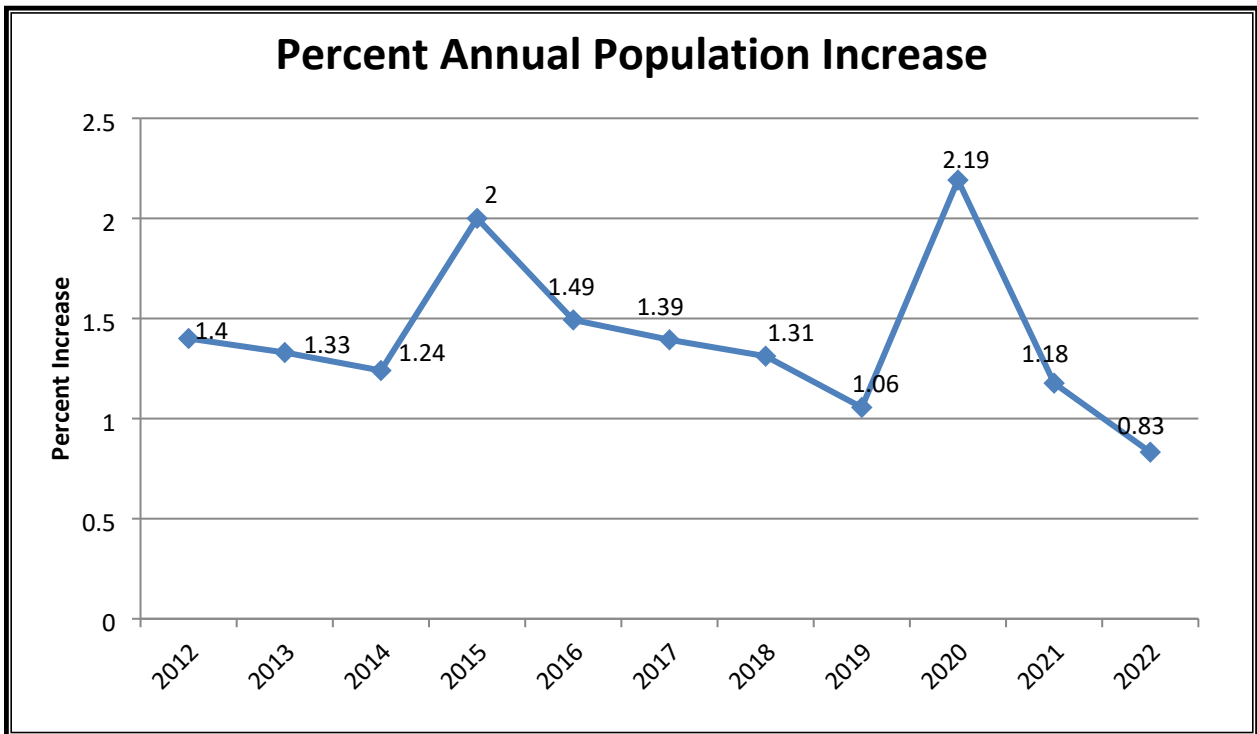
\*Organizational and CIP Recommendation Meeting

\*\*Joint Work Session with Board of Supervisors

**DEVELOPMENT AND GROWTH**



Source: Staff population estimates (2012-2019, 2021-2022) and United States Census Bureau (2020).  
 Note: Staff population estimates are as of December of the year indicated.



The jump in population growth rate between the years 2019 and 2020 in the above graphic is attributed to a recalibration of the population figure based on the 2020 Census. The drop in the growth rate in 2022 is attributed to a reduction in institutional populations compared to previous years rather than a reduction in the amount of new dwelling units.

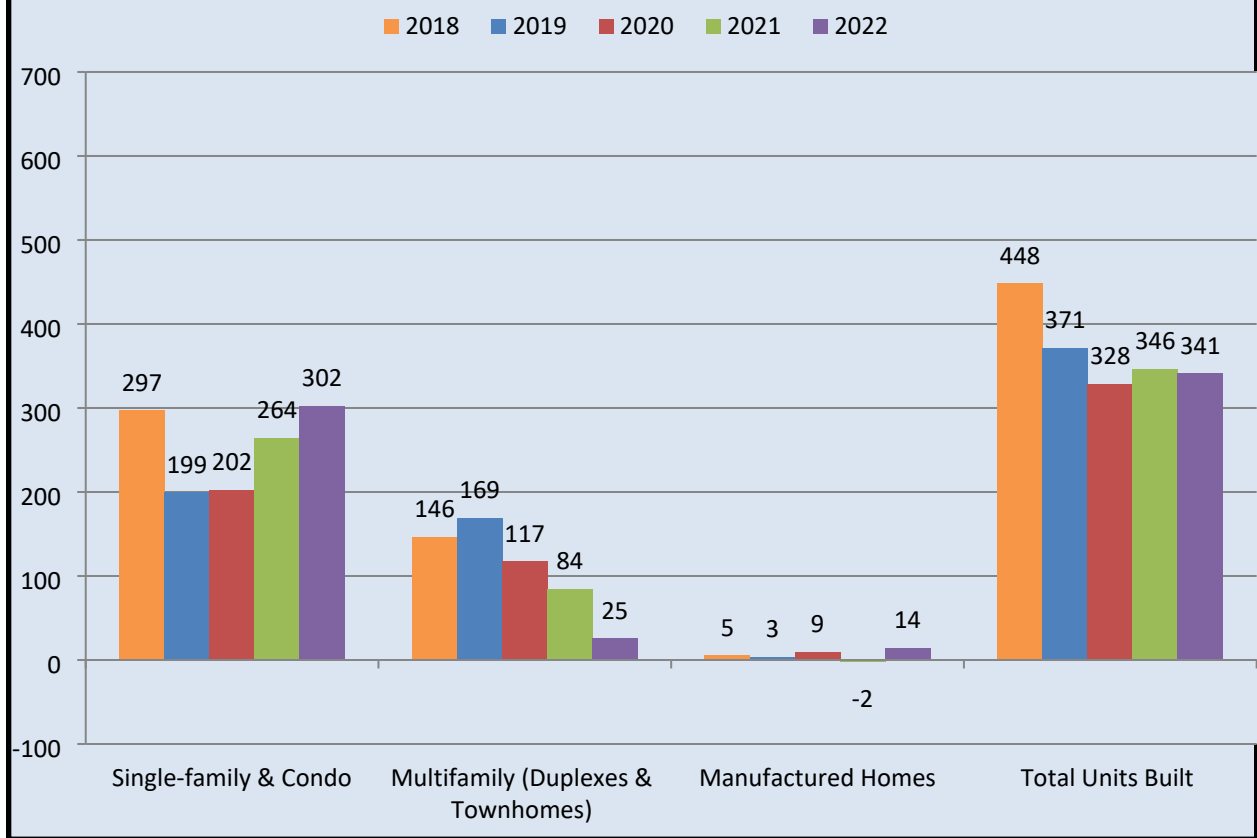
## Number of Dwelling Units Added from 2018 to 2022

Calendar Year	Single-family & Condo	Multifamily (includes duplexes and townhomes)	Manufactured Homes	Total Number of Dwelling Units Added Each Year	Total Unit Count*
<b>2018</b>	297	146	5	448	33,749
<b>2019</b>	199	169	3	371	34,120
<b>2020</b>	202	117	9	328	33,993
<b>2021</b>	264	84	-2	346	34,339
<b>2022</b>	302	25	14	341	34,680

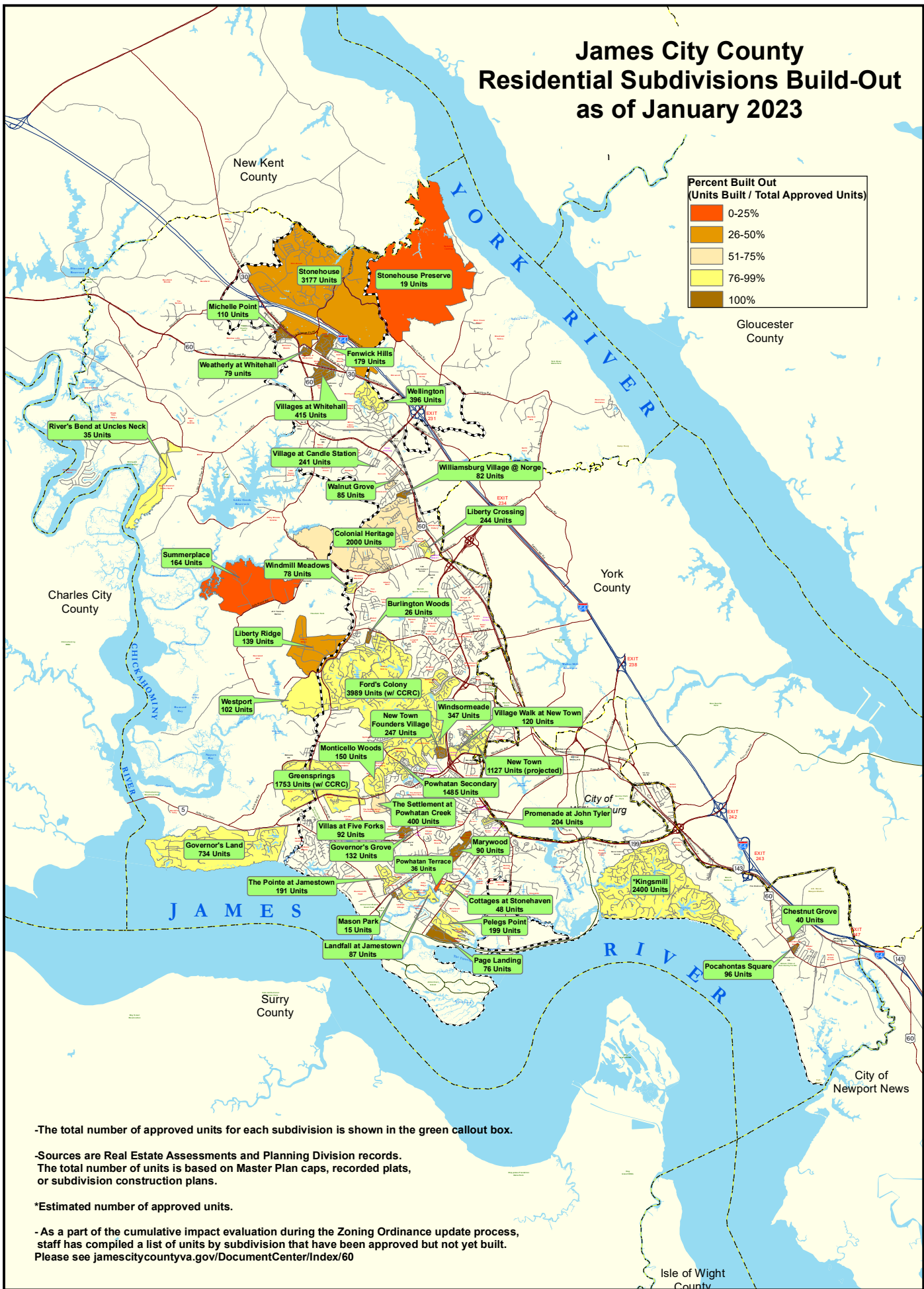
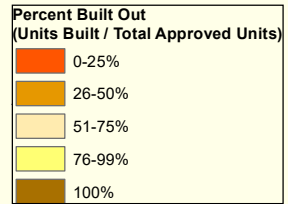
As of 2010, the U.S. Census Bureau no longer provides a breakdown of dwelling units by housing type.

- For 2018-2019, the Total Unit Count represents the total number of dwelling units in the County per the 2010 Census (29,797 dwelling units) plus the number of dwelling units added in 2018-2019. For 2020, the Total Unit Count is 33,993 per the 2020 Census. For 2021-2022, the Total Unit Count represents the total number of dwelling units in the County per the 2020 Census plus the number of dwelling units added in 2021-2022. The number of dwelling units added each year includes the number of residential Certificates of Occupancy issued, the number of dwellings demolished, and the number of dwellings destroyed by fires.

## Number of Dwelling Units Added from 2018 to 2022



# James City County Residential Subdivisions Build-Out as of January 2023



-The total number of approved units for each subdivision is shown in the green callout box.

-Sources are Real Estate Assessments and Planning Division records. The total number of units is based on Master Plan caps, recorded plats, or subdivision construction plans.

\*Estimated number of approved units.

-As a part of the cumulative impact evaluation during the Zoning Ordinance update process, staff has compiled a list of units by subdivision that have been approved but not yet built. Please see [jamescitycountyva.gov/DocumentCenter/Index/60](http://jamescitycountyva.gov/DocumentCenter/Index/60)

## RESIDENTIAL SUBDIVISION BUILDING DATA / CUMULATIVE IMPACT DATABASE

The Residential Subdivision Build-out Map has been updated. Staff exported and coded data for all newly created parcels from Real Estate Assessments/GIS as part of the cumulative impact evaluation. Based on this information, staff has also updated the series of reports that provide detailed information for all subdivisions within James City County. Each report is organized by subdivision alphabetically or by election district.

The following reports are described below and posted in the Development Status Report folder under Forms and Publications then Annual Reports: <https://jamescitycountyva.gov/DocumentCenter/Index/690>

- “Development Status Report - All Data” - reports the number of vacant parcels, improved parcels, residential units, and all parcel unit classifications. This report includes common areas, timeshares, public lands, commercial, etc. A summary of the data from this report is present in the table below:

Election District	Residential Unit Count	Vacant Parcels	Improved Parcels	Total Parcels
<b>Berkeley</b>	7,390	487	6,685	7,172
<b>Jamestown</b>	7,927	470	6,145	6,615
<b>Powhatan</b>	7,295	890	6,506	7,396
<b>Roberts</b>	7,439	592	5,891	6,483
<b>Stonehouse</b>	7,148	729	7,094	7,823
<b>TOTAL</b>	37,199	3,168	32,321	35,489

- “Residential Development Status Report - Residential Only” provides information only on residential units and continuing care facilities. This report is condensed and excludes unit classification. The unit counts do not include common areas, timeshares, public lands, commercial, etc. An updated summary of the data from this report is presented in the table below:

Election District	Residential Unit Count	Vacant Parcels	Improved Parcels	Total Parcels
<b>Berkeley</b>	6,793	201	5,887	6,088
<b>Jamestown</b>	7,472	225	5,383	5,608
<b>Powhatan</b>	7,074	726	6,101	6,827
<b>Roberts</b>	7,437	247	5,504	5,751
<b>Stonehouse</b>	7,143	461	6,786	7,247
<b>TOTAL</b>	35,919	1,860	29,661	31,521

- “Residential Development Status Report - Schools” - displays information sorted by school districts. A report is provided for (1) elementary schools, (2) middle schools, and (3) high schools.

As part of the Engage 2045 Comprehensive Plan, staff continues to work with consultants developing scenario-planning and integrated land use, transportation and cumulative impact modeling efforts using GIS, CommunityViz, a customized travel demand model, and fiscal model. These efforts will not only guide community visioning but also land use decisions. Staff continues evaluating features within the new permitting software which may also aid with tracking capabilities.

## PLANNING COMMISSION HIGHLIGHTS AND ACTIVITIES

### **DEVELOPMENT REVIEW**

Development review activities consist primarily of rezonings, special use permits, site plans, subdivisions, and conceptual plans.

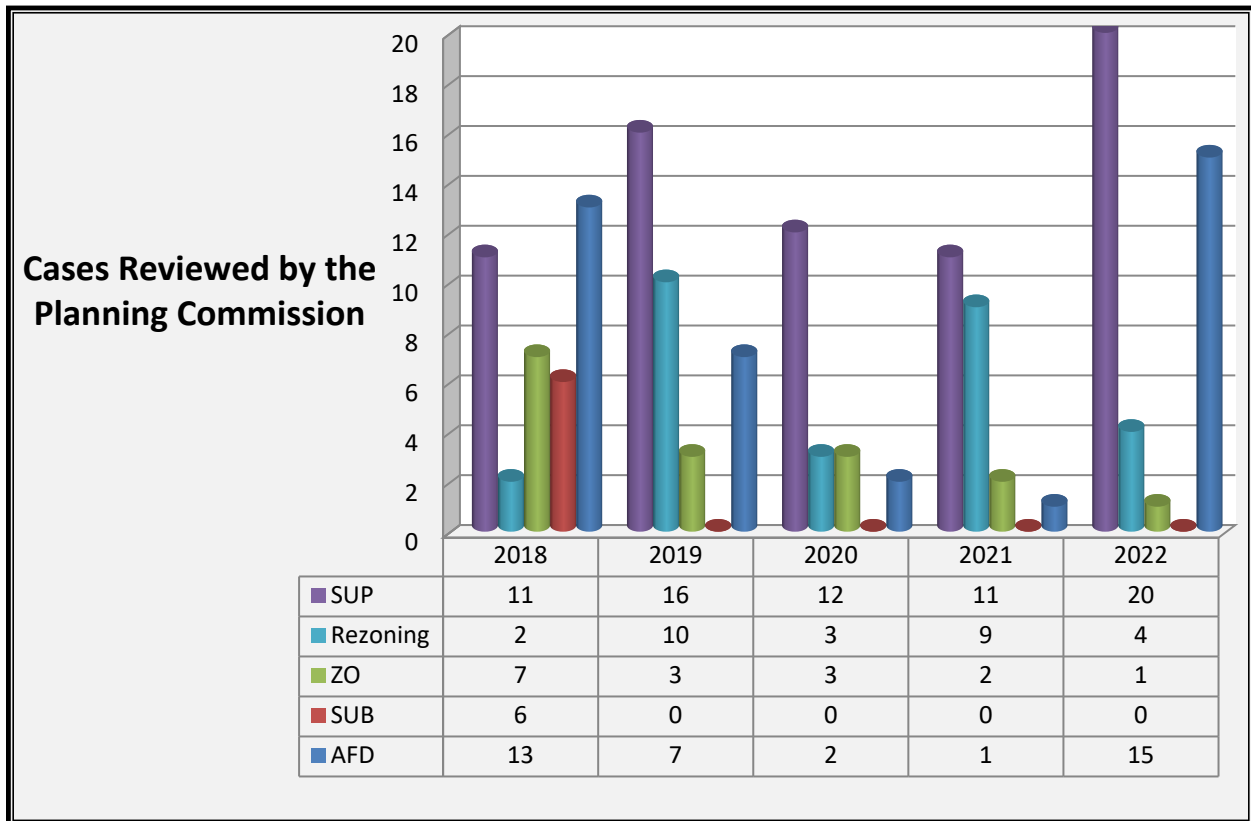
**Special Use Permits (SUP):** The Planning Commission reviewed 21 SUP applications including three requests for short-term rentals and two contractor office/warehouse facilities. Other applications included a battery storage facility, two solar energy facilities, a place of public assembly, extension of water and sewer facilities along Busch Springs Road, a solid waste transfer facility, an aggregate storage and resource recovery facility, expansion of an existing business with food processing and storage, a detached accessory apartment, a convenience store with fuel, expansion of the Police Department firing range, and expansion of a local mental health and substance abuse treatment facility. In addition to these applications, the Hazelwood Farms Enterprise Center application included a request to allow the following specially permitted uses: fast food restaurants; truck terminals; the manufacture and processing of textiles and textile products in structures more than 10,000 square feet; heavy equipment sales and service with major repair; machinery sales and service with major repair; a convenience store; a commercial building or group of buildings that exceeds 10,000 square feet of floor area; a commercial building or group of buildings, not including office uses, which generates a total of 100 or more additional trips to and from the site during the peak hour of the operation; and buildings, additions, and expansions requiring an SUP pursuant to Section 24-11(b) of the County Code; and extension of public water and sewer facilities.

**Rezonings:** Four rezoning applications were considered by the Commission including a proffer amendment to revise the timing of a traffic signal warrant analysis and a request to rezone a small parcel of property at Williamsburg Landing from R-8, Rural Residential to R-5, Multifamily Residential. In addition to these applications, the Hazelwood Farms Enterprise Center application referenced above considered a request to rezone approximately 328 acres from A-1, General Agricultural and B-1, General Business to EO, Economic Opportunity to allow the development of 3,220,000 square feet of warehouse/industrial/office use, and up to 75,000 square feet of commercial use.

**Master Plan:** No Master Plans or Master Plan Amendments were reviewed by the Commission in 2022.

**Residential Units Legislatively Approved in 2022:** No new residential units were approved in 2022.

**Agricultural and Forestal Districts (AFDs):** The Planning Commission reviewed 12 AFD renewals, two AFD withdrawals in conjunction with SUPs for a solar projects, and one AFD addition bringing in a total of ± 169 acres.

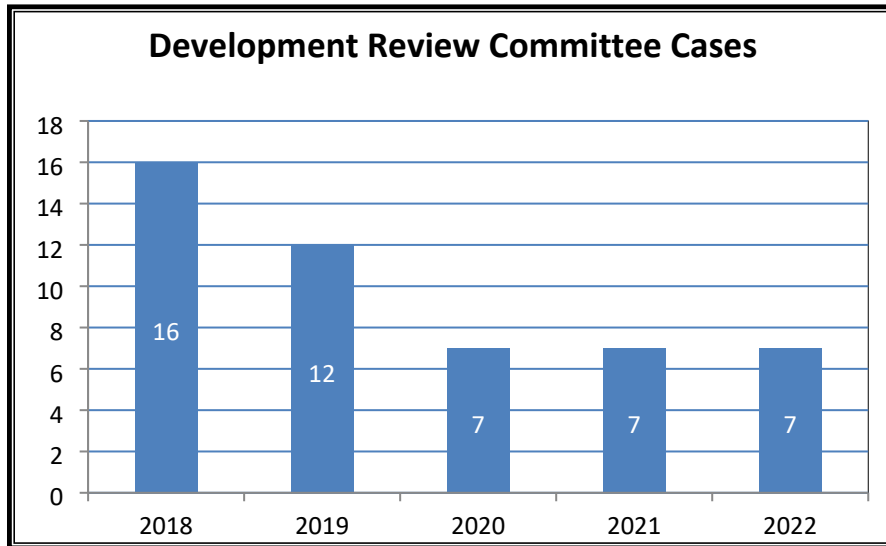


**DEVELOPMENT REVIEW COMMITTEE (DRC)**

The DRC reviewed seven cases in 2022, including C-21-0099. Stonehouse Tract 10A Conceptual Plan for new construction of 200 residential units, consisting of 80 single-family homes: 18 units that are attached residences with two to four units; 54 units that are attached residences with more than four units and fewer than three stories; and 48 units that are attached residences with more than four units and are three stories or more; SP-19-0001. Powhatan Terrace to review entrance features, signs, and utilities located within the 150-foot buffer along the property’s frontage with Jamestown Road which are required by Adopted Proffer No. 5 associated with the rezoning of Powhatan Terrace in Case No. Z-0007-2007 to be reviewed and approved by the DRC. Such features included two drainage structures, one fire hydrant, an underground water line system, one speed limit sign, one stop sign, and three traffic signs; C-22-0021. 3341 Chickahominy Road Overhead Utility Waiver which would permit an approximately 65-foot overhead powerline to a new residential dwelling; SP-20-0037. Smith Memorial Baptist Church Parking Expansion appealing the Planning Director’s decision with regards to a condition for two parking waivers for the parking expansion at Smith Memorial Baptist Church for a total of 234 parking spaces; C-22-0019. 7607 Richmond Road - Oakland Farm Residential Rezoning for feedback on the design principles and acceptable density range of the proposed development; Case No. SP-22-0005. Colonial Veterinary Clinic Parking Expansion to development of the property be generally



consistent with the approved master plan; and C-22-0070. Monticello Avenue Shops for feedback on a proposal to rezone the property to B-1, General Business to allow the development of three 4,000-square-foot buildings to be used for office and retail uses.



### **POLICY COMMITTEE**

The Policy Committee is responsible for developing recommendations on the Capital Improvements Program and Zoning Ordinance amendments. In 2022, the Committee reviewed the Planning Division Work Plan and considered language for potential Ordinance amendments and performance standards which would address Amendments for R-8, Rural Residential and A-1, General Agricultural lot size and related requirements; scenic roadway protection; and amendments to the Zoning Ordinance regarding community recreation facilities in residential districts.

## PLANNING COMMISSION ACTIONS

### SPECIAL USE PERMITS

Case Number	Name of Project	Location	Acres	Case Description	Staff	PC	BOS
<b>SUP-19-0005</b>	Hazelwood Farms – The Enterprise Center	301 Old Stage Road 9211 Old Stage Road 275 Old Stage Road 9400 Barnes Road (portion south of I-64)	328	Request to allow the following specially permitted uses: fast food restaurants; truck terminals; the manufacture and processing of textiles and textile products in structures more than 10,000 square feet; heavy equipment sales and service with major repair; machinery sales and service with major repair; a convenience store; a commercial building or group of buildings that exceeds 10,000 square feet of floor area; a commercial building or group of buildings, not including office uses, which generates a total of 100 or more additional trips to and from the site during the peak hour of the operation; and buildings, additions, and expansions requiring an SUP pursuant to Section 24-11(b) of the County Code; and extension of public water and sewer facilities.	Approval	Approval	Approval
<b>SUP-20-0010</b>	Hertzler Clearing and Grading	9537 Barnes Road	28.61	A request to allow a contractor's office/warehouse and manufacturing of wood products.	Approval	Denial	No Action in 2022
<b>SUP-21-0017</b>	4007 Ironbound Road Convenience Store With Fuel	4007 Ironbound Road	1.93	A request to construct an approximately 6,049-square-foot convenience store with fueling islands.	Approval	Approval	Approval
<b>SUP-21-0022</b>	360 Racefield Drive Solar Farm	360 Racefield Drive	65.2	A request to develop and construct a solar farm facility for electrical power generation, storage, transmission, and accessory uses.	Denial	Approval	Approval

Case Number	Name of Project	Location	Acres	Case Description	Staff	PC	BOS
<b>SUP-21-0023</b>	Bush Springs Road Extension of Public Water and Sewer Facilities	Bush Springs Road right-of-way 242 Bush Springs Road; 268 Bush Springs Road; 275 Bush Springs Road; 282 Bush Springs Road; 290 Bush Springs Road; 291 Bush Springs Road; 308 Bush Springs Road	2.8	A request to allow for the installation of public water and sewer facilities by extending an existing force main and water main within the Bush Springs Road right-of-way from the Bush Springs Road and Toano Woods Road intersection heading south.	Denial	Approval	No Action in 2022
<b>SUP-21-0026</b>	Living Word Church of God	259 Ivy Hill Road	2.10	A request to allow the operation of a place of public assembly.	Approval	Approval	Approval
<b>SUP-22-0001</b>	3 Marclay Road Short-Term Rental	3 Marclay Road	3.26	A request to allow short-term rental of the property.	Denial	Approval	Approval
<b>SUP-22-0003</b>	7683 Richmond Road Kettle Corn Processing & Storage	7683 Richmond Road	1.95	A request to allow food processing and storage for the expansion of Uncle Dave's Kettle Corn.	Approval	Approval	Approval
<b>SUP-22-0004</b>	4451 Longhill Rd. Life Church Daycare Program SUP Amend.	4451 Longhill Road	17.49	A request to amend the current Special Use Permit approved in March 2020 to operate a child daycare.	Approval	Approval	Approval
<b>SUP-22-0007</b>	750 Blow Flats Rd - Aggregate Storage Resource Recovery	750 Blow Flats Road	281	A request to allow the operation of an aggregate storage and resource recovery facility on the existing site.	Denial	Approval	No Action in 2022

Case Number	Name of Project	Location	Acres	Case Description	Staff	PC	BOS
SUP-22-0008	Williamsburg Crossing - Greenwood Christian Academy Expansion	5315 John Tyler Highway	16.25	A request to continue operations of a daycare and school and expand current space to accommodate additional enrollment.	Approval	Approval	Approval
SUP-22-0009	JCC Police Firing Range Expansion	1206 Jolly Pond Road	546	A request to allow the expansion of existing James City County Police Department firing range	Approval	Approval	Approval
SUP-22-0010	9201 & 9225 Pocahontas Trail The Grease Outlet	9201 & 9225 Pocahontas Trail	7.44	A request to allow the operation of a grease /solid waste transfer station.	Denial	Approval	Approval
SUP-22-0011	3004 Ironbound Road Tourist Home	3004 Ironbound Road	0.46	A request to allow the short-term rental of the property.	Denial	Approval	Approval
SUP-22-0012	5700 Williamsburg Landing Dr. Parking SUP Amend.	5700 Williamsburg Landing Drive	2.65	A request to amend the existing special Use Permit to ensure the existing parking is compliant with the Zoning Ordinance. Submitted in conjunction with Z-22-0001.	Approval	Approval	Approval
SUP-22-0013	3252 N. Riverside Dr. Storage and Contractor Office	3252 N. Riverside Drive	13.69	A request to allow a 3,200 square foot metal building with 2000 square feet of garage to be used for storage of tools and equipment and occasional workshop and 1200 square feet of office space on right side of garage.	Approval	Approval	Approval
SUP-22-0015	7294 & 7296 Richmond Rd. Pivot Energy Solar Project	7294 & 7296 Richmond Road	53.84	A request to allow a two-phase, small scale solar project.	Approval	Approval	No Action in 2022
SUP-22-0016	141 Blow Flats Road Battery Storage	141 Blow Flats Road	6.87	A request to allow a Battery Energy Storage System facility.	Approval	Approval	Approval

Case Number	Name of Project	Location	Acres	Case Description	Staff	PC	BOS
SUP-22-0018	5477 Mooretown Road Williamsburg Place Additions	5477 Mooretown Road	7.75	A request to allow the expansion of the existing facility to increase the number of treatment beds to provide additional administrative office spaces, and expand the indoor and outdoor dining and kitchen facilities.	Approval	Approval	No Action in 2022
SUP-22-0019	4090 Ironbound Road Detached Accessory Apartment	4090 Ironbound Road	0.55	A request to allow a detached accessory dwelling.	Approval	Approval	Approval
SUP-22-0021	8401 Hicks Island Road - Tourist Home	8401 Hicks Island Road		A request to allow the short-term rental of the property.	Denial	Denial	No Action in 2022

**REZONINGS**

Case Number	Name of Project	Location	Acres	Case Description	Staff	PC	BOS
Z-19-0006	Hazelwood Farms - The Enterprise Center	301 Old Stage Road 9211 Old Stage Road 275 Old Stage Road 9400 Barnes Road (portion south of I-64)	328	A request to rezone approximately 328 acres from A-1, General Agricultural and B-1, General Business to EO, Economic Opportunity with Proffers to allow for up to 3,220,000 square feet of warehouse/industrial/office use, and up to 75,000 square feet of commercial use.	Approval	Approval	Approval

<b>Z-21-0015</b>	6940 Richmond Road Proffer Amendment	6940 Richmond Road	5.33	A request to amend the adopted proffers to revise the timing of the required signal warrant study.	Approval	Approval	Approval
<b>Z-22-0001</b>	5700 Williamsburg Landing Drive Rezoning	5700 Williamsburg Landing	2.65	A request to rezone the R-8, Rural Residential portion of the Parcel to R-5, Multifamily Residential.	Approval	Approval	Approval
<b>Z-22-0003</b>	8005 & 8009 Hankins Industrial Park Road Rezoning	8005 & 8009 Hankins Industrial Park Road	3.01	Rezone the above properties from M-2, General Industrial to M-1, Limited Business/Industrial.	Approval	Approval	No Action in 2022

**AGRICULTURAL AND FORESTAL DISTRICTS**

Case Number	Name of Project	Location	Acres	Case Description	Staff	PC	BOS
<b>AFD-21-0003</b>	360 Racefield Drive Barnes Swamp AFD Withdrawal	360 Racefield Drive	26	Withdrawal of property in conjunction with SUP-21-0022. 360 Racefield Drive Solar Farm	Denial	Denial	Approval
<b>AFD-22-0002</b>	Armistead 2022 AFD Renewal	Various	311	2022 AFD Renewal	Approval	Approval	Approval
<b>AFD-22-0003</b>	Barnes Swamp 2022 AFD Renewal	Various	1,838	2022 AFD Renewal	Approval	Approval	Approval
<b>AFD-22-0004</b>	Carters Grove 2022 AFD Renewal	Various	307	2022 AFD Renewal	Approval	Approval	Approval

Case Number	Name of Project	Location	Acres	Case Description	Staff	PC	BOS
<b>AFD-22-0005</b>	Christianson's Corner Renewal	Various	1,179	2022 AFD Renewal	Approval	Approval	Approval
<b>AFD-22-0006</b>	Cranston's Pond Renewal	Various	744	2022 AFD Renewal	Approval	Approval	Approval
<b>AFD-22-0007</b>	Croaker AFD Renewal	Various	1,314	2022 AFD Renewal	Approval	Approval	Approval
<b>AFD-22-0008</b>	Gordon Creek Renewal	Various	3,055	2022 AFD Renewal	Approval	Approval	Approval
<b>AFD-22-0009</b>	Gospel Spreading Church AFD Renewal	Various	1,133	2022 AFD Renewal	Approval	Approval	Approval
<b>AFD-22-0010</b>	Hill Pleasant Farm 2022 AFD Renewal	Various	304	2022 AFD Renewal	Approval	Approval	Approval
<b>AFD-22-0011</b>	Mill Creek 2022 AFD Renewal	Various	3,132	2022 AFD Renewal	Approval	Approval	Approval
<b>AFD-22-0012</b>	Pates Neck 2022 AFD Renewal	Various	755	2022 AFD Renewal	Approval	Approval	Approval
<b>AFD-22-0013</b>	Yarmouth Island 2022 AFD Renewal	Various	2,142	2022 AFD Renewal	Approval	Approval	Approval
<b>AFD-22-0017</b>	7294 Richmond Rd. Hill Pleasant Farm AFD Withdrawal	7294 Richmond Road	10	Hill Pleasant Farm AFD Withdrawal in conjunction with SUP-22-0015. 7294 & 7296 Richmond Rd. Pivot Energy Solar Project	Denial	Approval	No Action in 2022
<b>AFD-22-0015</b>	999 Jolly Pond Road Cranston's Pond AFD Addition	999 Jolly Pond Road	169	Cranston's Pond AFD Addition	Approval	Approval	Approval

## ZONING ORDINANCE AMENDMENTS

Case Number	Name of Project	Case Description	Staff	PC	BOS
<b>ORD-22-0002</b>	Amendments for R-8, Rural Residential and A-1, General Agricultural Lot Size and Related Requirements	Amendments for R-8, Rural Residential and A-1, General Agricultural Lot Size and Related Requirements	Approval	Approval	Approval



## **MAJOR INITIATIVES**

### **ORDINANCE UPDATES AND ON-GOING PROJECTS**

Throughout 2022, the Planning Division and Planning Commission worked on a variety of on-going projects.

- As described in the Zoning Ordinance Amendments section of this report, staff worked on five ordinance amendments which had been initiated by the Board of Supervisors.
- The majority of the Agricultural and Forestal Districts went through the renewal process, culminating in Board adoption in September.
- Planning staff supported efforts led by other County divisions and departments on projects, including participating on the Technical Advisory Committee for Community Development's Natural and Cultural Assets Plan effort.
- Staff worked to transition the land use, fiscal, and transportation models used during the Comprehensive Plan update process to the leave-behind model stage for ongoing County use.
- Throughout the year, Community Development staff continued to make improvements and add functionality to EnerGov's Land Development and Asset Management Software, known as JCC PermitLink, continuing in the effort to create a better customer experience and to enhance communications between divisions for development applications. In addition to improvements to the JCC PermitLink system staff also started work on a new 311 system.

### **TRANSPORTATION IMPROVEMENTS**

Staff pursued new funding and worked toward construction of several transportation improvements identified in the 2045 Comprehensive Plan, including:

- Continued work on the Longhill Road widening project between Route 199 and Olde Towne Road (completed in Spring 2022).
- Continued work on the Olde Towne Road/Longhill Road turn lane and intersection improvements project (completed in Spring 2022).
- Continued work on the construction phase for the Skiffes Creek Connector project. Construction was completed in fall 2022 and the roadway is open to users.
- Start of the right-of-way (RW) phase for the Croaker Road widening project.
- Continued to pursue additional funding for the Pocahontas Trail multi-modal improvements project and the preliminary engineering (PE) phase continued. Staff submitted applications from the following funding sources: Smart Scale, RAISE Grant, Safe Streets for All Grant, and Reconnecting Communities Grant.

- The RW phase for the Safe Routes to Schools improvements project at Clara Byrd Baker Elementary School and Five Forks was completed and construction began in December 2022.
- Progress on PE and RW phases for the roadway and stormwater improvements of various roadways in Grove.
- PE and RW phases for the roadway and stormwater improvements on Richmond Road in Toano were completed and construction began in January 2023.
- RW phase has continued for the Hicks Island Bridge Replacement.
- Various RSTP, CMAQ and HSIP applications were submitted for the following projects: Jamestown High School Sidewalk Project, Route 30 and Barnes Road turn lane improvements, Longhill Road Phase II Interim Improvements, and the Richmond Road Sidewalk Infill Project.



## 2022 JAMES CITY COUNTY PLANNING COMMISSIONERS



Tim O'Connor, Chair  
At-Large



Frank Polster, Vice Chair  
Jamestown District



Jack Haldeman  
At-Large



Rich Krapf  
Powhatan District



Barbara Null  
Stonehouse District



Stephen Rodgers  
Berkeley District



Rob Rose  
Roberts District

PLANNING DIVISION OF COMMUNITY DEVELOPMENT

101-A MOUNTS BAY ROAD

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# 2022 BOARD OF ZONING APPEALS ANNUAL REPORT

## 2022 BOARD OF ZONING APPEALS MEMBERS

Name	District	Appointment	Term Expires
Mark Jakobowski, Chairman*	Roberts	4/2018	3/31/2023
Ron Campana, Jr. Vice Chairman*	Jamestown	8/2011	6/30/2026
Andrew Dean	Berkely	4/2022	3/31/2024
William J. Geib *	Powhatan	4/2013	3/31/2023
David Otey, Jr. *	Roberts	3/2010	3/31/2025

\* Virginia Certified BZA Member

## INTRODUCTION

The James City County’s Board of Zoning Appeals (BZA) is a five-member, quasi-judicial body appointed by the local circuit court to serve five-year terms. Any community adopting a Zoning Ordinance must also establish an appeals board for review of circumstances where landowners may be unjustly burdened by the Zoning Ordinance. The Board conducts public hearings to consider requests for variances to the County’s Zoning Ordinance, as well as appeals of decisions made by the Zoning Administrator.

The definition of variance reads:

*Variance means, in the application of a zoning ordinance, a reasonable deviation from those provisions regulating the shape, size, or area of a lot or parcel of land, or the size, height, area, bulk, or location of a building or structure when the strict application of the ordinance would unreasonably restrict the utilization of the property, and such need for a variance would not be shared generally by other properties, and provided such variance is not contrary to the purpose of the ordinance. It shall not include a change in use, which change shall be accomplished by a rezoning or by a conditional zoning.*

The Board must find that the strict application of the Zoning Ordinance would unreasonably restrict the utilization of the property. Any decision made by the Board may be appealed to the James City County Circuit Court within 30 days.

State Code language places the burden of proof on the applicant with these five standards as the criteria:

*Notwithstanding any other provision of law, general or special, a variance shall be granted if the evidence shows that the strict application of the terms of the ordinance would unreasonably restrict the utilization of the property or that the granting of a variance would alleviate a hardship due to a physical condition relating to the property or improvements thereon at the time of the effective date of the ordinance, and*

- (i) the property interest for which the variance is being requested was acquired in good faith and any hardship was not created by the applicant for the variance;*
- (ii) the granting of the variance will not be of substantial detriment to adjacent property and nearby properties in the proximity of that geographical area;*
- (iii) the condition or situation of the property concerned is not of so general or recurring a nature as to make reasonably practicable the formulation of a general regulation to be adopted as an amendment to the ordinance;*
- (iv) the granting of the variance does not result in a use that is not otherwise permitted on such property or a change in the zoning classification of the property; and*
- (v) the relief or remedy sought by the variance application is not available through a special exception process that is authorized in the ordinance pursuant to subdivision 6 of § 15.2-2309 or the process for modification of a zoning ordinance pursuant to subdivision A4 of § 15.2-2286 at the time of the filing of the variance application.*

*Any variance granted to provide a reasonable modification to a property or improvements thereon requested by, or on behalf of, a person with a disability may expire when the person benefited by it is no longer in need of the modification to such property or improvements provided by the variance, subject to the provisions of state and federal fair housing laws, or the Americans with Disabilities Act of 1990 (42 U.S.C. § 12131 et seq.), as applicable. If a request for a reasonable modification is made to a locality and is appropriate under the provisions of state and federal fair housing laws, or the Americans with Disabilities Act of 1990 (42 U.S.C. § 12131 et seq.), as applicable, such request shall be granted by the locality unless a variance from the board of zoning appeals under this section is required in order for such request to be granted.*

## MEETINGS

The James City County BZA is scheduled to meet the first Thursday of every month at 5 p.m. in Building F at the James City County Government Complex. The BZA met five times in 2022.



## APPEALS / VARIANCES

One Zoning Administrator's Determination Appeal and three applications for variances were considered in 2022. The synopses of the applications are as follows:

**BZA-22-0001, 5719 Peter Van Wirt Way** – This was an application for a variance to Section 24-258(b), Yard requirements, to reduce the required rear setback from 35 feet to 32 feet from the rear property line for the continued placement of an above ground pool and the addition of a new deck. The BZA approved the application on March 3, 2022.

**BZA-22-0003, 4816 Hickory Signpost Road** - This was an application for a variance to Section 24-236, Setback requirements, to reduce the required front setback from 60 feet from the centerline of the street to 30 feet from the centerline of the street for the construction of a new single-family dwelling. The BZA approved the application on May 5, 2022.

**BZA-22-0002, 6910 Richmond Road** - This was an appeal of the Zoning Administrator's determination on February 23, 2022 that a "Conceptual Plan Supplied by the Applicant" at the time of the rezoning of the property and issuance of a special use permit for Go-Karts Plus constitutes a binding master plan. The BZA overturned the Zoning Administration's determination on June 2, 2022.

**BZA-22-0004, 8261 Croaker Road** - This was an application for a variance to Section 24-217(a), Yard regulations, to reduce the required side setback from 15 feet to 6.5 feet on the right side and from 15 feet to 13 feet on the left side for the construction of a single-family dwelling. The BZA approved the application on October 6, 2022.

Approved by the Board of Zoning Appeals on January 5, 2023

## **COMPREHENSIVE PLAN IMPLEMENTATION**

The Comprehensive Plan continues to be implemented through a variety of mechanisms, including consistency evaluations for legislative cases such as rezonings and special use permits.

The Comprehensive Plan is a long-range plan and implementation occurs at the direction of Board of Supervisors, as funding and resource are available. The chapters of the Comprehensive Plan include Goals, Strategies, and Actions (GSAs) which list recommended implementation actions and activities. In 2022, staff began working on the updated set of GSAs in the 2045 Comprehensive Plan and identifying those updates that have made significant progress for the 2022 calendar year.

GSAs that had been recommended by the Planning Commission Working Group during the Comprehensive Plan update process as priority items, are noted, where applicable.

# Annual Report 2022

## Goals - Strategies - Actions (GSAs)

January 20, 2023



Priority items as recommend by the  
Planning Commission Working Group

\*Regulatory and Guideline Updates

\*\*Capital Investments and Funding Program

\*\*\*Further Planning Efforts & New Initiatives

\*\*\*\*Partnership Opportunities

### COMMUNITY CHARACTER (CC) CHAPTER

<p>CC 1.1 Ensure that development along Community Character Corridors (CCCs) protects the natural views of the area; promotes the historic, rural, or unique character of the area; and establishes entrance corridors that enhance the experience of residents and visitors.</p>	<p>Staff continues to apply the requirements of the landscape ordinance consistently during the review of administrative and legislative cases.</p>
<p>****CC 1.5 Preserve the character of rural roads by identifying roads that should be preserved and work with the Virginia Department of Transportation (VDOT) to maintain their rural character while providing an acceptable level of safety.</p>	<p>Staff is currently reviewing construction plans for Stonehouse Tract S, Tract 10A, Tract 11A , which include a proffer that requires Mount Laurel Road be improved to meet VDOT standards for rural roads.</p>
<p>CC 2.3.1 For areas within the New Town Community Character Areas (CCAs) but not subject to the New Town Master Plan and/or proffers, ensure that new development is consistent with existing adjacent development and the New Town design guidelines.</p>	<p>Staff continues to ensure development is consistent with the New Town Design Guidelines, transmitting an SUP for a WAWA adjacent to New Town for review by the Design Review Board and ensure the project adheres to compatible design.</p>
<p>CC 2.4 In Toano, ensure that developers apply the adopted design guidelines to projects within the Toano CCA.</p>	<p>Examples of recent projects that incorporated elements of the Toano Design Guidelines are: Toano Open Air Farmers Market and a new Bakery in Toano.</p>
<p>CC 3.1 Protect vistas and other scenic resources and encourage building, site, and road designs that enhance the natural landscape and preserve valued vistas. These designs should also minimize any potential negative impacts with regard to noise and light pollution and other quality of life concerns.</p>	<p>Staff continues to seek opportunities to preserve vistas and open space through development review, with examples including the review of buildings within the Willow Pond Estates I and II. These projects included viewshed protection of Forge Road and Little Creek Dam Reservoir.</p>
<p>CC 4.1 Continue to gather and gain technical knowledge on data that is available to help the County identify and map its archaeological, historic, and cultural assets, and, where appropriate, use such data as an information tool to help guide decisions during the creation of regulations and policies, to provide guidance to property owners and development proposal applicants on lands best suited for development, and to inform open space preservation efforts.</p>	<p>James City County recently developed the Natural and Cultural Assets Plan to help identify, evaluate, and prioritize the County's highest value natural resources and cultural assets and to establish strategies to conserve or restore them. The project began in August 2021 and concluded with the Board of Supervisors' adoption of the plan on October 25, 2022.</p>



## (CC) cont.

CC 6.1 Require that archaeological studies for development proposals are conducted and require their recommendations to be implemented.

Examples of recent projects that incorporated elements of the Toano Design Guidelines are: Toano Open Air Farmers Market and a new Bakery in Toano. Examples include SUP-22-0010 The GreaseOutlet and SP-22-0003 Jamestown Beach Event Park Changing Station.

## ECONOMIC DEVELOPMENT (ED) CHAPTER

ED 1.2 Develop and promote strategies and programs to encourage the creation of new and retention of existing small businesses, home-based businesses, and entrepreneurial efforts including women-owned and minority-owned businesses and companies.

OED staff participates with Peninsula locality partners in developing and promoting an annual Home-Based Business Conference and a regional Lunch & Learn Series to introduce entrepreneurs to small business leaders and educational speakers. The JCC Small Business Relief Grant Program awarded rent and mortgage relief to 30 female-owned businesses, 17 minority-owned businesses, and 10 SWaM certified JCC businesses.

\*\*ED 1.3 Continue to pursue and promote incentives available for new and expanding businesses and industries within certain areas in the County, including Opportunity Zones, Foreign Trade Zones, and Tourism Zones, and develop additional incentives for new and existing business development.

JCC is part of Foreign Trade Zone 20 (The Port of Virginia) and awareness of the duty deferrals, exemptions and reductions that are available are aggressively marketed to industrial prospects. The Grove Opportunity Zone, established in 2018 to encourage investment in low-income suburban and rural census tracts has no new development to date. Three businesses have qualified for Tourism zone incentives (The Maine of Williamsburg, Frothy Moon Brewery, and Go-Karts Plus).

ED 1.6 Promote the creation and retention of businesses that provide full-time job opportunities with wages and benefits sufficient to make housing attainable for employees.

OED staff assisted in identifying and marketing properties in the Green Mount Industrial Park for development of the Green Mount Logistics Center and the expansion at Coresix Precision Glass in the James River Commerce Center.

ED 2.1 Promote tourism, including eco-tourism and agritourism and associated industries as a year-round asset.

Implemented NEW concert series, New Town Tunes, in partnership with New Town Management and Culture Fix. Three concerts were held in Spring '22, bringing just over 2,000 participants. Three additional concerts were held in Fall '23, with just over 2,900 participants (a 49% increase over Spring series).

ED 2.2 Support the recommendations of the Greater Williamsburg Target Sector Analysis with a particular emphasis on supporting the development of those businesses identified as legacy and emerging businesses within this study.

OED staff drafted a grant application to Virginia Economic Development Partnership as part of the Virginia Business Ready Sites Program in support of the development of the Hazelwood Farms Enterprise Center to increase the site readiness tier ranking for the property and develop engineering plans for the extension of utilities to the site.

## (ED) cont.

ED 3.1 Support public and private entities that engage in workforce development, like the Greater Peninsula Workforce Board.	OED staff worked with W-JCC School Division staff to conduct mock interviews in our three local high schools. In four days, approximately 110 volunteers interviewed over 550 students to prepare the students for future job interviews. Students and interviewers discussed career opportunities, interview questions, and soft skills to assist in the transition from the classroom to the workforce.
ED 3.3 Leverage the resources of local colleges and universities to companies seeking technical and research assistance and job training.	OED staff worked with Virginia Peninsula Community College to secure \$1.7M in grant funding from the U.S. Department of Labor to develop a Skilled Trades Center in the Jacobs Industrial Park. The facility is due to open in January 2023 and will offer welding, machining, carpentry, and masonry classes.
ED 3.5 Support collaborations with the William & Mary Office of Economic Development and Virginia Peninsula Community College to enhance training opportunities that meet the needs of our existing business community and target industry sectors.	OED staff is coordinating with the W-JCC Schools Division to use the Virginia Peninsula Community College Skilled Trades Center to expand its dual enrollment programs.
ED 4.1 Encourage the rehabilitation of abandoned and/or underutilized facilities by promoting them to new business.	Frothy Moon Brewery renovated the former Cooke's Greenhouse facility on Jamestown Road and Coastal Animal Referral Emergency renovated the former Zaxby's in Williamsburg Crossing.
ED 4.3 Promote environmental conservation techniques among new and existing business, including water conservation (such as reclamation of rain or grey water), energy efficiency, and materials management (such as recycling, composting, and material life-cycle considerations).	Established a glass recycling program using purple bins delivered directly to the Owens-Illinois plant in Toano, replacing nearly 70 tons of raw materials in their glass production process.
ED 5.3 Improve the utilization of rail/interstate highway nodes and access to deep water ports to facilitate commercial freight access to and from local industries and for tourism access.	The Skiffe's Creek Connector Project opened to traffic in mid-November 2022. The roadway, known officially as Green Mount Parkway, was designed to improve the daily travel experience for motorists across the Peninsula and to enhance the regional and statewide delivery of goods.
ED 6.1 Foster tourism development in James City County and the Historic Triangle by continuing to partner with Williamsburg Tourism Council.	Parks & Recreation partnered with Visit Williamsburg on the submittal of a \$570,000 America Rescue Plan Act funds grant through the Virginia Tourism Corporation. Visit Williamsburg will use \$295,000 for a Boston marketing campaign and the County will use \$275,000 for the purchase of a portable stage and restroom trailer.

## (ED) cont.

ED 6.4 Support the development of sporting events and facilities that promote the County as a sports tourism destination and other special events in James City County.	Formed and participated on the Historic Triangle Recreational Facilities Authority. The regional authority is researching the construction of an indoor sports facility to promote tourism and economic development. An interim agreement for the design and construction has been issued.
ED 6.4 Support the development of sporting events and facilities that promote the County as a sports tourism destination and other special events in James City County.	Park and school athletic facilities, including the Warhill Sports Complex, hosted 56,750 participants in 31 tournaments and events in 2022.
ED 6.5 Support tourism initiatives that promote the Historic Triangle as an arts destination, including cultural and culinary activities.	Support tourism initiatives that promote the Historic Triangle as an arts destination, including cultural and culinary activities.

## ENVIRONMENT (ENV) CHAPTER

ENV 1.17 Continue to develop watershed management plans for the remaining County watersheds, and to update existing watershed management plans that identify environmentally sensitive areas and specific protection, restoration, and retrofit recommendations. Include in those studies an evaluation of the impact of the change in precipitation events in the watershed.	The County has commenced updating the Powhatan Creek, Yarmouth Creek, and Diascund Creek Watershed Management Plans.
ENV 1.2.6 Continuing and expanding support for the Clean Water Heritage program in order to provide information on Best Management Practicemaintenance and assistance to the public and to owners of stormwater management facilities.	Provided \$295,000 in matching grants through the Clean Water Heritage Program to HOAs for maintenance of stormwater management and drainage facilities. Provided technical assistance to owners as part of grant program.
ENV 2.1 Continue to educate the public about voluntary techniques to preserve and protect environmentally sensitive lands; wildlife habitats; water quality; and watersheds, agricultural, forestal, and other open space lands through County programs, including but not limited to, the Clean Water Heritage program.	The Stormwater Division continues to collaborate with various agencies and other County department events to promote the Clean Water Heritage key initiatives such as Rain Gardens, Fertilize Smart, Be Septic Smart, and Scoop the Poop.
***ENV2.2 Utilize the Clean County Commission to coordinate citizen efforts in participating in the County recycling program, the Adopt-A-Spot program supported by the Virginia DEQ, Division of Environmental Enhancement, and shoreline clean-up days sponsored by a variety of organizations.	The County implemented the following programs: the "Purple Bin" glass only recycling program, the "Litter League" trash/cleanup program, and the ReCollect Material Sorting game to educate residents about recycling and waste disposal.

## (ENV) cont.

<p>ENV 3.1 Maintain and promote biological and habitat diversity, ecosystem services, and habitat connectivity by protecting wildlife and riparian corridors between watersheds, sub-watersheds, catchments, and tidal and nontidal wetlands, and by developing and implementing a green infrastructure plan.</p>	<p>Developed a Stormwater Master Plan for Chickahominy Riverfront Park that includes committing over 27 acres of the park to a conservation easement. Staff worked with Freedom Parks Adopt-A-Park group to create a native plant garden in the park. Park staff and volunteers planted 50 native plants and pollinators around the Interpretive Center.</p>
<p>*ENV 3.7.1 Investigate changes to the Zoning Ordinance including renaming the A-1, General Agricultural District and re-examining lot sizes and clustering provisions to acknowledge and encourage preservation of forested land.</p>	<p>Planning staff worked with the Policy Committee to consider revisions of the Cluster Subdivision Ordinance to maximize the preservation of woodlands and other natural features.</p>
<p>ENV 3.7.2 Assemble a local flood resilience plan to address the County's flood resilience needs using existing plans where available and supplementing with additional documentation where necessary. Incorporate resiliency plan items from other chapters including Transportation, Land Use, and others.</p>	<p>Completed Hampton Roads Hazard Mitigation Plan 2022 Update.</p>
<p>ENV 4.6.2 In Ordinances or as development approval conditions, implement best practice documents on the inclusion of native pollinator plants.</p>	<p>Staff continues to propose SUP conditions requiring native pollinator plants in a manner that aligns with best practices.</p>

## HOUSING (H) CHAPTER

<p>***H 1.1.6 Continue to support, through marketing, partnering, and other means, nonprofit groups such as Housing Partnerships, Inc., Habitat for Humanity, Community Action Agency, and project:HOMES which have programs providing emergency home repair; preventive maintenance; and counseling in home finance, rental assistance, budgeting, and sanitary health conditions.</p>	<p>The County provided \$60,000 to Housing Partners Incorporated (HPI) to address accessibility and deterioration housing conditions by partnering with HPI to provide accessibility improvements for low-income, elderly/disabled citizens participating in the Home Energy Loss Prevention (HELP) and Emergency Home Repair programs. Housing staff received 75 calls for assistance and completed 21 emergency repairs.</p>
<p>H 1.2 Pursue the preservation and redevelopment of manufactured homes and mobile home parks to prevent further deterioration of these homes and protect the current residents.</p>	<p>The DSS Housing Division developed a new Housing Resource Navigator position which was approved by the BOS in February 2022, effective July 2022 and filled in November 2022. A new Local Housing Voucher (subsidy) program was developed by the DSS Housing Division and approved by the BOS in April 2022, funded by ARPA through December 2026. A Housing Specialist was hired in July 2022 to coordinate this program.</p>
<p>H 1.3.3 Support private and nonprofit developers and builders that provide or preserve workforce housing by assisting them in obtaining funding and offering technical assistance.</p>	<p>Staff is working to assist Wayne Harbin Builder to partner with Bay Aging for a senior housing development adjacent to Forest Heights and development of 46 townhomes.</p>

## (H) cont.

<p>H 1.3.4 Apply for funding from Virginia Housing that supports projects in defined redevelopment and revitalization areas.</p>	<p>Applied and awarded \$300,000 in VA Housing Funding through Hampton Roads Planning District Commission (HRPDC) to develop a nine-lot subdivision for affordable housing. Applied for an additional \$475,000 from VA Housing for the same development. The County received Sponsoring Partnerships for Affordable Community Housing funding to be used in reducing interest rates in two approved Revitalization Areas.</p>
<p>H 3.3 Continue County support of organizations that address housing for special needs populations, including senior citizens.</p>	<p>Housing received renewal funding in 2022 for 10 State Rental Assistance Program vouchers from the Department of Behavioral Health and Disability Services to serve citizens with Intellectual/Developmental Disabilities for JCC, York County, and Williamsburg.</p>
<p>H 3.4 Promote supportive housing, including rental assistance, coupled with case management services for individuals with special needs and individuals who are homeless or at risk of becoming homeless.</p>	<p>Housing is a member of the Hampton Roads Greater Virginia Peninsula Homelessness Consortium and staff sits on the Leadership and Program Monitoring committees. Housing staff participates in a Coordinated Entry System (CES) process through a local Services Coordination and Assessment Network (SCAAN) comprised of agency representatives from JCC, Williamsburg, and Upper York County.</p>
<p>H 5.1.2 Link County resources to the regional portal.</p>	<p>Pending efforts by the HRPDC to establish the portal and make it accessible to JCC. Staff has been charged to research and identify existing resource portals to use as templates to assist with developing a regional portal.</p>
<p>H 5.3.2 Develop a locally funded rental assistance program (rules and priorities).</p>	<p>The DSS Housing Division conducted research in 2020-2022 and developed guidelines/implementation plan for a Local Housing Voucher program. The Program was approved and implemented in 2022 as a three-year Pilot Program to serve approximately 10 households for up to two years per household.</p>
<p>H 5.3.3 Provide education and outreach to eligible households and landlords.</p>	<p>The Housing Division conducts an annual landlord event during April (Fair Housing Month) to provide updates on The Fair Housing Law, new and ongoing programs, resources available to landlords and tenants and for networking and recruiting purposes.</p>

# LAND USE (LU) CHAPTER

<p>LU 3.1.1 Engaging in joint planning efforts and allocating resources toward implementation.</p>	<p>Planning staff continued to work with Newport News, York County, Joint Base Langley-Eustis and other regional stakeholders on the next steps of implementation of the Joint Land Use Study (JLUS), which was adopted by the Board of Supervisors in July 2018. In addition to adopting the Military Influence Overlay District for Fort Eustis on the Future Land Use Map, staff continues to meet quarterly with representatives from JBLE to discuss the long-term plan for JBLE and the current plans within the County.</p>
<p>LU 3.4 In accordance with the recommendations of the adopted Joint Base Langley Eustis (Fort Eustis) Joint Land Use Study, establish a Military Influence Overlay District (MIOD) on the Future Land Use Map.</p>	<p>Completed. In October of 2021, the Board of Supervisors adopted the updated Future Land Use Map, which includes the Military Influence Overlay District.</p>
<p>LU 4.6 Emphasize the economic potential of interstate interchanges and encourage a mix of uses. Maintain land use policies and other measures to achieve this strategy.</p>	<p>The Board approved the Hazelwood Enterprise Center rezoning to the Economic Opportunity district in the spring of 2022.</p>
<p>LU 4.8 Encourage development in the Economic Opportunity designations that is consistent with the Economic Opportunity land use designation and development standards. Explore tax incentives or other incentives used by other localities for such designations.</p>	<p>Staff recommended and the Board of Supervisors approved the rezoning of the Hazelwood Enterprise Center to Economic Opportunity to permit up to approximately 2.9 million square feet of industrial use.</p>
<p>***LU 5.2 Through the following measures, coordinate allowable densities and intensities of proposed developments with the capacities and availability of water, public roads, schools and other facilities and services.</p>	<p>The County reviews legislative applications and ensures that proffers and/or conditions adequately address impacts on County services including public water, roads, schools and other facilities and services.</p>
<p>LU 5.2.1 Continue to develop and refine a model or models to assess and track the cumulative impact of development proposals and development of existing and planned public facilities and services.</p>	<p>Staff continues to develop the land use, fiscal, and transportation impact models resulting from the 2045 Comprehensive Plan update.</p>

## (LU) cont.

<p>*LU 6.2 Residential development is not a recommended use in the Rural Lands. Creation of any lots should be in a pattern that protects the economic viability of farm and forestal assets, natural and cultural resources and rural character. Amend the Subdivision Ordinance, Zoning Ordinance, utility regulations, and related policies to promote such an overall pattern. Consider providing more than one option, such as the following, so long as an overall very low density pattern can be achieved, and the design and intensity of the development is consistent with stated Rural Lands designation description and development standards and available infrastructure.</p>	<p>The Board of Supervisors approved ORD-22-0002 in October, 2022, to align the density permitted within the A-1 and R-8 Zoning Districts to the recommended density in the Rural Lands land use designation in the 2045 Comprehensive Plan and to remove the central well requirement for major subdivisions outside the Primary Service Area (PSA).</p>
<p>LU 6.2.1 Revise the R-8 and A-1 Zoning Districts to set lot sizes to be consistent with stated Rural Lands designation description and development standards. As part of this amendment, consider easing the subdivision requirements such as eliminating the central well requirement or permitting the waiver of the central well requirement and/or allowing private streets in limited circumstances, as part of an overall balanced strategy.</p>	
<p>LU 6.3 To help retain the character of Rural Lands, develop additional zoning and subdivision tools (e.g., scenic easement dedication requirements, increased minimum lot sizes, increased setbacks, and/or overlay districts) to protect and preserve scenic roadways such as Forge Road.</p>	<p>Staff continues to work with the Policy Committee to develop methods to protect scenic roadways by increasing setbacks and buffering requirements in the A-1 district.</p>

## PARKS AND RECREATION (PR) CHAPTER

<p>PR 1.3 Update and develop master plans for County-owned parks to coordinate construction phasing and validate capital improvement requests.</p>	<p>Updated Master Plans for Upper County Park, Warhill Sports Complex, and the James City County Recreation Center to provide guidance for future development at all three sites; adopted by the Board of Supervisors in January 2022.</p>
<p>PR 2.4 Continue to collaborate regionally to improve connectivity of open space, including but not limited to working with Hampton Roads Planning District Commission (HRPDC) and County staff to develop a local level green infrastructure map, which identifies critical natural, cultural and recreational networks, and develop a plan for implementation.</p>	<p>Throughout 2022, staff worked with its consultant to develop natural and cultural asset and risk maps to identify community priorities and opportunities for open space protection. In October of 2022, the Board of Supervisors adopted these maps and related strategies in the Natural and Cultural Assets Plan.</p>

## (PR) cont.

<p>PR 3.2 Submit grant applications to secure funds for new parks and recreation programs, services, facilities and related transportation services.</p>	<p>In 2022, the County utilized a \$4500 grant from the Chesapeake Bay Restoration Fund, was awarded \$2,000 grant from the Capital Trail Equity Fund to purchase bicycles and vehicle racks for the 'REC Riders' program, and submitted an application for Chesapeake Bay Restoration Fund.</p>
<p>PR 3.4 Emphasize the maintenance of existing facilities as a way to make efficient use of limited financial and physical resources.</p>	<p>Paving projects were completed at Jamestown Beach Event Park (JBEP), Powhatan Creek Park and Blueway (PCPB), and Ironbound Park (IB). The projects included repaving, ensuring ADA accessibility parking spaces, increasing connectivity along sidewalks, and correcting grading issues in the culvert at a park entrance.</p>
<p>PR 6.1 Include input from teens, at-risk youth, seniors and persons with disabilities in all master plans for new parks.</p>	<p>In August 2022, a total of 81 families, representing at-risk youth, teens and seniors, provided input regarding the site selection, land acquisition and development of a proposed neighborhood park at the Grove Community public meeting. Youth Advisory Council (YAC) members (and Program Coordinators) attended community meeting/roundtable in November 2022 with the Greater Williamsburg Movement to discuss the needs of youth (now-10 years out) with a goal of facilitating deeper involvement and collaboration of Greater Williamsburg churches with community efforts to promote the flourishing of the next generation and invite community leaders like yourselves to the table as subject matter experts.</p>
<p>PR 6.7 Continue to maintain the certification of a Nationally Accredited Agency through the Commission for Accreditation of Park and Recreation Agencies.</p>	<p>In September 2022, Parks &amp; Recreation achieved national reaccreditation through the National Parks and Recreation Association, Commission for Accreditation of Park, and Recreation Agencies (CAPRA). Demonstrating 100% compliance of 154 park, program, facility, and service standards over the course of a 15-month period, the County was recognized as one of only 14 parks and recreation agencies accredited in Virginia and one out of only 197 nationally to be named "Best of the Best."</p>



## (PR) cont.

<p>PR 7.3 Continue to evaluate and provide financial assistance to qualifying families and individuals, and continue to offer free access to youth at the Abram Frink Jr. Community Center.</p>	<p>Parks &amp; Recreation programs and Centers memberships are eligible for the department's discount assistance program, based on household income. A total of 91 families received a 20-75% discount on programs and services during January-December 2022. For summer camp 2022 there were five WJCC children who received 75% discount paid by WJCC. Colonial CASA mentoring program sponsored one family with two children from August - November 2022. Maintained a partnership with WISC to provide 20-75% discount for Gymnastic class offered.</p>
<p>PR 7.7 Plan for better access to recreation programs and facilities for all through equitable geographic dispersion of facilities.</p>	<p>The Department maintains equity maps of parks, facilities and recreational amenities to determine service gaps and as planning tool for park, facility and program development and implementation.</p>
<p>PR 9.2 Continue to promote interpretive signage and programs that provide educational opportunities in cultural and natural resources.</p>	<p>Through the remainder of a \$4,500 grant from the Chesapeake Bay Restoration Fund, a total of 238 youth participated in environmental education field trips. Offered six outdoor camps including Outdoor Experience w/ James River Association that taught participants about water-based education, witnessed an archaeological dig, and learned Native American history. Additional camps included Wildlife Adventures, Campout, Fishing, Park Passport and Reconnect Outdoors Camps which promoted youth getting outdoors in local and surrounding parks, learning about animals, ecosystems. Offered a NEW Hike the Falls series of outdoor trips, highlighting several trails that participants may otherwise not be able to experience. Promoting the importance of PLAY, Project FiveFortySeven, Commemorating the National Day of Play initiative, nearly 675 participated (238% increase from last year) in 14 structured recreational activities a variety of new and favorite program were offered such as sunrise yoga, paddling, bird walks, painting, axe throwing, disc golf, trackless train, pickleball, Zumba, drumming for wellness and more. A new Banner system and calendar were implemented.</p>

# POPULATION (PN) CHAPTER

<p>PN 1.1 Promote public transportation and mobile services stops, within or adjacent to, new high-density and multifamily housing and senior living communities.</p>	<p>The Board of Supervisors approved the Ford’s Village Master Plan and Proffer Amendment, which includes a proffer requiring the potential installation of a bus stop to service the Continuing Care Retirement Community at a certain build-out.</p>
<p>PN 1.3 Make destinations more accessible from home and school for all citizens, with an emphasis on youth and seniors, by implementing the Greenway Master Plan, the Pedestrian Accommodation Master Plan, the Regional Bikeway Master Plan, and the Parks and Recreation master plans and integrating them into the design of new development proposals and other projects.</p>	<p>Construction commenced for the Clara Byrd Baker Safe Routes to School project which will provide accessibility for students and parents to Clara Byrd Baker Elementary School. Staff continues to review all legislative cases and site plans for compliance with Section 24-35.</p>
<p>PN 2.1 Ensure that youth have adequate and safe facilities where they may participate in programs and services.</p>	<p>REC Connect and TOP summer camp programs utilize Remind App to communicate program reminders and provide any emergency, safety, or security measures to parents and guardians. Completed five-year reaccreditation process through CAPRA, detailing many policies, processes and procedures that the Department follows as a measure of consistency, quality and adherence to industry standards. Continually evaluate and adjust implementation of programs/services to incorporate latest guidance/health &amp; safety practices and protocols related to COVID and/or other health measures.</p>
<p>PN 2.2 Expand access to quality preschool service and affordable childcare through the Bright Beginnings Program and collaborations with Child Development Resources, Advancing Community Excellence (formerly the Community Action Agency) and other partners.</p>	<p>The Social Services Director is a member of the Preschool Taskforce, which includes these agencies, as well as the City of Williamsburg Department of Human Services Director, to discuss opportunities to work more collaboratively.</p>
<p>PN 2.6 Assess recreational interests of all citizens, with emphasis on youth and seniors, and form partnerships to create or enhance programs and facilities to serve these interests.</p>	<p>The County maintains nearly 60 community partnerships and cooperative agreements to diversify program, facility and park programs, services and amenities throughout the community.</p>
<p>PN 2.7 Promote recreational activities inclusive of all ages and cultures and internally prioritizing programs that meet these needs.</p>	<p>Recreation Services offered 1,253 programs to 112,099 citizens of all ages in diverse locations throughout the County. Offered 56 NEW programs/events/camps in special events, sports, outdoor, special interest, inclusion/therapeutic recreation, neighborhood outreach, etc.</p>
<p>PN 3.2 Continue to provide free access to the Abram Frink Jr. Community Center for youth.</p>	<p>Ongoing as a policy and included in the annual budget plan for all JCC youth.</p>

## (PN) cont.

<p>PN 3.4 Develop and operate a mobile integrated healthcare/community paramedicine program.</p>	<p>The CONECT Program has been operational since 2018 and serves as the County's Mobile Integrated Healthcare program in partnership with the Fire and Police Departments. There is a Coordinator, a Case Manager, and as of April 2022, a Medical Case Manager, paid through ARPA funds, who is an EMS Provider. There is an average of 17 referrals each month to the program.</p>
<p>*/***PN 3.8 Assess food insecurity for lower income households in the County and examine ways to address any identified issues such as partnerships with the nonprofit sector, or possible development incentives for private sector development (such as a grocery store).</p>	<p>Explored a partnership with Grove Christian Outreach and WATA to research the ability to seek funding for a mobile market to provide healthy food options to address food insecurity in identified food deserts in the County.</p>
<p>PN 4.7 Continue to support the concept of “aging in place” by promoting strategies such as multigenerational housing for a portion of units in major subdivisions or multifamily projects and/or units built based on the principle of Universal Design making them accessible to all people, regardless of age, disability, or other factors.</p>	<p>The BOS approved the Ford’s Village Master Plan and Proffer Amendment, which incorporates universal design into the residential aspect of the project.</p>

## PUBLIC FACILITIES (PF) CHAPTER

<p>PF 1.1 Encourage full utilization of all public facilities, including joint use by different County agencies, to support local community objectives and activities.</p>	<p>The County continues to support local community objectives and activities at public facilities. For example, the County worked with the Greater Williamsburg Trauma-Informed Community Network to create The Resilience Rock Garden at Freedom Park. Freedom Park was chosen because of its historical significance as a symbol of perseverance in the wake of racial trauma.</p>
<p>**PF 1.2 Acquire land for, efficiently locate and design, and construct new public facilities in a manner that facilitates future expansion and promotes the maximum utility of resources to meet future capacity needs.</p>	<p>Several studies have been conducted in pursuit of maximizing the utility of resources to meet future capacity needs. The County Board continued discussion of a future consolidated government center building.</p>
<p>PF 1.6 Apply appropriate zoning, land use, and other adopted County criteria when evaluating public facility sites and uses.</p>	<p>Staff continues to review projects for WJCC Public Schools, JCSA, and other public facilities.</p>

## (PF) cont.

<p>***PF 1.9 Encourage the provision and location of preschool programs and classrooms throughout the County utilizing government sponsored programs, public schools, private schools, private businesses, churches, nonprofits, and where appropriate, home-based preschools.</p>	<p>Social Services partnered with community providers and Childcare Aware VA to help license home-based childcare providers. Social Services staff seeks to participate grant funded opportunity to expand access to childcare.</p>
<p>PF 1.11 Continue to use technology, including broadband service, to improve the delivery of public services to the County.</p>	<p>Employed a new Wi-Fi zone allowing Grove residents to access free Wi-Fi 24 hours a day and does not require them to be inside the Community Center to access Wi-Fi.</p>

## TRANSPORTATION (T) CHAPTER

<p>T 1.1 Ensure that new development supports the Community Character Corridor designations of existing and proposed roads.</p>	<p>Multiple legislative cases were approved that followed recommended densities, intensities and development patterns. The Hazelwood Enterprise Center included proffers to protect the character of Barnes Road and Old Stage Road and provide traffic improvements to maintain adequate capacity levels.</p>
<p>T 1.2 Expect new development to follow recommended densities, intensities, and development patterns that will maintain an acceptable level of service on the surrounding roads and intersections consistent with the land use context (rural, suburban, urban) and the functional classification of the roadway. Ensure that new developments do not compromise planned transportation enhancements.</p>	<p>Roadway levels of service continue to be a key factor in the evaluation of development applications, in a context sensitive manner, depending on their location. The Planning Division reviewed all legislative and administrative applications with a specific eye towards transportation impacts.</p>
<p>T 1.3.4 Maximize current road capacity by adding turn lanes or travel lanes, where appropriate, in a context sensitive manner.</p>	<p>Ongoing. Longhill Road Phase 1 widening project has been completed which adds an additional travel lane and a roundabout to maximize roadway capacity.</p>
<p>T 1.5 Coordinate with the Virginia Department of Transportation (VDOT), adjoining jurisdictions, and prospective developers to implement the most contextually appropriate multimodal improvements for the roadway system.</p>	<p>Staff continues to work with VDOT and developers to implement the most appropriate improvements for the roadway system. Croaker Road widening project has completed the right-of-way phase and will begin construction. This project includes a multiuse trail. Staff has pursued funding for the Pocahontas Trail Multimodal Project that includes sidewalks and a multiuse trail.</p>
<p>T 3.2 Actively pursue additional local, state, federal, and private funding to accelerate the construction for all needed modes of transportation facilities.</p>	<p>County staff has been pursuing funds for transportation improvement projects. Staff applied for funding for the Pocahontas Trail Multimodal project. These funds were both state and federal sources.</p>

## (T) cont.

<p>T 3.4 Encourage pedestrian circulation by providing safe, well-lit, and clearly marked crosswalks and unobstructed sidewalks. Encourage the use of accessible design and provision of shade benches, attractive landscaping, and scenic vistas along pedestrian routes.</p>	<p>Over the last year, the Planning Commission and Board of Supervisors approved several legislative applications which included pedestrian enhancements including Hazelwood Enterprise Center and Ford's Village.</p>
<p>T 3.6 Continue to identify and implement changes to the transportation system that improve air quality.</p>	<p>Staff continues to pursue funding for multimodal projects through the Congestion Mitigation and Air Quality (CMAQ) Improvement funding source. Staff applied for two CMAQ applications in 2022.</p>
<p>T 4.2 Utilize planning and design standards for road projects and related improvements which will allow innovation, promote an efficient transportation system, increase public safety, improve visual quality, and expand modal choice for transportation in the County. Require implementation of standards for development proposals and encourage VDOT to incorporate these standards. When improving roads designated as Community Character Corridors, Virginia Byways, or roads outside the PSA, encourage VDOT to be sensitive to the context, including viewsheds, historic sites and structures, and landscaped medians.</p>	<p>These factors were all considered as of the Preliminary Engineering phase for the Pocahontas Trail Multimodal project and the Croaker Road widening project.</p>

## **GLOSSARY OF TERMS**

AFD	Agricultural and Forestal District
BMP	Best Management Practice
BOS	Board of Supervisors
CCA	Community Character Area
CCC	Community Character Corridor
CIP	Capital Improvements Program
DRC	Development Review Committee
GSA	Goal, Strategies and/or Action
HRTPO	Hampton Roads Transportation Planning Organization
INFRA	Infrastructure for Rebuilding America
JCCRC	James City County Recreation Center
OED	Office of Economic Development
PC	Planning Commission
PSA	Primary Service Area
VDOT	Virginia Department of Transportation