

**MINUTES**  
**JAMES CITY COUNTY POLICY COMMITTEE**  
**REGULAR MEETING**  
**Building A Large Conference Room**  
**101 Mounts Bay Road, Williamsburg, VA 23185**  
**August 10, 2017**  
**4:00 PM**

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**A. CALL TO ORDER**

Ms. Robin Bledsoe called the meeting to order at approximately 4 p.m.

**B. ROLL CALL**

Present:

Ms. Robin Bledsoe  
Mr. Rich Krapf  
Mr. Jack Haldeman

Absent:

Mr. Heath Richardson  
Mr. Danny Schmidt

Staff:

Mr. Paul Holt, Planning Director  
Ms. Ellen Cook, Principal Planner  
Mr. Tom Leiningner, Community Development Assistant

**C. MINUTES**

1. July 13, 2017 Meeting Minutes

Mr. Jack Haldeman made a motion to approve the May 11, 2017, meeting minutes.

The motion passed 2-0-1, with Ms. Robin Bledsoe abstaining, as she was not present at the meeting.

**D. OLD BUSINESS**

There was no old business.

**E. NEW BUSINESS**

1. Preliminary Review & Discussion of the R8, Rural Residential, District and the Residential Cluster Overlay District

Ms. Robin Bledsoe opened the discussion.

Mr. Paul Holt stated that in the staff report, a definitive schedule has been created and added staff is looking into other localities' use tables with respect to age-restricted

housing and the Cluster Overlay District. He stated that the changes in R-8, Rural Residential District are part of the Board of Supervisors' initiating resolution. He stated that the Board wanted staff and the Policy Committee to determine if clusters in the R-8, Rural Residential District would be appropriate. Mr. Holt stated that staff is currently working on those benchmarks and will present their analysis to the Policy Committee at the September meeting. He stated that staff is looking for the Policy Committee's thoughts on the R-8 and the cluster overlay. He stated that the staff report will be set up to primarily talk about the changes to the R-8 and the Cluster Overlay District to accommodate the request from the Board's initiating resolution.

Mr. Rich Krapf stated that the genesis of discussion began during the Williamsburg Landing application.

Ms. Robin Bledsoe asked how the Williamsburg Landing application resulted in the changes.

Mr. Holt stated that the Williamsburg Landing request involves a rezoning, Special Use Permit (SUP) and a height waiver application to expand their campus. He stated that all of Williamsburg Landing is zoned R-5 and has a master plan. He stated that Williamsburg Landing is wanting to purchase land from the airport which is zoned R-8 and that the land is designated for airport use. He stated that staff drafted a staff report that was deferred at the Planning Commission (PC) meeting pending a balloon test and other visual simulations that citizens in Kingpoint requested. He stated that the Board asked if age-restricted housing and additional density in the R-8 could be accommodated within R-8. He stated that this would result in the applicant not needing to rezone the property, but would require an SUP and a height waiver. He stated that the staff report may address the initiating resolution to amend the cluster ordinance. He stated that the cluster ordinance is restricted to R-1 and R-2 residential zoning districts. He stated that the ability to use the cluster in the R-8 would need to be added along with new uses and possibility new structure types and that it is possible to add duplexes and apartments to the use.

Ms. Bledsoe asked if the changes are being brought forward for one applicant.

Mr. Holt stated that there are a series of changes to address in the initiating resolution. He stated that as part of staff's analysis, there is a new set of changes needed regarding the Williamsburg Landing application. He stated that in addition to the new uses to the R-8 use table and changing cluster, staff may need to look at allowable densities and to revisit the density bonus table as well as height limits.

Mr. Krapf stated that the minimum lot size in R-8 is three acres. He stated that in James City County proffers are prohibited on residential rezonings as a result of changes in legislation. He stated that the applicant is looking for work-arounds to make that project happen.

Mr. Holt stated that in R-5, the base height limit is 35 feet. He stated that Williamsburg Landing is requesting 60 feet. He stated that 60 feet is allowed with a height waiver in R-5, but not in R-8. He stated that the maximum density in a cluster is four units an acres and the proposal is nine units an acre.

Mr. Krapf stated that the Virginia Department of Aviation had some concerns with the height of some of the proposed buildings.

Mr. Holt stated that there were many reasons that were unrelated to the R-8 zoning districts.

Mr. Jack Haldeman asked if it has been decided to make the changes.

Mr. Holt stated that the request was to have the Policy Committee consider and then make a recommendation. Mr. Holt stated that the Policy Committee is not making a change for one piece of property. He stated that the changes are applied County-wide. He stated that the staff report will include a map of all of the R-8 property in the County. He stated that there are other reasons why the R-8 zoning district may not work for this applicant and that the Policy Committee will have to decide if they want to change the height restrictions and other R-8 characteristics.

Mr. Krapf stated that the Statement of Intent for R-8 says that the district is intended to maintain a rural environment suitable for farming, forestry and low-density rural residence, together with certain recreational and public amenities. He asked when do the possible amendments change what the R-8 is intended for.

Mr. Haldeman stated that the R-8 parcels are located all across the County. He asked how the changes would affect the R-8 parcels that are in more rural areas of the County.

Ms. Bledsoe stated there are a lot of properties that would be affected by these changes.

Mr. Krapf stated that it is important to keep in mind the existing height waiver procedures. He stated that a possible route would be to look at different waivers applicants can apply for instead of changing the specific characteristics of the R-8.

Mr. Holt stated that staff will walk the Policy Committee through all the options. He stated that one option may be that a height waiver can be applied to just an age-restricted application.

Mr. Haldeman asked if the density in the R-8 were to be increased, would that rapidly increase the population in the County.

Mr. Krapf asked if the current adult daycare uses tie into what Williamsburg Landing is proposing.

Mr. Holt stated that the proposal is regarding independent dwellings and independent living.

Mr. Krapf stated that the addition of some specially permitted uses would be a way to address the issues.

Mr. Holt asked if there are any additional items that the Policy Committee wanted staff to look into and present to them.

Mr. Krapf asked why the cluster ordinance only applied to the R-1 and R-2.

Mr. Holt stated that the larger R-8 parcels would create issues with density.

Mr. Haldeman stated that the Williamsburg Community Action Plan on Aging recommends age-restricted housing have access to public transportation and access to common places such as banks and grocery stores. He asked if there were changes to R-8 to include age-restricted living, would the other uses need to be added as well.

Mr. Holt stated that some definitions such as continuing care retirement community and independent living facility include other amenities, however, they are not guaranteed without adopted proffers.

Ms. Bledsoe asked if there were any other questions.

2. Process Overview: Policy Committee review of proposed amendments to the Zoning Ordinance

Ms. Bledsoe asked what items were lost through proffers.

Mr. Holt stated that the items for the September Policy Committee meeting would be the changes to the R-8 and the cluster as well as the revisions to the submittal requirements and the improvements that normally come through proffers. He stated that the other items added to the Policy Committee's schedule are Airbnbs and a discussion topic regarding the remote participation policy. He stated that there are several big topics coming up and staff is looking to continue the same process that had been used in the previous years. He stated that for a few topics in the past, the Policy Committee requested a public comment forum. He stated if there were any questions on the process.

Ms. Bledsoe stated that she has not had a problem with the process. She stated that there seemed to be more work in the previous years.

Mr. Krapf stated that the current process put more work upfront on staff and he appreciated staff starting the first meeting with the background and the benchmarks on the topic. He stated that he realized that there is more work for staff that previously did not exist. He stated that he does like the current process with the different phases and then depending on complexity, there could be a fast track process.

Mr. Holt stated that in year's past, when changes are straight-forward such as parking, the process can be moved through faster. He stated that staff will use the process that the Policy Committee wants.

Ms. Bledsoe stated that she does not have an issue with the process and asked if there were any other questions on topic two.

Mr. Krapf stated that he did not have any questions on topic two; however, he stated that he would like to continue to talk about the first topic. He stated that he would like staff feedback on the next steps for the R-8 changes and the cluster changes. He stated that each of them are large topics with many factors. He stated that he keeps associating Williamsburg Landing with the changes. Mr. Krapf asked what staff anticipates moving forward on the topics.

Mr. Holt stated that he hopes that the conversation stays clear and separates the County-wide changes verses the specific application. He stated that the body of the

staff report will include the initiating resolution and the proposed changes. He stated that there will be specific decision points included. He stated that in the attachment to the staff report, there will be points regarding the specific Williamsburg Landing application. He stated that some changes could be applied to the R-8 and cluster overlay because the application needed the specific changes to resolve their issues.

Mr. Krapf asked if staff anticipates having feedback regarding the possible shortcomings in the cluster ordinance.

Mr. Holt stated that the next month's meeting will include that conversation. He stated that the Comprehensive Plan would need to be changed depending on the proposed changes.

Ms. Bledsoe stated that she has concerns the changes are applicant-driven. She stated that there are concerns about the precedent being set with the applicant behind the changes.

Mr. Holt stated that staff did not want there to be two changes and then at the end there are still unresolved issues such as height limits and density.

Ms. Bledsoe stated that it is important for the Policy Committee to look at the possibilities of the scenario happening County-wide. She stated that she does not think the Policy Committee should look at the changes from the perspective of the applicant.

Mr. Haldeman asked if there is a need to address the need for senior housing.

Mr. Holt stated that the County has done a lot of work recently such as completing the Housing Condition Study that documents some of the housing needs. He stated that four years ago, there was a rural lands effort the Board requested and that effort produced a lot of high quality information on the new rural economic strategy. He stated that the Policy Committee is asked whether or not to expand the Use Table and if the R-8, Rural Residential District is an appropriate location for those changes.

Mr. Haldeman asked if the Housing Condition Study is online.

Mr. Holt confirmed.

Ms. Bledsoe asked if the Rural Lands Study is online.

Ms. Ellen Cook stated that it is currently not online, but it can be sent out.

Ms. Bledsoe stated that there are Board members that may not have read it. She stated that the Statement of Intent for R-8 is clear for the direction to be headed.

Mr. Haldeman stated that it is clear that it should be rural now and it is clear that it is to be used as urban development in the future.

Ms. Bledsoe stated that the Rural Lands Study had a big impact on herself.

Mr. Holt stated that the R-8's original intent is to be used as a holding zone. He stated that a legislative process would begin when a master plan and specific development details are applied for. Mr. Holt stated that both of the documents will be put online. He

stated that staff will include Comprehensive Plan references to the staff report.

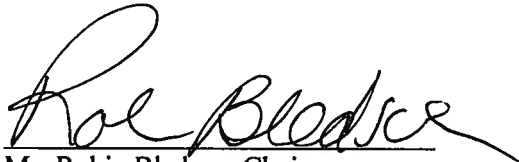
Mr. Haldeman stated that there is a large number of aging people and it is important not to add too much age-restrictive housing units. He stated it is important to look at where the population will come from.

Ms. Bledsoe asked if there were any questions.

**F. ADJOURNMENT**

Mr. Krapf made a motion to adjourn. By verbal vote, the motion passed unanimously.

Ms. Bledsoe adjourned the meeting at approximately 5:00 p.m.

  
Ms. Robin Bledsoe, Chair

  
Mr. Paul Holt, Secretary