

**A G E N D A**  
**JAMES CITY COUNTY POLICY COMMITTEE**  
**REGULAR MEETING**  
**Building A Large Conference Room**  
**101 Mounts Bay Road, Williamsburg, VA 23185**  
**October 13, 2022**  
**4:00 PM**

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**A. CALL TO ORDER**

**B. ROLL CALL**

**C. MINUTES**

1. Minutes of the August 11, 2022 Meeting
2. Minutes of the August 22, 2022 Meeting

**D. OLD BUSINESS**

1. ORD-22-0001. Amendments for Scenic Roadway Protection

**E. NEW BUSINESS**

**F. ADJOURNMENT**

**ITEM SUMMARY**

DATE: 10/13/2022  
TO: The Policy Committee  
FROM: Paul D. Holt, III, Secretary  
SUBJECT: Minutes of the August 11, 2022 Meeting

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**ATTACHMENTS:**

	Description	Type
☐	Minutes of the August 11, 2022 Meeting	Minutes

**REVIEWERS:**

Department	Reviewer	Action	Date
Policy	Cook, Ellen	Approved	10/5/2022 - 5:07 PM
Policy	Holt, Paul	Approved	10/5/2022 - 5:15 PM
Publication Management	Pobiak, Amanda	Approved	10/6/2022 - 8:42 AM
Policy Secretary	Secretary, Policy	Approved	10/6/2022 - 10:47 AM

**MINUTES**  
**JAMES CITY COUNTY POLICY COMMITTEE**  
**REGULAR MEETING**  
**Building A Large Conference Room**  
**101 Mounts Bay Road, Williamsburg, VA 23185**  
**August 11, 2022**  
**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

Frank Polster

Staff:

Josh Crump, Principal Planner

Ellen Cook, Principal Planner

Thomas Wysong, Senior Planner

John Risinger, Planner

Paxton Condon, Planner

Christy Parrish, Zoning Administrator

Andrea Case, Community Development Assistant

Liz Parman, Deputy County Attorney – Virtual

Other:

Vlad Gavrilovic, EPR, PC, Consultant – Virtual

Absent:

Tim O'Connor

**C. MINUTES**

1. Minutes of the April 14, 2022 Meeting

Mr. Frank Polster made a motion to Approve the minutes.

The motion passed 3-0.

1. Minutes of the April 14, 2022 Meeting

**D. OLD BUSINESS**

There was no Old Business.

**E. NEW BUSINESS**

1. ORD-22-0002. Amendments for R-8, Rural Residential and A-1, General Agricultural Lot Size and Related Requirements

Ms. Linda Rice, 2394 Forge Road, spoke in favor of increasing the lot size in rural areas zoned R-8 and A-1 to a 20-acre lot minimum. Ms. Rice stated that the change would also conserve groundwater by reducing the number of wells outside of the Primary Service Area

(PSA). Ms. Rice stated her appreciation for considering the Ordinance and for the work of Planning staff and expressed hope that the Board of Supervisors would approve the Ordinance.

Ms. Roberta Sulouff, 100 Paddock Lane, representing Habitat for Humanity, 11011 Warwick Boulevard, stated that having a rural area helps to give the County its character; however, Habitat for Humanity is concerned about the impact of these large lot sizes on affordable housing. Ms. Sulouff stated that most of the affordable land in the County is in the northern part and asked the Committee, Planning Commission, and Board of Supervisors to further explore the impact of this policy on the County's affordable housing goals.

Mr. Thomas Wysong stated this proposed Ordinance follows unanimous approval of the Comprehensive Plan in fall 2021 and a Board of Supervisors Initiating Resolution in Spring 2022. Mr. Wysong stated direction from the resolution was to amend the Zoning and Subdivision Ordinances for R-8 and A-1 Zoning Districts to be consistent with the stated rural lands designation description and development standards outlined in the 2045 Comprehensive Plan. He stated the directive stated a density of no greater than one residence per 20 acres, grandfathering all parcels in existence as of January 1, 2022 that are 25 acres or less, and eliminating the central well requirement for major subdivisions. Mr. Wysong presented draft Ordinance language and stated staff recommends that the Policy Committee recommend approval of the draft Ordinance to the Planning Commission.

Mr. Rich Krapf asked if grandfathered parcels would retain the right of a three-acre lot minimum lot size if the property was sold.

Mr. Wysong stated this was correct, as it would be based on the date of the parcel creation.

Mr. Polster asked if staff could provide the number of parcels affected for R-8 and A-1.

Mr. Wysong stated staff would provide this information.

Mr. Jack Haldeman stated he and Mr. Krapf participated on the Workforce Housing Task Force and that affordable housing would likely be built in the Primary Service Area (PSA) to allow access to utilities, jobs, and public transportation. He also stated that affordable housing is likely to be multifamily housing and unaffected by the policy change.

Mr. Polster asked for staff to define which properties would be included or excluded, such as James City County properties and for staff to clarify how this affects properties with Purchase of Development Rights (PDR) or any easements. Mr. Polster further stated he would like to see how the Natural and Cultural Assets mapping plan would interact with buffers and cluster placements to avoid impacting the value of the land and connection points.

Mr. Krapf agreed.

Mr. Haldeman asked if the Ordinance changes would apply to parcels already master planned such as Summer Place.

Mr. Josh Crump confirmed for Summer Place that the construction plan is approved for 47 lots and would be grandfathered in to allow one unit per three acres. Other phases would be evaluated for vested rights as they are submitted.

Mr. Polster asked if any upcoming proposals would be affected.

Mr. Crump stated this would be evaluated with the County Attorney at the time of submission.

Ms. Ellen Cook stated vested rights are guided by State Code provisions and related to what point of the process the project is in.

Mr. Wysong clarified that Ordinance requirements would be implemented for the entirety of the R-8 and A-1 Zoning Districts. He stated that parcels under 25 acres would continue with the three acre minimum lot size and parcels over 25 acres would require the 20-acre minimum lot size.

Mr. Polster stated he was concerned that affordable housing in the form of RV and mobile home parks would be affected by this.

Ms. Cook replied those parcels are within the PSA and should have a designation other than Rural Lands, and that future development or redevelopment could be done which is compatible with the Comprehensive Plan's residential designations.

Mr. Wysong confirmed the mobile home park is designated for Moderate Density Residential. He asked if the Committee would like a map showing parcels both larger and smaller than 25 acres.

Mr. Polster stated he was more interested in the language than a map.

Mr. Haldeman stated Mr. Wysong sent a helpful map of R-8 and A-1 parcels larger than 25 acres and that the change would be applied on a case-by-case basis.

Staff stated that the change would be applied to the entire zoning district; however, parcels with projects currently under review would be considered individually.

Mr. Haldeman asked if the County should encourage more clustering.

Mr. John Risinger stated the Comprehensive Plan maintains the same density for by-right conventional lots and for clusters in Rural Lands.

Mr. Krapf asked for staff to summarize what staff would like to accomplish with the discussion.

Mr. Wysong stated that staff recommends the Committee recommend approval of the A-1 and R-8 draft language to the Planning Commission.

Mr. Haldeman asked for clarification on the Ordinance language for Section 24-214 and 24-222.

Mr. Wysong stated the cluster standards language was moved from one section to the other but that the only change was the unit density language.

Mr. Polster asked what standards would be used for development within the R-8 District.

Mr. Wysong replied that a subdivision application would be subject to the requirements of the Subdivision Ordinance, including the 20-acre minimum.

Mr. Polster asked if the design guidelines in the Comprehensive Plan would apply.

My. Wysong stated those would only be applied to legislative cases. He detailed that a cluster development in A-1 would require a Special Use Permit (SUP) and may include additional requirements.

Mr. Polster asked if a cluster development within the R-8 District and within the PSA would be prohibited.

Mr. Wysong stated this was correct, that the type of rural cluster permitted in A-1 is not permitted in R-8.

Mr. Polster asked if only one residence per 20 acres would be allowed.

Mr. Wysong stated this was correct.

Mr. Polster asked about design guidelines for R-8 within the PSA.

Mr. Wysong stated the guidelines would be considered at the time of a legislative application which would be subject to Comprehensive Plan guidance.

Mr. Polster asked about design guidelines for R-8 commercial development.

Mr. Wysong stated that by-right development would not be subject to design guidelines.

The Committee discussed by-right development and the possibility of an applicant rezoning for different uses. Staff confirmed that the design guidelines in the 2045 Comprehensive Plan would apply during the legislative process.

Mr. Polster asked for a copy of the design guidelines.

Mr. Risinger stated the guidelines for the applicable current land use designation would apply.

Mr. Wysong agreed that staff would refer to the appropriate land use designation description in the Comprehensive Plan.

Mr. Risinger stated that this is the current process staff follows and that staff will continue to do so.

Mr. Polster asked if any easements would be affected.

Mr. Wysong stated that the minimum area requirements would not affect any existing easements on a property and that any easements would remain in place.

Mr. Polster asked if any portion of the properties not in an easement would be affected.

Mr. Wysong stated the zoning and any easements would both remain applicable factors for properties.

Mr. Risinger stated easements are an overlaying regulation that also require consideration.

Ms. Christy Parrish stated the easement does not trump the zoning district.

Ms. Cook stated easements are separate from the zoning. She stated that changing the minimum lot size would apply to all parcels in the zoning district and was not property specific.

Mr. Wysong stated some conservation easements are not in perpetuity.

Mr. Polster asked about the impact to the landowner.

Ms. Cook stated the impact would be if a landowner wanted to go through a subdivision, they would be subject to the minimum lot size in the drafted Ordinance amendment.

Mr. Wysong stated that every affected property owner (approximately 4,700) would receive a mailing for the proposed change.

Mr. Polster stated he was not comfortable moving forward to the Planning Commission at this time.

Mr. Krapf stated the Committee needed to discuss any relevant issues and the potential for unintended consequences.

Mr. Polster stated applying the Natural and Cultural Lands information was important and may relate to changes in how projects and clusters come to the Development Review Committee in the future.

Mr. Haldeman stated he believed the drafted Ordinance fulfilled the directive from the Board of Supervisors.

Mr. Polster stated that he would like to change the cluster portion of the Ordinance to have a different process and incorporate the Natural and Cultural Lands considerations.

Ms. Cook stated that the cluster portion of the draft Ordinance amendment before them only involved the density, and that the third agenda item would begin the discussion on revisiting the standards for cluster development.

Mr. Haldeman asked if the Committee could discuss all agenda items and then vote on each item.

Mr. Polster agreed.

Mr. Wysong stated the A-1 and R-8 density changes are a separate agenda item in response to the Board of Supervisor's Initiating Resolution.

Mr. Krapf stated that he believed the A-1 and R-8 updates to be straightforward.

Mr. Polster stated he was concerned that approving the cluster language would preclude further discussion and changes.

Mr. Wysong stated that an aspect of cluster development would be approved to directly respond to the resolution.

Mr. Polster stated that he was uncomfortable with amending A-1 now and that he would like to see how rural clusters are affected by scenic roadways, open space, buffering, etc.

Mr. Krapf stated that he agreed with Mr. Polster and would like an additional Policy Committee discussion.

The Committee discussed some of the advantages and disadvantages of clustering.

Ms. Cook stated that the Comprehensive Plan Rural Lands Designation Description guidance does include clustering guidance.

Mr. Krapf stated that it would be an interesting discussion if an Ordinance was amended to conflict with the Comprehensive Plan.

Mr. Krapf asked Mr. Haldeman what his thoughts were.

Mr. Haldeman stated he supported tabling the discussion.

Mr. Polster commended staff's work.

Mr. Krapf agreed.

Mr. Wysong stated staff appreciated the Committee's time to review the materials and their thoughtful approach to each item.

2. ORD-22-0001, Amendments for Scenic Roadway Protection

Mr. Wysong stated the approved Comprehensive Plan includes strategy LU 6.3 within the Land Use chapter 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. Consider 400-foot setbacks along Community Character Corridors outside the PSA." He stated the Board of Supervisors adopted an Initiating Resolution directing staff to consider additional requirements in both the Zoning and Subdivision Ordinances to preserve scenic roadways, though "scenic roadways" are not defined in the resolution or County Ordinance. He stated the County has a well-established practice of designating certain roadways as being important to the character of the County within the Comprehensive Plan. He stated dating back to 1975, these "Greenbelt" roads were designated along major segments of roads deemed to have great scenic value and contributed to the semi-rural character of the County. He stated over time, these roadways and others became known as Community Character Corridors (CCC) and have landscape and Ordinance requirements to protect properties along these corridors. He stated staff is requesting feedback on staff's view that a scenic roadway is a CCC and if, given that the Goals, Strategies, and Actions (GSAs) focuses on portions outside of the PSA, the proposed regulations should be tailored to portions of CCC's outside the PSA. He also stated that staff recommends the Committee direct staff to further explore options such as increased setbacks and buffering as options. Mr. Polster asked if Option No. 5, involving the mandatory clustering for major subdivisions, would mean that a cluster could be developed right next to the road.

Mr. Wysong stated that this could make that mandatory for major subdivisions.

Mr. Polster asked if the recommendation was to have staff continue this analysis.

Mr. Wysong stated this was correct.

Mr. Polster replied he agreed with this recommendation. He said he would like Croaker Road from the Interstate 64 (I-64) interchange to Sycamore Landing Road included.

Mr. Krapf stated that staff's table was very helpful and asked why Option No. 4 for an overlay district would require all properties to be rezoned.

Mr. Wysong stated that State Code treats overlay districts as a rezoning of the property.

Mr. Krapf asked to confirm that overlay districts are not treated as an administrative process.

Mr. Wysong stated this was correct and differs from zoning text amendments. He stated an overlay district adds an additional zoning layer on top of the existing zoning. He stated he believed the intent was to ensure property owners are notified of the change.



Mr. Krapf stated the photoshop examples illustrating various setback distances were very helpful. He stated the citizen survey completed during the Comprehensive Plan showed citizens wanted to preserve the rural character of these areas. He stated the examples provided showed setbacks up to 400 feet, but many properties' residential structures are set back 400 - 1,000 feet from the road. He stated citizens provided positive feedback on having structures set further back and commended staff on the work to put this analysis together.

Ms. Cook stated Mr. Vlad Gavrilovic with EPR, PC, put together the illustrations. She stated the desire to add Croaker Road per Mr. Polster's suggestion.

Mr. Polster stated he agreed with grandfathering 400 feet setbacks for Forge Road. He asked if staff had assessed other roadways.

Mr. Wysong stated staff would like confirmation on the current process and then, if recommended, could proceed with an in-depth analysis of each CCC. He stated each roadway has its own character and may require different strategies.

Mr. Polster agreed it would depend on the character of the area and stated he is interested to see how this applies to specific areas on Croaker Road and Greensprings Road.

Mr. Krapf asked Mr. Polster what section of Croaker Road he wanted included.

Mr. Polster stated Croaker Road from the I-64 interchange to Sycamore Landing Road. He stated it would depend on the type of CCC and that grandfathering on Route 199 would not make sense because of the existing PDR easements.

Mr. Wysong agreed and stated the Comprehensive Plan has different standards for CCCs based on the character of the roadway.

Ms. Cook stated the list of scenic roadways was developed from the Comprehensive Plan and the GSAs language related to areas outside the PSA.

Mr. Polster stated his concern relating to rural clusters and where they are placed. He stated he appreciated the analysis of how it would be applied and stated he expected some grandfathering to apply. He asked about including Diascund Road heading to the reservoir at the end of Forge Road.

Ms. Cook asked if this would include adding restrictions to the road.

Mr. Polster stated that it would.

Ms. Cook stated it is difficult to include all rural roads in a defensible list.

Mr. Polster stated he would be okay with only Forge Road and Croaker Road being added.

Mr. Krapf stated that it is impossible to include all roadways.

My. Wysong stated staff completed an exercise looking at additional roadways in the County and chose to begin with CCCs because the public is familiar with the term, staff knows the preservation measures work, and standards already exist.

Mr. Polster stated he would like Greensprings Road added.

Mr. Haldeman stated expanded setbacks would be difficult on that road due to the perpetual conservation easements for Historic Mainland Farm.

Mr. Polster stated it was R-8.

Mr. Haldeman stated he believed the former horse farm had a conservation easement as well.

Ms. Cook stated this was correct.

Mr. Haldeman stated the area was already developed on both sides of the road.

Mr. Polster stated he believed this area did not have a conservation easement.

Mr. Wysong stated staff could look into it.

Ms. Cook stated staff were primarily focused outside of the PSA, given the Rural Lands Land Use Designation cited in the GSAs. Ms. Cook stated that properties inside the PSA submitting for rezoning for a residential development or SUP for a cluster would be required to abide by the Landscape Ordinance.

Mr. Polster stated he would like to withdraw Greensprings Road from consideration.

Mr. Krapf asked Mr. Gavrilovic for his opinion on this discussion.

Mr. Gavrilovic stated an option is to have a setback requirement for a zoning district and not the roadway. He stated distance from the road for buildings is a key aspect of visual rural character that the County residents value. He stated larger lot zoning would be the most impactful action based on the research.

Mr. Krapf stated this was helpful and that Mr. Gavrilovic has extensive experience in James City County.

Mr. Haldeman confirmed there was not a draft amendment available and that the current direction provided included adding Croaker Road.

Mr. Krapf asked if staff evaluated applying setbacks to zoning districts or if there were many grandfathered cases to apply this method.

Mr. Wysong confirmed the grandfathering presented an issue and stated that increasing the setbacks in the agricultural zoning districts would preserve land adjacent to roadways; however, there are many smaller lots that would be adversely affected.

Ms. Cook stated the mechanism and location of Ordinance amendments have not been determined. She stated it was possible it would be within the A-1 or R-8 Zoning Districts and specified as applying to CCCs outside the PSA. She stated more work and thought is required after receiving initial direction from the Committee.

Mr. Haldeman asked if there was further direction other than the addition of Croaker Road.

Mr. Polster stated he would like to hear more about the implementation at a future meeting. He stated possibly having these updates made to the A-1 Zoning District is why he was uncomfortable because the language may change.

Ms. Cook stated other sections of the A-1 Zoning District may change.

Mr. Polster stated it was why Mr. Gavrilovic was speaking of other approaches and is worried about unintended consequences. He stated he would like to see the analysis for the cluster

piece and the addition of Croaker Road. He stated he would be interested in hearing more about where this would be implemented and how it relates to ORD-22-0006, Amendments for A-1 Cluster Configuration Subdivision.

Mr. Krapf asked for clarification on Item No. 5, if the intent was to prevent a cluster development from occurring too close to a scenic roadway.

Mr. Polster stated this was correct.

Mr. Krapf stated he remembered citizen input during the development of the Comprehensive Plan was to extend scenic vistas from setbacks of more than 400 feet.

Mr. Wysong stated the item would not just pertain to a subdivision along a scenic road. He stated without Option No. 5 a major subdivision could be proposed without clustering. He stated this option would require major subdivisions along a scenic road to be clustered and meet the standards.

Ms. Cook asked if the Committee would also like staff to further explore Item No. 3 for increased setbacks and buffering.

Mr. Krapf agreed and stated that Item Nos. 3 and 5 (increased setbacks and buffering and mandatory clustering for major subdivisions) both seemed viable.

Mr. Polster asked to include the grandfathering for setbacks.

Ms. Cook asked if staff had the guidance needed from the Committee.

Mr. Wysong agreed.

### 3. ORD-22-0006. Amendments for A-1 Cluster Configuration Subdivision

Mr. Wysong stated the only current proposed change to the density is to one dwelling per 20 acres. He stated that 11 additional standards exist and that staff requests feedback for revisions to these standards.

Mr. Polster stated he agreed with staff about looking at different standards and that he would like to see guidance related to Natural and Cultural Assets pertaining to A-1 and clusters. He said he likes the idea of conservation lots as mentioned in the staff analysis. He stated that buffering and screening for scenic roads would relate to clusters as well and that he would like to see how all these elements would apply to a property.

Mr. Krapf stated Lombardy Farms be used as an example.

Mr. Polster stated Forge Road was mostly agricultural and without habitat corridors. He stated Chickahominy Summerplace was a good example and that staff should look at the connectivity of habitat corridors.

Mr. Krapf asked if there may be incentives in the future for items such as ecotourism that relate to other GSAs.

Ms. Cook stated there were other GSAs that would support this.

Mr. Krapf stated this could provide additional linkages as well as revenue generation for the County.

Mr. Polster stated he would like to see more on how conservation design best practices inform the design guidelines and the Ordinance.

Ms. Cook asked if any categories were not appropriate for future research or any missing strategies that should be explored.

Mr. Polster stated that permitted density is an important factor.

Mr. Wysong asked if the Committee wanted staff to explore less restrictive measures than a conventional subdivision. He stated an example of not requiring a Virginia Department of Transportation (VDOT) road.

Mr. Krapf stated the alternative to a VDOT road would be a private road and asked if the County would be involved.

Mr. Wysong agreed the road would be private and the County would not be involved. He stated roads in the County are either VDOT or private.

Mr. Polster asked if staff saw a difference in rural clusters inside of the PSA compared to rural clusters outside of the PSA.

Ms. Cook stated different standards would apply. She stated clusters outside of the PSA may focus on agricultural and forestry uses and inside the PSA may focus on open space and environmental preservation.

Mr. Polster stated a density bonus for developers willing to buffer farther from Resource Protection Areas could benefit open space in the County. He asked what design guidelines would be used for a cluster major subdivision in Toano near Stonehouse Elementary School.

Ms. Cook stated that is within the PSA and that Ordinance amendments for cluster overlays within the PSA are not currently proposed. She stated only the A-1 cluster is being reviewed.

Mr. Polster stated he would need to look at cluster language within the PSA for this property.

Ms. Cook stated this was correct.

Mr. Polster stated he was trying to determine the impact.

Ms. Cook stated there is a cluster overlay district with standards for clusters within the PSA.

Mr. Gavrilovic stated the purpose of incentivizing clusters is important. He stated the purpose may be to provide more flexibility for the property owner or to achieve rural preservation. He stated studies reveal clusters do not preserve visual rural character. He stated the houses typically are quite large and look like a suburban development in a rural area, even with increased setbacks. He stated clustering may have other effects such as providing more flexibility to preserve environmental areas, or lower development costs but is not recommended as a strategy for preserving rural character and preventing the visual impact of development.

Mr. Krapf stated this was great information.

Mr. Polster stated this was the reason for dividing rural character as inside or outside the PSA. He stated this is the reason he would like to study the standards.

Mr. Krapf asked if the County should allow rural clusters in A-1 and what the benefits would

be. He asked if there were any cluster developments in rural lands.

Mr. Polster stated there is one across from the golf course.

Mr. Krapf asked if this was the golf course off Croaker Road.

Mr. Polster stated that it was.

Mr. Haldeman asked if he meant Kiskiack Golf Club.

Mr. Polster confirmed he did.

Mr. Krapf asked if rural clusters in A-1 still served a purpose and if they were still needed.

Ms. Cook stated this was a good question. She stated there this is guidance language in the rural lands section of the Comprehensive Plan that refers to rural clusters.

Mr. Krapf stated that the language in the Comprehensive Plan may become moot if the Ordinance changed, as it is a policy document whereby the Ordinance is a legal document.

Mr. Polster stated this is the reason he is uncomfortable changing the A-1 zoning now. He stated he would like a picture because rural clusters are affected by scenic roadways, open space, buffering, and other pieces. He stated he would not like to see a mansion in a rural cluster on a road such as Forge Road.

Mr. Krapf stated there are already houses on Forge Road that differ in architecture and size from other homes. He stated he agreed with Mr. Polster and would request an additional Policy Committee meeting on the item.

Ms. Cook stated that the Comprehensive Plan sets the stage for a rural cluster option.

Mr. Krapf stated it would be an interesting discussion of what would happen if an Ordinance change contradicts the Comprehensive Plan.

Ms. Cook stated that staff's interpretation was that since rural clusters were included, they were part of the vision.

Mr. Krapf asked Mr. Haldeman for his thoughts.

Mr. Haldeman stated he supported tabling the discussion.

Mr. Polster commended staff's work.

Mr. Krapf agreed.

Mr. Wysong stated staff appreciated the Committee's time to review the materials and the thoughtful approach to each item.

## **F. ADJOURNMENT**

Mr. Polster made a motion to Adjourn.

The motion passed 3-0.

Mr. Haldeman adjourned the meeting at approximately 5:40 p.m.

**ITEM SUMMARY**

DATE: 10/13/2022  
TO: The Policy Committee  
FROM: Paul D. Holt, III, Secretary  
SUBJECT: Minutes of the August 22, 2022 Meeting

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**ATTACHMENTS:**

	Description	Type
▣	Minutes of the August 22, 2022 Meeting	Minutes

**REVIEWERS:**

Department	Reviewer	Action	Date
Policy	Cook, Ellen	Approved	10/5/2022 - 5:08 PM
Policy	Holt, Paul	Approved	10/5/2022 - 5:15 PM
Publication Management	Pobiak, Amanda	Approved	10/6/2022 - 8:48 AM
Policy Secretary	Secretary, Policy	Approved	10/6/2022 - 10:48 AM

**MINUTES**  
**JAMES CITY COUNTY POLICY COMMITTEE**  
**REGULAR MEETING**  
**Building A Large Conference Room**  
**101 Mounts Bay Road, Williamsburg, VA 23185**  
**August 22, 2022**  
**10:00 AM**

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**A. CALL TO ORDER**

Mr. Jack Haldeman called the meeting to order at 10:00 a.m.

**B. ROLL CALL**

Present:

Jack Haldeman, Chair

Rich Krapf

Tim O'Connor

Frank Polster

Staff:

Ellen Cook, Principal Planner

Thomas Wysong, Senior Planner

John Risinger, Planner

Paxton Condon, Planner

Liz Parman, Deputy County Attorney

Andrea Case, Community Development Assistant

**C. MINUTES**

There were no minutes.

**D. OLD BUSINESS**

1. ORD-22-0002. Amendments for R-8, Rural Residential and A-1, General Agricultural Lot Size and Related Requirements

Mr. Thomas Wysong stated the Policy Committee requested a special meeting to continue discussion on ORD-22-0002 Amendments for R-8, Rural Residential and A-1, General Agricultural Lot Size and Related Requirements as a follow-up to the August 11th meeting. He stated the effort builds on the unanimous approval of the Comprehensive Plan in fall of 2021 and the Board of Supervisors (BOS) adopted an Initiating Resolution this spring pertaining to the R-8, Rural Residential and A-1, General Agricultural Districts. He stated this resolution contains three specific Board directives. He stated that the first directive is to amend the Zoning and Subdivision Ordinances to revise the R-8 and A-1 Districts to be consistent with the stated Rural Lands Designation Description and Development Standards contained in the adopted 2045 Comprehensive Plan. He stated these standards state the "subdivision of lots should occur at a density of no greater than one residence per twenty acres" (1:20 ratio). He stated that the second directive is to include language that grandfathers all parcels in existence as of January 1, 2022, that are 25 or fewer acres in size. He stated that the third directive is to include language that eliminates the central well requirement for subdivisions that are consistent with the stated Rural Lands designation description and development standards. He stated in response to these directives, staff prepared draft Ordinance language to: increase the minimum lot size in the A-1 and R-8 Zoning Districts from three acres to 20 acres, with all parcels in existence as of January 1, 2022, that are 25 or fewer acres in size being grandfathered with the existing three-acre minimum lot size; increase the overall density

for the A-1 cluster configuration option from one unit per two acres to one unit per 20 acre; and eliminate the central well requirement for new major subdivisions, meaning these subdivisions are required to have individual wells on each lot. He stated the prepared draft language has not been revised since the previous Policy Meeting and staff recommends the Committee recommend approval of the attached draft Ordinance for consideration by the Planning Commission at its September 7, 2022 meeting.

Mr. Jack Haldeman stated he thought that the draft language set forth by staff met the directives in the Initiating Resolution by the BOS. He stated the recommendation was tabled to obtain clarification on how the Ordinance amendments would affect Natural and Cultural Assets Plan mapping, wildlife corridors, and new clustering standards. He asked staff for any updates.

Mr. Frank Polster stated he is fine with clustering inside the Primary Service Area (PSA), as the standards are within the existing separate residential cluster overlay district Ordinance, and that he also agrees with the 1:20 ratio for R-8 and A-1 in rural areas. He stated that upcoming meetings would involve discussing setbacks and clustering. He stated he recommended the Committee approve the Ordinance to move forward to the Planning Commission and BOS.

Mr. Rich Krapf stated that he was also fine with the 1:20 ratio. He stated he questioned the need for rural residential clusters because the 1:20 ratio would preserve rural character. He stated that performance standards for rural clusters may be needed to align with the Comprehensive Plan.

Mr. Polster stated that was correct. He stated that the clustering memorandum included language on natural and cultural assets that he would like to revisit this after this issue.

Mr. Tim O'Connor stated he believed clusters would be treated differently than the 1:20 ratio based on conversations from the Comprehensive Plan. He stated he was okay with this ratio for by-right development but believed it to be punitive for clusters. He also stated his concern regarding a potential reduction in developable acreage. He asked for confirmation if an Initiating Resolution from the BOS for this existed.

Ms. Ellen Cook stated the BOS resolution regarding calculation of net developable acreage is stated as being for the residential zoning districts, which are primarily inside the PSA.

Mr. Polster asked if clustering in the rural lands in the A-1 and R-8 Zoning Districts outside the PSA would be discussed at future Policy Committee meetings.

Ms. Cook confirmed.

Mr. O'Connor asked if the current amendments would cap A-1 cluster development at the 1:20 ratio.

Mr. Polster stated this was correct.

Mr. O'Connor stated he did not agree with this.

Mr. Haldeman asked if the Initiating Resolution and Comprehensive Plan allowed for any adjustments to cluster development density. He stated direction should be consistent with the Comprehensive Plan, which stated a 1:20 development density.

Mr. O'Connor stated he thought the Comprehensive Plan did not state a density for clusters and the 1:20 ratio was applied in a different section.



Ms. Cook stated she believed that during the process of updating the Comprehensive Plan, the Planning Commission Working Group recommended to the BOS to not have the 1:20 density apply to rural clusters. She stated the BOS did not direct staff to make this change in the Comprehensive Plan. She stated there is language in the cluster portion of the rural lands designation description that states the cluster density would be at the same density as the standard lot size. She stated the language as written would keep the density consistent between these options.

Mr. Haldeman asked if the Ordinance could be changed in a way that was inconsistent with the Comprehensive Plan and if the density for clusters could be lower.

Mr. Polster asked if the Policy Committee could recommend the Planning Commission recommend the BOS revisit this issue.

Mr. Krapf stated that Mr. Vlad Gavrilovic, EPR PC, Consultant had made a good point at the August 11, 2022 meeting that rural clusters may not preserve rural character. He stated rural residential clusters may no longer be of use in James City County with this new density and that the density should be lower.

Mr. Polster stated this issue relates to setbacks and viewsheds and cannot be separated.

Mr. Krapf agreed.

Ms. Cook stated the amendments before the Committee would keep the cluster language consistent with standard lot sizes and consistent with recommendations in the Comprehensive Plan. She stated that future discussions would address other cluster standards such as setbacks and development design.

Mr. Krapf asked if the Committee could recommend the amended Ordinance and continue to discuss clusters, setbacks, and other discussion items. He asked to confirm the update would recommend a new by-right standard and allow for additional elements to be addressed later.

Ms. Cook stated this was correct and represented a phased approach.

Mr. O'Connor stated he was concerned that opportunities for affordable housing stock may be eliminated through this and other changes.

Mr. Haldeman stated this concern came up during the last meeting via a representative from Habitat for Humanity. He stated that in the Comprehensive Plan workforce and affordable housing is recommended to be within the PSA to be closer to jobs and public transportation, not in Rural Lands.

Mr. Krapf stated there is also grandfathering for parcels smaller than 25 acres and that densities of 1:3 would be allowed by-right.

Mr. O'Connor stated he did not think this would be enough to develop affordable housing. He stated wells and septic systems are not affordable when combined with the requirement to have a larger lot to accommodate a reserve field. He cited Bush Springs Road as an example.

Mr. Haldeman stated he did not know how affordable housing could be built anywhere with current inflation.

Mr. O'Connor said he currently is working with Habitat for Humanity on 1,300 homes in Charlottesville and that it requires building vertically.

Mr. Polster made a motion to recommend approval of the draft Ordinance as shown in Attachment Nos. 3, 4, and 5 to the Planning Commission.

The motion passed 4-0.

**E. NEW BUSINESS**

There was no New Business.

**F. ADJOURNMENT**

Mr. Krapf made a motion to Adjourn.

The motion passed 4-0.

Mr. Haldeman adjourned the meeting at approximately 10:25 a.m.

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Mr. Jack Haldeman, Chair

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Mr. Paul Holt, Secretary

**ITEM SUMMARY**

**DATE:** 10/13/2022

**TO:** The Policy Committee

**FROM:** Thomas Wysong, Senior Planner II; Jose Ribeiro, Senior Landscape Planner II; John Risinger, Planner

**SUBJECT:** ORD-22-0001. Amendments for Scenic Roadway Protection

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**ATTACHMENTS:**

	<b>Description</b>	<b>Type</b>
☐	0. Cover Memo	Cover Memo
☐	1. Initiating Resolution	Resolution
☐	2. Community Chapter	Backup Material
☐	3. CCC Map	Backup Material
☐	4. Land Use	Backup Material
☐	5. Rural Roadway Preservation	Backup Material
☐	6. Scenic Roadway Character and Vision Summary	Backup Material
☐	7. A-1 Setback Requirements	Backup Material

**REVIEWERS:**

<b>Department</b>	<b>Reviewer</b>	<b>Action</b>	<b>Date</b>
Policy	Cook, Ellen	Approved	10/6/2022 - 2:15 PM
Policy	Holt, Paul	Approved	10/6/2022 - 2:30 PM
Publication Management	Pobiak, Amanda	Approved	10/6/2022 - 2:42 PM
Policy Secretary	Secretary, Policy	Approved	10/6/2022 - 3:22 PM

## MEMORANDUM

DATE: October 13, 2022

TO: The Policy Committee

FROM: Thomas Wysong, Senior Planner II  
Jose L. Ribeiro, Senior Landscape Planner II  
John Risinger, Senior Planner

SUBJECT: ORD-22-0001. Amendments for Scenic Roadway Protection

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### Introduction

At its meeting on October 26, 2021, the Board of Supervisors unanimously adopted the 2045 James City County Comprehensive Plan: *Our County, Our Shared Future*. The adopted plan includes the following strategy within the Land Use Chapter that focuses on preserving scenic roadways:

*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. Consider 400-foot setbacks along Community Character Corridors outside the PSA.*

Aligning with this adopted strategy, the Board of Supervisors adopted an Initiating Resolution pertaining to the Zoning Ordinance and Subdivision Ordinance (see Attachment No. 1) at its meeting on November 23, 2021. The Initiating Resolution directs staff to consider additional requirements in both the Zoning Ordinance and Subdivision Ordinance to preserve scenic roadways such as Forge Road.

### Policy Committee Direction

At its August 11, 2022, meeting, the Policy Committee directed staff for the purpose of this Ordinance amendment, to identify Community Character Corridors (CCCs) as those scenic roadways referenced in Goals, Strategies, and Actions (GSAs) LU 6.3 plus the portion of Croaker Road outside the Primary Service Area (PSA) that connects to Sycamore Landing Road. Furthermore, the Policy Committee directed staff to explore increased setbacks and buffering and mandatory clustering as the preservation tools for accomplishing this GSA.

Following this guidance, Planning staff met with the County Attorney's Office to further discuss these options. The County Attorney's Office informed staff that preservation tools for roadways must be applied uniformly and categorically. This means that the County can increase setbacks and buffering standards along roadways, but the roadways must be within an established category. As such, the proposed inclusion of Croaker Road to Sycamore Landing could not be included in the list below, given it is not part of the category of CCCs.

Furthermore, in reviewing the updated Future Land Use Map and relevant property information, staff notes that Centerville Road and the Colonial Parkway are wholly located within the PSA and that there are less than 10 parcels abutting these CCCs located outside the PSA. Furthermore, the property located adjacent to the Colonial Parkway is wholly located within the Gospel Spreading Farm Agricultural and Forestal District (AFD) and does not take its setback from the Colonial Parkway. Based on this further research and analysis, staff recommends removing these two CCCs from the list under consideration. The revised list of CCCs is provided below (the classification of CCC is included in parentheses):

1. Forge Road (classified as “Open/Agricultural”)
2. Old Stage Road (classified as “Open/Agricultural”)
3. Richmond Road (classified outside the PSA as “Wooded”)
4. Monticello Avenue (classified outside the PSA as “Wooded”)
5. John Tyler Memorial Highway (classified outside the PSA as “Wooded”)
6. Riverview Road (classified as “Wooded”)

Planning staff also evaluated the mandatory clustering option for major subdivisions adjacent to scenic roadways. There are two factors that lead staff to recommend against pursuing this requirement. First, if approved, ORD-22-0002 would result in a minimum lot size of 20 acres for A-1 and R-8 properties greater than 25 acres. This change will significantly decrease the possibility of suburban-style development for large tracts of property located in the County’s Rural Lands. Second, the proposed buffering and setbacks recommended for this Ordinance amendment would result in new proposed residences being in a significantly less visually impactful location. As such, these two Ordinance amendments would work in tandem to protect the scenic roadways, making the requirement for mandatory clustering of major subdivisions less necessary. Indeed, with the aforementioned changes, staff finds that it would not be a necessary tool to preserve the rural character of the County. Voluntary clustering could remain as an option however, as there may be additional factors favorable depending on specific details of specific properties.

### **Scenic Roadway Factors**

There are three major factors to consider for a proposed increase to setbacks and buffering for the purpose of retaining the character of Rural Lands. These factors are: a) the existing character of the roadway being considered; b) the vision for the roadway as expressed within the Comprehensive Plan; and c) the amount of preservation necessary to preserve character and achieve this vision. Staff has prepared a briefing of the existing character and Comprehensive Plan roadway vision factors for each roadway under consideration, which is found in Attachment No. 6. The sections below discuss staff’s recommendations for Ordinance tools to address preservation of character through setback and buffer approaches. As discussed in staff’s previous memorandum to the Policy Committee, setbacks are an Ordinance tool that only addresses structures and the distance they must be from the front lot line, while buffers typically regulate all land use within a given area and address landscape standards within that area.

### **Recommended Setback**

Staff recommends increasing the setback requirement within the General Agricultural District, A-1, Zoning District, rather than creating a section within the Zoning Ordinance specific to scenic roadways for two reasons. First, locating the enhanced setback within the A-1 Zoning District allows the setback to be applied evenly on a parcel basis. Second, per the County Attorney’s Office guidance, creating a section for scenic roadways with unique setbacks could risk this amendment being considered an overlay district, which would affect continuation of the project in its current form.

Currently, the setbacks found within the A-1 Zoning District vary based on the lot size requirement and the use being proposed (residential versus intensive agricultural versus commercial). (See existing A-1 setback requirements in Attachment No. 7.) Since the scope of this Ordinance amendment is focused on protecting scenic roadways, staff recommends tailoring an enhanced setback to apply only to those parcels adjacent to these scenic roadways and located outside the PSA. These parcels, which are zoned A-1 and designated for Rural Lands, are intended for traditional agricultural and forestal use. As such staff recommends exempting traditional agricultural structures from an enhanced setback requirement, given barns, stables, and other agricultural structures are needed to facilitate the farming and forestry uses recommended by the Comprehensive Plan and intended by the zoning district. However, this language will need to be crafted to clearly define which structures are agricultural in order to ensure clear and consistent application of this exemption.

Furthermore, staff recommends an enhanced setback be tailored to apply solely to the Open/Agricultural CCCs, with enhanced buffering being tailored to apply solely to Wooded CCCs. As detailed within Attachment No. 6, the Open/Agricultural CCCs are intended to preserve the viewshed and integrity of farm fields and natural open spaces, which is best accomplished by a larger setback rather than increased buffering. Wooded CCCs are intended to preserve natural wooded areas and encourage supplementary planting to ensure that buffers visually screen development from the road, which is best accomplished by buffering rather than an enhanced setback.

For the Open/Agricultural CCCs, staff recommends a setback of 400 feet for structures (other than for traditional agricultural structures). This proposed setback aligns with the width recommended for consideration in GSA LU 6.3 and is recommended as an option within EPR's Rural Roadway Preservation Analysis. EPR's analysis states that the 400-foot setback is "more similar to a typically rural context and view from the road" and "provides an opportunity to create buffering and screening around the houses with vegetation that would be more reminiscent of a rural farm scape rather than a suburban landscape pattern." As can be seen in Planning staff's analysis, this distance matches the character of Forge Road regarding existing structure locations and parcel sizes. In consideration of the property owners with shallower lots and houses near the roadway for Forge Road and Old Stage Road, staff recommends exempting shallower parcels (and considering allowing certain parcels to utilize setbacks previously recorded on subdivision plats).

### **Recommended Buffering**

Currently when developments are proposed along private/public rights-of-way, landscape buffers directly adjacent to the rights-of-way are required to be preserved and/or supplemented with additional landscaping. For commercial projects, the landscape section of the Ordinance requires a 50-foot-wide vegetated buffer along CCCs for all districts. For residential uses, a buffer for major subdivision development (150 feet in width for CCCs), is currently not included in the A-1 District unlike most residential or mixed-use zoning districts. For minor subdivision development and at the time of issuance of building permits on existing lots, the A-1 District is similar to other districts in not requiring a buffer. Staff recommends the following Ordinance changes be considered:

- Buffers along Wooded CCCs. For commercial projects, staff recommends enhanced buffering by increasing the width of the required buffer (in Section 24-98) from 50 feet to 100 feet wide. For residential major subdivisions, staff recommends establishing a buffer requirement in the A-1 District with a specified width of 200 feet. The vegetated buffer should remain undisturbed and supplemented with additional landscaping to meet the minimum quantity required of trees and shrubs in accordance with existing Zoning Ordinance buffer language currently found in other districts.
- Buffers along Open/Agricultural CCCs. Staff recommends no additional buffering requirements for these CCCs.
- Timbering Activities Buffer/Setback. Section 24-43 of the Zoning Ordinance requires buffer and setbacks for timbering activities. Subsection (3) addresses properties that are zoned A-1, and currently specifies that for properties within the Primary Service Area (PSA), all timbering activities shall be located a minimum of 50 feet from any public right-of-way, while for properties that are outside the PSA, there is no required setback for timbering. In order to address the preservation of the character of wooded CCCs, staff recommends considering amending this language to include a timbering setback of at least 50 feet on properties along Wooded CCCs outside the PSA.

ORD-22-0001. Amendments for Scenic Roadway Protection

October 13, 2022

Page 4

TW/JLR/JR/md

ORD22-1AmdScenicRP-mem

Attachments:

1. Initiating Resolution
2. 2045 Comprehensive Plan Community Character Chapter
3. Community Character Corridor Buffer Treatment Guidelines and Map
4. 2045 Comprehensive Plan Land Use Designation Description for Rural Lands
5. Rural Roadway Preservation Analysis
6. Scenic Roadway Character and Vision Summary
7. A-1 Setback Requirements

## RESOLUTION

### INITIATION OF CONSIDERATION OF AMENDMENTS TO THE ZONING ORDINANCE AND

### SUBDIVISION ORDINANCE TO PROVIDE ADDITIONAL REQUIREMENTS TO PROTECT

### AND PRESERVE SCENIC ROADWAYS SUCH AS FORGE ROAD

WHEREAS, section 15.2-2286(A)(7) of the Code of Virginia, 1950, as amended (the "Virginia Code"), and County Code Section 24-13 authorize the Board of Supervisors of James City County, Virginia (the "Board"), to, by resolution, initiate amendments to the regulations of the Zoning Ordinance that the Board finds to be prudent and required by public necessity, convenience, general welfare, or good zoning practice; and


WHEREAS, section 15.2-2253 of the Virginia Code and County Code Section 19-10 authorize the Board to request the Planning Commission to prepare and recommend amendments to the Subdivision Ordinance; and

WHEREAS, the Board is of the opinion that the public necessity, general welfare, and good zoning practice warrant the consideration of amendments to the Zoning Ordinance and Subdivision Ordinance.

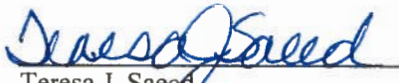
NOW, THEREFORE, BE IT RESOLVED that the Board of Supervisors of James City County, Virginia, does hereby initiate amendment of the James City County Code, Chapter 24, Zoning in order to consider additional requirements to protect and preserve scenic roadways such as Forge Road. The Planning Commission shall hold at least one public hearing on the consideration of amendments to said Zoning Ordinances and shall forward its recommendation to the Board of Supervisors in accordance with the law.

BE IT FURTHER RESOLVED that the Board of Supervisors of James City County, Virginia, does hereby request the Planning Commission to prepare and recommend amendments to Chapter 19, Subdivisions, in order to consider additional requirements to protect and preserve scenic roadways such as Forge Road. The Planning Commission shall hold at least one public hearing on the consideration of amendments to said Subdivision Ordinances and shall forward its recommendation to the Board of Supervisors in accordance with the law.



  
Michael J. Hipple  
Chairman, Board of Supervisors

ATTEST:

  
Teresa J. Saeed  
Deputy Clerk to the Board

	VOTES			
	<u>AYE</u>	<u>NAY</u>	<u>ABSTAIN</u>	<u>ABSENT</u>
SADLER	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
ICENHOUR	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
LARSON	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
MCGLENNON	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
HIPPLE	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

Adopted by the Board of Supervisors of James City County, Virginia, this 23rd day of November, 2021.

InitConsdForgeRd-res

# Community Character

## Introduction

James City County's community character is often described as "historic," "rural," and "small town." Key components include the natural topography; large wooded areas of tall deciduous forests; open vistas across ravines, wetlands, and water bodies; relatively low traffic volumes; scenic roads; and small scale, low-intensity development. Places such as Norge, Toano, Grove, Five Forks, and Jamestown bring to mind separate, identifiable areas of the County. However, this small town feel and sense of place has been challenged by the growth of the past 20 years, including an evolution to more urban and suburban landscapes. The guidance that this chapter offers is intended to maintain the small town feel and sense of place even as the County changes over the years.

As this growth occurs, it can change the County's character in a positive or negative way. Factors such as architectural style and massing, streetscape, buffers, scale, and accessibility can influence whether designs are distinctive and build the community's character, or lack authenticity and are indistinguishable from those found anywhere else in the United States. Through its policies and Ordinances, the County continues to encourage new growth to locate inside the Primary Service Area (PSA), rather than outside the PSA in more rural areas. This important tool, along with other Ordinances, policies, and the new Character Design Guidelines, work to ensure that development is in keeping with the existing community and preserves the elements of the County's unique community character.

The character of James City County is important to its citizens and business community members alike, and has contributed to the County's attractiveness and growth through the years. As noted in the *2019 James City County Comprehensive Plan Survey (2019 Citizen Survey)*, preserving the nature of the area and its quality of life remains a high priority. Additionally, placemaking and economic development go hand in hand. According to research by the Virginia Office of Intermodal Planning and Investment, investing in placemaking not only creates livable, multimodal communities that are attractive to a broad range of residents - these elements also attract businesses and economic growth. Recent trends show that business site selection is data-driven, with companies looking for communities that can attract and retain a viable workforce.

The Community Character Chapter Goal, and the Strategies and Actions, are listed at the end of the chapter. After careful review and public input, the Goal language as written in the 2035 Comprehensive Plan has been updated, with several changes to acknowledge the current character of the County by adding "architectural" to the qualities to be preserved and enhanced, "the overall health...of its residents" and by noting the County's "distinctive character" as a replacement for "rural and small town." The Goal now states: **"The County will be a good steward of the land by preserving and enhancing the scenic, cultural, rural, farm, forestal, natural, architectural, and historic qualities that are essential to the County's distinctive character, economic vitality, and overall health and quality of life of its residents."** In recognition of the importance and value of community character, the County has taken many positive steps over the years toward shaping future development, which are detailed in part in the Spotlight on Implementation section, and continues to be sensitive to the many characteristics that already exist. The methods that the County has at its disposal influence not only the appearance of the community, but also the way the community functions and the experiences of visitors, citizens, and those who do business in

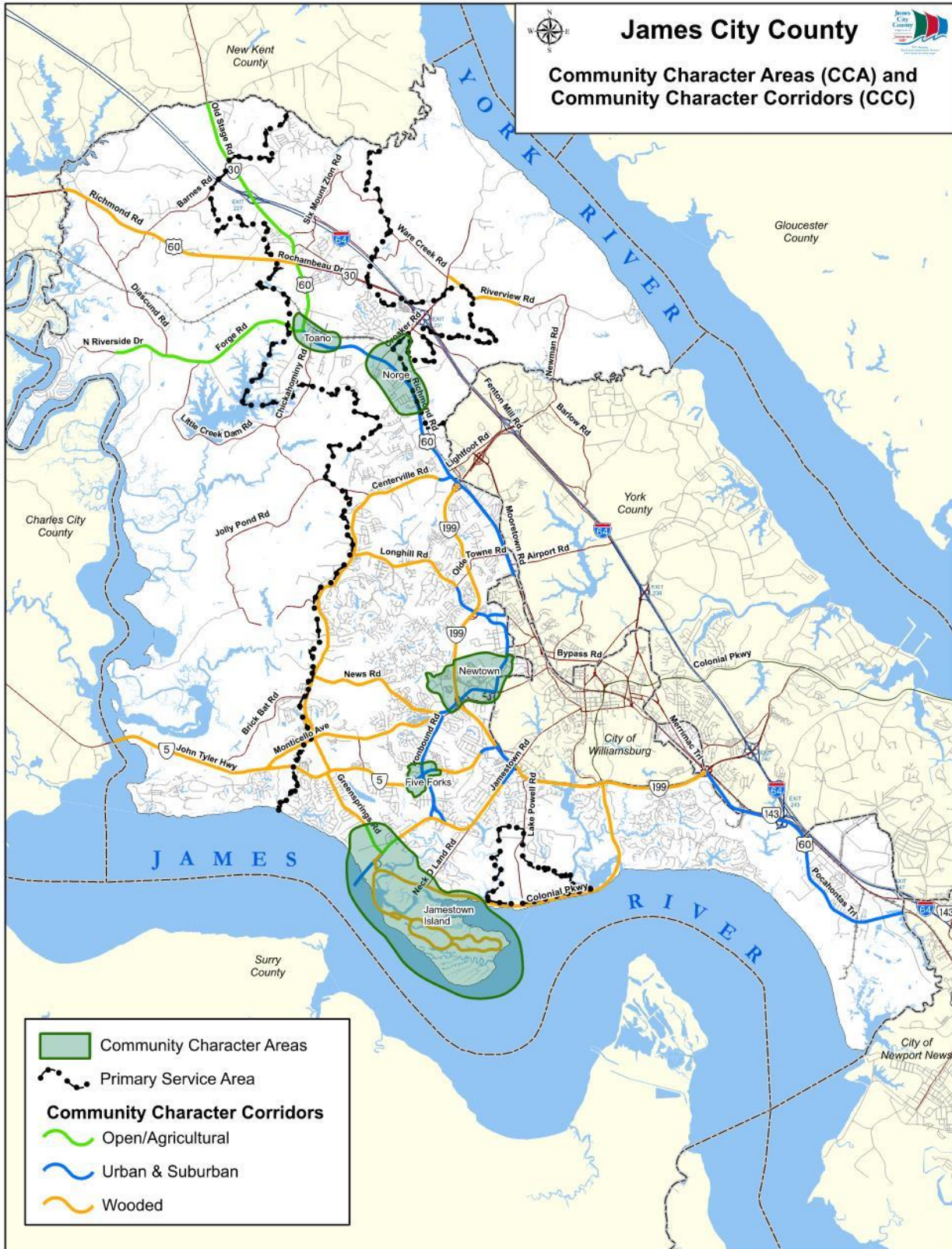
the County. Further action through the revised and updated Strategies and Actions will continue these efforts into the future.

## Key Planning Influences

### Important Places of Character

Recognizing the value and importance of the natural and historical resources of the County, the Comprehensive Plan has since 1997 designated certain roads and areas in the County as Community Character Corridors (CCCs) and Community Character Areas (CCAs). Other areas in the County such as the Grove and Croaker communities and Forge Road, although not designated as Community Characters, are still important places of character in the County. Map CC-1 shows the designated Community Character Corridors and Areas in the County.

Map CC-1. Community Character Areas and Community Character Corridors



## Community Character Corridors

Community Character Corridors (CCCs) are roads in the County that were previously designated as greenbelt roads, described in the 1991 Comprehensive Plan as entrance corridors and roads which promoted the rural, natural, or historic character of the County. In 1997 they were adopted as CCCs and have played an instrumental role in helping to preserve the original character of these roads. More attention has been given to the roads which are considered to be entrance corridors, or gateways, because they set the important first impression that many visitors have of the area.

Since the 1997 Comprehensive Plan, each plan has identified the following three types of CCCs and their corresponding goals: Open/Agricultural, Wooded, and Urban/Suburban. Some roads have more than one designation depending on the location within the County.

**Table CC-1. County CCC Designations**

Road	Open/ Agricultural	Wooded	Urban/ Suburban
Centerville Road		X	X
Colonial Parkway		X	
DePue Road			X
Forge Road	X		
Greensprings Road	X	X	
Humelsine Parkway (Route 199)		X	X
Ironbound Road from Jamestown Road to News Road			X
Ironbound Road from Strawberry Plains Road to City of Williamsburg border			X
Jamestown Road		X	X
John Tyler Highway		X	X
Longhill Road		X	X
Monticello Avenue		X	X
News Road		X	
Old Stage Road and Barhamsville Road from Anderson's Corner (intersection of Routes 30 and 60) to New Kent County border	X		
Pocahontas Trail south of Humelsine Parkway to Newport News border			X
Richmond Road from Anderson's Corner to New Kent County border		X	
Richmond Road from Anderson's Corner to City of Williamsburg border	X		X
Riverview Road from Croaker Road to the entrance of York River State Park		X	
Sandy Bay Road from Ironbound Road to Jamestown Road			X

The County has created standards and guidelines for how CCC buffers are to be treated during development and how to preserve the unique community character along these key corridors throughout the County. To give better guidance regarding landscape treatments along the different Community Character Corridors, in January 2011, the Board of Supervisors adopted buffer treatment guidelines and a map showing the location of the corridors and their buffer type designations.

For the most effective corridor buffers, existing plant material should be maintained and supplemented with a mix of small trees and shrubs that are both evergreen and deciduous and preferably native. Planting should occur in a staggered pattern, with the smaller understory plant material defining the edges of the existing groupings of material. New buffers can also be successfully planted in a more natural design, especially when the buffer might be very wide and the developer wants to reduce maintenance costs associated with a manicured area.

In addition to the treatment guidelines adopted by the Board, the Landscape Ordinance specifies when CCC buffer treatments are required for development plans. Generally, roads designated as CCCs require a 50-foot average buffer along the right-of-way, but in some instances the Ordinance allows for a buffer width reduction if it best complements the surrounding area. For example, parcels located in a Community Character Area with design guidelines recommending a more urban design with shallower setbacks may be eligible for a reduced CCC landscape buffer width in order to better align with the neighboring streetscape. A buffer reduction may be conditioned upon superior site design, such as enhanced landscaping and architectural features, and should not be viewed as a method for reducing landscaping requirements. Additionally, consideration should be paid to the context of the right-of-way itself. For example, the design of any complementary facilities should be in keeping with state and regional guidelines, such as the Virginia Department of Rail and Public Transportation (DRPT) Multimodal System Design Guidelines.

Highlights from the adopted policy describing the three types of buffer treatments and their corresponding goals are provided below.

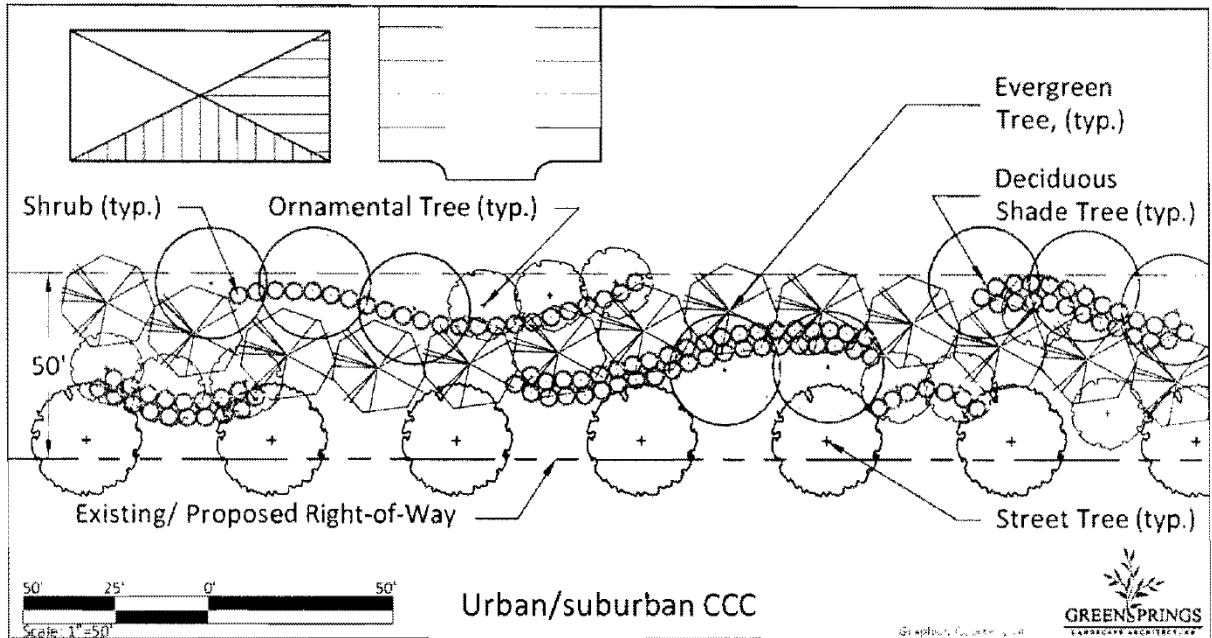
#### Urban/Suburban Community Character Corridors

- Characterized as having high to moderate traffic, commercial uses, and some residential uses.
- Predominant visual character should be the built environment and natural landscape.
- Buffer treatments should incorporate existing and new vegetation, berms, and other desirable design features to complement and enhance the visual quality of the corridor.
- Vehicle-related activities such as parking lots, deliveries, and outdoor operations should be screened.



**Image CC-1. Richmond Road along Williamsburg Premium Outlets**

**Figure CC-1. Urban/Suburban CCC Treatment Exhibit**



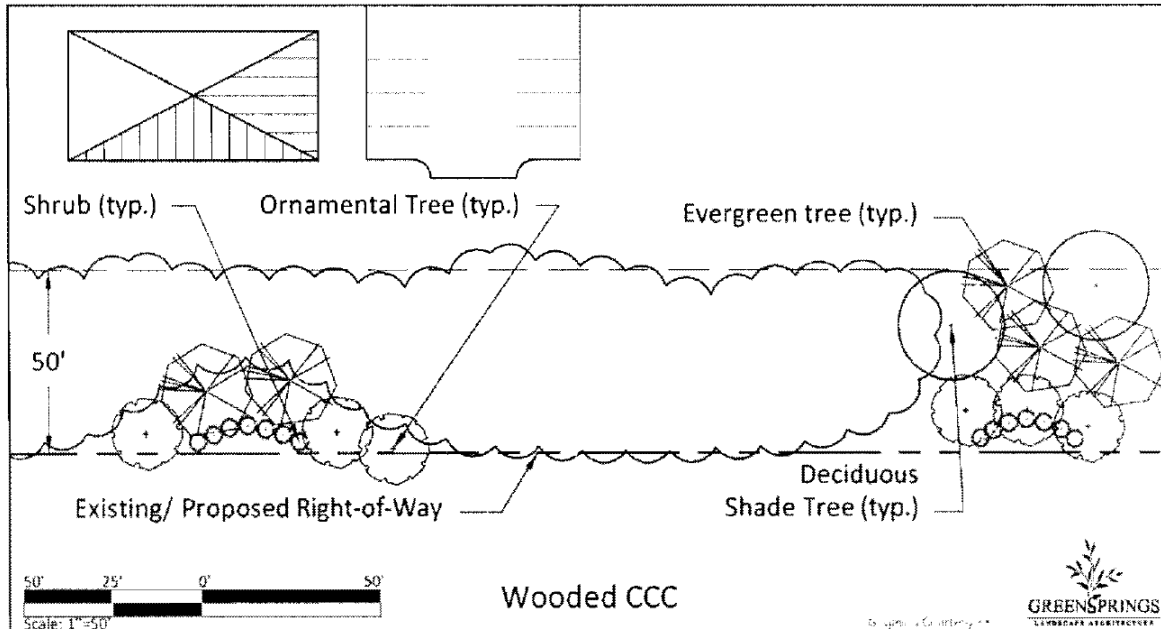
**Wooded Community Character Corridors**

- Characterized as having natural wooded areas along the road, with light to moderate traffic, and minimal commercial development.
- Existing vegetation should be preserved or supplemented to create a wooded buffer that preserves open space and wildlife habitat.
- The buffer should visually screen the development from the road to maintain the natural character of the County.



**Image CC-2. Western Monticello Avenue**

**Figure CC-2. Wooded CCC Treatment Exhibit**



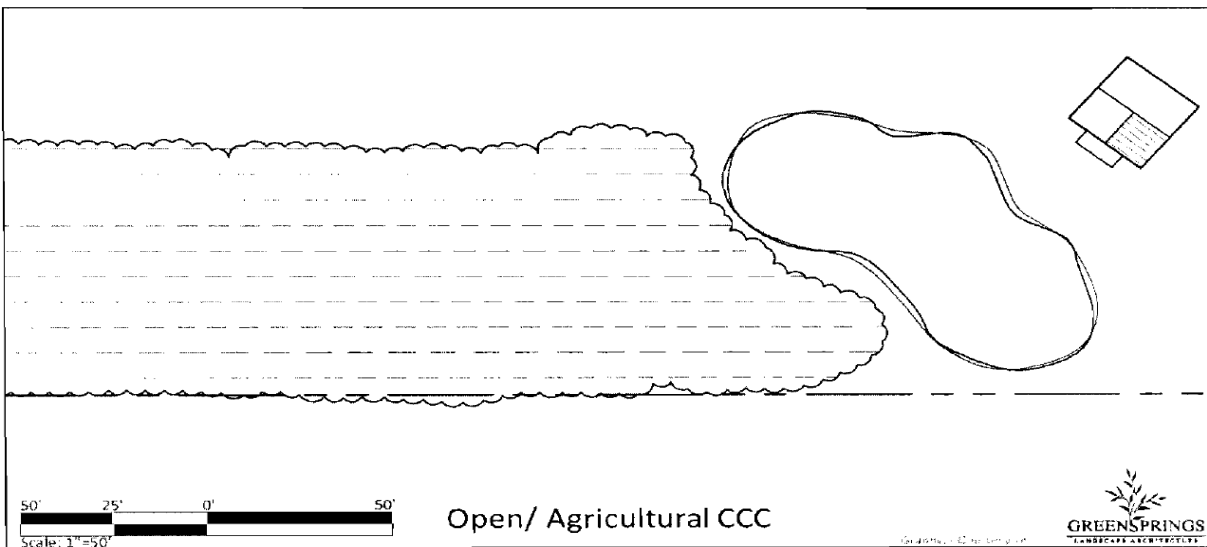
**Open/Agricultural Community Character Corridors**

- Characterized as a corridor located primarily in rural lands where farming and forestry activities are predominant.
- The viewshed and integrity of farm fields and natural open spaces should be preserved so they remain the dominant visual features.



**Image CC-3. Forge Road**

**Figure CC-3. Open/Agricultural CCC Treatment Exhibit**





## Rural Roads

A number of secondary roads both inside and outside the PSA have a distinct rural character. These roads are characterized by pavement widths typically less than 20 feet, limited sight distances, narrow shoulders, and in many instances, tree canopies that extend over the pavement. Such roads play a major role in preserving the rural character of the County. Some need safety improvements while others are impacted by traffic volumes greater than their intended capabilities. The County works with the Virginia Department of Transportation (VDOT) to make needed improvements through the Secondary Six-Year Improvement Program (SSYIP) in a manner that retains the rural character of these roads.

## Community Character Areas

### Existing Community Character Areas

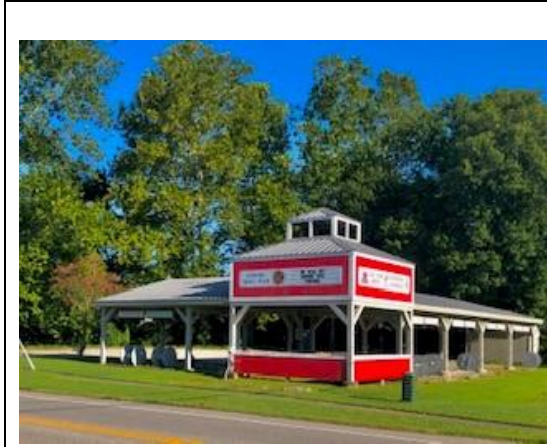
During the 1997 Comprehensive Plan process, certain areas of James City County were confirmed as important places during the public participation process. The following areas are identified as Community Character Areas (CCAs):

- Toano
- Norge
- Jamestown Island - Jamestown Settlement - Greensprings Road
- New Town
- Five Forks

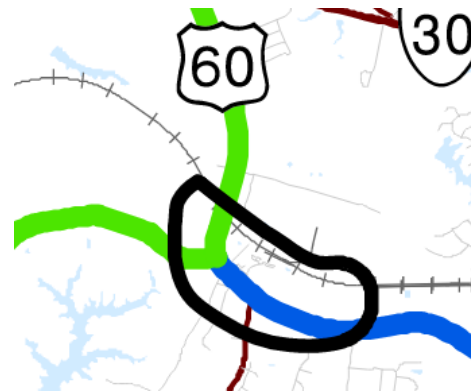
Design guidelines for future development have been developed for these areas. Both Toano and the Five Forks CCAs have standalone design guidelines with specific design standards adopted by the Board of Supervisors. The New Town CCA has guidelines developed as part of the rezoning and master planning of the New Town Mixed Use development. Unlike these three CCAs, Norge and Jamestown Island do not have standalone design guidelines, and therefore, design standards for these areas are listed within the text below.

The boundaries of CCAs, as represented on the Land Use Map, are not intended to be parcel-specific. Instead, they are meant to be used as a guide to areas that citizens have identified as possessing unique characteristics and maintaining a relatively defined sense of place. The specific design characteristics outlined for each area are used at the discretion of the Board of Supervisors when considering new large-scale developments at the rezoning and Special Use Permit (SUP) stage and are not necessarily intended to be applied to individual homeowners in existing neighborhoods. Most CCAs have a central core area, where stricter adherence to the area's description is seen as very important in order for the area to maintain the desired character. Application of the design characteristics may be more relaxed for parcels towards the perimeter of the CCA, but may still involve an evaluation of the parcel's impact on other adjacent parcels within the CCA, specifically as they pertain to the viewshed, parcel connections, and walkability.

## Toano



**Image CC-4. Toano Farmers Market**



**Figure CC-4. Toano CCA**

Toano, derived from a western U.S. Native American word meaning “high ground,” has been a center of modern commerce and trade since the colonial era. Prior to English colonization, this area was part of the Powhatan Confederacy. Beginning in the 1700s, the area was home to “ordinaries,” or inns providing lodging and meals to travelers on the road from Williamsburg to Richmond. The area became known as “Burnt Ordinary” following a Revolutionary War-era fire, and retained this name until the 1880s, when it was renamed to Toano by out-of-town developers of the C&O Railway for a new station on a new rail line.

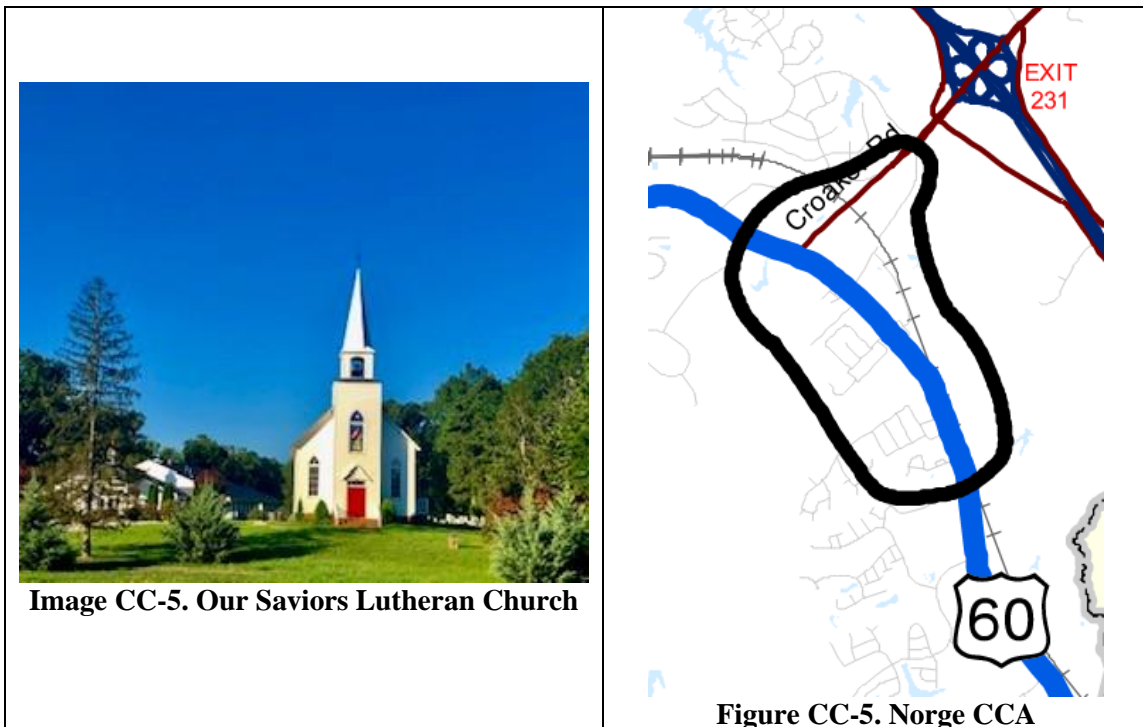
The addition of the railroad allowed commerce to grow, and by the early 20th century downtown Toano included the C&O depot, a variety of retail shops and trades services, banks, inns, and a school. The area became known as a “Village of Stores” and solidified itself as an important commercial hub for upper James City County.

Toano still retains much of the “village” character that led to its designation as a Community Character Area. Although some new development has occurred, the character is still dominated by buildings constructed at the beginning of the 20th century. These buildings have shallow setbacks and many are two-story, creating a more pedestrian-oriented storefront environment than any other area in the County. Toano has also retained a fairly clear visual separation from more recent development along Richmond Road, with visitors enjoying a distinct sense of arrival from both the east and the west.

In September 2005, the Board of Supervisors created the Toano Community Character Area Study Committee in order to listen to the views of County citizens, particularly those who live and work in Toano. The Committee’s purpose was to recommend principles and guidelines that highlight and honor Toano’s history, encourage growth that enhances the area’s character, and improve streetscapes and a pedestrian-friendly town center. The guidelines created by the study were adopted by the Board of Supervisors in February 2006. The design guidelines highlight improvements and plans for the Toano area and give guidance for all future developments inside the CCA. For parcels fronting on Richmond Road on the northwest side of its intersection with Forge Road, the design guidelines encourage a mix of commercial and residential uses, but predominantly neighborhood commercial on the Richmond Road frontage. Speed limits should be lowered in transitional zones entering Historic Toano, and pedestrian/bicycle access should be promoted throughout the corridor with safe, improved sidewalks, crosswalks, bike lanes, and sidewalk buffers.

Since the design guidelines were adopted, improvements have been made to median landscaping, sidewalks, and signage, and additional drainage and roadway infrastructure improvements are currently being planned. An example of beautification improvements include the installation of “Welcome to Toano” signs in 2006, featuring a design inspired by demi-lune windows, a type of window frequently featured in early 20th century architecture around the village. In addition to these efforts, in 2019 the Toano Commercial Historic District was added to the National Register of Historic Places, and in 2020 Toano was accepted as a Commercial District Affiliate of the Virginia Main Street Program. An affiliate is an introductory tier of the Main Street Program that allows communities to access the national network of strategies and resources for preserving and revitalizing community character.

## Norge



Prior to the 1890s, the area now encompassing Norge was sparsely populated. Settlers of Scandinavian origin located in the Midwestern United States, who were unhappy with the farming conditions of the Midwest, were persuaded to move to the upper Peninsula through the efforts of Carl M. Bergh, a Norwegian immigrant who worked as a C&O Railway land agent. Having bought property in James City County himself, he soon encouraged other Norwegians to join him. The first Norwegian resettlers arrived in the late 1890s and situated themselves in the area now known as Norge.

In contrast to Toano, Norge has been more impacted by recent commercial development along Richmond Road and has not been the subject of a subarea study. While Norge continues to have a unique and identifiable residential component located off Richmond Road, along with some pedestrian-oriented storefronts, the early 20th century “village” character of its business and residential areas along Richmond Road has been visually impacted by automobile-oriented development. Many original buildings from the early 1900s were demolished for the widening of Richmond Road in the 1960s. Further, newer development from the east has substantially blurred the distinction between Norge and neighboring Lightfoot. A subarea study with guidelines similar

to Toano may be beneficial in providing a more comprehensive evaluation of how to minimize impacts to the historic village character of Norge. Outlined below are specific design standards intended to guide future development and redevelopment in Norge:

- The architecture, scale, materials, spacing, and color of buildings should complement the historic character of the area.
- Building setbacks should be consistent with nearby historic buildings and structures.
- Where possible, parking should be located to the rear of buildings. Parking should be screened from roadway and adjacent properties.
- Shared access and parking should be pursued before constructing new access breaks and parking facilities.
- Existing specimen trees and shrubs should be preserved to the extent possible.
- New landscaping should be of a type, size, and scale to complement and enhance the building and site design. Native plant and tree species are encouraged.
- Signage should be of a scale, size, color, and materials to complement the historic character of the area.
- Pedestrian and bicycle access and circulation should be promoted through the provision of sidewalks, bike racks, benches, crosswalks, street trees, and other design features which help accomplish this goal.
- Mixed use development which provides residential, commercial, and office uses in close proximity is encouraged.
- Efforts to maintain and reinforce the boundaries of Norge and Toano through open space and site design measures are strongly encouraged.

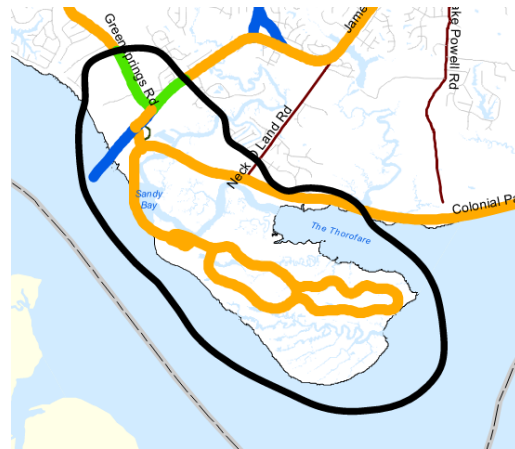
Community character considerations are important for development within areas of the CCA that are designated Economic Opportunity (EO) areas but present some unique considerations. Acknowledging that most EO land is at the perimeter of the Norge CCA, protecting the viewshed around the central core of the CCA and along the railroad should be a primary consideration. Outlined below are specific design standards intended to guide future development and redevelopment in the Norge EO:

- Building setbacks similar to those in central Norge should be more flexible based on the types of uses that are master planned within the CCA. For compatible uses with low impacts, smaller setbacks should be encouraged to integrate the areas. For larger, less compatible uses, attention should be paid to larger setbacks and buffering to minimize impacts.
- Building scale may be larger, but height and massing should gradually increase as development moves away from the core of Norge and closer to the perimeter of the CCA.
- Architectural features consistent with the Norge area should be included in designs for those buildings that are contained within or are clearly visible from the CCA.
- Signage facing into the CCA should also be minimized or designed in a manner consistent with the Norge character.
- Pedestrian and bicycle connections over the railroad tracks should also be promoted through the use of elevated or signalized crossings, sidewalks along roads on either side of the tracks, and bike racks to further integrate EO land with the Norge CCA.

## Jamestown Island - Jamestown Settlement - Greensprings Road



**Image CC-6. Virginia Capital Trail near Jamestown Settlement**



**Figure CC-6. Jamestown-Greensprings Road CCA outline**

Since acquiring Jamestown Beach Event Park and the James City County Marina in 2006 as greenspace purchases, the County has invested in shaping the long-term preservation and revitalization of this important corridor. With its waterfront access and close proximity to both Jamestown Settlement and Colonial National Historical Park, this area has unique opportunities for historic and environmental preservation, as well as economic development.

Jamestown Beach and the Marina, along with Chickahominy Riverfront Park on John Tyler Highway, were evaluated in a master planning project called Shaping Our Shores (SOS). Originally adopted by the Board of Supervisors on June 9, 2009, the SOS Master Plan addressed the long-range physical development, use, and stewardship of these sites over the next 20 years. It presented a vision for the physical environment that promoted and supported the values and goals of James City County citizens. The master plan proposed specific land uses and development which are compatible with specific design standards outlined below:

- The architecture, scale, materials, and color of buildings should be complementary and reflect the historic character of James City County, the City of Williamsburg, and Colonial Williamsburg.
- All development should be well screened from Jamestown Road.
- Parking should be located to the rear of buildings and should be well landscaped with shrubs and street trees.
- All utilities should be placed underground.
- Existing specimen trees and shrubs should be preserved to the extent possible.
- New landscaping should be of a type, size, and scale to complement and enhance the building and site design. Native plant and tree species are encouraged.
- Signage should be of a scale, size, color, and materials to complement the architecture and scale of buildings. Low signs with subdued colors are encouraged.
- Pedestrian and bicycle access and circulation should be promoted through the provision of sidewalks, bike racks, benches, and other design features which help accomplish this goal.
- Natural woodland, open space, and waterfront vistas should be the predominant features.

- Public access to the waterfront should be an integral feature of new development but carefully designed to limit the visual impact on views from the river.

In 2018, a review and update of the 2009 SOS Master Plan was launched by the Parks and Recreation Department to incorporate recently added amenities and adapt to changes in the community's facility needs. The purpose of the review was not to recreate or fix the old plan, but rather to update the plan with these goals:

- Evaluate and confirm where existing park amenities are successfully meeting community needs;
- Identify unmet needs or opportunities and challenges to improve upon existing amenities;
- Evaluate maintenance/conditions and longevity of park features;
- Learn from the community if facilities in the plan are no longer needed, feasible, or should be built in other parks; and
- Create an updated master plan to guide development for the next decade and beyond.

Staff from Parks and Recreation, Economic Development, Planning, General Services, and the James City Service Authority were all involved in the review to ensure the revised master plan complied with local infrastructure and easement requirements and provided enhanced revenue opportunities. Feedback from the community was also sought through public meetings, online surveys, and paper surveys. Some changes included relocation of buildings, equipment and amenities out of the flood plain, removing high-intensity uses such as condos and retail, and adding facilities such as bathrooms and offices. The SOS Master Plan update was adopted by the James City County Board of Supervisors on July 28, 2020.

**New Town**



**Image CC-7. Center Street at New Town Avenue**

**Figure CC-7. New Town CCA outline**

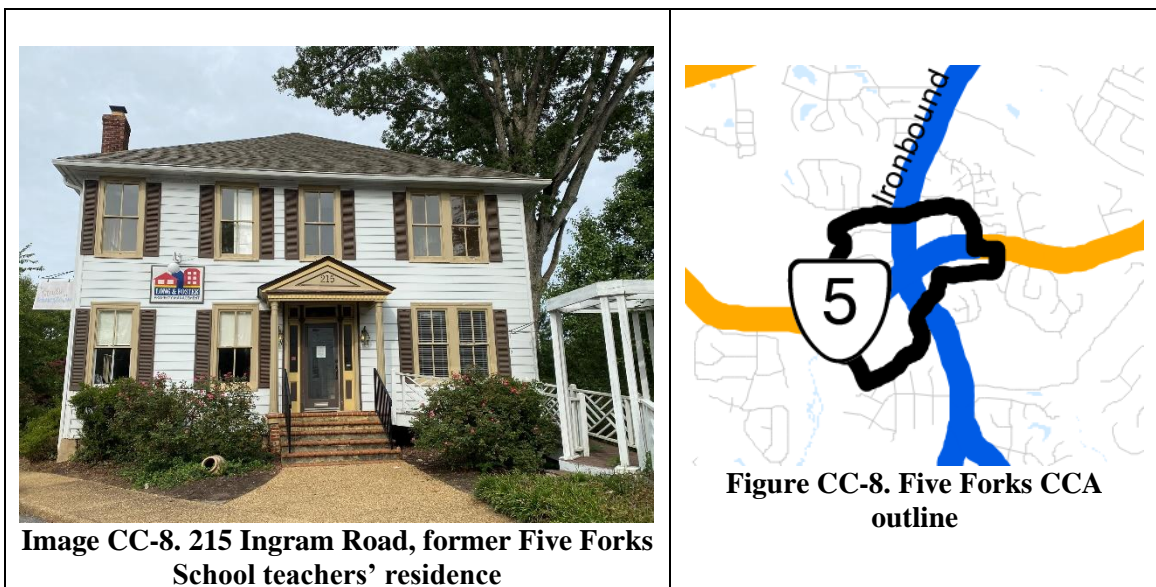
In August 1995, James City County and the C.C. Casey Limited Company sponsored parallel design competitions for a Courthouse and Town Plan, respectively, to be located on approximately 600 acres known as the “Casey” Property. The winning town plan, chosen from among 99 entries worldwide, was submitted by Michel Dionne, Paul Milana, and Christopher Stienon of New York City. The plan included several civic facilities, 600,000 square feet of regional and community retail, 400,000 square feet of office space, and 2,000 residential units of varying types. The plan locates a civic green at the southeast corner of the site where it becomes central to the larger

Williamsburg region and a gateway to the town. A retail square is the focus of the mixed use town center with research and development corporations along Discovery Boulevard. The neighborhoods are composed of a simple street and block pattern that accommodates alleys and permits a variety of lot sizes and housing types. The public spaces of the plan connect to the regional system of public open space so that the new town becomes an urban extension and center for the region. Using the winning town plan as a launching pad, on December 22, 1997, the Board of Supervisors approved rezoning applications that set forth the New Town binding Master Plan and Design Review Guidelines.

Since then, the Board has amended the guidelines several times as new sections have been developed. The design guidelines were prepared by Cooper, Robertson & Partners, and the New Town Design Review Board was created to review all development plans within the New Town master plan area for compliance with the guidelines. Both the guidelines and master plan established standards for different areas of New Town. As development continues many of the original design features are now taking shape, and the New Town Design Review Board has been instrumental in adhering to the design guidelines, thus ensuring that the original concept is realized.

The area designated as the New Town CCA is mostly the same area shown on the adopted master plan for New Town; however, some parcels located within the CCA are not part of the master plan or subject to the same proffers. For the parcels that are located within the New Town Master Plan area and which were rezoned, development must follow the standards provided by the adopted design guidelines. For the parcels that are in the New Town Master Plan area and referenced in the design guidelines but were not rezoned or bound by proffers, development is strongly encouraged to follow the design guidelines. For parcels located outside the New Town Master Plan area, development is encouraged to follow New Town’s architectural and design features in order to maintain a unifying look and feel to the area.

#### Five Forks



Five Forks is an area that retains elements of a village character, including two original buildings dating to the early 1900s: the original Five Forks School and the neighboring teachers' residence, located near the corner of Ironbound and Ingram Roads. Both are good surviving examples of

American four square construction and have influenced the design of newer buildings directly adjacent, which were designed to share a vernacular appearance.

This area has grown and changed, and as a result, the Board of Supervisors created the Five Forks Area Study Committee in June 2004 to listen to the views of County citizens, particularly those who live and work in Five Forks. The Committee's purpose was to recommend principles that preserve and build upon the many positive qualities of Five Forks, including protecting both creek watersheds and safeguarding the village character of the area. These principles addressed residential growth, commercial development, traffic concerns, and alternative transportation, and called for the creation of the Five Forks Community Character Area to incorporate design standards for future development. The Board of Supervisors adopted the Primary Principles for the Five Forks Area in August 2004.

## Other Special Places

While not all areas that contribute to the County's character have historic or distinct architecture and definable boundaries that would qualify them as Community Character Areas, they are still special to the community because of historic, aesthetic, natural, and/or cultural elements that exist in these locations. Because of this, additional consideration should be given to enhancing and building the character of these areas. Based upon citizen comments as well as a review of documents from the Historical Commission and the book, *James City County: Keystone of the Commonwealth*, three special places have been identified for their contributions to the greater community: the Grove, Croaker, and Forge Road communities.

### Grove

Grove is a community in the southeastern portion of the County, valued for its historic, cultural, and agricultural roots. Bordered by the James River to the west and separated from the Newport News city limits by Skiffes Creek, the area was originally part of the Powhatan Confederacy before being colonized by the English. Historic sites in Grove related to Virginia's colonial past include the archaeological site of Wolstenholme Towne, the administrative center of Martin's Hundred dating to 1618, and Carter's Grove Plantation, built in 1755. The Grove community was probably named for nearby Grove Creek, which drains into the James River about six miles east of Jamestown. It may also have been named after Carter's Grove Plantation.

The southeast portion of Grove was largely agricultural through the 1990s before being developed into industrial parks. While the physical presence of Grove's agricultural roots has decreased, a small amount of agricultural land remains on the Carter's Grove property, which is currently included in the Agricultural and Forestal District program.

Grove's present day development began with African-American settlement by freedmen from Carter's Grove and other plantations following the American Civil War. Its population was fewer than 100 people until after the turn of the 20th century. The African-American population increased during the two World Wars, due in part to attracting hundreds of people displaced by federal land acquisition for military installations, including the Naval Weapons Station, Cheatham Annex, and Camp Peary. Grove eventually became the largest African-American community in the County and was commemorated with a Historical Highway Marker in 2013.

Today, Grove is an active community with increasing amenities and programs, including the Abram Frink, Jr. Community Center, the Community Garden, and Grove Community Playground, which



was recently refurbished. Proposed additions by the County include a Lower County Park and a new Convenience Center, both cited in the top five priorities by the Planning Commission in the adopted 2021-25 Capital Improvements Program. Additionally, a segment of Pocahontas Trail will be widened and has undergone a VDOT corridor study with public feedback. To help protect and complement the visual character of the community, Pocahontas Trail, the main thoroughfare through Grove, is a designated Community Character Corridor. Any new development along this route must adhere to CCC buffer requirements. As the area grows and industrial development brings jobs and new residents, it will continue to be important to identify and enhance the special character of Grove.

### **Croaker**

Croaker is a community on the south bank of the York River. The name "Croaker" is believed to have derived from the abundant quantity of Atlantic Croaker, an inshore, bottom-dwelling fish. The community of Croaker was known in its early history as Taskinas Plantation, then Hollywood due to the many holly trees. "Taskinask" was designated by the Tobacco Inspection Act of 1730 as the site of the public tobacco warehouse where local planters stored their crops to be shipped to England. While much of Croaker is now within York River State Park, the remaining area is divided among residential, farming, and woodland areas, which was highlighted as a special place by citizens. The Croaker community includes many historic resources. Croaker Landing, an archaeological site listed on the National Register of Historic Places (NRHP) since 1987, contains evidence of Native American habitation throughout the Woodland Period (c. 1000 B.C. - A.D. 1600). Riverview Plantation, a historic Federal and Greek Revival home dating to the 1850s with early 20th century additions, is also listed on the NRHP. The grounds of Riverview also include contributing structures dating to the 1940s.

Riverview Road from Croaker Road to York River State Park has been designated as an open/agricultural CCC, which enhances the County's ability to preserve the special character of this area. Valued for its history as an agricultural community, the farming and natural character of the area is notable as one of the few agricultural communities left in the County. Since the opening of York River State Park much of the scenic beauty of the areas has been preserved for generations to come, but special attention should be given to acknowledging and protecting the remaining agricultural character of the area.

### **Forge Road**

As colonists moved inland from Jamestown along the waterways, the land bound by the Chickahominy River and Diascund Creek was rapidly settled. By the mid-18th century a number of large farms were established in the area that would become the Forge Road corridor. In this area, troop movement occurred during both the Revolutionary and Civil Wars. The Revolutionary War-era Chickahominy Shipyard, destroyed by the British in 1781 and now included on the National Register of Historic Places, was accessed from Forge Road. Despite the activity that took place in this area during the Revolutionary and Civil Wars, a significant number of 18th and 19th century homes survive today along Forge Road. Architectural remnants which reflect the agrarian heritage of the Forge Road community include the homes of Windsor Castle, Lombardy, and Warrenton.

Today the vistas seen from Forge Road are of larger, pastoral parcels, used primarily for agricultural purposes. The relatively flat terrain along the road has mostly been cleared for residences, crops, or livestock, with denser clusters of trees located at the rear of parcels or around bodies of water. Houses and other structures tend to be set back farther from the road. Much of the land in this area has been recognized for having prime farmland soils and has been an attractive area for horse-related uses. The County has invested in various open space purchases along this corridor.

Forge Road is a two-lane road with a shoulder and is designated as an Open/Agricultural CCC. Additionally, Forge Road at the intersection of Richmond Road is within the Toano CCA. Given the area's historic significance, the agricultural value of the land and the unique and attractive viewshed, the County has been careful regarding road improvements to Forge Road for vehicular traffic. Future development proposals for Forge Road will be encouraged to preserve the agricultural economy that has defined the rural character rooted here for generations.

## **Factors that Influence Community Character**

There are many different factors that can influence community appearance and character. In James City County, factors such as architectural and design elements, the preservation of natural resources, and the area's historic and cultural heritage are important elements that contribute to the overall character of the County.

### **Neighborhood and Community Appearance**

While market conditions greatly determine the type of housing and commercial product offered to citizens, the County can influence the design and appearance of the community to meet the ideals expressed by citizens. Public input shows that many residents value the history and culture of the area, as well as the small-town and friendly atmosphere the County offers. Elements of development can reflect these characteristics that help make James City County a special place for its residents. They are addressed in many ways, from suggestions and requirements for new development to expectations for public plans and improvements.

### **County Policy and Beautification**

The County employs development review and other techniques for beautification. The County has designated funds toward the beautification of high profile corridors, intersections, and public areas in the County, including landscape planting and maintenance. Landscaping has been installed along Humelsine Parkway, Monticello Avenue, Richmond Road, Jamestown Road, Anderson's Corner, and many other areas. County staff also created a sound wall policy and provided feedback regarding landscaping and sound walls to the Virginia Department of Transportation (VDOT) for the I-64 widening project. In addition to landscaping, James City County funded the replacement of standard VDOT signs along Humelsine Parkway and adjacent roads with signs more complementary to the character of the area. Previous efforts include the installation a new wayfinding system in anticipation of the Jamestown 400th Anniversary Commemoration, completed in 2006. This was a regional effort to make the entire Historic Triangle more navigable, with signage that was easier to read and more aesthetically pleasing than the standard VDOT signs.

The County's Sign Ordinance also includes regulations intended to safeguard against inappropriate or excessive signage that may be incompatible with the surrounding character of the area. The Sign Ordinance was amended in 2017 in response to a Supreme Court ruling which stripped localities of the ability to regulate signage based on content, but protections against nuisance signage remained as strong as possible through clarifications to the County's definitions and regulations. Examples include restrictions against off-site signs, illuminated signs, temporary signs, and new billboards, along with specifications for sign dimensions relative to a building façade's surface area. Colors and design of signs are further reviewed for aesthetic compatibility when located on a CCC, within a CCA, or as required by proffers and conditions. Reducing distractions, obstructions,

and visual clutter helps protect the historic and natural character of the County, as well as promote traffic and pedestrian safety.

## **Character Design Guidelines**

Historically, the County has been able to review architectural elevations and/or design guidelines when required for legislative cases. The resulting documents typically then become a binding commitment through conditions or proffers. However, design guidelines are specific to the vision of the developer and may have limited consistency in the elements addressed as compared to other development.

The James City County Engage2045 Comprehensive Plan update is grounded in the idea that County residents should steer the future of their community through clear and open engagement in the planning process. Community engagement opportunities have included a variety of surveys, forums, meetings, and other venues for input on growth, goals, appearance and other topics. Through these engagement opportunities, residents have expressed interests in preserving aspects of James City County's appearance and character that can be shaped by design guidelines.

The James City County Design Guidelines, found in Appendix H, are an important new tool to achieve community character goals. The Guidelines present standards and best practices for lot siting, building placement, building form, access, and landscaping across the County. The Guidelines were developed to support the goals of the James City County Comprehensive Plan and reflect the community's preferences and priorities for the County's continued growth in coming years. The Guidelines ensure that new development is contextual and reflective of James City County's unique natural, historic, and cultural resources, promotes the walkable scale and character the residents appreciate in their neighborhoods, directs new growth to embody sustainable land use practices and landscaping that preserve and protect the County's community character, and contribute to continued distinct character and economic vitality throughout the County. The Guidelines are divided into chapters covering Site and Street Design; Rural; Small Lot (one unit per lot: single-family and multi-family units); Apartments; Commercial & Industrial; and Mixed Use. The Guidelines focus on guidance for development form and placement, and are intended to complement the guidance on use and development scale/intensity found in the land use designation descriptions in the Land Use Chapter. In addition, the Guidelines are intended to complement, but not supersede, the guidance provided in this chapter for the geographically-specific Community Character Corridors and Community Character Areas. Development proposals will also still need to meet Zoning Ordinance requirements.

The new Comprehensive Plan, with the addition of strong Character Guidelines based on public input, will considerably enhance the County's ability to shape new development so that it is more sensitive to community character and design quality standards.

## **Preserving Vegetation during Development**

Landscape requirements per the Zoning Ordinance, open space requirements per the Chesapeake Bay Preservation Ordinance, and buffer preservation all play a role in retaining existing trees and vegetation during development. Listed below are some of the Zoning Ordinance requirements that help the County preserve vegetation during development.

- *CCCs and Right-of-Way Landscape Requirements.* When development occurs along a right-of-way, landscape buffers directly adjacent to the right-of-way are required to be preserved or installed. CCCs require a 50-foot buffer for commercial projects and a 150-foot buffer for

major subdivision projects. All other roads require a 30-foot buffer for commercial projects and a 75-foot buffer for major subdivision projects.

- *Transitional Screening.* When development occurs adjacent to a conflicting land use, such as a commercial development next to a residential district, an enlarged buffer is required between the two uses. The buffer is required to be preserved in its natural and undisturbed state. If the buffer is not vegetated, then screening landscaping is to be installed.
- *Perimeter Buffers.* The side and rear perimeters of parcels located in commercial or industrial districts that are not adjacent to a roadway or require transitional screening must have a 15-foot landscape buffer. These buffers are to be left in their natural undisturbed state, unless supplemental planting is needed.
- *Phased Clearing Plan.* A Phased Clearing Plan is required for any development that disturbs more than 25 acres. This requirement is intended to minimize the size of areas of land to be cleared at once, enabling developers to lessen the visual and environmental impacts that the clearing causes.
- *Outstanding Specimen Tree Designation.* The Zoning Ordinance includes an Outstanding Specimen Tree Designation. This designation allows developers to gain five credits toward fulfilling tree planting requirements. This incentive is intended to make it more economically feasible and practical for developers to preserve large healthy specimen trees.
- *Tree Protection and Criteria for Removal.* The Zoning Ordinance establishes criteria and standards for the protection of existing trees in accordance with specifications contained within the Virginia Erosion and Sediment Control Handbook.

These constitute a comprehensive and extensive set of County regulations to preserve vegetation. By implementing the following procedures to enforce these regulations, the County endeavors to improve the quality of tree preservation efforts and ensure the integrity of buffers:

- Concurrently conduct plan reviews by both Stormwater & Resource Protection Division and Planning Division staff.
- Enforce the language of the tree protection Landscape Ordinance.
- Emphasize tree protection measures during pre-construction meetings.
- Train the County Stormwater & Resource Protection Division inspectors on proper tree protection measures and identification of native plants.
- Strictly enforce tree protection measures during development and follow up on violations found in the field for encroachment into protected areas, as well as for damage associated with improper tree protection techniques.

## Historic Preservation

### Historic Sites

The character of James City County is closely linked with the numerous known and unknown historic sites within its boundaries. As home to Native American settlements dating to prehistoric times, Jamestown Island, the Battle of Green Spring, and the first free black settlement, just to name a few, the County is known for its diverse wealth of nationally significant historic and archaeological resources. Currently, the County has 18 properties on the National Register of Historic Places and/or the Virginia Landmarks Register, detailed in Table CC-2. The newest addition to these registers is the Toano Commercial Historic District, approved in 2018 at the state level, and 2019 federally.

**Table CC-2. Properties Listed on the Virginia Landmarks Register and/or the National Register of Historic Places**

Property Name	Property Type	Virginia Landmarks Register	National Register of Historic Places
Amblers House	19th-century dwelling	X	X
Carter's Grove*	18th-century plantation	X	X
Chickahominy Shipyard Archaeological Sites	18th-century shipyard	X	X
Colonial National Historical Park/Colonial Parkway	Collection of noncontiguous 17th-/18th-century sites and 20th-century scenic parkway		X
Croaker Landing Archaeological Site	Prehistoric archaeological site, middle-late Woodland Period	X	X
Governor's Land Archaeological District	17th-century English settlement sites	X	X
Green Spring Archaeological Site	17th-century plantation	X	X
Hickory Neck Church	18th-century church	X	X
Jamestown National Historic Site	17th-century village	X	X
Kingsmill Plantation Archaeological District	18th-century plantation	X	X
Norge Train Depot	20th-century train depot	X	X
Paspahegh Archaeological Site	Prehistoric Native American settlement	X	X
Pinewoods (Warbuton House)	17th-century dwelling	X	X
Powhatan	18th-century dwelling	X	X
Riverview	19th-20th-century dwelling	X	X

Property Name	Property Type	Virginia Landmarks Register	National Register of Historic Places
Stone House	c. 17th-century structure, unknown origin	X	X
Toano Commercial Historic District	Early 20th-century commercial center	X	X
Tutter's Neck Site	18th-century dwelling	X	
White Hall	19th-century dwelling	X	X
Windsor Castle	18th-century dwelling	X	X

Source: Virginia Department of Historic Resources

\*Also Designated a National Historic Landmark

### Archaeological Studies and Policies

The County's Archaeological Policy was adopted by the Board of Supervisors in 1998 and applies to legislative rezoning and SUP cases, ensuring the identification and protection of sites as new development occurs in the County. The policy recommends adding a condition to all appropriate legislative cases requiring archaeological studies within the proposed limits of disturbance. Submitted studies are reviewed by the Virginia Department of Historic Resources (DHR) for conformance with DHR's *Guidelines for Conducting Historic Resources Surveys in Virginia* and the Secretary of the Interior's *Standards for Archaeological Documentation*. Sites that are identified as potentially eligible for the National Register must conduct further studies to either preserve the site in situ or excavate and document the materials found within the site per an approved treatment plan.

In 2018, the policy was converted to an Ordinance requirement for non-legislative development projects that require a site plan. This ensured that by-right projects would be subject to the same archaeological requirements as legislative cases, and provided further assurances that unknown archaeological resources would be preserved or documented within the County.

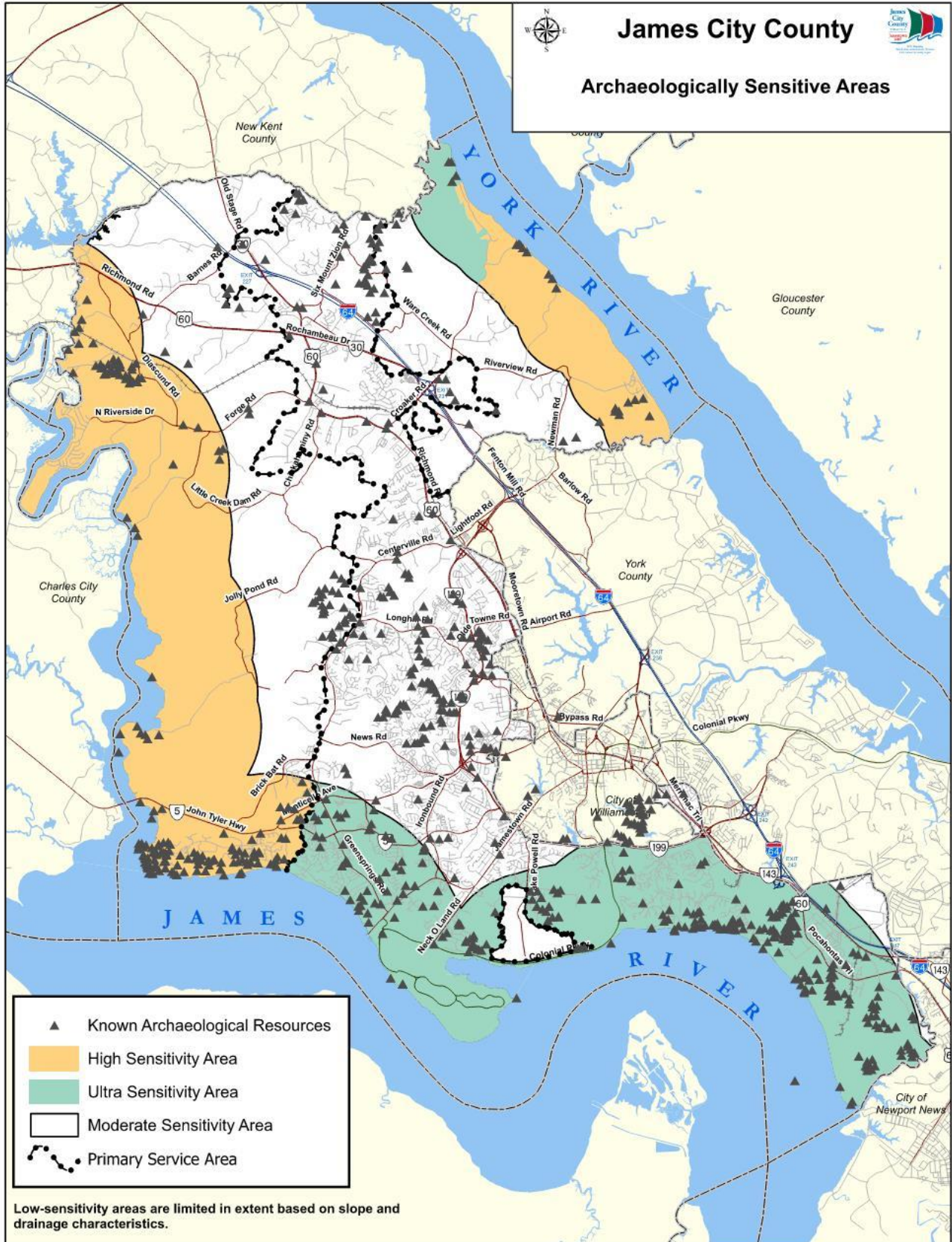
In addition to development-related requirements, the following studies have been commissioned to identify and evaluate the archaeological and historic resources in the County, and future opportunities for updates to these studies could be explored:

- *Toward a Resource Protection Process* is a cultural resource preservation plan for James City County, York County, Williamsburg, and Poquoson written by the Colonial Williamsburg Foundation in 1986.
- *Toward a Resource Protection Process Update (RP3)* is a 1992 update to the 1986 plan.
- *Preserving Our Hidden Heritage* is an archaeological assessment of historic resources in James City County written by the College of William and Mary Center for Archaeological Research

in 1997. Map CC-2 illustrates moderate, high, and ultra-sensitive resource areas in the County as identified by this study. An update to this plan should be considered.

- An architectural survey was begun by the County in 1999 and was expanded in 2006 to include 223 historic properties. The survey establishes historic contexts, which are guides that categorize these properties by period of time, ethnic and cultural background, and how they were influenced by historical events of the times. Each historical context has its own set of historical and architectural themes. The survey has been an important planning tool in negotiations with developers to demonstrate the importance of the structure and why it should be preserved. Some notable successes are the redevelopment in the Five Forks area of the former school building and the renovation of the Power's house on Richmond Road in Toano.

Map CC-2. Archaeologically Sensitive Areas





## Historical Commission

In 1985 the Board of Supervisors established the Historical Commission, whose mission is to further the efforts of the County to document, commemorate, preserve, and promote public interest in the history and historic legacy of the County. The Commission meets bimonthly September through May each year, and in cooperation as appropriate with County agencies and other public or private bodies, carries out the following objectives:

- Ensure that historic buildings and archaeological sites are surveyed, identified, and documented within the County;
- Assemble, preserve, and disseminate information respecting such buildings and sites;
- Advise the County government and appropriate private parties on historical considerations relating to the use and development of land, waterways, and other resources within the County; and
- Conduct and encourage educational activities that will stimulate interest in the history and archaeology of the County.

Typical projects for the Historical Commission include funding new historic highway markers through DHR's historic highway marker program, presenting annual Historic Preservation Awards to community members or groups who have made significant local contributions, and commissioning architectural/archaeological studies of important sites.

## Utility Lines

Utility lines include electrical, natural gas, petroleum, water and sewer transmission, and communication lines and related facilities. Many utilities are placed underground or are substantially screened for safety reasons. Although all new utilities are required to be placed underground unless granted an exception by the Planning Commission, the visual impact of existing or proposed above-ground utilities can be substantial and can increase as lines are upgraded and expanded. Not only is undergrounding of utilities an important aspect of Community Character, it also helps to improve reliability since underground utilities are less susceptible to damage during storm events and vehicle accidents.

Placing existing utilities underground can be costly and difficult. Often the most efficient way to accomplish the burial of utility lines is in conjunction with transportation projects where the County does not have to bear all the costs. Recent and upcoming examples of burying utility lines concurrently with road projects include the widening of Longhill Road and Croaker Road, and turn lane construction along Olde Towne Road. Past examples include projects along Jamestown Road, John Tyler Highway, and Ironbound Road. Given this efficiency and broader benefits, it will continue to be the policy of the County to evaluate and pursue burial of existing utilities in conjunction with transportation projects.

## Communications Facilities

In 1998, the increasing need for new wireless communication facilities (WCF) prompted the County to establish a new division in the Zoning Ordinance to address them, along with the *Performance Standards for Wireless Communication Facilities* policy. Through the use of the new Ordinance and policy, the County sought to accomplish the following:

- Keep the number of WCF sites to a minimum;
- Minimize the impacts of newly approved WCF facilities; and
- Expedite the approval process for new WCF applications.

The Ordinance and performance standards strived to mitigate the impact of WCF on the viewsheds of surrounding areas. This could be achieved by constructing towers below the surrounding tree line or built as a camouflaged structure to blend in with the surrounding natural and man-made environment. The Ordinance also included protections against new towers in certain residential districts.

Amendments to the WCF Ordinance and policy were approved in 2012 and in 2016 to ensure compatibility with new technologies, promote by-right options for hidden antennas, add protections against by-right towers within residential districts, and clarify mechanisms to review certain systems that were not defined at that time. To capture the scope of these amendments, the language of the Ordinance and policy was broadened to include communication facilities, antennas, towers, and/or support structures (CATS). In addition to meeting the requirements of the Spectrum Act, the 2016 CATS updates included revisions and clarifications regarding height triggers for new towers such as:

- By-right heights for new towers were lowered in certain districts, and in other districts new towers became a specially permitted use or not allowed.
- Camouflaging of towers continued to be encouraged or required wherever possible.
- Protections for residential districts remained.

In 2020, the CATS Ordinance was again revised for compatibility with new State Code changes to support the deployment of 5G technology. These changes affect how localities can process applications for CATS and establish by-right administrative review procedures for certain new structures up to 50 feet in height. While new state and federal mandates erode local zoning authority to regulate new and modified facilities, the County has stayed firm wherever possible to continue requiring camouflaged towers and other impact-reducing measures to protect local viewsheds.

## Open Space Preservation - Community Character Aspects

The Land Use Chapter describes the County's Open Space preservation goals and approaches, including the concept that proceeding in a way that integrates different categories of resources, as well as integrates different possible programs and stakeholders, will likely lead to the best results for the County. As described throughout the preceding sections, categories central to this chapter that are, and will continue to be, facets of the County's Open Space preservation approach include:

- **Historic Preservation and Cultural Heritage Landscapes**
- **Scenic Properties and Scenic Viewsheds**
- **Agricultural and Forestal Lands**
- **Entrance Corridors and Road Buffers, including Community Character Corridors**

- **Open Spaces that complete or enhance the County’s Community Character Areas, neighborhoods and other built environments**

An integrated approach that considers the resources above will be one important tool in achieving community character goals.

## Community Guidance

### Public Engagement

Public input for the Community Character Chapter was received at key points of the Engage 2045 process. The 2019 Citizen Survey was conducted in the spring of 2019 and the results were reported in the summer. Responses related to the Community Character Chapter were generally consistent with the results from the 2014 Citizen Survey. When asked for their opinions regarding the preservation of the County’s rural character 69% were satisfied with existing efforts to protect and preserve the County’s rural character. Regarding the visual appearance of buildings in the County and preservation of farm land, 84% of respondents ranked the visual appearance of buildings within new developments in the County as very important or somewhat important and 78.5% of respondents strongly agreed or somewhat agreed that it is more important to preserve farmland in the County than it is to have more development.

Open-ended responses from the 2019 Citizen Survey showed that respondents found that it was better to have neighborhoods in which there is a mix of housing options and small scale retail and office development.

The first round of community engagement was held in the fall of 2019 during the Summit on the Future event. Ninety percent of respondents indicated that it was somewhat or very important for the County to do more to improve our efforts to protect and preserve our rural character in the County. Forty-six percent supported locating any new development inside the Primary Service Area (PSA) on empty lots in already developed areas as a top choice and 71.3% supported protecting as much rural and environmentally sensitive land as possible. Participants were also provided an opportunity to share their “Big Ideas.” Responses to this activity indicated support for preserving the “small town” character and encouraging development/redevelopment to locate inside the PSA.

The second round of community engagement was held in the fall of 2020 to evaluate the existing Comprehensive Plan goals and the future land use alternatives. The Establishing our Goals questionnaire asked respondents to compare the goal from the Community Character Chapter in the 2035 Comprehensive Plan to the Engage 2045 Public Input Priority for Community Character and to evaluate if any changes should be made. Of the 131 responses received, 75.6% said that the goal should remain the same and 21.5 % said that the goal should be changed.

The third round of community engagement was held in the winter of 2021. This round solicited input on policy directions the County should pursue and actions it should take to enable citizens’ vision for the future of our community to be realized. Overall, there was consistent support for enhancing quality of life amenities in James City County with a strong emphasis on walking and biking facilities. Respondents supported prioritizing County resources for enhancing quality of life amenities. They also supported prioritizing walking and biking amenities in locations that increase connectivity between neighborhoods and shopping, schools, employment areas, and greenways.

Throughout the planning process, there has been consistent public support to prioritize protection of the County’s unique community character, particularly the character of rural lands and communities in the County. In Round 3, there was strong support for styles of development that

reduce development intensity supported through the expression of values for natural beauty, agricultural conservation, privacy, walkability, historical architecture, and community. Round 3 participants' primary community character concern was preserving the existing rural and low-density development patterns in James City County. Participants believed that rural residential development must be planned with farmland preservation in mind, but participant comments revealed disagreements in how to achieve this. Participants generally associated high-density development with increased traffic and a lower quality of life. However, there was evidence that middle density land uses could be supported with County-compatible designs and the incorporation of nature and green spaces. Respondents expressed support for higher densities within mixed use and employment contexts that provided walkability and opportunities for interaction.

The Character Design Guidelines questionnaire inputs will be leveraged to update the County's Character Design Guidelines. The findings from this engagement reinforce and reaffirm the direction of design standards and the preexisting standards that the County was following. Resident feedback regarding density, scale, and character in many ways echoed the feedback collected in Rounds 1 and 2, and reflected the County's ongoing efforts to encourage that any new growth be contextually appropriate and contribute to local heritage and character. This feedback can also guide priorities and preferences in the Design Guidelines.

## Spotlight on Implementation

Retaining and enhancing Community Character in James City County is furthered through the establishment of CCCs and CCAs and the preservation of scenic, cultural, rural, agricultural, forestal, natural, and historic qualities. The County has endeavored to be good stewards of the land by taking actions that support this goal.

Creating clear guidance for development along CCCs and working with developers to create sensitive designs in CCAs, such as the Food Lion/CVS in Norge, the redevelopment of Lightfoot Market Place, and the new fire station in Toano have helped ensure compatibility with neighborhood character and reinforced a sense of place. Adopting new lighting Ordinances with dark sky principles as well as guidelines for sound wall design and landscape treatment have helped to preserve and enhance community appearance. Additionally, several policies including those related to street tree plantings and pedestrian/bicycle accommodations were converted to Zoning Ordinance requirements so that they now apply to all new development, including by-right development, meeting certain criteria. The Pocahontas Trail Corridor Study engaged the community to identify key transportation needs and define a vision for the future of the corridor. These regulations and guidance help ensure that future projects and private development will be mindful of the local context and the opportunities to strengthen the area's aesthetic tapestry.

The County capitalized on the opportunity to bury utilities along Longhill Road concurrently with the Phase 1 widening project, allowing efficient use of resources and promoting community character while also stabilizing utility services for residents. Other improvements planned for the Longhill Road Phase 1 corridor include improved access management strategies at several intersections, a roundabout at one intersection (Longhill Road and Williamsburg Plantation Drive), signal system wireless interconnects, construction of bus pull-off areas, and pedestrian improvements in the form of a multiuse path and crosswalks with pedestrian push buttons.

Funding was also approved for similar improvements along Croaker Road which are in the process of coming to fruition. These include a road widening from two to four lanes with a new two-lane bridge parallel to the existing bridge over the CSX line to accommodate additional travel lanes. There will also be a new multipurpose trail to connect the library, residential areas, and commercial areas, and utilities will be relocated underground.

Through a Revenue Sharing Program with VDOT approved in 2018, the Toano area will also see a variety of improvements along a 0.5-mile section of Richmond Road from Forge Road to the entrance of Toano Middle School. These include improvements to the storm drain system, pedestrian and bicycle accommodations including crosswalks, ADA upgrades, and bike lanes, and other safety improvements such as grass medians to restrict turning movements and improve traffic safety.

As stated previously, many businesses desire to locate in this area because of its unique community character. Upholding this character through careful and deliberate design is essential to attracting and retaining a viable and diverse economic base, which ensures that future generations will want to live, work, and visit the area. Looking to 2045, James City County will continue to promote policies and regulations that further the efforts of preserving community character.

## Goals, Strategies, and Actions

### Goal

**CC - The County will be a good steward of the land by preserving and enhancing the scenic, cultural, rural, farm, forestal, natural, architectural, and historic qualities that are essential to the County's distinctive character, economic vitality, and the overall health and quality of life of its residents.**

### Strategies and Actions

**CC 1 - Preserve and enhance entrance corridors and roads that promote the rural, natural, or historic character of the County.**

- 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.
- CC 1.2 - Continue to explore opportunities and cost-sharing arrangements to bury overhead utilities in Community Character Corridors and Community Character Areas through transportation initiatives.
- CC 1.3 - Monitor the status of billboards throughout the County and pursue action, where possible, to remove billboards using all currently available methods, and explore and pursue any new methods as they become available.
- CC 1.4. - Pursue the expenditure of public funds from sources such as the Capital Improvement Program (CIP) to enhance the appearance of highly visible focal points of the County, including, but not limited to, County entrance corridors, median areas, interstate interchanges, and undeveloped parcels fronting on thoroughfares. Entrance corridors and roads in the proximity of historic landmarks should be prioritized for improvements. Improvements include, but are not limited to, placement of existing utilities underground, beautification through sustainable landscaping or buildings changes, and the acquisitions of easements and properties. The County shall continue to coordinate corridor enhancement efforts within the County and surrounding localities to achieve compatible, attractive corridors.
- 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.
- CC 1.6 - Carefully monitor development along roads that are important to maintain community character so that the build-out of surrounding areas will not require improvements such as road widening that disrupt the community character of the areas.

**CC 2 - Maintain the unique heritage and identity of designated Community Character Areas (CCAs) within the County.**

- CC 2.1 - Ensure that development in CCAs 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.
- CC 2.2 - Within the CCA boundaries, continue to establish development management and preservation techniques to meet specific historic preservation and community character needs. Encourage development patterns and building designs that maintain and reinforce the visual separation of CCAs.
- CC 2.3 - In New Town, continue to support the design review process by working closely with the New Town Design Review Board and supporting the implementation of New Town's design guidelines.
  - CC 2.3.1 - For areas within the New Town CCA 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.
- CC 2.4 - In Toano, ensure that developers apply the adopted design guidelines to projects within the Toano CCA.
  - CC 2.4.1 - Consider updates to the Toano CCA Design guidelines to complement the Toano Commercial Historic District.
- CC 2.5 - In Five Forks, ensure that developers apply the adopted Primary Principles to projects within the Five Forks CCA.
- CC 2.6 - In Norge, consider development and adoption of formal design guidelines.
- CC 2.7 - In the Jamestown/Greensprings area, consider development and adoption of formal design guidelines, and/or guidance on maintaining the historic and rural/wooded character of that area.

**CC 3 - Preserve and enhance neighborhood and community appearance.**

- 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.
- CC 3.2 - Require illustrative drawings, including streetscapes, architecture, and perspectives as a binding component for appropriate rezoning and special use permit applications.
- CC 3.3 - Continue to improve and protect the character of the County through use of the Character Design Guidelines.

CC 3.3.1 - Further the use of the Character Design Guidelines in legislative review processes and encourage private developers to familiarize themselves with these guidelines as part of educational materials and pre-application meetings.

CC 3.3.2 - Incorporate the Character Design Guidelines in appropriate portions of the Zoning and Subdivision Ordinances, policies, and other regulations.

CC 3.3.3 - Incorporate elements of the Character Design Guidelines in other County policy documents and explore if any of the elements could be converted into regulations within the zoning and subdivision ordinance.

CC 3.3.4 - Continue to evaluate the Character Design Guidelines and update, revise, and enhance the Guidelines regularly.

CC 3.3.5 - Consider developing Character Design Guidelines for rural areas in the County.

CC 3.3.6 - Consider incorporating elements of the Character Design Guidelines into the future land use guidelines in the Land Use chapter to ensure consistency between the Community Character and Land Use guidelines.

#### **CC 4 - Integrate community character considerations in open space planning and programs.**

- 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.
- CC 4.2 - Devote resources to and operate programs to preserve or enhance components of the County that significantly contribute to community character, including historic properties and cultural heritage landscapes, scenic properties and viewsheds, agricultural and forestal lands, and entrance corridors, community character corridors, community character areas, and other special places. Integrate these considerations with others found in the Parks and Recreation, Environment and Land Use chapters. In addition, collaborate with other entities, the private sector, and landowners in these efforts.

#### **CC 5 - Preserve existing vegetation as possible and appropriate during development.**

- CC 5.1 - Use County Ordinances and/or policies as enabled by the Code of Virginia to require a more detailed phased clearing plan that minimizes the removal of existing trees and ensures tree preservation requirements are implemented during the site plan review and pre-construction phase of development. Consider developing requirements for County staff to inspect projects pre-and-post construction specifically to ensure compliance with the tree protection requirement of the Zoning Ordinance.
- CC 5.2 - Promote the Optional Specimen Tree Designation to enable more developers to preserve specimen trees that are not within required tree save areas.



- CC 5.3 - Continue to enforce existing methods/requirements the County uses during planning, pre-construction, construction, and post-construction phases to make sure tree preservation measures are properly performed, resulting in healthier trees, buffers, and proper maintenance.
- CC 5.4 - Evaluate the appropriateness of street trees along narrow streets or located in neighborhoods with reduced setbacks and update the Streetscape Policy Guidelines accordingly.

**CC 6 - Identify and protect archaeological and historic sites.**

- CC 6.1 - Require that archaeological studies for development proposals are conducted and require their recommendations to be implemented.
- CC 6.2 - Update the document *Preserving Our Hidden Heritage*, an assessment of the archaeological resources in James City County. Review the document prior to each Comprehensive Plan revision and perform a complete revision every 10 years to include new site surveys.
- CC 6.3 - Pursue the preservation of historic and archaeological sites of the County by:
  - CC 6.3.1 - Enlisting the assistance of the County’s Historical Commission in updating the County’s inventory of historic places.
  - CC 6.3.2 - Promoting voluntary techniques for preservation of these properties.
  - CC 6.3.3 - Considering designating areas of the County as historic districts or historic corridors with architectural review.
  - CC 6.3.4 - Discouraging the demolition or inappropriate use of cultural and historic resources through regulatory and voluntary techniques.
  - CC 6.3.5 - Integrating the results of the architectural survey into the planning process.
  - CC 6.3.6 - Exploring opportunities to preserve and enhance Community Character Areas such as those found in Five Forks, Norge and Toano through use of partnerships, pattern books, and design guidelines.

**CC 7 - Keep pace with the changes in wireless communication technology to better enable providers to preserve existing community character while providing quality service.**

- CC 7.1 - Update the Communications Facilities section of the Zoning Ordinance as necessary to accommodate the use of new and emerging wireless communication services while preserving community character.

**Community Character Areas (CCA) and Community Character Corridors (CCC) with Type Designation and Buffer Treatment.**



# Land Use

## Introduction

Land use planning attempts to align the related, yet sometimes competing, needs for population, economic development, public facilities, parks and recreation, environment, housing, transportation, and community character into a single coherent vision for future land development in the community. This vision is expressed in the community's land use policies, translated into its land use map, and supported through its Goals, Strategies, and Actions (GSAs). Together these elements make up the land use plan for the community.

The Land Use Chapter Goal, and the Strategies and Actions, are listed at the end of the chapter. After careful review and public input, the Goal language maintains the emphasis on reinforcing and improving the quality of life for citizens, but has been revised to add language about land use approaches within the Primary Service Area (PSA) and outside the PSA. The linkage from Land Use to the goals in the other eight chapters is maintained. The Goal now states: **“Achieve a pattern of land use and development that reinforces and improves the quality of life for citizens by encouraging infill, redevelopment, and adaptive re-use within the PSA; limiting development on rural and natural lands outside the PSA; and achieving the other eight goals of this Comprehensive Plan.”** Many important Land Use Chapter implementation activities have been achieved in the last five years, as detailed in the Spotlight on Implementation section. However, as the information in this chapter explains, further action through the revised and updated Strategies and Actions will be needed.

## Key Planning Influences

### Growth Management

The linchpin of James City County's land use planning is growth management. In simple terms, growth management is a set of tools to address the timing, character, and location of development so that growth occurs in an orderly and efficient manner. It answers the questions of where growth should occur, how it should occur, and when it should occur.

Growth management, however, does not seek to stop growth. Localities inevitably evolve over time, and planning for growth is a proactive way of preparing for these anticipated changes. Equally important, the *Code of Virginia*, as well as court decisions throughout the nation and Virginia, provide guidance requiring municipalities to reasonably plan for and accommodate growth. Caps on building or population are not permitted under Virginia law.

In general, growth management tools fall under the following categories:

- Zoning and other regulatory tools;

- Urban containment (growth boundaries, such as the Primary Service Area);
- Facility planning, adequacy, and timing;
- Promotion of infill and redevelopment;
- Open Space Preservation;
- Rural Lands Protection; and
- Regional planning.

Their implementation is often accomplished through a locality's policies, ordinances, and regulations, which are discussed in the sections that follow.

### **Primary Service Area (PSA)**

The Primary Service Area policy is James City County's foundational, longstanding growth management tool having been incorporated in the first James City County Comprehensive Plan adopted by the Board of Supervisors in 1975 and all subsequent updates. As a growth management tool, the PSA uses a combined growth area/service area boundary to direct growth to areas where the land is most suitable to support growth and more intensive development and where public facilities and services exist or are planned. The area outside the PSA has a Rural Lands designation on the County's Future Land Use Map and has its own distinct character and primary uses. As a growth area/service area boundary, the PSA accomplishes the following goals:

- Increase public benefit per dollar spent;
- Encourage efficient utilization of public facilities and services (water and sewer, roadways, schools, fire and police stations, libraries, etc.);
- Help ensure such facilities and services are available where and when needed;
- Promote public health and safety through improved emergency response time;
- Minimize well and septic failures within the PSA; and
- Encourage utilization of Rural Lands for economically beneficial agriculture, forestry, and related uses.

The inclusion of the PSA in the Comprehensive Plan text and Future Land Use Map is consistent with state code guidance that a jurisdiction's comprehensive plan should show the long-range recommendations for development of the locality, thereby directing implementation actions through the zoning and subdivision ordinances and other mechanisms, such as the utility policy and the Capital Improvements Program. As the foundational growth management tool, the PSA also relates to and has implications for all chapters of the Comprehensive Plan, as it affects the appropriate levels of growth as well as the provision of services and facilities in different areas of the County.

On the Land Use Map, the PSA defines areas presently provided with public water and sewer and high levels of other public services, as well as areas expected to receive such services over the next 20 years. It is intended that most residential, commercial, and industrial development will occur within the PSA. Boundary changes to the PSA should only be conditioned upon significant changes in development trends and patterns, significant changes in County policy, and projected community needs. The PSA should provide for adequate economic growth and County housing needs at all levels of affordability.

### **Primary Service Area - Residential Capacity**

The Comprehensive Plan has traditionally assessed the estimated residential development capacity of the area inside the PSA to absorb projected growth during the 20-year cycle of the Future Land Use Map. These estimates can help inform considerations of whether it might be appropriate to evaluate the extent of the PSA, or to consider other approaches to accommodate the community's vision of desired growth (e.g., increase recommended densities, etc.), or to manage the amount, type or pace of future residential growth (particularly in Categories 3 and 4 listed in Table LU-1 below) in a different manner than historical trends.

To estimate the capacity for future development located within the current PSA, County planning staff have used historic development data and current land use guidance to calculate the total residential capacity estimates set out in Table LU-1: Residential Units Based on Planning Division Staff Analysis. Staff has utilized the County's Geographic Information System (GIS), CaseTrak system, and JCC PermitLink system to calculate the current totals for the first two categories in **Table LU-1**. Staff also used these systems to estimate the amounts for Categories 3 and 4 within this table, as well as broad policy assumptions for the Mixed Use and Economic Opportunity designations, such as the percentage of the site dedicated for residential use and dwelling unit yield per acre. As such, the totals in Categories 3 and 4 are estimates, rather than a precise accounting.

To estimate the projected anticipated growth and related absorption rate, staff has typically used the historic average number of residential Certificates of Occupancy (COs) issued per year. The 15-year average for COs yields a rate of 563 per year, while the average over the last three years is approximately 434.

Finally, to estimate how long it may take for the estimated capacity within the PSA to be absorbed, the estimated capacity can be divided by the projected absorption rates, using a range from the three- and 15-year CO rates. Using these assumptions and estimates, the years to estimated absorption in the PSA are shown in **Table LU-1**.

**Table LU-1. Residential Units Based on Planning Division Staff Analysis<sup>1</sup>**

Parcel Status	Estimated Development Potential (Dwelling Units)	Estimated Years to Absorption
1. Master Planned Communities and By-Right Subdivisions with Approved Construction Plans	6,787	13-17
2. Other Vacant Platted Lots	598	
<b>Subtotal</b>	<b>7,385</b>	
3. Undeveloped Parcels Designated Low Density or Moderate Density Residential	2,286	18-24
4. Totals Above, Plus Undeveloped Parcels Designated Mixed Use or Economic Opportunity (portion of designated areas)*	937	
<b>Grand Total</b>	<b>10,608</b>	

*\*Not all land designated Economic Opportunity is currently within the PSA, but the 2009 Comprehensive Plan made clear that it would all be brought in once master planned.*

There are several characteristics of Category 1 that provide context regarding the location and type of the potential dwelling units remaining within the PSA. Of the 6,787 units within this category, approximately 80% are located within large master planned communities. Of this 80%, developments that have more than 100 units left in the approved cap are: Colonial Heritage, Ford’s Colony, Patriots Colony, New Town, the Settlement at Powhatan Creek, Williamsburg Landing and Stonehouse. These developments are governed by binding master plans, as well as proffers and conditions to mitigate impacts resulting from continued build out. Furthermore, approximately 17% of the units in Category 1 are located within Continuing Care Retirements Communities (CCRCs), such as Williamsburg Landing, Patriot’s Colony, and WindsorMeade. These units are intended for a specific, older demographic with unique desires and needs and are not expected to be available to a younger population. As such, development trends within this sector may not correlate with broader market trends for residential development.

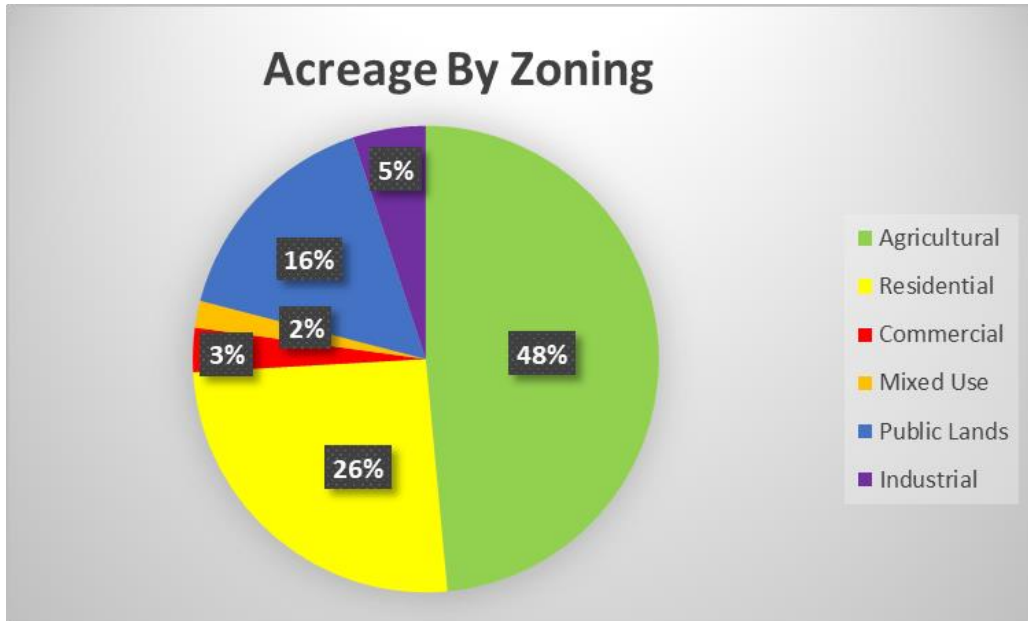
It is important to note that the information above pertains to the estimated development potential inside the PSA. Widespread residential uses in the rural areas outside the PSA are discouraged, but can still occur under current regulations, making the development potential of the entire County higher than what is reflected in Table LU-1.

**Primary Service Area - Non-Residential Capacity**

As can be seen in **Chart LU-1** below, the largest zoning category in the County by acreage is Agricultural, which accounts for approximately 48% of land (43,326 acres). The Residential zoning districts account for 26% (22,808 acres) of land in the County, making it the second largest zoning category. The Public Lands zoning district accounts for 16% (14,180 acres). Commercial, Mixed Use, and Industrial zoning districts combined account for 10% (8,904 ac).

<sup>1</sup> This analysis uses data from the residential subdivision build-out data/cumulative impact database, which is the source for the development status report updates included in the Planning Commission annual reports. However, it contains additional classification work for Categories 1 and 2, and as discussed in the text, application of assumptions to “acreage parcels” with certain designations (Categories 3 and 4).

**Chart LU-1. Acreage by Zoning District**



*Zoning Districts are classified as follows: Agricultural (A-1, R-8), Residential (R-1, R-2, R-3, R-4, R-5, R-6, PUD-R), Commercial (LB, B-1, PUD-C), Mixed Use (MU), Public Lands (PL), Industrial (M-1, M-2).*

In James City County, most commercial and industrial activity occurs in one of six zoning districts: Limited Business (LB), General Business (B-1), Mixed Use (MU), Limited Business/Industrial (M-1), General Industrial (M-2), and Planned Unit Development-Commercial (PUD-C). All of these zoning districts are intended for non-residential development of varying degrees of intensity, and occur inside the PSA. Based on County GIS information as of 2020, approximately 8,904 acres in the County are currently zoned as one of these six districts. Commercial and/or industrial activity can also occur in the Research and Technology (RT) and Economic Opportunity (EO) zoning districts, but there are no parcels currently zoned RT or EO.

In addition, as shown in **Table LU-2** below, staff analysis accounted for already-developed land, plus residential portions of Mixed Use areas and other refinements, which resulted in a total estimated undeveloped area of approximately 2,430 acres of land zoned for commercial or industrial. The total land designated for commercial or industrial use on the Future Land Use Map, but not yet zoned is approximately 1,032 acres, for a combined estimated figure of 3,462 acres. Of the land that is designated, but not yet zoned, the largest contiguous area is the Mooretown Road/Hill Pleasant Farm Economic Opportunity area, which was designated in 2009.

**Table LU-2. Non-Residential Land Based on Planning Division Staff Analysis**

Category	Acres
Zoned, undeveloped	2,317
Zoned, available portion of partially-developed parcels	113
Designated, not yet zoned	1,032
<b>Total</b>	<b>3,462</b>

This zoned and/or designated land contains a mixture of areas where utilities are already in place as well as areas without utilities. For the areas where utilities are not currently in place, utility extensions may increase the absorption rate for the parcels. As a result of the Engage 2045 process, the County will have new modeling tools that will enable the County to more easily track the current amount of non-residential capacity within the PSA.

Another important consideration in analyzing commercial capacity is the efficient use of commercial land through redevelopment, existing structure re-use and increased percent occupancy and infill techniques. Commercial redevelopment is an important goal. Per the input received as part of the Engage 2045 process, residents of the County prefer commercial redevelopment when compared to new commercial development as a way to ensure more compact development and reduce sprawl. Examples of progress on this front in the past decade include new commercial buildings at Candle Factory (CVS and Food Lion), approval of a Special Use Permit (SUP) for the former Williamsburg Outlet Mall property (Lightfoot Marketplace), the construction of the new buildings on the Williamsburg Pottery property, and the development of guidelines for redevelopment in Toano. Opportunities for redevelopment exist throughout the County, from the BASF property and the nearby soil and gravel mining operation in Grove (which operate under SUP conditions designed to ensure future re-use), to the possibility of an eventual change in the development pattern at one or more shopping centers, to additional possible new buildings and infrastructure at the Williamsburg Pottery and in Toano. Together, these and other properties represent hundreds of acres of land that may currently, or in the future, be suitable for redevelopment.

As the County considers future commercial redevelopment, it is paramount that such development maintain or enhance community character. The Engage 2045 community engagement process revealed that citizens are keenly interested in protecting the natural environment, maintaining the integrity of the rural areas outside of the PSA and upholding the established community character within the PSA. The engagement also confirmed the public's support of economic development that results in more businesses with higher paying jobs within the County. These desires create the opportunity for conflict if not managed well, as unplanned commercial growth could detract from community character. As such, commercial redevelopment within the PSA is encouraged, but only when it efficiently redevelops or utilizes land and maintains or enhances the existing community character of the immediate surrounding area through adherence to the Character Design Guidelines and other policies and regulations.



James City County's Utility Policy plays a major role in limiting growth to areas within the PSA. The following outlines the County's pertinent water and sewer requirements, which are explained in more detail in the County's Zoning Ordinance and Subdivision Ordinance, and in the regulations governing utility service provided by the James City Service Authority (JCSA).

Generally speaking, most existing development inside the PSA is connected to public water and sewer, and new development must connect if it is a major residential subdivision or within 55-feet of JCSA infrastructure that is accessible through an applicable and existing right-of-way and/or JCSA water or sanitary sewer easement. Most developments desire to be served by public water and sewer to achieve a higher density and reduce the infrastructure costs. Outside the PSA, subdividers of major subdivisions are required by the Subdivision Ordinance to construct an independent water system, but can use individual onsite sewage disposal systems. Subdividers of minor subdivisions are permitted to use individual well and sewage disposal systems.

An SUP is required for extensions of major water and sewer mains. SUPs for utility extensions within the PSA occur infrequently due to the extensive network of utility lines already in place. The PSA concept strongly discourages extension of utilities outside the PSA. Over past years, there have been certain limited locations that have received SUPs for extension of utilities. Other than two exceptions for neighborhoods (Governors Land on John Tyler Highway and Deer Lake Rural Cluster adjacent to Colonial Heritage), the extensions have been to serve a significant public purpose (school sites), address health and safety situations (Chickahominy Road Community Development Block Grant area, Riverview Plantation, and Greensprings Mobile Home Park), or improve utility service inside the PSA (Cranston's Mill Pond Road and Jolly Pond Road mains, and the JCSA College Creek Pipeline). In keeping with the Utility Policy included as part of the 1997 Comprehensive Plan, all of the SUPs associated with these mains include conditions that place clear limits on connections to directly adjacent properties, a policy that should continue into the future.

Finally, the developer is responsible for paying the cost of providing water and sewer service to and within new subdivisions. JCSA may contribute to the costs to upsize water or sewer lines to serve additional areas. Any decisions about changes to the Utility Policy and the PSA must be carefully examined in conjunction with decisions about Rural Lands policy, which is discussed above.

### **Facility Planning, Adequacy and Timing**

James City County uses other growth management tools to complement the PSA policy, and has implemented a number of strategies to address facility planning, timing, and adequacy. Through utilization of these tools, the County has strived to strike a balance between accommodating additional development and providing services for already-approved development. Examples of policies that may be required of new development include: the provision of pedestrian/bicycle accommodations, adequate public schools facilities analysis, adequate transportation facilities analysis, traffic impact analysis, environmental constraints analysis, fiscal impact analysis, enhanced landscaping, green building incentives, and water conservation guidelines.

New residential development that requires a rezoning or special use permit will be approved only after careful consideration of adequate schools, transportation, water, sewer, recreation, and public safety facilities and services. In the past, the County has strongly encouraged applicants to mitigate the impacts of a proposed development through the combination of physical improvements and

timing requirements offered in the form of proffers, as allowed by state code. In terms of adequate facilities, many of the physical improvements are related to keeping traffic at an acceptable level of service (for example, through the construction of new turn lanes or traffic signals), and building recreational facilities as recommended by the Parks and Recreation Master Plan.

Assessing development impacts and creating policies to best address them continues to be an important and very complicated endeavor. Since 2009, the County has made progress in developing the means to track the cumulative impact of development proposals on existing and planned public facilities and services, and in developing guidelines for the content and methodology to be used for various submittal documents, such as traffic studies. Work will continue into the future on refining these systems and documents to best track and mitigate impacts generated by proposals.

### **Promotion of Infill and Redevelopment**

Another key aspect of growth management is promoting infill development and redevelopment. Fostering infill and redevelopment is a viable alternative to the conversion of open space to new development that not only conserves rural and open land but also can save public infrastructure costs that would otherwise be needed to serve more sprawling growth patterns. Infill and redevelopment initiatives are important for residential, commercial, and mixed use developments to help with the creation of complete communities close to existing amenities and activities and to help direct development to appropriate locations within the PSA.

Development of previously undeveloped areas, sometimes called “greenfield” development, often has implicit financial or feasibility advantages for developers over infill development or redevelopment. In order to offset these implicit advantages, the County will need to offer incentives that rebalance the attractiveness of infill and redevelopment for the private sector. Over the years, the County has updated Ordinances and policies to try to encourage infill and redevelopment, including the creation of the R-3, Residential Redevelopment District and a re-examination of the setback requirements in the Mixed Use and other zoning districts. It will be important to continue to re-examine the County’s Ordinances going forward to see if they are working to facilitate or incentivize infill and redevelopment. In addition, the County can play a role by participating in public-private partnerships, and making or encouraging targeted investments in infrastructure, amenities or other improvements that work to reduce costs or increase the viability of infill and redevelopment. As this infill and redevelopment is being considered, it is essential that it be sensitive to community character and fit in with surrounding development. These efforts can also be supported by creating plans for particular portions of the County through sub-area or corridor master plans that show specific visions for preferred redevelopment or infill development. These efforts relate to LU 4.

### **Open Space Preservation**

Open space can take many different forms, but in its simplest sense, can be viewed as any undeveloped or minimally developed land. To the casual observer, it may be unknown whether the vacant lot, marsh, or wooded area they consider open space has public access or is private, was a remnant of development or was created as a purposeful space, is temporarily or permanently preserved or is entitled to be developed. Nevertheless, it may be valued all the same for its scenic quality, enjoyment, or natural resource value. To those involved in land use planning, the concept of open space includes a broad range of possible specialized meanings, values and purposes, such as: environmental purposes including watershed protection, stormwater management, and carbon sequestration; economic development purposes including ecotourism and working lands; land

banking purposes for future public facilities; park and recreation purposes in the form of active and passive parks and trails; transportation purposes including greenways and roadway buffers; for the purpose of maintaining community character values such as historic preservation, cultural heritage landscapes, and scenic viewsheds; or for myriad land use and community design purposes including providing common spaces in neighborhoods, organizing elements in developments, and buffers between varying development patterns. These can exist in either the public or private realms, but still provide value to the entire community in terms of ecosystem service delivery, sense of community, and improved human and fiscal health.

James City County citizens' support for open space protection is prevalent in the expressed opinions in numerous outreach efforts for protecting nature, preserving community character, enhancing quality of life, and expanding economic development. As noted in various chapters of this plan, protecting open space includes various types of resource protection efforts such as wetlands and waterways; agricultural and forestal lands; green infrastructure; greenways; historic and archaeological resources; cultural heritage landscapes; scenic properties and scenic viewsheds; entrance corridors and road buffers including Community Character Corridors; open spaces within the County's Community Character Areas, neighborhoods and other built environments; and parks and recreation. Also noted is the role open space can play in shaping the character, direction and timing of community development, especially where the impacts of development will stress County facilities and resources. This is more likely to be a particular need within the PSA where higher development pressures may impact facilities and resources to a greater degree.

Opportunities exist for James City County to facilitate private actions to support the value of open space protection through the development review process; partnerships with land trusts; the development of policies, ordinances and programs that support environmental credit markets; and economic development efforts that promote agri-tourism, heritage and eco-tourism businesses, which relate to actions in LU Strategies 1, 4, and 6. In addition to facilitating private efforts for open space preservation, public actions will be necessary to close the gaps that cannot be effected solely by private actions and conserve resources important to the community. These public actions may range from expanding or initiating special planning efforts, strengthening policies and Ordinances; and reactivating, aligning and funding County open space programs, which relate to actions in LU Strategies 6 and 7. The latter programs should include efforts to acquire open space in an integrated and prioritized manner that maximizes the potential to leverage existing state datasets and state or federal funding sources. As explained in the Environment section, the concept of mapping and planning for a countywide system of "green infrastructure" can offer an organizing structure to these efforts so that James City County can realize its vision more fully, more efficiently and more strategically.

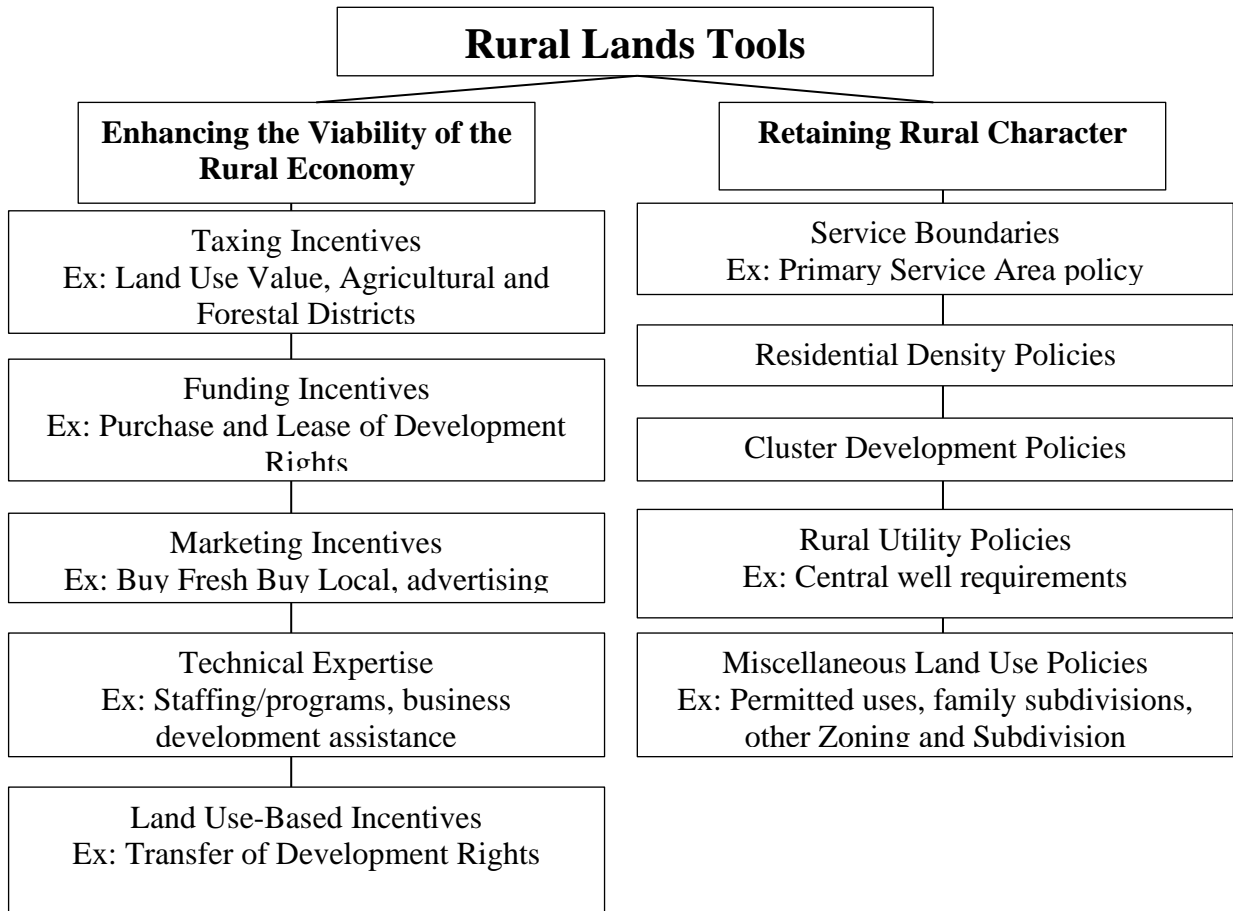
To help property owners and staff members sort through the major open space preservation options to find a tool that matches the property owner's intentions and the property's attributes, staff has created an open space tool decision tree located in Appendix L.

### **Rural Lands Protection**

The areas outside of the PSA are in large part designated as Rural Lands on the Future Land Use Map. While areas with this designation are predominantly known for agricultural and forestal activities, they also contain lands that are vital to the broader environmental health of the County, such as natural areas, extensive Resource Protection Areas (RPAs), aquifer recharge areas, and the headwaters for important watersheds. Land preservation, especially of prime farmland soils, is of utmost importance in this area.

There are a number of tools available to local governments that apply to the protection of the Rural Lands, generally falling into two categories: enhancing the viability of the rural economy and retaining rural character. **Figure LU-1** outlines a spectrum of tools and includes information about existing County efforts as well as possible tools that can be used. To be successful, the tools must be tailored to reflect local land use regulations, market forces, community preferences, landowner expectations, property values, and fiscal constraints. It is also important to use tools from both of the categories below to create a balanced approach to the Rural Lands, provide the widest spectrum of opportunities for property owners, and continue to enhance and promote rural character.

**Figure LU-1. Tools for Enhancing the Viability of the Rural Economy and Retaining Rural Character**



## Existing Rural Lands Tools

As a result of previous comprehensive plans and studies examining the Rural Lands, the County already employs several of the tools referenced in **Figure LU-1**, including:

- 1) Land use value taxation;
- 2) Agricultural and Forestal Districts (AFDs);
- 3) Greenspace and Purchase of Development Rights (PDR) programs (pending funding);
- 4) Restrictive utility, zoning, and subdivision requirements and service and
- 5) Limited business development assistance.

These programs can offer financial assistance to land owners to offset high land prices in rural areas or provide additional protections for agricultural uses. These existing tools used by the County are important building blocks. However, over the last five years, approximately 284 residential units have been added in the Rural Lands, facilitated in part by the creation of new “by-right” subdivisions and build out of established ones. The market for suburban-rural housing is expected to continue in the future, which could result in the continued “by-right” subdividing and build-out of rural areas within the County. The public road and community water requirements, which had once been major deterrents due to prohibitive costs, have appeared to be less effective in discouraging large-scale rural residential development outside the PSA. While the PSA and the land use designations remain cornerstones of the County’s growth management policies, it remains evident that the tools used to effect these policies need to be updated if they are to achieve the stated goals of the Rural Lands designation as discussed in more detail below.

## Evaluation of Rural Lands Tools

As discussed previously, there are a number of tools that can be used to help preserve the economy and character in the Rural Lands. The County has conducted preliminary evaluations of some of these tools, both in terms of enhancements to existing tools as well as possible new tools. Using the categories from Figure LU-1 above to organize the discussion, the following provides a brief summary of efforts and investigations that have occurred in the past:

### **Residential Density Policies, as well as other Categories under the Retaining Rural Character heading**

There have been multiple efforts over the years to address development policies in the Rural Lands, particularly residential density policies. In the mid-2000s, citizen committees worked with staff and consultants to research options and best practices. This work led to the development of a draft narrative ordinance with recommendations for amendments to the Zoning Ordinance that would provide incentives for developing large lot and rural cluster subdivisions instead of more conventional small-lot subdivisions. This draft narrative ordinance was not pursued further per new Board direction.

During and following the 2009 Comprehensive Plan update, the County undertook additional research and community engagement efforts. In 2010, as part of the update process, staff worked with a consulting team to research tools used by peer localities in Virginia. In 2013, the County

partnered with the Virginia Cooperative Extension to host an educational *Understanding Rural* panel discussion covering state and national trends in rural development best practices and information about farming, forestry, and marketing trends and resources. This partnership also included hosting the *Thinking Rural* discussions with rural landowners and other interested citizens that focused on defining “rural lands” and gathering community thoughts and preferences regarding policies, regulations and programs. Participant comments varied, and on multiple occasions presented opposite perspectives. On the whole, most participants valued the following features and characteristics of rural areas: open/undeveloped areas with low density development, agricultural and forestry productivity and minimal governmental regulations. However, there was wide variation in ideas of what the County could do to help achieve its long-term vision for Rural Lands. No additional work has proceeded on revising the ordinances to influence the residential development potential or pattern of the Rural Lands.

#### **Land Use-Based Incentives, Example: Transfer of Development Rights**

A feasibility study for a Transfer of Development Rights (TDR) program was completed by the consulting firm Design, Community and Environment (DC&E) for the County in October 2011. A TDR program essentially allows a developer to purchase development rights (in the form of dwelling units or commercial square footage) from a property in a designated “sending area” and move them to a designated “receiving area” to increase the permitted residential or commercial density. As the assumptions for the feasibility study were being developed, the Board of Supervisors identified the following goals for a potential TDR program in James City County: 1) to preserve rural character; 2) to keep rural landowners “whole” in the event of a downzoning; and 3) to not increase the overall net number of residential units permitted in the County. The study found that a TDR program under the Virginia enabling legislation would be feasible, but was not recommended because of several limitations, including high transfer ratios, an inadequate number and size of receiving areas, inability to hold overall County buildout at a constant level, difficulty with targeting preservation areas with a voluntary program, and difficulties with mitigating the impacts of more intense development in receiving areas.

#### **Marketing Incentives and Technical Expertise**

A Strategy for Rural Economic Development was completed in 2014 in conjunction with the Rural Economic Development Committee (REDC) of the Economic Development Authority (EDA) in recognition of the tremendous opportunity to support and grow agriculture- and forestry-based businesses and increase the agricultural sector of the local economy. Enhancing the viability of rural economic uses can also provide alternatives to residential development within the Rural Lands. As shared by Ed McMahon during his presentation titled *Nature, Agriculture, Economy and Community Character*, economic development is strongly linked to the retention of a unique community character, which is a competitive advantage in attracting asset-based businesses and potential employees.

Goals for the Strategy included: assisting existing agriculture- and forestry-based businesses to grow and succeed, identifying and creating opportunities for new business ventures, growing and diversifying the local tax base, and identifying and celebrating the uniqueness of James City County’s character. The Strategy includes a list of potential projects in the following three categories: marketing/public relations, business development and facilities/capital projects. The County could play an instrumental role in facilitating projects, establishing groundwork, helping to make connections, and identifying resources for implementation.

## **Considerations for Implementing Rural Lands Tools**

As discussed above, there are many potential land use tools in the “toolkit” for rural protection that could be used, many of which are already being very effectively implemented by the County. However, given the significant public input received in this and prior rounds of Comprehensive Plan updates that the County needs to do more to preserve rural lands, it is important to take a strategic approach and assess which tools and practices are the most effective in meeting this goal of better rural lands protection. As part of the research done for this Comprehensive Plan update, a research paper on “Open Space & Rural Character Preservation Analysis” was developed that summarized some key principles for rural lands protection based on the historically most effective rural land protection programs in other Virginia localities. The four principles listed below stand out as opportunities to add new tools or expand existing ones in James City County.

### **1. Supportive Zoning**

Experience in growing localities like James City County has shown that it is very hard to achieve long-term successful rural protection without supportive agricultural zoning. Rural zoning with minimum lot sizes of 1-10 acres is generally not conducive to the protection of rural character over the long term as it gradually converts the landscape both visually and functionally into a large lot residential character as land is subdivided into lots. In general, the most successful zoning for rural protection has been achieved in the 20-50 acres per dwelling unit range of density, often with sliding scale density program that depend on tract sizes. Minimum lot sizes of at least 20 acres, or cluster development of equivalent gross density, should be considered for implementation as important to both protecting the visual character and maintaining a rurally-focused economic character in the County over the long term.

### **2. Supportive Utility Policies**

Consistent utility policies that do not allow the extension of utilities into rural areas are another feature of localities that have successfully protected their rural lands from extensive development. As part of this, it is important to have a rational basis for utility policies that is consistent with overall growth management policies in the Comprehensive Plan. Currently, the County’s independent water systems requirements for major subdivisions in rural lands acts as somewhat of an economic deterrent to large scale conversion of rural lands to residential subdivisions. For major subdivisions with independent water systems, the developer is responsible for constructing the well facility and infrastructure, but this infrastructure is then turned over to JCSA for ownership and maintenance. Operation of these systems currently results in a JCSA fiscal deficit. However, if the independent water system requirements are eliminated, it may be expected that the pace of rural development could increase significantly as the costs of developing large scale three-acre subdivisions in rural areas would be substantially less. If James City County waives the independent water system requirement for Rural Lands, mitigating measures should be proactively put in place in order to avoid the rapid development of the Rural Lands, which would go against the County’s long term vision for rural character protection. These measures could include revising lot sizes as discussed in the Supportive Zoning item above or implementing subdivision phasing requirements.

### **3. Supportive Rural Protection Programs**

Rural protection programs also require consistent effort and funding. There are increasing opportunities for leveraging state and federal funding programs and these should be considered to minimize the impacts on local funding sources. In addition, there should be clear and objective

standards for selecting properties for these programs, and coordinating with eligibility criteria for state or federal funding programs will allow effective leveraging of other funding sources. See also the Open Space discussion earlier in this chapter.

#### **4. Supportive Rural Economic Development Programs**

A consistently funded and robust campaign to foster rural economic development has also been a key feature of successful rural protection in Virginia. A rural economic development staff position could be involved in supporting many different types of compatible rural economic development programs. A position like this could also be a conduit for grant funding, connect property owners and entrepreneurs with supportive programs or available land, and generally be a voice for the protection of a vibrant and economically successful rural culture in a community. This principle complements the discussion of the Strategy for Rural Economic Development in the section above.

The four key principles above relate to the Strategies and Actions found in LU 6 and LU 7 in the Land Use Chapter GSAs. In addition to these items, it will be important to continue to monitor enabling legislation in the state code for other potential tools going forward.

### **Regional Planning**

James City County's growth trends are not the result of activities solely within its borders. The plans of surrounding localities and major institutions influence development within James City County and vice-versa. Therefore, James City County coordinates its planning efforts on a regional level, taking into account the comprehensive plans of other jurisdictions and participating in regional planning opportunities. Many opportunities to plan collaboratively and cooperatively exist in formal groups, such as the Hampton Roads Planning District Commission, while other opportunities are created and taken advantage of daily in normal work activities.

One such example was the coordination effort between James City County, York County, and the City of Williamsburg in the early 2010s. The purpose of this effort was to promote closer collaboration and communication concerning land use, transportation, and other comprehensive plan issues that cross jurisdictional boundaries, and to provide an opportunity for citizens of all three localities to talk about issues of mutual interest. The initial steps for this effort included the preparation of a combined map depicting existing land use across the Historic Triangle and development of a project website and reports on demographics, transportation, and housing. Next, the three localities hosted a series of joint community forums that gave citizens the opportunity to learn about the three comprehensive plans and to share their visions and goals for the future of the Historic Triangle. There was a particular focus on three key geographic areas where jurisdictional boundaries meet (the Riverside/Marquis/Busch focus area, the Lightfoot/Pottery focus area, and the Northeast Triangle and surrounding focus area). Next in the process, the three Planning Commissions held a joint work session to review and discuss the citizen comments of common concern, such as housing affordability, transportation, economic development, and land use compatibility along jurisdictional borders.

Upon the completion of these activities, York County and the City of Williamsburg continued with their comprehensive plan review and update processes with their respective Planning Commissions and governing bodies. The staffs of James City County, York County, and the City of Williamsburg continued to meet on a regular basis to share information about the discussions taking place in their respective jurisdictions. Following adoption of the updated Williamsburg and York County comprehensive plans in January and September 2013, respectively, a summary document was



compiled providing regional background information and describing the areas and topics where the localities had similar approaches as well as those areas where the localities' approaches were different. This document is not intended to be included within each of the three localities Comprehensive Plans, but is simply a resource for citizens.

The summary document also included a generalized future land use map that reflects the adopted Future Land Use Map in each locality's comprehensive plans; the map uses a common language and colors so that planners, developers, and citizens can better understand what is planned across borders by each individual locality. The County references this generalized future land use map when performing courtesy reviews for proposed legislative cases within York County and the City of Williamsburg. Overall, the purpose of the summary document is to serve as a foundation for ongoing dialogue and cooperation, which is reflected in this section's GSAs.

#### **Fort Eustis Joint Land Use Study and BASF Site**

The most significant example of regional cooperation since the County's previous comprehensive plan update is the Joint Base Langley-Eustis Joint Land Use Study (JLUS). The Joint Base Langley-Eustis (JBLE) is a 7,933-acre facility that is located in both Newport News and James City County and supports a population of 22,000 people, including active duty members, the Army National Guard, Army Reserve, and civilians and family members. JBLE is important to national defense and to the economies of the Commonwealth of Virginia, the Hampton Roads region, and James City County. JBLE is a significantly impactful land use with a unique mission of national defense. As such, the County places a high importance on taking into account how potential development and land use policies in the land adjacent to JBLE might impact or impair its mission.

One such potential development is the BASF site which consists of several contiguous parcels accounting for approximately 678.4 acres, a portion of which directly abuts the JBLE. This site was historically used for chemical manufacturing, though all manufacturing activity on the property ceased in 1994. Since then, the property has been undergoing remediation for contamination, primarily due to zinc. During the previous Comprehensive Plan update in 2015, the County received a request to change the land use designation for the BASF property from General Industry to a Mixed Use designation, which would have been more impactful to the surrounding area. As part of this requested review, the County received correspondence from the Virginia Secretary of Veterans and Defense Affairs, who recommended that no land use designation decision be made until a thorough Joint Land Use Study (JLUS) was conducted. This was due to the potential negative impact that a land use redesignation could have on the Fort Eustis military mission. In light of this recommendation, the proposed land use request was not granted and the site remains designated for General Industry use.

The Joint Base Langley-Eustis JLUS commenced in January 2017. The objective of this study was to identify land uses that are compatible with the mission and use of JBLE, as well as develop growth management guidelines that reduce encroachment on the military site without impairing growth within the surrounding communities.

The County was an active participant in the 15-month collaborative planning process that produced the JLUS. Stakeholders included the U.S. Department of Defense Office of Economic Adjustment, Joint Base Langley-Eustis (Fort Eustis), the City of Newport News, James City County, York County, and community residents and business representatives, including a representative from BASF. The County participated in multiple aspects of this process. Two members of County leadership were members of the Policy Committee for JLUS and steered its overall direction as well as its policy recommendations. Two members of Planning Division staff were members of the

Technical Working Group and provided technical expertise on local land use and planning matters relevant to the County. Planning staff also helped facilitate the public involvement process by hosting members of the neighboring communities at community workshops and neighborhood forums within facilities within the County.

The JLUS was published in March of 2018 and adopted by the County's Board of Supervisors in June of that same year. As such, the study is a valuable planning tool that provides a blueprint for the County and the JBLE for further partnership in land use matters. The JLUS recommends that the County and the JBLE establish formal communication procedures to ensure that development proposals and policy changes from either party are communicated clearly and in a timely manner. The JLUS also recommends that the County establish a Military Influence Overlay District (MIOD). The MIOD is a policy tool that would ensure a representative of JBLE would have the opportunity to provide comment and guidance on land use policy decisions and development proposals within the County portion of the JLUS study area. The County intends to continue its partnership with representatives from the JBLE in the future to ensure land use decisions serve County citizens without impeding the mission of the JBLE.

#### Other Localities

In addition to York County and the City of Williamsburg, the County is directly adjacent to the City of Newport News and New Kent County. The County also neighbors and has important transportation connections with Charles City County and Surry County via the Judith Stewart Dresser Memorial Bridge and the Jamestown-Scotland Ferry, respectively. James City County continues to monitor the comprehensive plans adopted in these localities to keep abreast of regional issues and implications.

## Current Development Trends

### Residential Trends

James City County has undergone continuous rapid growth since 1970. In the past 50 years, the County's population has more than quadrupled, growing from 17,853 in 1970 to 74,153 as reported in the 2018 American Community Survey. During that time significant changes in land use, particularly within the PSA, have transformed the predominantly rural character of James City County into a more urban and suburban environment. The majority of this development has occurred within the PSA and has largely been concentrated around the City of Williamsburg, though development has also spread to the northern and western areas of the County.

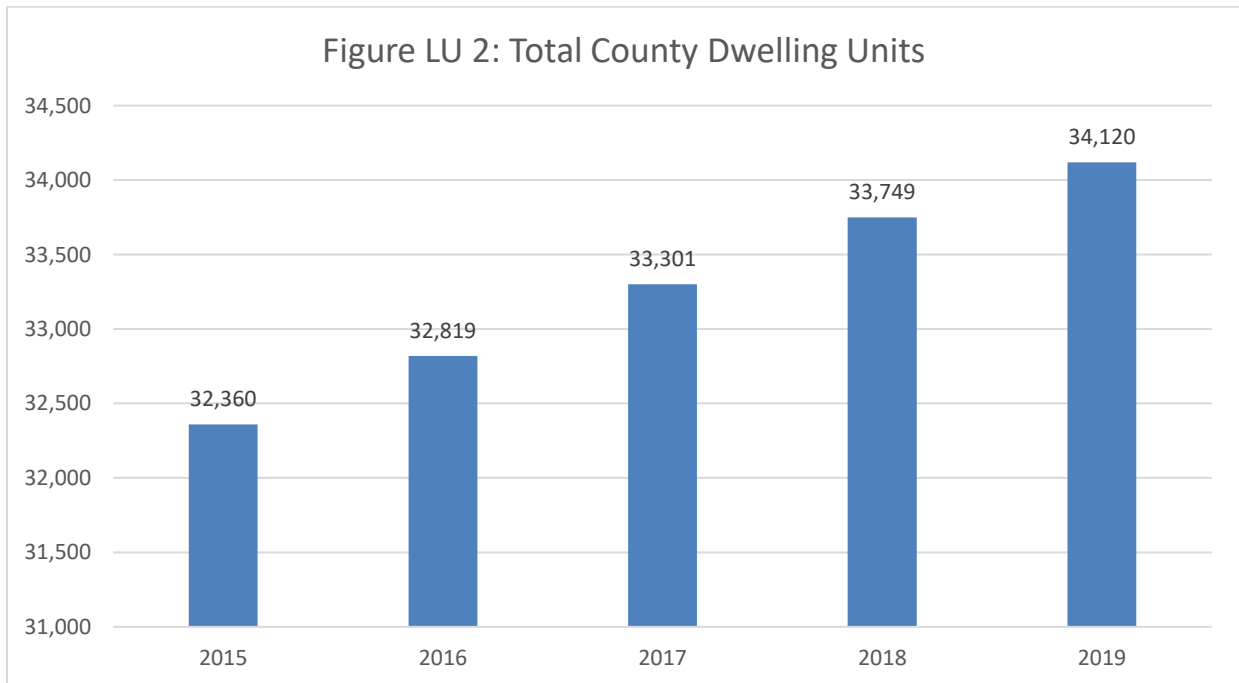
Many of the housing units in the County are located in subdivisions along Richmond Road, John Tyler Highway, Ironbound Road, Greensprings Road, Jamestown Road, Centerville Road, Monticello Avenue, and Longhill Road. Some established neighborhoods, such as Kingsmill, Kingspoint, and First Colony, have reached or are approaching build-out, or their permitted capacities. Other large planned communities such as Colonial Heritage and Stonehouse are expected to contribute new housing from their current inventory of approved units throughout the next several years.

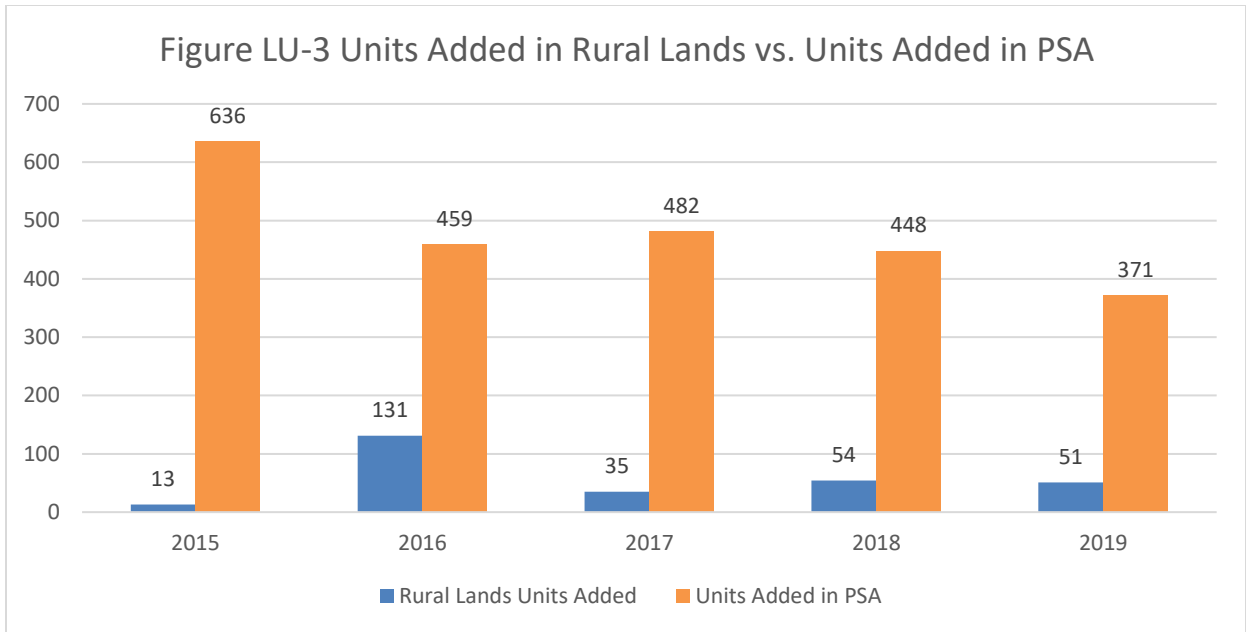
Approximately one-third of the County's existing dwelling units are in large master-planned communities (with 500 or more homes each) and, as of January 2020, approximately 4,821 dwelling units in these communities remain approved but are not yet constructed. More than one-

half of this potential output is located in Stonehouse, a master-planned community in the northern end of James City County.

Since the last Comprehensive Plan update in 2015, no new large master-planned communities with more than 500 units have been approved. One existing large master planned community, Stonehouse, was amended in 2019 to remove approximately 1,100 dwelling units from its maximum build-out. In addition, several smaller developments continued their build-out or reached build-out, including the Village at Candle Station, Governors Grove, Walnut Grove, and Powhatan Terrace. The total number of new units approved legislatively since 2015 was approximately 434. There are also several smaller developments that were legislatively approved since 2015 which have yet to commence or make substantial progress toward build-out, such as Forest Heights and Oakland Pointe.

As to geographic distribution, approximately 87% of the County’s existing dwelling units are located inside the PSA. Outside of the PSA, the vast majority of remaining dwelling units are located within lands designated as Rural Lands. The heaviest concentrations of these units are located along John Tyler Highway near the Chickahominy River, within the Croaker area, and along Barnes and Richmond Roads. Excluding master-planned communities, the majority of the lots in large rural neighborhoods were subdivided prior to 1990. The 1989 density revision to the A-1, General Agricultural Zoning District and subsequent independent water system requirements initially slowed the trend of rural development considerably. However, in the past two decades, activity in rural areas has increasingly followed broader residential market trends, with demand for new housing units contributing to development pressure on rural areas. As can be seen in **Figures LU-2** and **LU-3**, the total number of units in the County has increased by approximately 5.4% from 2015 to 2019, while the number of units located in land designated for Rural Lands has increased by approximately 7% during that same time, at an average of 57 units annually. The percentage of the County’s total dwelling units located in Rural Lands has remained constant during this time at approximately 12%.





### Commercial and Industrial Trends

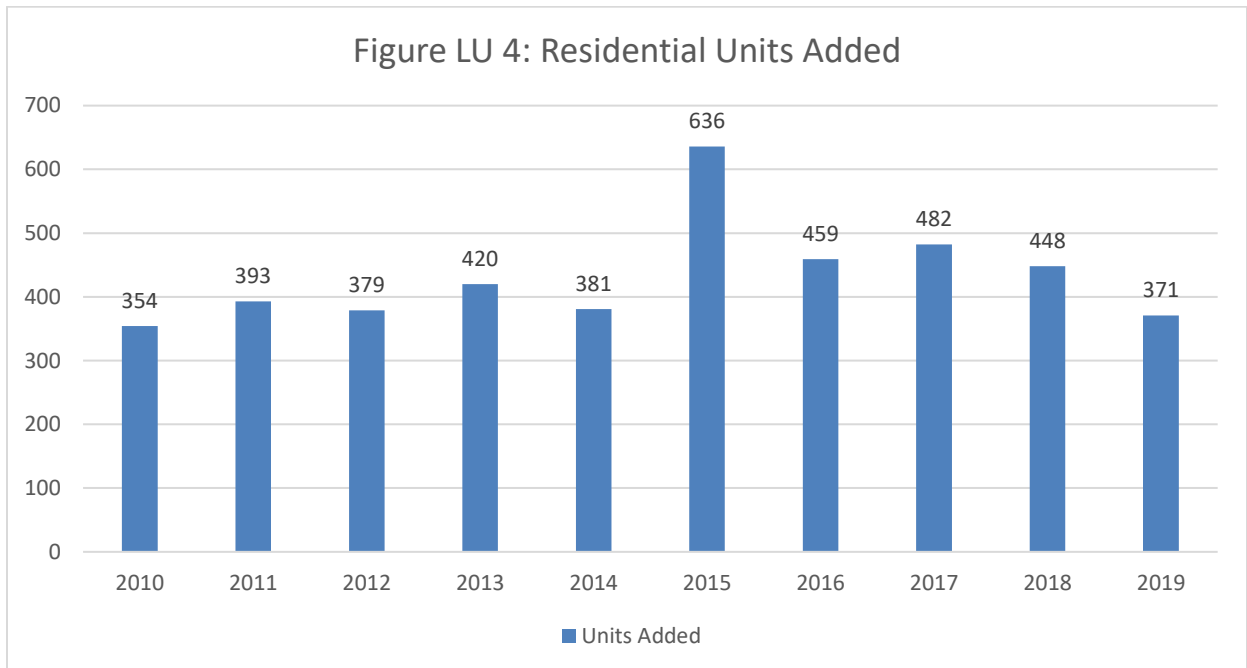
Beginning in the 1990s, the County experienced significant diversification in business and industry, a trend that has continued over the past two decades. One of the most prominent developments in James City County since 2000 has been New Town, a mixed use area approved for more than 1,000,000 square feet of commercial space. The primary retail corridor, Main Street, was completed in 2007 and is anchored by New Town Cinemas. New Town also includes the Discovery Office Park, where a substantial amount of the office square footage has been constructed. Since 2010, commercial development in the Settlers Market section of New Town has completed build-out of approximately 400,000 square feet of commercial space, with additional residential units currently under construction in this area as well. Nearby to New Town, complementary commercial development exists within the Courthouse Commons, Courthouse Green, WindsorMeade, Monticello Marketplace, and Monticello Shoppes developments.

The industrial sector also made gains over the last 40 years. Much of the industrial growth occurred in the formerly designated James River Enterprise Zone in the Grove area of the County, both in James River Commerce Park and Green Mount Industrial Park. In the last 10 years, Jacob’s Industrial Park (adjacent to Hankins Industrial Park) has been a focus area of activity, adding significant infrastructure and several businesses. The County’s industrial base includes three Fortune 500 (or Fortune Global 500) companies: Anheuser-Busch InBev, Ball Metal, and Walmart.

Opportunities for future industrial growth still exist within the County. In 2019, Navien, Inc. announced its plans to establish a manufacturing and assembly center in an available facility located within the Stonehouse Commerce Park. In addition to Stonehouse Commerce Park, Hankins Industrial Park, James River Commerce Center, and Green Mount Industrial Park have industrial property available for development. In addition to these major industrial parks, land zoned and/or designated for commercial and industrial development or redevelopment is available throughout the County.

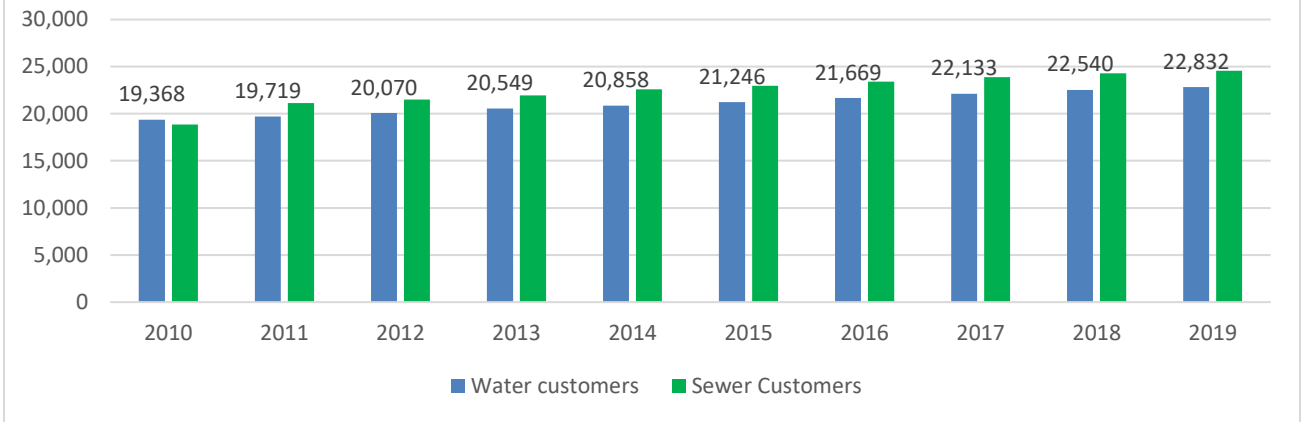
## General Construction and Service Trends

Certificates of Occupancy (COs), building permits, trends in population, and water and sewer service connections all indicate the rate of growth and assist in the analysis of its total impact on the County. CO issuance confirms that a building is complete and ready for occupancy. Among other uses, CO data is useful in analyzing the number of new homes added to the County's housing stock and determining the amount of population growth. From year to year, both residential building permits and CO numbers tend to be cyclical, echoing fluctuations in the housing market. As can be seen in **Figure LU-4**, the number of units added in the County over the past decade has risen and fallen with market trends. Between 2010 and 2019, the County added an average of 432 residential units per year, with the average number of units added for 2010-2014 being 385 units per year and the number of units added for 2015-2019 being 480 units per year.



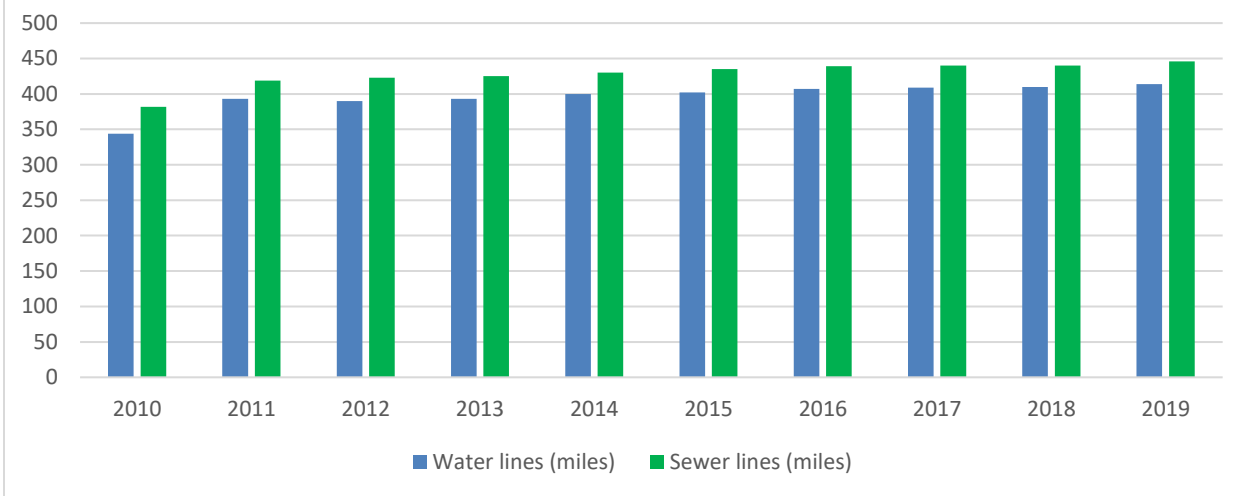
Another indication of growth and its impact on County services is the growth in public water and sewer. Sewer and water service connections have risen to meet population demands and to respond to health concerns. As can be seen in **Figure LU-5** below, the number of water and sewer customers for JCSA has increased steadily on an annual basis over the previous decade, with the water customer base increasing 1.8% annually on average and the sewer customer base increasing 3.0% annually on average. The public water and sewer infrastructure expanded in tandem with this growth in customer base. Per **Figure LU-6** below, the total mileage of water facilities increased by 20% and the total mileage of sewer facilities increased by 17%. In comparing the residential annual CO data with the water and sewer customer growth for each year, it is markedly clear that increased residential development positively correlates with increased demand for public water and sewer services.

**Figure LU-5. Total Water & Sewer Customers 2010-2019**



Source: JCSA Comprehensive Annual Financial Report 2019

**Figure LU-6. Total Water and Sewer Mileage 2010-2019**



### Agriculture Trends

Agriculture continues to be an important part of a diverse economy and community in James City County. With lands available for both farming and timbering, agriculture not only remains an important area for targeted economic growth in the County, but also serves as a way to uphold the community character. Trends captured by the 2017 Census of Agriculture show that farming in the County did not necessarily mirror statewide trends. The state saw declining numbers of farms with less overall land in farms since 2012, but steady average farm sizes. Since 2002, the number of farms statewide showed a net decrease of approximately 9.2%. Comparatively, County trends showed a decrease in the number of farms since 2012, but with more land in farms overall and a larger average size. Since 2002, the number of farms County-wide showed a net increase of 12.5%. The County consistently uses a higher percentage of farmland as cropland compared to the rest of

the state; other uses for farmland can include woodlands or livestock-related uses such as pasturing. (See **Table LU-3**)

**Table LU-3. Summary comparison data from Census of Agriculture 2002-2017**

	2017		2012		2007		2002	
	State	County	State	County	State	County	State	County
Total Farms	43,225	72	46,030	83	47,383	74	47,606	64
Land in Farms (acres)	7,797,979	6,630	8,302,444	5,544	8,103,925	5,831	8,624,829	8,962
Avg. Size of Farm (acres)	180	92	180	67	171	79	181	140
Total Cropland (farms)	32,091	46	34,525	57	35,954	47	41,047	60
Total Cropland (acres)	3,084,067	3,591	2,990,561	2,987	3,274,137	2,990	4,194,158	6,342

The greatest number of farms in the County - 26 farms in total - are between 10 and 49 acres. This size range is consistently the most prevalent in the County since 2002, while statewide the most common range is 50 to 179 acres. Census of Agriculture numbers from 2002 to 2017 indicate that there are proportionally more small farms (farms of less than 50 acres) in the County than overall in the state.

**Table LU-4** below shows the total size of farms by year since 2002:

**Table LU-4. County and state farm size comparison**

Farms by Size	2017				2012				2007				2002			
	State		County		State		County		State		County		State		County	
	Total	%	Total	%	Total	%	Total	%	Total	%	Total	%	Total	%	Total	%
1 to 9 acres	4,595	11%	17	24%	3,343	7%	17	20%	3,530	7%	10	14%	3,027	6%	13	20%
10 to 49 acres	13,631	32%	26	36%	14,425	31%	34	41%	15,177	32%	40	54%	14,082	30%	22	34%
50 to 179 acres	14,800	34%	18	25%	16,850	37%	28	34%	17,589	37%	16	22%	18,315	38%	19	30%
180 to 999 acres	6,732	16%	9	13%	7,864	17%	3	4%	7,777	16%	7	9%	8,613	18%	7	11%
1,000 acres or more	2,127	5%	0	0%	2,173	5%	0	0%	1,985	4%	0	0%	2,183	5%	1	2%
	1,340	3%	2	3%	1,375	3%	1	1%	1,325	3%	1	1%	1,386	3%	2	3%

## Community Design Policies

### Large Retail Establishments

Due to their size and prominence within an area, large retail establishments are expected to impact their surrounding environment. Because these uses present both challenges and opportunities, the following policy statement was developed during the 2003 Comprehensive Plan update to guide their location and design: “a large retail establishment is defined as any combination of retail establishments occupying a single building comprising 40,000 square feet or more of floor space. This building may or may not be situated within a larger shopping center.”

The bulk, size, and scale of large retail establishments present many land use concerns for James City County, including but not limited to aesthetic and transportation impacts. Large retail establishments can be detrimental to the vision for James City County and can contribute to a loss of the unique sense of place when they result in massive individual structures that do not integrate into the character and fabric of the area. There are also significant problems involved in the recycling or adaptive re-use of a large retail establishment if it is abandoned, particularly if it was constructed as a stand-alone entity. However, there are advantages to these establishments in terms of convenience and impacts on public finance in the form of sales tax benefits and employment opportunities.

Currently, large retail establishments are regulated through the rezoning process and by a separate commercial SUP requirement for any commercial building or group of buildings which exceeds 10,000 square feet of floor area. The rezoning and SUP processes allow the County to control aesthetics, traffic and other physical impacts through proffers and conditions.

In order to ensure the success of a large retail establishment and to minimize the possible negative impacts on the County, particularly the problems of adaptive re-use, these establishments should be developed consistent with the following policies:

- Be designed as an integral and indivisible component of a larger retail and business enterprise (for example, such as Monticello Marketplace).
- Be sited in locations close to major arterial roads with adequate buffering from existing residential areas and careful integration with new residential areas.
- Be combined when possible with smaller retail merchants and smaller commercial structures in a well-designed and coordinated shopping and business center in a manner that visually reduces their bulk, size, and scale.
- Be designed with a unified theme of design, materials, and shared parking, as well as the utilization of facades that are compatible with local community character and avoid uniform, bland, box-like architecture.
- Be consistent with the design standards for commercial uses in the Character Design Guidelines.



## **Strip Commercial Development**

Commercial developments gain exposure by being located next to each other and along major roadways. Incremental “strip” commercial development is a common suburban development pattern. While this may provide the desired exposure to the roadway, narrow bands of development yield an unbalanced image of a community and do not assist in reducing automobile dependency. Even if the developments are attractively designed, strip development does not allow the public to take advantage of the convenience of centralized commercial activity and may in fact deter shoppers from smaller establishments in smaller developments. Over time, this type of development pattern begins to negatively impact the attractiveness of the commercial area by virtue of its inherent traffic congestion and inconsistent character. County policy will continue to focus on the potentially adverse impacts of strip commercial development, but will also attempt to encourage a more complementary pattern of development into localized centers or nodes, especially at concentrated locations such as intersections of major thoroughfares. This policy is reflected in the different scales of development suggested by the Commercial and Mixed Use designations of the Future Land Use Map the general performance zoning principles in the Zoning Ordinance and the design standards for commercial uses in the Character Design Guidelines.

## **Continuing Care Retirement Communities (CCRCs)**

James City County already has a number of developments and facilities to serve the senior segment of the population, from age-restricted communities like Colonial Heritage, to facilities with a range of care levels (known as Continuing Care Retirement Communities, or CCRCs) such as Williamsburg Landing and Patriots Colony. With the percentages of the senior segment of the population expected to increase, the need for housing and care options will likely increase as well. CCRCs are sometimes called life care communities and many have large campuses that include separate housing for those who live independently, assisted living facilities that offer more support, and nursing homes for those needing skilled nursing care. When all levels of care are included within the same grounds, people who are relatively active, as well as those who have serious physical and intellectual disabilities (like Alzheimer’s disease, dementia, etc.) will potentially live in close proximity. Residents then move from one housing choice to a progressively more supportive one as their needs change. CCRCs are a permitted or specially permitted use in the R-3, R-4, R-5, PUD (Planned Unit Development), and MU (Mixed Use) Zoning Districts.

While there has been some variation over the decades in evaluating the impact of CCRCs, the consistent recent practice for these purposes has been to calculate a CCRC’s density based on the number of independent living units, with the assisted living rooms and/or skilled nursing beds excluded from this calculation. While assisted living rooms and skilled nursing beds do have an impact on the County, they do not represent the same level of impact as a traditional dwelling unit. Assisted living rooms and skilled nursing beds have been considered to be more along the lines of an institutional land use (like a hospital) than a residential land use, and their impacts should be accounted for differently than with a density measurement. It should also be noted that density is just one of many potential measures of impact for a given project. For most CCRCs, the largest public impacts from the assisted living rooms and skilled nursing beds will likely come from traffic (staff members who support these units traveling to and from the site, delivery of goods and services, etc.), emergency services (Fire and EMS response support for these units), and the environmental impacts associated with locating the building(s) to house these units on the CCRC site. In the past, adequately addressing these types of impacts via the proposal’s master plan or proffers has been judged to have met the intent of the Comprehensive Plan and it is the intent of the County to continue to address CCRC impacts using this practice.

## Short-Term Rentals

The short-term rental of private residential property facilitated through companies such as Airbnb has emerged as an alternative to traditional short-term rentals such as hotels or timeshares. As of 2020, James City County does not have a specific definition for short-term rentals in the Zoning Ordinance, but historically has permitted “tourist homes” and “rental of rooms” within certain districts, either by-right or with a special use permit. In districts where an SUP is required for short-term rentals, conditions are stipulated that are intended to protect the residential nature of the surrounding area and ensure that updated Certificates of Occupancy are issued within a certain time period.

The Zoning Ordinance currently defines “tourist home” as a dwelling where lodging or lodging and meals are provided for compensation for up to five rooms which are open to transients. Historically, the “tourist home” use has applied to traditional bed and breakfast-style businesses, where a proprietor rents out rooms for short-term stays, and provides services such as meals and basic housekeeping. The current ordinance allows up to five rooms to be rented within a tourist home, and the definition has been interpreted to allow the proprietor to live on- or off-site. “Rental of rooms” is not specifically defined in the Zoning Ordinance, but has typically applied to situations where a homeowner rents a specific number of rooms (usually to a maximum of three) on a short-term basis. Unlike tourist homes, “rental of rooms” does not allow the owner/proprietor to live off-site. The long term rental of a dwelling or room under a traditional lease does not fall under the short-term rental category.

Many, but not all, residential districts require a special use permit for either tourist homes or rental of rooms, which allows for a legislative review process and conditions to be stipulated which protect the character of the surrounding area. Certain commercial districts allow tourist homes by-right, but rental of rooms is not permitted at all. It is important to note that even if a tourist home or rental of rooms is permitted by-right in a particular location through the Zoning Ordinance, business licensure and an updated Certificate of Occupancy to ensure compliance with commercial fire and building codes would still be required.

Due to the unique impacts that can arise from transient residents in short-term rentals, the County should continue to carefully consider the impacts these uses can have on a community’s quality of life. The thriving rural character of James City County continues to offer a variety of agri-tourism opportunities, for which short-term rentals may provide a truly unique opportunity and experience; one that provides economic benefits to rural property owners but does not directly compete with more conventional tourism-based opportunities inside the PSA. If located within a residential context, short-term rentals should serve to complement the residential character of the area rather than altering its nature. Therefore, while every location can be considered uniquely, short-term rentals are most appropriately located subject to the following development standards:

- Be located on lands designated Rural Lands, Neighborhood Commercial, Community Commercial, Mixed Use or Economic Opportunity;
- Be located on the edge or corner of an existing platted subdivision, rather than internal to it;
- Be located on a major road; and
- Be operated in a manner such that the property owner will continue to live and reside on the property during the rental.

## Timeshares

In James City County, timeshares have traditionally been considered as appropriate uses in residential zoning districts and Comprehensive Plan future land use designations. When assessing impacts, it is important for projects to provide information on the maximum possible occupancy of units (given features such as lockout units). In the past, lockout features (typically, a unit which has the capability of being divided to create two separate but complete sections) have not been counted toward density, but should be taken into account, if appropriate, in assessing impacts. Timeshare development should be developed consistent with the following policies:

- It should not directly or adversely impact either existing or planned development.
- It should not be developed as a primary use within any non-residentially designated area.
- In Mixed Use areas, timeshares should be a secondary use and should not be located in areas generally reserved for commercial or industrial use.
- It should follow the design standards for residential uses in the Character Design Guidelines.

## Community Guidance

### Public Engagement

Public input for the Land Use Chapter was received at key points of the Engage 2045 process. All of the public engagement themes identified during this Comprehensive Plan update are related to this chapter. These public engagement themes are the protection of community character, protection of the natural environment, fostering affordable and workforce housing, growing the local economy, and enhancing quality of life. The 2019 Citizen Survey was conducted in the spring of 2019 and the results were reported in the summer. Overall, respondents to the 2019 Citizen Survey revealed a strong desire for the County to continue managing growth in a manner that upholds community character, protects rural lands and allows for enhancement of the community's overall quality of life.

The County hosted the Engage 2045 Summit on the Future in the fall of 2019 to engage with citizens to determine their priorities and preferences for the future. The responses from the Summit continued the themes from the Citizen Survey, revealing the community's strong desire for the County to protect and preserve rural character and the natural environment and specifying that growth should be located within the PSA and not in the Rural Lands.

This vision was more fully explored through the second round of community engagement, which occurred in the fall of 2020. The second round of public engagement included questionnaires on the Goal statements for each chapter, and feedback on alternative options for future growth and preservation. The results of the Goals Questionnaire for the Land Use chapter's goal showed that slightly more than 70% of respondents did not want to change the goal. Of those preferring change, there was an emphasis on the need to maintain the character of the community by discouraging new development and promoting infill and redevelopment of properties. The results from the questionnaire on alternative futures are expressed in the Scenario Planning key principles listed below.

The third round of community engagement was held in the winter of 2021. This round solicited input on policy directions the County should pursue, actions it should take, and design guidelines it should apply to enable citizens' vision for the future of the community to be realized. The recommended policy directions and actions included new development restrictions and public land acquisition to limit development impacts on natural lands, with a strong emphasis on protecting water resources. Regarding development style, there was more support for styles of development that reduce development intensity supported through the expression of values for natural beauty, agricultural conservation, privacy, walkability, historical architecture, and community. Participants generally desired lower-density development, natural surroundings, and colonial inspired architecture. They indicated a preference for commercial areas separate from parking lots where shoppers can walk, with integrated greenspaces and tree cover, as well as a preference for craft cluster and craft core types of commercial/industrial spaces. Participants were generally concerned about preserving farmland and open space, and strongly preferred large lots (20+ acres), passive recreation, and wooded screening. There was also consistent support for enhancing quality of life amenities in James City County with a strong emphasis on walking and biking facilities. Respondents supported prioritizing County resources for enhancing quality of life amenities. They also supported prioritizing walking and biking amenities in locations that increase connectivity between neighborhoods and shopping, schools, employment areas, and greenways.

### Scenario Planning - Key Policy Guidance

The results of the Scenario testing phase of community engagement yielded several key community preferences that relate to Land Use:

- Create more mixed-use “complete communities” that include connected open spaces and natural areas, increase walkability and connectedness, and provide new housing and work opportunities, while maintaining the natural green character of the County;
- Provide a more compact development pattern within the Primary Services Area (PSA) and reduce new development in rural lands outside the PSA, as well as potential reductions in the PSA;
- Support efforts to reuse or redevelop existing, older developments and undertake development on infill sites to maximize use of existing services, improve quality of older developed areas, and reduce pressure for development on rural and natural lands;
- Protect natural features and rural areas as critical community character assets that help to attract new businesses and workers, serve as active working lands, and are the foundation for agri-tourism and eco-tourism industries;
- Provide more housing options that increase the ability for workers to live locally and for households entering new lifestyle periods, such as first-time homebuyers and empty nesters, to have options that allow them to continue to live in the County; and
- Ensure high-quality design of new developments and redeveloped areas that focuses on maintaining community character, supporting green building best practices, incorporating of natural areas within the built environment, supporting walkability and multimodal access, and leveraging existing public infrastructure.

## Spotlight on Implementation

Building a strong community for the future requires land use planning practices that will preserve natural resources, plan for adequate transportation and housing infrastructure, create a sense of place and community, and maintain an economic base that remains vital during a variety of market climates. In order to achieve a pattern of land use and development that reinforces and improves the quality of life for the community, James City County has identified the following strategic issues:

- Having a range of housing opportunities and choices;
- Having a diverse tax base;
- Achieving cooperation among all neighboring localities to ensure compatibility of land uses;
- Having attractive places with a discernible identity;
- Promoting the use of land in a manner harmonious with other land uses and the environment;
- Mixing land uses to promote the efficient use of land;
- Preserving natural resources such as open space, farmland and environmentally sensitive areas;
- Providing varied and adequate transportation opportunities;
- Directing development into designated growth areas and providing services and facilities that meet the needs of all citizens; and
- Encouraging the development of complete communities, multi-modal transportation options, and compact mixed use centers that are walkable and bikeable.

There have been a number of items accomplished since 2009 that originated in whole or in part from the Land Use section and Goals, Strategies, and Actions (GSAs). In terms of GSAs related to the area that is designated Rural Lands, the County conducted a study of the feasibility of starting a Transfer of Development Rights (TDR) program, continued to examine zoning regulations for this area, including holding several discussion sessions, and was awarded an Agricultural and Forestal Industries Development grant to enhance rural economic development activities.

With regard to engaging in planning efforts related to our regional context, the County partnered with federal officials, adjacent localities, residents, and business owners to complete the planning process portion of the Joint Base Langley-Eustis Joint Land Use Study (JLUS). This 15-month process resulted in the adoption of the study by the County's Board of Supervisors.

The Zoning and Subdivision Ordinances were also updated to address actions across multiple strategies. For example, the Zoning Ordinance was updated to permit places of public assembly used primarily as an event facility subject to certain performance standards, which helped fulfill one of the recommendations of the County's rural economic development strategy. Other examples include the Zoning Ordinance being updated to create a new section that lists standards and specifications for street trees in certain residential developments, to add bicycle improvements to

many of the required pedestrian accommodation improvements based on the Historic Triangle Bikeways Master Plan, to allow for electric vehicle charging stations as an accessory use to off-street parking, and to revise submittal requirements for legislative cases.

Finally, in terms of GSAs related to the tracking of impacts of development proposals in a comprehensive and cumulative manner, staff has updated its tracking methods and now creates annual updates so future development can be better projected. A land use modeling effort in collaboration with consultants as part of this Comprehensive Plan update will also provide additional resources for staff's tracking and analysis of development.

As the County looks to 2045, the Land Use section, along with the entire Comprehensive Plan, seeks to address the strategies listed above and provide the framework for the policy decisions and Ordinances that will guide the community both today and into the future.

## Future Land Use Map Descriptions and Development Standards

The following Future Land Use Map descriptions define the Land Use Map designations and assist in interpreting the intent of the Comprehensive Plan. These descriptions are to be used in conjunction with the Comprehensive Plan's Land Use Development Standards and Future Land Use Map when considering any development proposal affecting areas within the County. On any given parcel, there may be factors or property features highlighted in other Comprehensive Plan sections (e.g., historic or environmental resources) which may also influence the preferred uses, intensities and general development of the property, or determine its suitability for open space preservation.

In some instances, existing developed areas are not shown on the Future Land Use Map because it would be imprudent to encourage further expansions of those uses at this time. There are also areas where a property's zoning is not consistent with its Comprehensive Plan Land Use Designation. The significant instances of this circumstance are described below.

The Future Land Use Map and Comprehensive Plan will be reviewed on a periodic basis to consider changes in development patterns or County policy which may affect the rationale behind particular Future Land Use Map designations. Because the plan is reviewed on a regular basis, the Future Land Use Map and Comprehensive Plan are intended to be relatively rigid guidelines for development over the next five years.

Land Use designations and zoning districts are both important, but each serve a different function. The Land Use designation, in conjunction with County development guidelines, is a guide for a property's desired use in the future. Zoning is a separate regulatory process and layer, and legally determines current development, such as building and structure dimensions, design, placement, and use on the property.

### Primary Service Area (PSA)

The PSA defines areas presently provided with public water, sewer and high levels of other public services, as well as areas expected to receive such services over the next 20 years. Promoting efficiency in the delivery of public facilities and services through land use planning and timing

development is an important concept. The PSA concept encourages efficient use of public facilities and services, avoids overburdening such facilities and services, helps ensure facilities and services are available where and when needed, increases public benefit per dollar spent, promotes public health and safety through improved emergency response time, and minimizes well and septic failures within the PSA. Most residential, commercial, and industrial development will occur within the PSA. Development outside of the PSA is strongly discouraged.

Public utility sites, easements, and facilities are not shown on the Future Land Use Map; however, it is the intent of the Comprehensive Plan that any development of these sites, easements, and facilities, inside or outside the PSA, be subject to individualized review under § 15.2-2232 of the Code of Virginia.

### Relationship between the Comprehensive Plan Future Land Use Map and Zoning Ordinance District Map for Areas with Residential Designations

The first James City County Zoning Ordinance was approved in 1969, following the first adopted Land Use Plan, which was adopted in 1965, but pre-dating the first Comprehensive Plan, which was adopted in 1975. The Comprehensive Plan Future Land Use map was created with recognition and deliberation of adjacent land uses, traffic conditions, zoning, and a variety of other considerations. The following information provides additional guidance on the zoning-Comprehensive Plan Future Land Use Map relationship.

	<b>Future Land Use Map Residential Designations (Low Density Residential and Moderate Density Residential)</b>
R-8 or A-1 Zoning Districts inside the PSA	<ol style="list-style-type: none"> <li>1. For residential uses, it may be appropriate to rezone to a residential zoning district.</li> <li>2. For commercial uses, certain uses are permitted by-right in these zoning districts, while others may require a Special Use Permit (SUP). In a limited number of instances, to be evaluated on a case-by-case basis, a rezoning to a limited commercial zoning district may be considered. For either SUP or rezoning legislative actions, careful adherence to the Low Density Residential /Moderate Density Residential development standards, which have more specific guidelines for these limited commercial uses/districts, will be extremely important.</li> </ol>
Residential Zoning Districts (R-1, R-2, R-3)	<ol style="list-style-type: none"> <li>1. Residential uses and residential zoning districts are in concert with these Future Land Use Designations.</li> <li>2. For residentially-zoned properties where a property owner wishes to pursue a commercial use, a limited number of uses are permitted by-right in these zoning districts, while others may require an SUP. In a limited number of instances, to be carefully evaluated on a case-by-case basis, a rezoning to a limited commercial zoning district may be considered. In these instances, for either SUP or rezoning legislative actions, careful adherence to the Low Density Residential/Moderate Density Residential development standards, which have more specific guidelines for these limited commercial uses/districts, will be extremely important.</li> </ol>
Commercial/Industrial Zoning	A number of properties in this scenario reflect the historical discrepancy between the property’s original zoning and the Comprehensive Plan Future Land Use Map. In these instances, the future land use designation was deliberately put in

<p>Districts (LB, B-1, M-1, M-2)</p>	<p>place to address a variety of considerations. Examples of this are described below, together with the rationale for the existing designation, and information to help guide future development in these areas. Where this discrepancy occurs, a property owner could choose to pursue a rezoning to a residential district to allow for a residential use, which is typically less intense than what would otherwise be allowed. Similar to the circumstances discussed in the previous categories, if a property owner wishes to pursue a commercial use, certain uses are permitted by-right in these zoning districts, while others may require an SUP. For legislative actions, careful adherence to the language pertaining to a particular area below (where applicable) and to the Low Density Residential /Moderate Density Residential development standards, which have more specific guidelines for these limited commercial uses/zoning districts, will be very important.</p>
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### Anderson’s Corner Area

There are approximately 87 acres outside the area designated Mixed Use in Anderson’s Corner that are zoned General Business (B-1) and designated Low Density Residential. The surrounding property is zoned General Agricultural (A-1) and Limited Residential (R-1).

The County recognizes this property’s zoning and Comprehensive Plan land use designations are inconsistent; however, for the reasons outlined below, the County believes that no changes in Land Use Map designation are warranted.

- Changing the Future Land Use Map designation to Mixed Use is not recommended. There is a substantial amount of land designated Mixed Use in and around the Barhamsville Road and the Croaker Road interchanges. There is also a substantial amount of land designated for General Industry just to the south of Anderson’s Corner.
- Changing the Future Land Use Map designation to make it consistent with the underlying zoning could lead to other adjacent property owners wishing to re-designate their parcels from Low Density Residential to a more intense land use classification. Further development beyond what could occur based on existing zoning could result in significant increases in traffic volumes on both Route 30 and Richmond Road (Route 60).
- Because these B-1 parcels are adjacent to existing single family homes and property designated Low Density Residential on the Comprehensive Plan, they are not an appropriate location for intense business/ commercial uses. By keeping the Low Density Residential designation in this area, the County is better able to mitigate the impacts of businesses that locate in this area through the SUP process. It is the policy of the County to mitigate these impacts during the development review process.

The County would evaluate development proposals in this area based on how well they measure against the following criteria:

- Protecting adjacent residential areas.
- Limiting curb cuts and minimize negative traffic impacts on the area.



- Discouraging “strip” development and promote a coordinated and comprehensive development plan for the entire area.
- Giving preference to office and limited industrial uses.
- Encouraging pedestrian travel.

### **Strawberry Plains Road and Route 199 Area**

This property is located on the west side of Strawberry Plains Road north of John Tyler Highway (Route 5). The northern portion of this area is zoned Limited Business (LB) and the southern portion is zoned B-1. The northern half of this area has a Moderate Density Residential designation while the balance of the area is designated Low Density Residential. Most of the property designated Moderate Density is already developed with small commercial uses associated with the Midlands townhouse complex. A portion of the property zoned B-1 is owned by the County and has been utilized for Route 199 right-of-way and buffers, and the rest has been developed as the Strawberry Plains Center commercial area.

The County believes that no change in Comprehensive Plan designation is warranted. Given this area’s proximity to nearby residential development, including the Strawberry Plains subdivision in the City of Williamsburg, it is ill-suited for further intense business and commercial development. For the B-1 property, the County discourages development or redevelopment of this property in a strip commercial fashion.

### **Greensprings Road and John Tyler Highway (Route 5)**

Several properties located at the southwestern corner of John Tyler Highway (Route 5) and Greensprings Road are zoned LB and designated Low Density Residential. These parcels front on both Greensprings Road and John Tyler Highway (Route 5). They are adjacent to Low Density Residential properties (built subdivisions). Historic Green Spring is located directly across the street. The western parcel has been developed as an office complex. Because of their location, the development of these parcels could have a significant impact on the entry point to Green Spring Road and Historic Green Spring and consequently their historic and natural character.

The County believes that no change in the Future Land Use Map designation is warranted. Development of these parcels should continue to be very low traffic generators that protect the adjacent residential communities and the historic and aesthetic character of Greensprings Road and John Tyler Highway (Route 5). By keeping the Low Density Residential designation in this area, the County is better able to mitigate the impacts of businesses that locate in this area through the SUP process.

### **Jamestown Road - Sandy Bay/Ironbound Road Area**

There are a number of properties in this area that are zoned LB and designated Low Density Residential. Jamestown Road is projected to be approaching or over capacity in the future Widening would have a significant negative impact on the character of the road. Given the traffic concerns and the fact that this area is predominantly residential in character, the Low Density Residential designation is appropriate for this area and should remain unchanged. The most appropriate uses are either residential or the very limited accessory commercial uses referenced in the Low Density

Residential designation. The Low Density Residential designation affords more opportunity to guide future uses.

## Land Use Designation Descriptions and Development Standards

The information and charts below summarize the preferred development standards for the following future land use designations:

- Economic Opportunity
- Community Character Conservation, Open Space or Recreation
- Williamsburg-Jamestown Airport
- Federal, State or County Land
- Rural Lands
- Low Density Residential
- Moderate Density Residential
- Neighborhood Commercial
- Community Commercial
- Limited Industry
- General Industry
- Mixed Use

The designation descriptions and development standards for these future land use designations describe preferred uses, intensities and general development characteristics for each designation. In addition, the Character Design Guidelines should also be consulted as they describe the preferred design guidelines for different land uses.

### Economic Opportunity

Lands designated as Economic Opportunity are intended primarily for economic development, increased non-residential tax base, and the creation of jobs. The lands should be at strategic locations in the County relative to transportation, utilities infrastructure, and adjacent uses, and the lands should only be developed consistent with comprehensive area/corridor master plans.

The principal uses and development form should maximize the economic development potential of the area and encourage development types that have certain attributes, principally that they have a positive fiscal contribution, provide quality jobs, enhance community values, are environmentally friendly and support local economic stability. Master planning is at the core of this designation, and no development should occur unless incorporated into area/corridor master planning efforts which should address environmentally sensitive areas, available infrastructure (roads, water, sewer, transit, etc.), community character and context, public facilities and adjacent land uses to include lands in adjacent jurisdictions. The intent of this designation is to include parcels with this designation in the PSA (where not already included) pending the outcome of the master planning efforts.

These area/corridor master planning efforts should phase development to be in step with, and provide for, adequate amounts or capacities of roads, water, sewer, transit, bicycle and pedestrian facilities, fire stations, police and general government services, parks and recreation facilities, schools, and other facilities and service needs generated by the development. The master plan for

the area should also demonstrate appropriate variation in uses, densities/intensities, pattern, and design such that new development is compatible with the existing character of surrounding areas. If an individual landowner in lands designated Economic Opportunity does not wish to participate in the master planning effort, such land shall be recognized and adequate buffers provided in the master plan to protect the current use of that land.

Development should be designed to encourage trips by alternative transportation modes and should be concentrated on portions of the site to avoid sensitive environmental features and respect viewsheds from historic and Community Character areas and corridors.

### **Economic Opportunity - Mooretown Road/Hill Pleasant Farm Area**

For the Mooretown Road/Hill Pleasant Farm Area, the primary suggested uses include industrial, light industrial, and office uses. Primary uses shall follow the recommendations for the general Economic Opportunity designation as described above. Development should refer to the commercial/industrial and residential development standards. Retail commercial uses should be limited in amount and type to support the primary uses. Mixed-cost housing, with a strong emphasis on affordable/workforce needs, may be permitted on up to 15% of developable land area. Housing shall only occur with (a) an area/ corridor master plan to balance regional residential distribution, and (b) assurance that the residential units must be built concurrently or after the office/ industrial component. High density residential may be permitted as a secondary use only with commitments to improved transit system infrastructure and programs (light rail, commuter rail, expanded bus transit, etc.); should transit not occur, high density residential uses are strongly discouraged. In addition, any residential density should be highest closest to transit access points, and should decrease as distance increases from those points. A portion of this area is included within the Norge Community Character Area. Additional information can be found in the Norge description in the Community Character section. New development in the northern portion should be of a design, scale and intensity that is complementary to the development standards for the Croaker mixed use area.

### **Economic Opportunity - Barhamsville Interchange Area**

For the I-64 Exit 227 Interchange Area, the primary suggested uses include industrial, light industrial, office, medical/research, and/or tourist attraction uses. Primary uses shall follow the recommendations for the general Economic Opportunity designation described above. Development should refer to the commercial/industrial development standards. Retail commercial uses should be limited in amount and type to support the primary uses. As expressed in the general Economic Opportunity language, the master plan for this area should demonstrate appropriate variation in uses, densities/intensities, pattern and design such that new development is compatible with the existing character of surrounding areas. In particular for this site, buffers, open space, or other similar mechanisms should be used along the southern and western property lines in order to provide a transition to areas designated Rural Lands and Park, Public and Semi-Public Open Space. These parcels constitute a gateway into the County along I-64 and Route 30 which should be reflected in the development's architectural design, landscaping and buffering.

Transportation is a key component of this EO area, with proximity to the interstate interchange as an important driver. The phasing and intensity of future development should safeguard this important element by maintaining adequate levels of service at the interchange and surrounding roadways. The primary access for these EO parcels should be an internal access road that connects to Old Stage Road/Route 30. A secondary access onto Barnes Road could be considered depending

on the type of development that is ultimately proposed, as well as a more thorough analysis of the adequacy and safety of Barnes Road to handle traffic both from the north and the south. Any residential uses should be subordinate to and in support of the primary economic development uses and only located on the periphery of the property in areas that are not suitable for economic development uses. In addition, the location and amount of any residential uses should be depicted as an integrated element of the larger master plan for the area, should be limited to the amount or percentage allowed in the Economic Opportunity Zoning District, and should not be developed prior to a significant portion of the primary economic development uses. New development should be of a design, scale and intensity that is complementary to the development standards for the Stonehouse mixed-use area.

### **Economic Opportunity - Toano/Anderson's Corner Area**

For the Toano/Anderson's Corner Area, the recommended uses are industrial, light industrial and office uses. Businesses that take advantage of the unique assets of the property or use agricultural or timber industry inputs are highly encouraged. In order to support Toano as the commercial center of this part of the County, retail commercial is not a recommended use unless accessory to the recommended uses. Any residential uses should be subordinate to and in support of the primary economic development uses. In addition, the location and amount of any residential uses should be depicted as an integrated element of the larger master plan for the area, should be limited to the amount or percentage allowed in the Economic Opportunity Zoning District, and should not be developed prior to a significant portion of the primary economic development uses. As expressed in the general Economic Opportunity language, the master plan for this area should demonstrate appropriate variation in uses, densities/intensities, pattern and design such that new development is compatible with the character of surrounding areas. In particular for this site, buffers, open space, or other similar mechanisms should be used along the southwest and western property lines in order to provide a transition to areas designated Rural Lands, and the site design and architecture should respect the local rural character and nearby historic structures. Maintaining mobility on Route 60 is also a significant consideration, so development should utilize best practices for access management. New development should be of a design, scale and intensity that is complementary to the development standards for the Anderson's Corner mixed-use area.

### **Community Character Conservation, Open Space or Recreation**

The properties that are most appropriate for this designation are those that currently contribute to the rural, historic and scenic character of James City County, whether inside or outside the Primary Service Area, and are used for that purpose. Categories for these properties includes those larger, undeveloped areas within the Primary Service Area (PSA) that are protected by historic or scenic easements, properties of national or local historic significance such as Jamestown Island, Colonial Parkway, Green Springs National Park, Carter's Grove and Mainland Farm, and properties currently used for public recreation such as York River State Park, the Warhill Sports Complex, Chickahominy Riverfront Park and Freedom Park. Other properties that are appropriate for this designation are those that provide buffers to historic sites and environmentally sensitive areas such as reservoirs, natural heritage resources, educational resources, and areas for recreation and enjoyment.

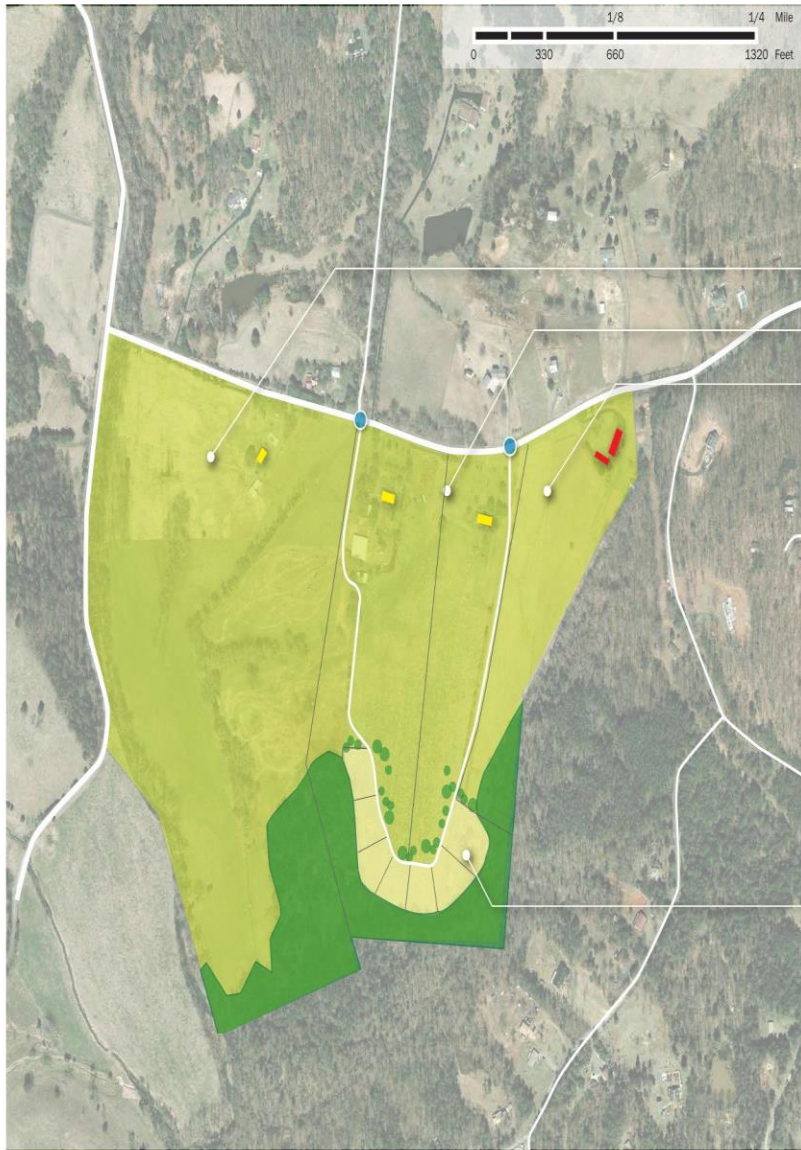
## **Williamsburg-Jamestown Airport**

The principal suggested uses for the developable land associated with the airport include aviation, with airport-related commercial and office development as clearly secondary uses. Land which is currently in use as a mulching operation may continue in its current or a similar use, in a limited manner consistent with State and local permits. Changes in the use of this portion of the site to an activity which is similar or less intense than the previous activity may be permitted provided that all local, state, and federal permits are obtained and that the development of these uses is clearly secondary to the existing and future airport operations. Manufacturing, commercial, or industrial activities beyond the scope of what is described above are discouraged and any proposed development is to be considered in light of its impact on neighboring communities and subdivisions. The timing and intensity of development will be conditioned on the sufficient buffering and screening of adjacent property and the maintenance of an acceptable level of service for roads and other public services.

## **Federal, State, or County Land**

Publicly owned lands included in this category are Eastern State Hospital, military installations, County offices and facilities, and larger utility sites such as the Hampton Roads Sanitation District treatment plant. Development in these areas should follow applicable development standards listed in the charts.

<b>Chart 1. Rural Lands Designation Description</b>	
1. Basic Description	Rural Lands are areas containing farms, forests and scattered houses, exclusively outside of the PSA, where a lower level of public service delivery exists or where utilities and urban services do not exist and are not planned for in the future. Rural Lands uses are intended to help protect and enhance the viability of agricultural and forestal resources and compatible rural economic development uses as important components of the local economy.
2. Recommended Uses	<p>Appropriate primary uses include traditional agricultural and forestal activities, but also innovative agriculture, horticulture, silviculture, specialty or niche farming, commercial and non-commercial equine opportunities, agri-tourism, rural-based public or commercial recreation, rural-support businesses and certain public or semi- public and institutional uses that require a spacious site and are compatible with the natural and rural surroundings.</p> <p>Retail and other commercial uses serving Rural Lands are encouraged to be located at planned commercial locations on major thoroughfares inside the PSA. However, appropriately-scaled and located direct agricultural or forestal-support uses (including agri-business and eco-tourism), home-based occupations, or certain uses which require very low intensity settings relative to the site in which it will be located may be considered on the basis of a case-by-case review, provided such uses are compatible with the natural and rural character of the area and are in accordance with the Rural Lands Development Standards. These uses should be located in a manner that minimizes effects on agricultural and forestal activities, and where public services and facilities, especially roads, can adequately accommodate them.</p>
3. Recommended Density	Residential development is not a recommended use and is discouraged outside the Primary Service Area in the Rural Lands. Residences associated with agricultural and forestal activities may be appropriate, but subdivision of lots should occur at a density of no greater than one residence per 20 acres. A very limited amount of residential development could be permitted in the form of rural clusters, provided significant preservation of the natural resources is achieved, such development does not interrupt rural qualities or character, and the development standards for rural clusters listed below are followed.
<b>Rural Lands Development Standards</b>	
4. Use and Character Compatibility	<p>a) Uses in Rural Lands should reflect and enhance the rural character of the County. Particular attention should be given to the following:</p> <ol style="list-style-type: none"> <li>i. Locating structures and uses outside of sensitive areas;</li> <li>ii. Maintaining existing topography, vegetation, trees, and tree lines to the maximum extent possible, especially along roads and between uses;</li> <li>iii. Discouraging development on farmland, open fields, scenic roadside vistas, and other important agricultural/forestal soils and resources;</li> <li>iv. Encouraging enhanced landscaping to screen structures located in open fields using a natural appearance or one that resembles traditional hedgerows and windbreaks;</li> <li>v. Locating new driveways or service roads so that they follow existing contours and old roadway corridors whenever feasible;</li> <li>vi. Generally limiting the height of structures to an elevation below the height of surrounding mature trees and scaling buildings to be compatible with the character of the existing community;</li> <li>vii. Minimizing the number of street and driveway intersections along the main road by providing common driveways; and</li> <li>viii. Utilizing lighting only where necessary and in a manner that eliminates glare and brightness.</li> </ol> <p>b) Encourage the preservation and reuse of existing agricultural structures such as barns, silos, and houses.</p> <p>c) Site more intensive uses in areas where the existing road network can accommodate the additional vehicle trips without the need for significant upgrades or modifications that would impact the character of the rural road network.</p>
5. Rural Clusters	<p>If built, rural clusters should develop with the following guidelines:</p> <ol style="list-style-type: none"> <li>a) Densities should be no higher than the maximum permitted density in the underlying zoning district. Lot sizes may be reduced as appropriate to maximize the preservation of rural view-sheds and resources as described in the standards below.</li> <li>b) Minimize the impact of residential development by retaining a substantial amount (at least two-thirds) of the site in large, undivided blocks of land for permanent open space, farming, timbering and/or rural economic uses.</li> <li>c) Appropriate goals for open space and lot layout include preservation of farmland, open fields, scenic vistas, woodland, meadows, wildlife habitats, and vegetation; protection of environmentally sensitive land including wetlands, stream corridors, and steep slopes; important historic and archaeological resources, and roadway buffers.</li> <li>d) The goals of the open space and lot layout should be shown on a conceptual plan, and the design should support these goals. For instance, if preservation of agriculture is one of the main goals of the open space, the open space should encompass that land which is most suitable for farming (topography, soils). Blocks of land large enough to support a farm should be set aside in the open space. In addition, potential conflicts between the uses should be minimized by designing buffers between the farmland and the residential development. Similar design considerations would be expected to support other open space goals as well.</li> <li>e) The open space should be placed in a conservation easement or the equivalent to ensure that the land will remain undeveloped.</li> <li>f) The visibility of the development from the main road should be minimized. It is recommended that lots be placed along an access road rather than along the main route so that the view from the main route still appears rural in nature.</li> </ol>



# Rural Lands

## SAMPLE DEVELOPMENT CONCEPT

This illustration represents one potential way that the policies in the Land Use chapter for this land use could be interpreted. Alternate concepts that follow these policies may also be acceptable. This development concept is only for illustrative purposes and design guidelines, policies and ordinance requirements are a factor, particularly with respect to detailed requirements such as landscaping

Large farm remains in agricultural / forestal use

Medium sized parcel divided into two large lots managed as small farms

Small farm managed as rural economic enterprise with agritourism and winery use



Small rural cluster sited away from roads and screened by trees to preserve rural viewsheds

### Legend


- |            |  |                                   |
|------------|--|-----------------------------------|
| Mixed use  | Low Density Residential                | Common Open Space                 |
| Commercial | Moderate Density Residential - Level 1 | Wooded or Landscaped Buffer Areas |
| Civic      | Moderate Density Residential - Level 2 |                                   |
| Industrial | Parking                                | Pedestrian/Bike Paths             |
|            |  | Roadway Interconnectivity         |

Chart 2. Residential Designation Descriptions			
	Low Density Residential	Moderate Density Residential	
		Level 1	Level 2
1. Basic Description	<ul style="list-style-type: none"> <li>• Located in the PSA where public services and utilities exist or are expected to be expanded to serve the sites over the next 20 years.</li> <li>• Have natural characteristics such as terrain and soils suitable for residential development.</li> </ul>	<ul style="list-style-type: none"> <li>• Located in the PSA where public services and utilities are available.</li> <li>• Optimally located near the intersections of collector or arterial streets.</li> <li>• Have natural characteristics such as terrain and soils suitable for compact residential redevelopment.</li> <li>• May serve as transitional uses, primarily to general commercial, Neighborhood Commercial, or Mixed Use areas.</li> </ul>	<ul style="list-style-type: none"> <li>• Have the attributes of Level 1, plus:</li> <li>• Optimally located on high capacity roadways, and near the intersections of collector or arterial streets.</li> <li>• May be part of a larger mixed use community as part of higher density uses at the core.</li> <li>• Should be located close to shopping and service uses with good multimodal connections to employment and recreation opportunities.</li> </ul>
2. Recommended Density	<ul style="list-style-type: none"> <li>• Gross density up to one dwelling unit per acre, depending on the character and density of surrounding development, physical attributes of the property, buffers, the number of dwelling units proposed, and the degree to which the development is consistent with the Comprehensive Plan.</li> <li>• Gross density from one unit per acre up to four units per acre, if particular public benefits are provided. Examples of such public benefits include mixed-cost housing, affordable and workforce housing, enhanced environmental protection, or development that adheres to the principles of open space design.</li> </ul>	<p>Minimum gross density of four units per acre up to 8 units per acre, depending on the character and density of surrounding development, physical attributes of the property, buffers, and the degree to which the development is consistent with the Comprehensive Plan. Development at the highest density is not recommended unless it offers particular public benefits. Examples of such public benefits include mixed- cost housing, affordable and workforce housing, and enhanced environmental protection.</p>	<p>Minimum gross density of 8 units per acre up to 16 units per acre, depending on the character and density of surrounding development, physical attributes of the property, buffers, the number of dwelling units proposed, and the degree to which the development is consistent with the Comprehensive Plan. Development at the highest density is not recommended unless it offers particular public benefits. Examples of such public benefits include mixed- cost housing, affordable and workforce housing, and enhanced environmental protection.</p>
3. Recommended Uses	<p><b>Group 1</b> Single family and multifamily units, accessory units, cluster or cottage homes on small lots, recreation areas.</p> <p><b>Group 2</b> Schools, places of public assembly, very limited commercial, and community-oriented facilities.</p> <p><b>Group 3 (See also the CCRC and timeshare policies)</b> Timeshares, retirement and care facilities and communities.</p>	<p><b>Group 1</b> Multifamily units (single family attached homes, duplexes, townhomes), lower density apartments, recreation areas, manufactured home parks and subdivisions in accordance with location standards.</p> <p><b>Group 2</b> Very limited commercial and community-oriented facilities.</p> <p><b>Group 3 (See also the CCRC and timeshare policies)</b> Timeshares, retirement and care facilities and communities.</p>	<p><b>Group 1</b> Multifamily units (single family attached homes, duplexes, townhomes), apartments, recreation areas, in accordance with location standards.</p> <p><b>Group 2</b> Limited commercial and community-oriented facilities.</p> <p><b>Group 3 (See also the CCRC and timeshare policies)</b> Timeshares, retirement and care facilities and communities.</p>



<b>Residential Development Standards</b>	
4. Use and Character Compatibility	<p>a) Permit new development only where such developments are compatible with the character of adjoining uses and where the impacts of such new developments can be adequately addressed. Particular attention should be given to addressing such impacts as incompatible development intensity and design, building height and scale, land uses, smoke, noise, dust, odor, vibration, light, and traffic.</p> <p>b) Locate residential uses immediately adjacent to non-residential uses, major roads, railroads, airports, agricultural and forestal uses, and other conflicting uses only where the conflicts between such uses can be adequately addressed (noise, vibrations, and others). In some cases these conflicts may be addressed by sufficient screening or buffering, or other adequately protective site and building design features.</p> <p>c) For Moderate Density Residential uses generally, sufficient buffering should be provided so that the higher density development is compatible with nearby development and the natural and wooded character of the County.</p> <p>d) Uses in <b>Groups 2 and 3</b> above should only be approved in these designations when the following standards are met:</p> <ul style="list-style-type: none"> <li>i. Maintain the residential character of the area;</li> <li>ii. Have traffic, noise, lighting and other impacts similar to surrounding residential uses;</li> <li>iii. Generally be located on collector or arterial roads at intersections;</li> <li>iv. Act as a transitional use between residential and commercial areas or, if located within a residential community, be integrated with the residential character of the area rather than altering its nature;</li> <li>v. Provide adequate screening and buffering to protect the character of nearby residential areas; and</li> <li>vi. Generally intended to support the residential area in which they are located (for <b>Group 2</b> uses only).</li> </ul> <p>e) For uses that are covered in the Community Design Policies section of this chapter, follow the guidance for that use.</p>
5. Public Services, Utilities, and Adequacy of Infrastructure	<p>a) Timing and density of the development of particular sites will depend upon the availability and adequacy of public services, utilities, and facilities, and the maintenance of an acceptable level of service of roads and other public services.</p> <p>b) The need for public services (police, fire, education, recreation, etc.) and facilities (schools, fire stations, libraries, etc.) generated by a development should be met or mitigated by that development.</p>
6. Open Space, Open Space Design	<p>Use open space design and resource protection measures for new developments by:</p> <ul style="list-style-type: none"> <li>a) Basing design on a use of land reflecting topographic and other physical features and natural boundaries of the site rather than imposing a layout intended solely to satisfy minimum Ordinance requirements;</li> <li>b) Maintaining open fields, farm lands or contiguous forests suitable for timbering;</li> <li>c) Preserving scenic vistas;</li> <li>d) Protecting wildlife habitats, high-ranking Virginia Department of Conservation and Recreation designated Natural Areas and significant natural heritage resources, and other sensitive areas as open space;</li> <li>e) Retaining natural vegetative buffers around water bodies or wetlands;</li> <li>f) Preserving historic and archaeological resources;</li> <li>g) Ensuring that the common land adjoins protected open space on adjacent parcels;</li> <li>h) Maintaining existing trees and vegetation and preserving the character of the development's natural setting;</li> <li>i) Emphasizing the use of natural screening/buffering (using vegetation, topography, etc.) over artificial or planted screening/buffering;</li> <li>j) Creating usable and functional public gathering places and recreational amenities that become focal points of the development and community;</li> <li>k) Designing effective pedestrian circulation to include trail systems (see also Nos. 8 and 9 below);</li> <li>l) Protecting land designated as conservation areas on development plans by perpetual conservation easement; and</li> <li>m) Protecting designated Community Character Corridors.</li> </ul>
7. Enhanced Environmental Protection	<p>Provide enhanced environmental protection by designing the site in accordance with the open space design standards in No. 6, plus items such as:</p> <ul style="list-style-type: none"> <li>a) Adhering to the County's adopted watershed master plans;</li> <li>b) Preserving soils with the highest potential for infiltration;</li> <li>c) Adhering to green building guidelines, such as LEED (Leadership in Energy and Environmental Design) or equivalent;</li> <li>d) Providing for water conservation measures and/or the use of grey or reclaimed water for irrigation;</li> <li>e) Providing for nutrient management plans; and</li> <li>f) Considering siting for solar orientation.</li> </ul>

8. Transportation and Mobility	<p>Minimize the impact of development proposals on overall mobility and traffic safety, especially on major roads by:</p> <ol style="list-style-type: none"> <li>Limiting access points and providing internal, on-site collector and local roads, side street access, and joint entrances, and prohibiting direct access to arterial and collector streets from individual single-family detached units and duplex units except in the case of a master planned community;</li> <li>Providing new public collector and arterial roads in master planned communities;</li> <li>Enhancing the efficiency of the entire street network by providing for vehicular connections to adjacent properties and developments;</li> <li>Providing for safe, convenient, and inviting bicycle, pedestrian, and greenway connections to adjacent properties and developments in accordance with the adopted Pedestrian Accommodations Master Plan and Regional Bikeway Map, with a special focus on providing adequate access between residential and nonresidential activity centers and among residential neighborhoods;</li> <li>Encouraging use of “complete streets” which integrate sidewalks and bikeways into the design of streets, and provide adequate associated facilities such as bike racks, such that these activities are given equal priority to motor vehicle activity;</li> <li>Providing for ultimate future road, bicycle, and pedestrian improvement needs and new road locations through the reservation of adequate right-of-way, and by designing and constructing roads, drainage improvements, and utilities in a manner that accommodates future road, bicycle, and pedestrian improvements;</li> <li>Explore bus and transit service need and provide facilities if appropriate; and</li> <li>Encouraging adequate off-street parking areas for multi-family residential developments that minimize conflicting turning movements with on-site and off-site traffic circulation.</li> </ol>
9. Sense of Place and Streetscapes	Reference the Character Design Guidelines.
10. Affordable and Workforce Housing	<ol style="list-style-type: none"> <li>Affordable and workforce housing should be provided in accordance with guidance or requirements in the Housing Chapter, Zoning Ordinance, and any other adopted policies or regulations.</li> <li>Where provided, affordable and workforce housing should be blended with other units of various types and prices throughout a given development.</li> <li>Public benefit in this area is most effectively achieved through provision of units or dedication of land.</li> </ol>
11. Underground Utilities	Reference the Character Design Guidelines.




## Low Density Residential

SAMPLE DEVELOPMENT CONCEPT

This illustration represents one potential way that the policies in the Land Use chapter for this land use could be interpreted. Alternate concepts that follow these policies may also be acceptable. This development concept is only for illustrative purposes and design guidelines, policies and ordinance requirements are a factor, particularly with respect to detailed requirements such as landscaping

- Single family lots arranged around common open space when possible.
- Centrally located open space designed as pocket parks owned and managed by a homeowner's association. Lots should front on these pocket parks whenever possible.
- Neighborhoods should be served by a system of walking and biking paths in addition to sidewalks.
- Lots served by alleys where feasible so that garages front on alleys rather than on the street.
- Small areas of convenience shopping, services or civic uses may be appropriate in planned developments
- Lots should not front onto through roads but be served by local neighborhood roads



**Legend**

Mixed use	Low Density Residential	Common Open Space
Commercial	Moderate Density Residential - Level 1	Wooded or Landscaped Buffer Areas
Civic	Moderate Density Residential - Level 2	Pedestrian/Bike Paths
Industrial	Parking	Roadway Interconnectivity



## Moderate Density Residential - Level 1

### SAMPLE DEVELOPMENT CONCEPT

This illustration represents one potential way that the policies in the Land Use chapter for this land use could be interpreted. Alternate concepts that follow these policies may also be acceptable. This development concept is only for illustrative purposes and design guidelines, policies and ordinance requirements are a factor, particularly with respect to detailed requirements such as landscaping

Walking trails to link together residential clusters and create a sense of a unified community

Level 2 Moderate Density Residential located along major intersections to provide mixture of densities



Residential clusters anchored by communal green spaces

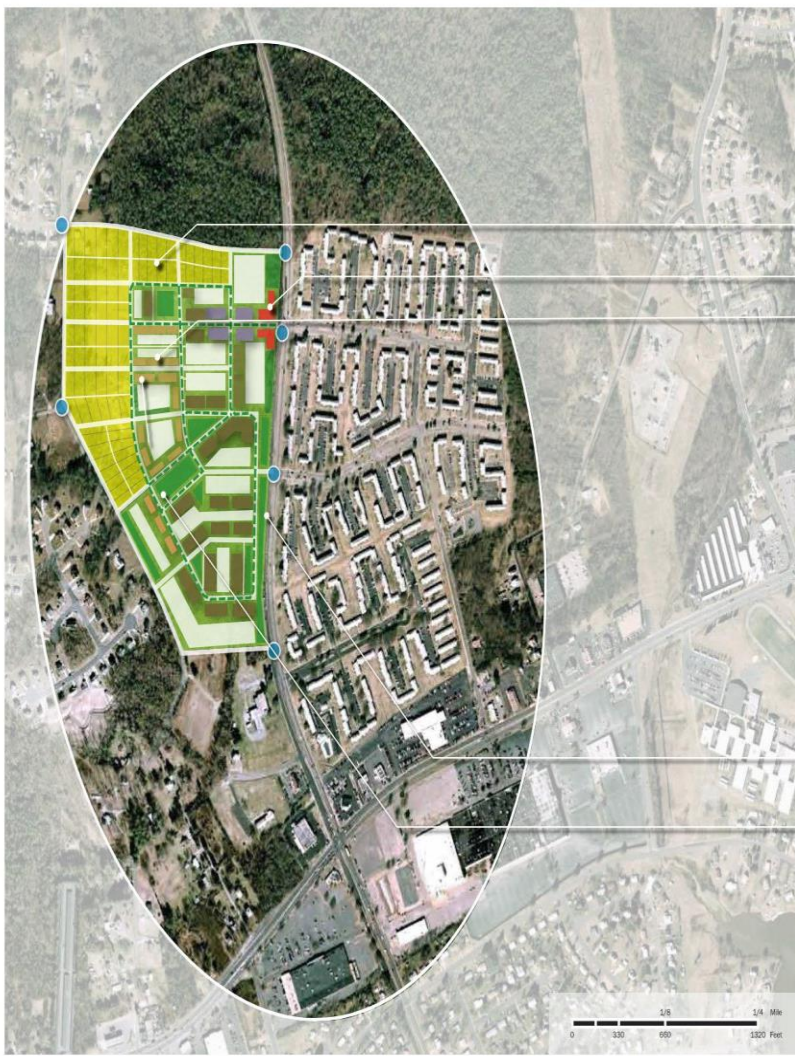
Level 1 Moderate Density Residential in the form of townhomes located in small courts or clusters anchored by open space

Small areas of low density residential to provide mixture of densities and housing types

Mixed use with convenience shopping and services within walking distance of homes

### Legend

Mixed use	Low Density Residential	Common Open Space
Commercial	Moderate Density Residential - Level 1	Wooded or Landscaped Buffer Areas
Civic	Moderate Density Residential - Level 2	Pedestrian/Bike Paths
Industrial	Parking	Roadway Interconnectivity



## Moderate Density Residential - Level 2

### SAMPLE DEVELOPMENT CONCEPT

This illustration represents one potential way that the policies in the Land Use chapter for this land use could be interpreted. Alternate concepts that follow these policies may also be acceptable. This development concept is only for illustrative purposes and design guidelines, policies and ordinance requirements are a factor, particularly with respect to detailed requirements such as landscaping

Lower density housing integrated into the community to provide a diversity of housing options and a mixed density community

Commercial uses along main highway act as "gateway" to the community

Mixed use buildings to create "main street" character with housing above walkable retail uses



Project designed as a "complete community" with a mixture of uses and housing types organized around a series of communal open spaces and walkable/bikable access to amenities

Ample open space in the community organized as small pocket parks or village greens with buildings fronting on them

### Legend

Mixed use	Low Density Residential	Common Open Space
Commercial	Moderate Density Residential - Level 1	Wooded or Landscaped Buffer Areas
Civic	Moderate Density Residential - Level 2	Pedestrian/Bike Paths
Industrial	Parking	Roadway Interconnectivity

<b>Chart 3. Commercial/Industrial Designation Descriptions</b>				
	<b>Neighborhood Commercial</b>	<b>Community Commercial</b>	<b>Limited Industry</b>	<b>General Industry</b>
1. Basic Description	<ul style="list-style-type: none"> <li>• Located in the PSA, serving residents of the surrounding neighborhoods in the immediate area and having only a limited impact on nearby development.</li> <li>• Location criteria for commercial uses are small sites; access to collector or arterial streets, preferably at intersections with local or other collector arterial roads; public water and sewer service; environmental features such as soils and topography suitable for compact development; and adequate buffering by physical features or adjacent uses to protect nearby residential development and preserve the natural and wooded character of the County.</li> </ul>	<ul style="list-style-type: none"> <li>• General business activities located within the PSA and usually having a moderate impact on nearby development are designated Community Commercial.</li> <li>• Location criteria for Community Commercial uses are access to arterial streets, preferably at intersections with collector and arterial streets; moderate to large sized sites; public water and sewer service; environmental features such as soils and topography suitable for compact development; and adequate buffering by physical features or adjacent uses to protect nearby residential development.</li> </ul>	<ul style="list-style-type: none"> <li>• Designated sites within the PSA for warehousing, office, service industries, light manufacturing plants, and public facilities that have moderate impacts on the surrounding area.</li> <li>• Limited Industry ordinarily requires access to arterial roads or major collector streets, public water and sewer, nearby police and fire protection, small to moderate sized sites, environmental features such as soils and topography suitable for intense development, and adequate buffers for nearby residential development.</li> </ul>	<ul style="list-style-type: none"> <li>• Areas located within the PSA that are suitable for industrial uses which, because of their potential for creating dust, noise, odor, and other adverse environmental effects, require buffering from adjoining uses, particularly residential uses.</li> <li>• General Industry uses usually require access to interstate and arterial highways, public water and sewer, adequate supply of electric power and other energy sources, access to a sufficient labor supply, and moderate to large sized sites with natural features such as soils, topography, and buffering suitable for intense development.</li> </ul>
2. Recommended Intensity	<p>Recommended FAR range: No minimum-0.2</p> <p>See Character Design Guidelines for massing information and other guidance.</p>	<p>Recommended FAR range: 0.2-0.4</p> <p>Lower FARs are acceptable if the site includes open space for future expansion or buffering purposes.</p> <p>See Character Design Guidelines for massing information and other guidance.</p>	<p>Recommended FAR range: 0.2-No limit</p> <p>Lower FARs are acceptable if the site includes open space for future expansion or buffering purposes.</p>	<p>Recommended FAR range: 0.2-No limit</p> <p>Lower FARs are acceptable if the site includes open space for future expansion or buffering purposes.</p>

3. Recommended Uses	Neighborhood scale commercial, professional and office uses such as individual medical offices, branch banks, small service establishments, day care centers, places of public assembly, convenience stores with limited hours of operation, small restaurants, and smaller public facilities. Examples of uses which are considered unacceptable include fast-food restaurants, 24-hour convenience stores, and gas stations.	Community-scale commercial, professional and office uses such as branch banks, places of public assembly, convenience stores, day care centers, general retail stores, grocery stores, indoor recreation facilities, medical offices, office parks, public facilities, service establishments, shopping centers, restaurants, and theaters.	See basic description for primary uses.  Secondary uses in Limited Industry areas may include office uses and a limited amount of commercial development generally intended to support the needs of employees and other persons associated with an industrial development.	Primary uses include uses that maximize the industrial opportunities of an area. Typical uses can be found in the M-2, General Industrial, section of the Zoning Ordinance.  Secondary uses in General Industry areas may include office uses and a limited amount of commercial development generally intended to support the needs of employees and other persons associated with an industrial development.
<b>Commercial/Industrial Development Standards</b>				
4. Compatibility	<p>a) Locate proposed commercial and industrial developments adjacent to compatible uses (public or other similar uses, etc.). Where a commercial or industrial development is proposed at a location near a sensitive area, the site should be designed so that transitional uses such as offices and/or buffers are located between conflicting uses. Emphasis should be placed on ensuring the provision of open space; protection of the environment, historical and archaeological resources; and adjoining land uses; sufficient capacities of public facilities and services; quality and effectiveness of pedestrian circulation systems and facilities; and ability to meet the public needs of the development.</p> <p>b) Commercial uses, and particularly Neighborhood Commercial areas, will have a limited impact on adjacent residential areas especially in terms of visible parking areas, lighting, signage, traffic, odor, noise, and hours of operation.</p> <p>c) Acceptable Neighborhood Commercial uses should be compatible with surrounding or planned residential development in terms of scale, bulk, size, building design, materials, and color, and should provide safe and convenient multimodal access to nearby residential neighborhoods and adjacent sites.</p> <p>d) For uses that are covered in the Community Design Policies section of this chapter, follow the guidance for that use.</p> <p>e) For Limited Industry areas, dust, noise, odor, and other adverse environmental effects are primary considerations for determining whether land uses are acceptable in these areas.</p> <p>f) Each Community Commercial area should be clearly separated from other Community Commercial areas to retain the small town and rural character of the County, provide a sense of place, and promote transportation mobility.</p> <p>g) Be consistent with the Character Design Guidelines.</p>			
5. Public Services, Utilities, and Adequacy of Infrastructure	<p>a) Permit the location of new uses only where public services, utilities, and facilities are adequate to support such uses. The need for public services (police, fire, education, recreation, etc.) and facilities generated by a development should be met or mitigated by that development.</p> <p>b) While a variety of market forces influence commercial and industrial development proposals, the maintenance of an acceptable level of service of roads and other public services and the availability and capacity of public utilities should be primary considerations.</p>			
6. Environmental Protection	<p>a) Protect environmentally sensitive resources including high-ranking Natural Areas and significant natural heritage resources, watersheds, historic and archaeological resources, designated CCCs and CCAs, and other sensitive resources by locating conflicting uses away from such resources and utilizing design features, including building and site design, buffers, and screening to adequately protect the resource.</p> <p>b) Protect land designated as conservation areas on development plans by perpetual conservation easement.</p>			

7. Transportation	<p>a) Minimize the impact of development proposals on overall mobility, especially on major roads, by limiting access points and providing internal, on-site collector and local roads, side street access, and joint entrances. When developing large master planned communities, provide new public collector and arterial roads that will mitigate traffic impacts on existing public collector and arterial roads. Provide for safe, convenient, and inviting bicycle, pedestrian, and greenway connections to adjacent properties and developments and activity centers. Vehicular connections to adjacent properties and developments should also be provided wherever possible in order to maximize the efficiency of the entire street network. Integrate multimodal facilities into the design of streets so that multimodal movement is safe, comfortable, and convenient. Multimodal activity should be given an equal priority to motor vehicle activity.</p> <p>b) Industrial and commercial areas should be planned and located to avoid traffic through residential and agricultural areas except in special circumstances where residential and nonresidential areas are both part of an overall master plan and special measures are taken to ensure that the residential or agricultural uses are adequately protected.</p> <p>c) Provide for ultimate future road, bicycle, and pedestrian improvement needs and new road locations through the reservation of adequate right-of-way and by designing and constructing roads, drainage improvements, and utilities in a manner that accommodates future road, bicycle, and pedestrian improvements. Explore bus and transit service need and provide facilities if appropriate.</p>
8. Streetscapes	Reference the Character Design Guidelines.
<p><b>Specific Commercial Areas</b></p> <p>The following Commercial areas and their recommended priorities of land uses can be found in James City County:</p>	
Jamestown /Sandy Bay Road Area	<p>Several parcels located at or near the intersection of Jamestown Road and Sandy Bay Road were re-designated from Low Density Residential to Neighborhood Commercial during the 1997 Comprehensive Plan update. This land use designation sought to recognize existing uses, zoning, and the future development of adjacent parcels while limiting negative impacts on the traffic capacity of Jamestown Road. Additional commercial development beyond the boundaries of the proposed Neighborhood Commercial designation would further impede traffic flow along this road.</p> <p>The principal suggested uses for the Jamestown Road Neighborhood Commercial area are very limited commercial uses. Future development is to be of a type and nature that is consistent with the Neighborhood Commercial designation. In addition, future development will consist only of low traffic generating uses due to the limited road capacity on Jamestown Road; the extent of parking will be minimal; uses will provide service to local, nearby neighborhoods, as opposed to the wider community; the site will develop as a pedestrian-oriented environment with a design compatible with nearby residential areas; a master development plan for the full area is encouraged; and driveways will be limited. There is to be full adherence to the County’s Community Character Corridor policy along the entire frontage of all properties along Jamestown Road.</p>
Premium Outlets Area	<p>The area in and around Premium Outlets was re-designated from Low Density Residential to Community Commercial during the 1997 Comprehensive Plan update.</p> <p>Re-designation of this area is in recognition of deliberate decisions of the Board of Supervisors to zone the area as commercial and of subsequent commercial development of the property. The Community Commercial designation of this area is not intended in any way to promote or accommodate an extension of a strip commercial development beyond its boundaries.</p>



## Neighborhood Commercial

### SAMPLE DEVELOPMENT CONCEPT

This illustration represents one potential way that the policies in the Land Use chapter for this land use could be interpreted. Alternate concepts that follow these policies may also be acceptable. This development concept is only for illustrative purposes and design guidelines, policies and ordinance requirements are a factor, particularly with respect to detailed requirements such as landscaping

- Small local shops or services located along collector streets serving a local neighborhood
- Cluster of professional office uses integrated with a new residential neighborhood with communal open space
- Neighborhood center with retail or office uses along arterial or collector roads designed to be compatible with surrounding context
- Community trails and sidewalks allow pedestrian and bicycle connections to nearby homes



### Legend

Mixed use	Low Density Residential	Common Open Space
Commercial	Moderate Density Residential - Level 1	Wooded or Landscaped Buffer Areas
Civic	Moderate Density Residential - Level 2	Parking
Industrial	Pedestrian/Bike Paths	Roadway Interconnectivity

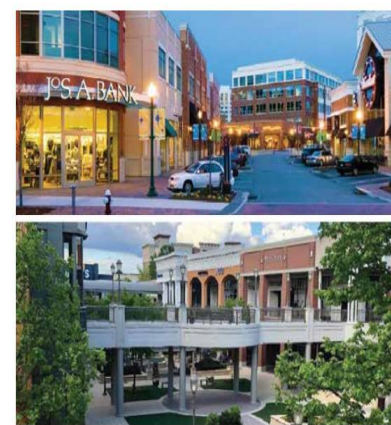


## Community Commercial

### SAMPLE DEVELOPMENT CONCEPT

This illustration represents one potential way that the policies in the Land Use chapter for this land use could be interpreted. Alternate concepts that follow these policies may also be acceptable. This development concept is only for illustrative purposes and design guidelines, policies and ordinance requirements are a factor, particularly with respect to detailed requirements such as landscaping

- Larger scale commercial and retail uses facing major roadways and intersections with screened parking
- Smaller scale office or retail uses facing roadways to create a "main street" character on walkable boulevards
- Civic uses integrated to create a community focal point
- Central community open spaces connected to each block through a system of sidewalks and trails
- A mixture of housing types and densities integrated with commercial buildings to make a mixed use "complete community"



### Legend

Mixed use	Low Density Residential	Common Open Space
Commercial	Moderate Density Residential - Level 1	Wooded or Landscaped Buffer Areas
Civic	Moderate Density Residential - Level 2	Parking
Industrial	Pedestrian/Bike Paths	Roadway Interconnectivity



## Limited Industry

### SAMPLE DEVELOPMENT CONCEPT

This illustration represents one potential way that the policies in the Land Use chapter for this land use could be interpreted. Alternate concepts that follow these policies may also be acceptable. This development concept is only for illustrative purposes and design guidelines, policies and ordinance requirements are a factor, particularly with respect to detailed requirements such as landscaping

- Located near existing warehousing and light manufacturing as well as office uses and near high capacity transportation facilities
- Campus-style clusters of warehousing, office, service industries, light manufacturing plants, and public facilities compatible with surrounding areas
- Low scale flex and office uses compatible with light industrial uses
- Community trails and sidewalks allow pedestrian and bicycle connections to surrounding areas



#### Legend

- Mixed use
- Commercial
- Civic
- Industrial
- Low Density Residential
- Moderate Density Residential - Level 1
- Moderate Density Residential - Level 2
- Parking
- Common Open Space
- Wooded or Landscaped Buffer Areas
- Pedestrian/Bike Paths
- Roadway Interconnectivity



## General Industry

### SAMPLE DEVELOPMENT CONCEPT

This illustration represents one potential way that the policies in the Land Use chapter for this land use could be interpreted. Alternate concepts that follow these policies may also be acceptable. This development concept is only for illustrative purposes and design guidelines, policies and ordinance requirements are a factor, particularly with respect to detailed requirements such as landscaping

- Located with access to interstate and arterial highways and/or railroads
- Low density and low rise industrial buildings well screened and separated from adjacent communities because of their potential for creating adverse environmental impacts
- Wide separations and buffers, particularly to adjacent residential neighborhoods
- Limited office uses to support industrial complex



#### Legend

- Mixed use
- Commercial
- Civic
- Industrial
- Low Density Residential
- Moderate Density Residential - Level 1
- Moderate Density Residential - Level 2
- Parking
- Common Open Space
- Wooded or Landscaped Buffer Areas
- Pedestrian/Bike Paths
- Roadway Interconnectivity



Chart 4. Mixed Use Designation Descriptions		
	Level 1: Areas Noted Below as “Rural or Village Center” or “Small Town or Suburban Center”	Level 2: Areas Noted Below as “Medium Town or Suburban Center”
1. Basic Description	<ul style="list-style-type: none"> <li>• Located in the PSA where public services and utilities are available.</li> <li>• Located at the intersections of collector or arterial streets and intended to serve as local community focal points with a friendly blend of useful services, shopping, or employment and close-in housing just as in traditional town and village centers.</li> <li>• Have natural characteristics such as terrain and soils suitable for compact mixed use development or redevelopment.</li> <li>• Contain a mixture of uses, rather than uses segregated into individual areas for residences, retail, office, and services.</li> <li>• Designed with a pedestrian focus with good multimodal connections to surrounding areas and recreation opportunities.</li> <li>• Designed as lower intensity areas to be compatible with surrounding context and with transition areas and step downs in densities to respect nearby historic and/or residential areas.</li> <li>• Designed with a mix of uses that is compatible with the surrounding area, and is consistent with the specific area descriptions below.</li> </ul>	<ul style="list-style-type: none"> <li>o Located in the PSA where public services and utilities are available.</li> <li>o Designed as existing or future activity centers where higher density development, redevelopment, and/or a broader spectrum of land uses are encouraged.</li> <li>o Located at or near interstate interchanges or the intersections of major thoroughfares, or adjacent to mixed use areas of similar intensity, and intended to maximize the economic development potential of these areas by providing for more intensive commercial, office, and industrial development, with ancillary residential uses to make a complete community.</li> <li>o Have characteristics such as terrain, high-capacity access and visibility that support higher density development with high design quality to serve as a countywide focal point.</li> <li>o Include mixed uses within buildings such as office or residential above ground floor retail for most buildings. Single use buildings should be integrated into a neighborhood of mixed uses and densities to create a more urban neighborhood character.</li> <li>o Designed as a walkable mixed-use community that supports multi-modal transportation choices and fosters substantial pedestrian activity.</li> </ul>
2. Recommended Uses and Land Allocations	<ul style="list-style-type: none"> <li>o While no specific mix of uses is prescribed for Level 1 mixed use areas except as noted in the Specific Mixed Use Area descriptions below, each development should be designed as a complete community to foster pedestrian access to a wide range of employment, residential, recreational, civic and service opportunities. In addition, compatibility with surrounding context is paramount and land use mix and density should be aligned with the surrounding context.</li> <li>o Within the general mix of uses noted in the Specific Mixed Use Area descriptions below, specific land area allocations should be within the following ranges. Land area allocations are guidelines and considerations of community compatibility may modify these to fit in better with the surrounding context: <ul style="list-style-type: none"> <li>o Residential area: 30-60%</li> <li>o Non-residential area: 40-70%</li> <li>o Civic, open space and recreation areas: 20%</li> </ul> </li> <li>o Note that the above are land allocations, not floor area allocations. Due to the typically higher Floor Area Ratios for commercial versus residential development, it would be expected that these land allocations would yield a much higher proportion of nonresidential floor area over residential floor area in a typical development.</li> </ul>	<ul style="list-style-type: none"> <li>o While no specific mix of uses is prescribed for Level 2 mixed use areas except as noted in the Specific Mixed Use Area descriptions below, each development should have a mix of uses that complements the area and should be designed as a complete community to foster pedestrian access to a wide range of employment, residential, recreational, civic and service opportunities.</li> <li>o Within the general mix of uses noted in the Specific Mixed Use Area descriptions below, specific land area allocations should be within the following ranges. Land area allocations are guidelines and variability may be allowed if alternate allocations can be shown to better meet the land use objectives of this district as described herein: <ul style="list-style-type: none"> <li>o Residential area: 20-50%</li> <li>o Non-residential area: 50-80%</li> <li>o Public/Civic area: 5%</li> <li>o Open space and recreation areas: 10%</li> </ul> </li> <li>o Note that the above are land allocations, not floor area allocations. Due to the typically higher Floor Area Ratios for commercial versus residential development, it would be expected that these land allocations would yield a much higher proportion of nonresidential floor area over residential floor area in a typical development.</li> </ul>

<p>3. Recommended Density and Intensity</p>	<ul style="list-style-type: none"> <li>o Densities and intensities should be generally as follows but variability may be allowed only to better achieve compatibility with surrounding communities. Note that these include a minimum as well as maximum range. This is intended to ensure that these community-serving areas be used for their community development function and not be locked into low intensity single uses that preclude their function as a local activity area. Densities and intensities should be net, exclusive of open spaces and unbuildable areas.</li> <li>o Non-residential FAR: 0.2 to 0.4</li> <li>o Residential density: 4-8 units/acre</li> <li>o Number of Stories: <ul style="list-style-type: none"> <li>o Multi-family Residential: 2-3</li> <li>o Office: 2-3</li> <li>o Retail and Service Commercial: 1-2. Single-story buildings should only be located when integrated into a plaza or other public gathering space.</li> </ul> </li> <li>o Developments at the higher ranges of density are not recommended unless they can be shown to be more compatible with surrounding community context and offer significant public benefits such as affordable/workforce housing, enhanced environmental protection, a high degree of access to multi-modal/transit transportation, or significant civic or recreational amenities.</li> </ul>	<ul style="list-style-type: none"> <li>o Densities and intensities should be generally as follows but variability may be allowed if alternate densities and intensities can be shown to better meet the land use objectives of this designation as described herein. Note that these include a minimum as well as maximum range. This is intended to ensure that these prominently located areas be used for their economic development function and not be locked into low intensity uses that preclude future higher economic returns. Note also there is some flexibility language in the densities to allow for unique context considerations or innovative master plan approaches. Densities and intensities should be net, exclusive of open spaces and unbuildable areas.</li> <li>o Non-residential FAR: 0.3 to 1.0</li> <li>o Residential density: 6-12 units/acre</li> <li>o Number of Stories: <ul style="list-style-type: none"> <li>o Multifamily Residential: 2-5</li> <li>o Office: 2-6</li> <li>o Retail and Service Commercial: 1-2. Single story buildings should only be located when integrated into a plaza or other public gathering space.</li> </ul> </li> <li>o Developments at the higher ranges of density are not recommended unless they offer significant public benefits such as affordable/workforce housing, enhanced environmental protection, a high degree of access to multi-modal/transit transportation, or significant civic or recreational amenities.</li> </ul>
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**Mixed Use Development Standards**

<p>4. General Language</p>	<ul style="list-style-type: none"> <li>a) All developments should refer to the Residential and Commercial/Industrial Development Standards, including Affordable and Workforce Housing, Enhanced Environmental Protection, and Transportation and Mobility, along with the Mixed Use Development Standards. All developments should also refer to the Character Design Guidelines for more specific guidance on development character.</li> <li>b) Mixed Use developments should create vibrant urban/small town environments that bring compatible land uses, public amenities, and utilities together at various scales. These developments should create pedestrian-friendly, complete communities, with a variety of uses that enable people to live, work, play, and shop in one place.</li> <li>c) Mixed Use developments require nearby police and fire protection, high capacity road access, access to public utilities, large sites, environmental features such as soils and topography suitable for intense development, and proximity or easy access to large population centers. The timing and intensity of commercial development at a particular site are controlled by the maintenance of an acceptable level of service for roads and other public services, the availability and capacity of public utilities, and the resulting mix of uses in a particular area. Master plans are encouraged to be submitted to assist in the consideration of Mixed Use development proposals. The consideration of development proposals in Mixed Use areas should focus on the development potential of a given area compared to the area's infrastructure and the relation of the proposal to the existing and proposed mix of land uses and their development impacts.</li> <li>d) Mixed Use developments should focus on place-making. Developments should be designed to create a sense of place and should be seen as community destinations. Focal open spaces, community oriented gathering places, unified architectural design, and a mix of uses and design that encourages pedestrian activity are all examples of creating a sense of place.</li> <li>e) Mixed Use developments should allow for compact development that create more efficient buildings and spaces, which can be less of a burden on the environment, creating a more sustainable community.</li> <li>f) Mixed Use developments should encourage the proximity of diverse uses to make it possible to reduce vehicle trips and vehicle miles traveled, providing for a greater potential for internal capture than with typical suburban development and should provide good multimodal networks for bicycle and pedestrian uses.</li> </ul>
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<b>Specific Mixed Use Areas</b>	
The following Mixed Use Areas and their recommended priorities of land uses can be found in James City County:	
<p>1. Stonehouse</p> <p>UDA: Medium Town or Suburban Center</p>	<p>The principal suggested uses for the Stonehouse Mixed Use area are light industrial and office/business park. Except for the area between I-64 and Old Stage Road, commercial uses should be clearly secondary in nature, should be limited in scale, comprise a small percentage of the land area of the overall mixed use area, and be oriented towards support services that employees and residents in the Stonehouse area can utilize. The commercial uses should not be developed in a “strip” commercial fashion, but rather should be internally oriented with limited and shared access to Route 30. For the area between I-64 and Old Stage Road, community-scale commercial uses (such as shopping center, hotel, restaurant, and office uses) consistent with prominent interstate interchange access and in support of surrounding residential development are envisioned. For the area between I-64 and Old Stage Road, residential is not a recommended use.</p> <p>The Stonehouse Planned Use Development should be developed in accordance with a binding master plan which maintains the appropriate mixture of principal and secondary uses.</p> <p>Development in the Mixed Use area should also emphasize shared access and parking, consistent treatment for landscaping and architecture, and the preservation of environmental and cultural resources. New residential developments in the Mixed Use area as well as the surrounding existing residential developments should be buffered from the light industrial and office uses through landscaping and architecture treatment, but connected with pedestrian access where possible. Future development in the Stonehouse area will be conditioned on the provision of adequate transportation access.</p>
<p>2. Andersons Corner</p> <p>UDA: “Rural or Village Center”</p>	<p>Andersons Corner is one of the few remaining areas in the PSA with significant rural agricultural vistas and contains one of the few remaining rural historic structures in the County, the Whitehall Tavern. Future development should occur in a manner that maintains an appropriate historic setting for the Whitehall Tavern and preserves the rural and historic character of the area.</p> <p>Views from Richmond Road (Route 60) and Route 30 should receive high priority. To accomplish this, significant amounts of open land and fields should be preserved along with agricultural and rural structures in a manner that creates a village commercial node that is integrated with surrounding residential development and suitably transitions to the Rural Lands areas to the west.</p> <p>The suggested principal uses are a balance of office and commercial. Residential is recommended as a supporting but not dominant use, and where it is proposed, the preferred format is integration in mixed use buildings that should be blended into the development of the principal uses for an overall village effect. Master planning of each of the Mixed Use intersection quadrants with adjacent existing and future residential development is strongly encouraged, with the use of shared access points as a primary consideration. Due to the width and traffic volumes on Routes 60 and 30, it is recognized that creation of a unified village effect that encompasses all four quadrants may be difficult, and for this reason, careful quadrant planning as described in the previous sentence will be important, and unique pedestrian connections, if feasible and appropriate, are encouraged.</p> <p>While greater intensities are anticipated, designs and land use patterns should reflect aspects of both appropriate PSA and Rural Lands Development Standards. Buildings and other structures should be small to moderate sized in scale, and of architectural styles that respect local rural and historic traditions. Standardized architectural and site designs should be strongly discouraged.</p> <p>Sections of Richmond Road (Route 60) east of Croaker Road are projected to be at or above capacity in the future. The extent to which development of this area contributes to traffic congestion in those sections of Richmond Road (Route 60) should be an important consideration in the review of development proposals.</p>

<p>3. Toano</p> <p>UDA: Rural or Village Center</p>	<p>The 2006 Toano Community Character Area Design Guidelines and Streetscape Plan recognized the special character of Historic Toano and the Transition Areas that included Forge Road, Chickahominy Road and Toano Drive. Architectural and streetscape guidelines were established for these areas and should be incorporated in any future development or redevelopment of this area. The ultimate goal is to preserve the village character of this historic community.</p> <p>Principal suggested uses include moderate density residential development, neighborhood scale commercial establishments, and small office developments. Limited industrial uses may be appropriate as secondary uses provided that they are set back and screened from Richmond Road (Route 60). Preservation and adaptive re-use of historic buildings are encouraged. Redevelopment of existing residential areas and commercial development are also encouraged. The following principles should guide streetscape and building designs in this area:</p> <ul style="list-style-type: none"> <li>• Highlight and honor history;</li> <li>• Encourage appropriate growth that enhances unique small town character;</li> <li>• Preserve open space, establish communal greenspace;</li> <li>• Enhance pedestrian and bicycle environment while slowing vehicular traffic; and</li> <li>• Improve streetscape and landscape to create a sense of place.</li> </ul> <p>For the area west of Richmond Road and north of Forge Road, development should follow the streetscape plan and associated recommendations of the Toano CCA Design Guidelines for creating and maintaining a sense of place in Toano. This area of Toano is located in the “Entrance Corridor from Anderson’s Corner” as described in the guidelines and should follow the design elements recommended in the study. Primary uses directly along Richmond Road should be commercial in nature with larger buildings closer to the road. Development of multi-use buildings, with retail on the first floor and residences above are also encouraged. Desired elements include two- and three-story buildings, windows on all floors, and first or second floor balcony. It is important to keep the scale of the building relatively small with density being reduced farther away from Richmond Road. Larger buildings should be broken down into smaller masses to give the appearance of shops or residential units. Buildings removed from Richmond Road should be limited to one and one-half and two stories. Other development in this area should focus more on residential development, with commercial as a clearly secondary use. Densities for this area should be to the lower end of the Moderate Density Residential scale, with building scale and massing decreasing. Vehicle parking and sidewalks should be internal rather than along the perimeter of this residential area, providing a more pleasing transitional view when traveling from Rural Lands into Toano. Buildings should have architectural treatments on the outward facing sides as well as on the front. Enhanced buffers should be provided to preserve existing farm or agricultural uses on adjoining properties. The creation of a street network adjacent and parallel to Richmond Road allows a finer grain of density to develop and contributes to the village-like feel. Additionally, this network should begin to draw development and interest into side streets and neighborhoods. If appropriate, public open space or a village green should also be incorporated into this area.</p> <p>Development in the eastern most portion of this area, which abuts Richmond Road to the north and is located south of the industrial properties, is to be appropriately buffered, scaled and sited to retain the historic, rural character of Toano and provide a visual gateway into Toano.</p>
<p>4. Norge</p> <p>UDA: Small Town or Suburban Center</p>	<p>For the Mixed Use area in the northeast corner of the Richmond Road (Route 60) and Croaker Road intersection, a balance of office uses and moderate density residential is recommended.</p> <p>For the Mixed Use area on the north side of Cokes Lane east of the materials distribution yard property and adjacent to the CSX railroad and Mirror Lakes subdivision, a balance of small offices and warehouses and moderate density residential is recommended.</p> <p>For lands southwest of the Croaker Road/Richmond Road intersection, suggested uses include commercial and office as primary uses with limited industry as a secondary use.</p> <p>The office, warehouse or commercial uses should be compatible with the adjacent residential development in terms of size, scale, and architecture. The architecture should also complement historic structures in Norge. These areas should be designed and developed under a unified development plan or multiple coordinated development plans which emphasize shared access and parking, consistent treatment for landscaping and architecture, and the preservation of environmental and cultural resources. The intensity of development should be conditioned on the provision of sufficient buffering and screening to protect adjacent residential development, and traffic, noise, light, odor and other impacts should be assessed and mitigated. Internal streets and sidewalks should be connected to adjacent properties to the extent possible.</p>

<p>5. Croaker Interchange</p> <p>UDA: Medium Town or Suburban Center</p>	<p>Future development for the Mixed Use interchange quadrants should be developed in accordance with a binding master plan which maintains the appropriate mixture of principal and secondary uses. The binding master plan shall address how the future development and/or redevelopment of adjacent parcels, including the Mooretown Road/Hill Pleasant Farm Economic Opportunity area, would be integrated into the overall plan of development for the Mixed Use area.</p> <p>As development occurs for each of these quadrants, an appropriate mixture of preferred and secondary uses shall be maintained at all times. Future development for these interchange quadrants will be conditioned upon County acceptance of a specific plan and implementation schedule to maintain adequate levels of service on the surrounding road system, including the interstate and the interchange. Suggested uses for the two quadrants are outlined below.</p> <p>5A. Northwest Quadrant (adjacent to and east of the Mirror Lakes subdivision)</p> <p>The principal suggested uses include commercial and office. Secondary uses may include light industry and moderate density residential development. Moderate density residential development would be accommodated where it does not preclude the development of the principal uses.</p> <p>For the three properties to the west of Point O Woods Road and to the north of Croaker Road, suggested uses are those that meet the description and intensity of the Neighborhood Commercial designation (as found in Chart 3, Commercial/Industrial Designation Descriptions in the Land Use section), including medical offices, professional offices, branch banks, day care centers, and small restaurants. These three properties should be designed so they can share a single entrance onto Croaker Road, in a way that implements or incorporates best practices for access management. Particular attention should also be paid to adequately buffering potential development from the existing adjacent residential areas, and complementing the architecture of surrounding uses.</p> <p>5B. Southeast Quadrant</p> <p>The principal suggested uses for new development or redevelopment include light manufacturing and office. New development or redevelopment within this quadrant is to include adequate buffering for the portion of any parcels designated for Community Character Conservation, Open Space or Recreation.</p>
<p>6. Lightfoot</p> <p>UDA: Small Town or Suburban Center</p>	<p>For the land east of Richmond Road (Route 60), the principal suggested uses are commercial and office development. The property is adjacent to the railroad and, if passenger or light rail were to become available, would be suitable for a transit- oriented mixed use development with a mixture of limited industry, commercial, and moderate density housing. This broader set of uses could also be recommended if found suitable through a corridor redevelopment plan.</p> <p>For lands west of Richmond Road (Route 60), the principal suggested uses are moderate density housing, commercial developments, and office developments. The Lightfoot Corridor is particularly well-suited for the development of workforce housing.</p> <p>There are significant capacity issues in this segment of Richmond Road and at the Lightfoot/Richmond Road intersection and Route 199/Richmond Road interchange, with development occurring in both the County and adjacent localities. Measures to mitigate traffic congestion and enhance multimodal facilities will be critical to maintaining the economic vitality of the area and to maintaining an acceptable degree of mobility. Commercial uses should not be developed in a “strip” commercial fashion, and should emphasize shared access and parking as well as consistent treatment for landscaping and architecture. Uses in this area should be compatible and integrate with the adjacent Economic Opportunity designated area to the extent possible.</p>
<p>7. New Town</p> <p>UDA: Medium Town or Suburban Center</p>	<p>The principal suggested uses are a mixture of commercial, office, residential, and limited industrial.</p> <p>Most of this area is governed by a detailed master plan and design guidelines for each distinct area within the New Town development, which provides guidelines for street, building, open space design, and construction similar to the scale, architecture, and urban pattern found in the City of Williamsburg. New development or redevelopment in this area should follow consistent design guidelines and strive to integrate uses.</p> <p>A portion of this area is not governed by New Town development master plan and design guidelines, including areas along the west side of Ironbound Road and areas south of Monticello Avenue. These areas should have design, scale and development pattern that is consistent with the New Town development. For the area along the west side of the Ironbound Road corridor, the expansion of existing businesses, or similar uses, is encouraged, with the added opportunity for mixed use structures that incorporate housing as a clearly secondary use in upper stories.</p>
<p>8. Five Forks</p> <p>Not a UDA, Use Level 1 Guidance</p>	<p>Development at the intersection of John Tyler Highway (Route 5) and Ironbound Road primarily serves nearby residential neighborhoods. The principal suggested uses are community-scale and neighborhood commercial and office uses. Moderate density residential development is encouraged as a secondary use. Development should tie into the larger Five Forks area with complementary building types and connections to surrounding commercial and residential development.</p> <p>The property on the west side of Ironbound Road and south side of John Tyler Highway (Route 5) is envisioned to be limited to community-scale and neighborhood commercial and office uses. Specifically, future development on the parcel directly to the south and west of the existing 7-Eleven should not exceed the intensity and density of development identified on the approved master plan and approved proffers for James City County Case Z-9-05/MP-6-05 (Governor’s Grove at Five Forks, approved by the Board of Supervisors August 9, 2005).</p> <p>For the parcel located at 133 Powhatan Springs Road, historical uses have included a contractor’s office/warehouse. Similar small-scale, low-intensity Limited Industrial uses that are consistent in terms of scale and impact to the contractor’s office/warehouse and those that can adequately mitigate</p>

	<p>impacts to adjacent low density residential areas may be appropriate. Expansion of the facilities to more intense industrial or commercial/retail uses is not recommended.</p> <p>Preservation and adaptive re-use of historic buildings are encouraged, as is the redevelopment of existing residential and commercial uses in the immediate area. Future development and redevelopment should also reflect the historic and scenic qualities of the Five Forks area and should adhere to the Board adopted Primary Principles for the Five Forks Area. Overall development intensities should be closely monitored to ensure they can be accommodated within the capacities of the existing two-lane roads.</p>
<p>9. Williamsburg Crossing</p> <p>UDA: Small Town or Suburban Center</p>	<p>The principal suggested uses are commercial, office, and moderate density residential. Continued access management is needed to maintain acceptable levels of service on John Tyler Highway (Route 5). Additional access points beyond those that currently exist for the Route 199 corridor will be strongly discouraged by the County.</p>
<p>10. Jamestown Ferry Approach</p> <p>Not a UDA, Level 1 &amp; Level 2 Do Not Apply; See #4 General Language for Guidance</p>	<p>This land is located southeast of Jamestown Road and is bounded by Powhatan Creek, Jamestown Road, Jamestown Settlement, and undeveloped residential property. This area is designated as a CCA, and therefore all development should conform to the CCA design principles. Due to the unique character and location of this area, it should be developed in accordance with the approved Shaping Our Shores master plan and emphasis should be given to preserving the tree cover, protecting historic, archaeological, and environmental resources, and providing public access to the James River. Principal suggested uses include recreational and water-related establishments such as marinas and boat launches, but no water-dependent industries. Commercial uses may also be considered appropriate when their scale, intensity, and impacts can be appropriately accommodated. Designs should be encouraged to provide views of and public access to the James River and other points of interest.</p> <p>With capacity limitations on Jamestown Road, access management should be strongly encouraged. The traffic generation of any proposal should be in line with the goal of retaining Jamestown Road as a two-lane facility, as widening would significantly impact the visual character of the road.</p>
<p>11. Routes 60/143/199 Interchanges</p> <p>UDA: Medium Town or Suburban Center</p>	<p>The portion of this area to the south of the interchange is developed with minimal potential for additional development or redevelopment. For any new development or redevelopment that is proposed, the principal suggested uses are commercial, office and limited industrial development.</p> <p>For the portion of the Mixed Use area located north of the interchange, there is more potential for development and redevelopment. The principal suggested uses for this corridor are commercial and office development, with moderate density residential development as a secondary use. Future development should be consistent with the design guidelines and integrated with the layout of development planned in the City, including uses, architecture, landscaping, historic resources, and pedestrian amenities. A light rail station would be encouraged in this area should this be a viable option in the future. Given substantial planned development in both the City of Williamsburg and York County, future development should take steps to mitigate roadway and interchange capacity constraints, to the degree possible.</p>
<p>12. James River Commerce Center</p> <p>Not a UDA, Level 1 &amp; Level 2 Do Not Apply; See #4 General Language for Guidance</p>	<p>Principal suggested land uses are limited industrial and office development. Public facilities are suggested as clearly secondary uses. The intensity of development in this area is conditioned on sufficient buffering and screening of Carter's Grove and other adjacent residential development.</p>
<p>13. Green Mount</p> <p>UDA: Small Town or Suburban Center</p>	<p>For the Green Mount tracts north of Pocahontas Trail (Route 60), a balanced and integrated mixture of industrial, commercial, and residential uses is suggested. General Industry is the dominant use envisioned for this portion of the County. Uses in this Mixed Use area should therefore be comprised of support uses and should leave sufficient road and water capacity.</p> <p>Commercial uses should have a limited market area, primarily focused on direct services to nearby neighborhoods and employment centers, and should not include high traffic generators. In order to protect and enhance the character of the area and to maintain an access level that keeps the area attractive to large-scale economic development, the area should be designed and developed under a unified master plan that provides shared access and parking, compatible landscaping and architectural treatment, adequate buffering and screening, true mixed use concepts, and other measures that ensure it does not develop in a typical strip commercial fashion. Careful coordination between development and transportation issues will be important to avoid worsening the level of service along Pocahontas Road (Route 60), to retain a high degree of mobility through the area, and to preserve the options for improvements and/or alternatives to Pocahontas Road (Route 60). Shared access with the parcel to the north should be preserved as an option.</p>

14. Treyburn Drive  
UDA: Small Town or Suburban Center

This land is located west of Treyburn Drive and is bounded by the City of Williamsburg/James City County line to the west and Monticello Avenue to the south. Primary suggested uses for this area include neighborhood-scale commercial establishments and small offices that serve the needs of residents in surrounding neighborhoods. Residential is suggested as a secondary use and, where proposed, should be limited to integrated mixed use buildings. Safe and convenient pedestrian and bicycle connections to the surrounding area including High Street, and the William and Mary School of Education should be provided where feasible. Overall, development should have a limited impact on adjacent residential areas especially in terms of visible parking area, lighting, signage, odor, noise, and hours of operation.

While RPA and steep slopes limit the developable area, designs should avoid linear strip patterns and instead aim to develop smaller groupings of inter-connected buildings with shared parking and access to Treyburn Drive. As a result, the area should preferably be developed in accordance with a unified development plan.



## Mixed Use Level 1

SAMPLE DEVELOPMENT CONCEPT

This illustration represents one potential way that the policies in the Land Use chapter for this land use could be interpreted. Alternate concepts that follow these policies may also be acceptable. This development concept is only for illustrative purposes and design guidelines, policies and ordinance requirements are a factor, particularly with respect to detailed requirements such as landscaping

Mixed use buildings with ground floor shopping uses to create a traditional small town Main Street design character

A mixed density community with some attached or multifamily housing types mixed in with single family neighborhoods. Workforce housing mixed in with the various housing types

Community focused parks or open space in easy walking distance to residential neighborhoods

A mixture of housing types and densities designed with traditional blocks and neighborhood patterns, integrated with mixed use buildings and tied together with a community trail system



### Legend

- Mixed use
- Commercial
- Civic
- Industrial
- Low Density Residential
- Moderate Density Residential - Level 1
- Moderate Density Residential - Level 2
- Parking
- Common Open Space
- Wooded or Landscaped Buffer Areas
- Pedestrian/Bike Paths
- Roadway Interconnectivity



## Mixed Use Level 2

SAMPLE DEVELOPMENT CONCEPT

This illustration represents one potential way that the policies in the Land Use chapter for this land use could be interpreted. Alternate concepts that follow these policies may also be acceptable. This development concept is only for illustrative purposes and design guidelines, policies and ordinance requirements are a factor, particularly with respect to detailed requirements such as landscaping

Mixed use clusters designed as "complete communities" around a major interchange

A combination of multifamily and mixed use buildings to create "main street" character with housing and walkable retail uses



Office and employment uses integrated into the community and oriented towards walkable amenities and community open spaces

Ample open space in the community organized as small pocket parks or village greens with buildings fronting on them

A mixture of housing types and densities integrated with commercial and mixed use buildings and tied together with a community trail system

### Legend

- Mixed use
- Commercial
- Civic
- Industrial
- Low Density Residential
- Moderate Density Residential - Level 1
- Moderate Density Residential - Level 2
- Parking
- Common Open Space
- Wooded or Landscaped Buffer Areas
- Pedestrian/Bike Paths
- Roadway Interconnectivity

## Goals, Strategies, and Actions

### Goal

**LU - Achieve a pattern of land use and development that reinforces and improves the quality of life for citizens by encouraging infill, redevelopment, and adaptive re-use within the PSA; limiting development on rural and natural lands outside the PSA; and achieving the other eight goals of this Comprehensive Plan.**

### Strategies and Actions

#### **LU 1 - Promote the use of land in a manner harmonious with other land uses and the environment.**

- LU 1.1 - Craft regulations and policies such that development is compatible in scale, size, and location to surrounding existing and planned development. Protect uses of different intensities through buffers, access control, and other methods.
- LU 1.2 - Review and update the Zoning Ordinance to ensure consistency between densities and intensities of development recommended by the Comprehensive Plan and the residential and commercial zoning districts.
- LU 1.3 - Use policy and ordinance tools to ensure the provision of open space as part of development proposals, as applicable. In particular, maintain or increase incentives for cluster development in exchange for additional open space that provides significant benefits to the community.
- LU 1.4 - Require that any development of new public streets, public parks or other public areas, public buildings or public structures, public utility facilities, or public service corporation facilities, inside or outside the Primary Service Area (PSA), be subject to individualized review as provided under Section 15.2-2232, Legal Status of Plan, of the Code of Virginia, as amended.
- LU 1.5 - In coordination with the Board of Supervisors and the County Attorney's Office, update the Planning Commission as-needed on major new planning legislation topics during non-Comprehensive Plan update years.
- LU 1.6 - Explore emerging technologies in the renewable energy industry, with the intention of protecting the County's unique rural character, preserving natural resources, and mitigating impacts to neighboring properties.
- LU 1.7 - Amend the Zoning Ordinance to address short-term rentals, including re-examining the districts where such uses are permitted.
- LU 1.8 - Use the conceptual plan process to provide early input and to allow applicants to better assess critical issues with the goal of having a predictable and timely development plan approval process.



**LU 2 - Promote pedestrian, bicycle, and automotive linkages between adjacent land uses where practical.**

- LU 2.1 - Plan for and encourage the provision of strategically located greenways, sidewalks, and bikeways to connect neighborhoods with retail and employment centers, parks, schools, and other public facilities and to effectively connect buildings and activities within individual sites, using the Pedestrian Accommodations Master Plan, the Historic Triangle Regional Bikeways Map, the Greenway Master Plan and other adopted plans for guidance.
- LU 2.2 - Facilitate the provision of road interconnections within new developments and between arterial and collector roads by promoting land use and road patterns within the developments which are conducive to such interconnections.

**LU 3 - Promote regional cooperation among Hampton Roads localities, particularly the Peninsula, to ensure compatibility of land use planning activities.**

- LU 3.1 - Promote regional solutions to managing growth through the following actions:
  - LU 3.1.1 - Engaging in joint planning efforts and allocating resources toward implementation.
  - LU 3.1.2 - Encouraging redevelopment, compact communities, and mass transit.
- LU 3.2 - Communicate with adjacent jurisdictions regarding development plans that have potential impacts on adjacent localities and public facilities. Work with them to coordinate plans and to identify and mitigate areas where there are conflicts.
- LU 3.3 - Continue to participate in regional planning processes with York County and the City of Williamsburg. Use the *Historic Triangle Coordinated Comprehensive Plan Review Summary Report* as a regional planning resource, particularly with regard to transportation and to land use issues in the three geographic focus areas (Riverside/Marquis/Busch, Lightfoot/Pottery, Northeast Triangle and Surrounding Area).
- 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.
  - LU 3.4.1 - For areas within the MIOD, ensure a Fort Eustis representative provides input into development proposals.
  - LU 3.4.2 - For areas within the MIOD, update the Zoning and Subdivision Ordinances to incorporate the Code of Virginia sections that promote coordination between military installations and local municipalities.
  - LU 3.4.3 - For areas within the MIOD, update the Zoning and Subdivision Ordinances to establish a Military Influence Area (MIA) overlay district. The exact boundary of the MIA should be determined through additional discussion with Fort Eustis. The Zoning and Subdivision Ordinances should include:
    - (a) Siting guidelines for commercial solar wind farms and wind turbine farms, only if those uses become added to the Use List.

- (b) Standards and requirements for increased setbacks, buffers, and other design requirements to increase safety and security around the Fort Eustis installation.
- (c) Vertical obstruction standards and limitations.
- (d) Additional dark sky lighting requirements, as needed, within the defined air space of the Fort Eustis installation.
- (e) References to a newly created vertical constraints map identifying locations where tall structures should be prohibited.

LU 3.4.4 - For areas within the MIOD, ensure planned CIP projects would not conflict with the mission of Fort Eustis or otherwise promote incompatible growth with the installation.

LU 3.4.5 - For areas within the MIOD, create a user-friendly plan that provides guidance for a process by which water management issues can be addressed. Include an analysis of the use of the waterway and a strategy for emergency waterway closure, should the need arise.

- LU 3.5 - In accordance with the recommendations of the adopted Joint Base Langley Eustis (Fort Eustis) Joint Land Use Study, create a communication and coordination plan with the installation that provides opportunities to share information and a forum to receive feedback.
- LU 3.6 - In accordance with the recommendations of the adopted Joint Base Langley Eustis (Fort Eustis) Joint Land Use Study, create an education plan for the community in consultation with the installation.

**LU 4 - Direct growth into designated growth areas in an efficient and low-impact manner.**

- LU 4.1 - Enforce policies of the Comprehensive Plan to steer growth to appropriate sites in the PSA.
- LU 4.2 - Provide for low density and moderate density residential development in appropriate locations inside the PSA and prohibit such development on rural lands outside the PSA.
- LU 4.3 - Promote infill, redevelopment, revitalization, and rehabilitation within the PSA. Consider the following strategies when appropriate:

LU 4.3.1 - Use of financial tools such as public-private partnerships.

LU 4.3.2 - Revisions to the Zoning Ordinance and/or Subdivision Ordinance or the development of guidelines to provide additional flexibility, clear standards, or incentives, such as expedited plan review.

LU 4.3.3 - Partnerships with government agencies, non-profits, and private entities to facilitate improvements in areas identified for redevelopment.

- LU 4.4 - Accommodate mixed-use developments within the PSA, as further defined in the Mixed Use land use designation and development standards. Support design flexibility to promote the mixing of various types of residential and non-residential uses and structures. Encourage mixed use developments and complete communities to develop in compact nodes in well-defined locations within the PSA.

- LU 4.5 - Through the development process, reinforce clear and logical boundaries for commercial and industrial property within the PSA.
  - LU 4.5.1 - Provide sufficient buffering and open space from nearby residential uses.
  - LU 4.5.2 - Develop in a node pattern with a grid of internal parcels, internal streets, and judicious external connections, rather than in a strip pattern with individual connections along a single street.
- LU 4.6 - Emphasize the economic potential of interstate interchanges and encourage a mix of uses. Develop and maintain land use policies and other measures to achieve this strategy.
- LU 4.7 - Facilitate the development of sub-area/corridor master plans for strategic areas such as the County's interstate interchanges, Economic Opportunity Designations, and Mixed Use Designations/Urban Development Areas.
- 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.

**LU 5 - Continue land use planning and perform development review consistent with the capacity of existing and planned public facilities and services and the County's ability to provide such facilities and services.**

- LU 5.1 - Encourage development of public facilities and the provision of public services within the PSA. As one component of this, maintain a utility policy that, along with other tools such as zoning regulations, supports the PSA as the growth boundary. Within the PSA, extend water and sewer service in the PSA according to a phased plan in accordance with the County's Comprehensive Plan and JCSA's master water/sewer planning. Outside the PSA, restrict the extension of water and sewer utilities.
- 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:
  - 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.
  - LU 5.2.2 - Support development of State enabling legislation for adequate public facilities ordinances to extend the policies to already zoned lands, if in a form acceptable to the Board of Supervisors.
  - LU 5.2.3 - Permit higher densities and more intensive development in accordance with the Future Land Use Map where existing public facilities and services are adequately provided.
- LU 5.3 - Ensure that developments are subject to zoning or special use permit review to mitigate their impacts through the following means:
  - LU 5.3.1 - Require sufficient documentation to determine the impacts of a proposed development, including but not limited to studies of traffic impact, capacity of public schools,

historic and archaeological resources, water quality and quantity, other environmental considerations, and fiscal impact.

LU 5.3.2 - Ensure that the recommendations of such studies are adequately addressed prior to preparation of development plans, or in instances where a rezoning or Special Use Permit is required, as part of those applications.

LU 5.3.3 - Continue to calculate and make available up-to-date information on the costs of new development in terms of public transportation, public safety, public schools, public parks and recreation, public libraries and cultural centers, groundwater and drinking water resources, watersheds, streams and reservoirs.

LU 5.3.4 - Consider and evaluate the use of impact fees to help defray the capital costs of public facilities related to residential development.

**LU 6 - Enhance and preserve the agricultural and forestal economy and retain the character of Rural Lands and the predominantly wooded, natural, and small-town character of the County.**

- LU 6.1 - Promote the economic viability of traditional and innovative farming and forestry as industries.

LU 6.1.1 - Support both the use value assessment and Agricultural and Forestal District (AFD) programs to the maximum degree allowed by the Code of Virginia. Explore extending the terms of the County's Districts.

LU 6.1.2 - Seek public and private funding for existing programs, investigate new programs, and support private or non-profit (such as land trust) actions that promote continued agricultural or forestal use of property.

- a. Encourage dedication of conservation easements to allow property owners to take advantage of State and Federal tax provisions. Develop a program that would provide information to property owners on the benefits of easement donation, including helping owners consider future possible plans for their property to verify they can be pursued under deed language.
- b. Seek a dedicated funding stream for open space preservation programs. Develop information for property owners on the benefits of participating in open space preservation programs.
- c. Stay informed of State legislation related to Transfer of Development Rights (TDR) and on the status of TDR programs in Virginia peer localities.

LU 6.1.3 - Continue to update the Zoning Ordinance list of permitted and specially permitted uses in the A-1 zoning district. Investigate adding a development standards policy for those uses that might benefit from a rural location. Continue to look at non-residential uses and development standards that may be appropriate, such as agri-business, eco-tourism, or green energy uses, and uses related to projects that are identified by the Strategy for Rural Economic Development.

LU 6.1.4 - As resources allow, support implementation of the recommendations in the Strategy for Rural Economic Development to maintain and create viable economic options for rural landowners.

LU 6.1.5 - Consider funding a staff position for a rural or agricultural development officer to support and help acquire funding for rural protection programs and to undertake other similar activities.

LU 6.1.6 - Protect farming and forestry uses from conflicting activities by encouraging buffers and open space design and by raising awareness among new rural land purchasers about existing farming and forestry uses in the County.

LU 6.1.7 - Craft regulations and policies in a manner that recognizes the value of, and promotes the conservation of, prime farmland soils and environmentally sensitive areas, and consider impacts to the County's farm and forestal assets in land use decisions.

LU 6.1.8 - Examine the actionable framework from the Lower Chickahominy study and consider incorporating the items recommended by that study that are a best fit with the overall economic development strategies and conservation goals for the County's rural lands.

- LU 6.2 - Residential development is not a recommended use in the Rural Lands. Creation of any residential 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 the stated Rural Lands designation description and development standards and available infrastructure.

LU 6.2.1 - Revise the R-8 and A-1 Zoning Districts to set lot sizes to be consistent with the 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.

LU 6.2.2 - Revise the rural cluster provisions in the A-1 zoning district to be more consistent with the 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, allowing private streets in limited circumstances, making it a streamlined by-right use at certain scales, allowing off-site septic or community drainfields, etc.

LU 6.2.3 - Consider implementing a subdivision phasing program, where the number of blocks that could be created from a parent parcel within a given time period is limited.

LU 6.2.4 - Consider adding strong buffer and expanded setback regulations to the A-1 and R-8 Districts, particularly if the permitted densities are not lowered in these districts.

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. Consider 400 foot setbacks along Community Character Corridors outside the PSA.

**LU 7 - Develop tools for targeted open space preservation inside the PSA that work in concert with the tools used in the Rural Lands, while acknowledging that the PSA is the County's designated growth area.**

- LU 7.1 - Align eligibility criteria for applications for open space preservation with state and federal eligibility criteria for funding and other County efforts such as green infrastructure and greenway master planning, watershed preservation, and recreational planning, and prioritize properties at greatest threat of development. Monitor development trends and zoning regulations to periodically assess the threat of development and prioritization for properties inside the PSA versus those in Rural Lands.
- LU 7.2 - Incorporate rural and open space preservation best practices within the new character design guidelines. Develop additional guidelines as necessary for specific resource protections including historic, environmental, or scenic resources.
- LU 7.3 - Refine the buffer and setback standards specifically for visual character protection, addressing viewshed protection and maintenance of community character.



# Rural Roadway Preservation



James City County Zoning Update  
**DRAFT August 2, 2022**

*Prepared by EPR,PC*

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# Rural Roadway Preservation

## Part 1. Visual Analysis of Viewsheds

### Introduction

In 2021, the James City County Board of Supervisors approved a Resolution to initiate the amendment of the James City Zoning and Subdivision ordinances in order to consider additional requirements to protect and preserve scenic roadways such as Forge Road. As part of an analysis to consider new standards for protection of these scenic roadways, EPR, PC was asked to develop analytic visualizations of the visual impacts of the viewshed on Forge Road.

The results of this analysis are presented here in two parts:

1. **Ground Level Visualizations** - The first part is a series of photomontages that were developed based on alternative measured distances from the road.
2. **Aerial Visualizations** - The second part is a series of aerial photographs of the Forge Road corridor showing different distances from the road as colored buffers along the roadway, with existing structures highlighted to show where they fall within the distance buffers.

It is important to note that, even though these are illustrative visualizations, they are based on actual measured dimensions using computer mapping for the distances so they represent a reasonably accurate representation of what potential distance standards could look like in reality.

### Ground Level Visualizations

#### *Methodology*

For the purposes of the visualizations, a photograph of a segment of Forge Road was used that represents a typical “view from the road” on a relatively level portion of the road without any existing screening or buffering along the roadway. Using computer mapping, house sites were located at the following distances from the edge of the roadway (which is also the edge of the Right of Way):

- 100 feet
- 200 feet
- 300 feet
- 400 feet



Figure 1. Existing photo of Forge Road with computer mapping of different setback distances

Secondly, photographs of two typical houses were selected at the same view angle as the “view from the road” photograph to be used in composing the photomontages. House A was a simple one story brick home with attached garage and minimal landscaping and House B was a more elaborate house with detached garage and extensive landscaping in the front yard.

These houses were then photo montaged into the existing Forge Road photograph precisely at each of the distance points to show a reasonably realistic view of the visual impact of the houses at each distance parameter.

### **Results**

The images below show the final photomontages with each house at each of the distances from the road.

**House A:**



Figure 2. House A. 100 ft. distance



Figure 4. House A. 200 ft. distance



Figure 3. House A. 300 ft. distance



Figure 5. House A. 400 ft. distance

**House B.**



Figure 6. House B. 100 ft. distance



Figure 7. House B. 200 ft. distance



Figure 8. House B. 300 ft. distance



Figure 9. House B. 400 ft. distance

### Conclusions

The use of computer aided photomontage visualizations is a practical way to assess the potential visual impacts of alternative provisions for distances from the road. However, it is important to recognize that many other factors can influence the perception of different distances to houses when viewed from the road. These include topography, the presence of existing vegetation, and the general architectural character of structures. The above visualizations are of course open to different interpretations regarding what distance standards should be developed. From the consultant's perspective, a few observations are offered for consideration from a professional planning perspective:

- The visual impact of both houses at the 100 foot distance is considerable. This scale of this distance is more reminiscent of a suburban development pattern than what is typically seen in a rural, farming based landscape.
- 300 to 400 foot distances are more similar to a typically rural context and view from the road, although houses on large lots are frequently set back even more than that. Often, homeowners who purchased large lots prefer a wide set back from the road to maintain their sense of private space and rural character.
- Particularly at the 400 foot distance line, there is an opportunity to create buffering and screening around the houses with vegetation that would be more reminiscent of a rural farm scape rather than a suburban landscape pattern.
- The architecture and landscaping around the house also influence the character of the view from the road. Large suburban houses with tall roofs and suburban style landscaping create more of a discontinuity with the rural landscape than a low ranch house with an attached garage.

## Aerial Visualizations

### Methodology

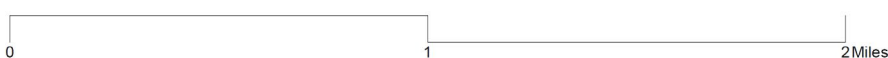
Based on County staff request, EPR developed an aerial mapping analysis of different distance widths applied to a section of Forge Road located outside of the PSA. The maps were presented as aerial photos with the distances shown as colored buffers on the photos and as oblique aerial views of segments of Forge Road showing existing structures.

The following maps were developed:

- **Baseline Setback Map.** This map shows the setback that currently applies under the existing zoning requirements for A-1.
- **Potential Alternate Distance Analysis Map:** This maps shows potential distances of 100', 200', 300' and 400'.
- **Oblique Aerials of Segments of Forge Road.** These maps show detailed oblique views of five segments of Forge Road with the potential distance ranges from 100' to 400' and highlight existing structures.

### Results:

#### JAMES CITY COUNTY ZONING ANALYSIS | Forge Rd. Basemap (Existing Setback)



Gray: Forge Rd.  
Purple: Existing 75' Setback



Figure 10. Base Map showing Existing Setback for A1 Zone



**JAMES CITY COUNTY ZONING ANALYSIS | Forge Rd. Basemap (Proposed Setbacks)**

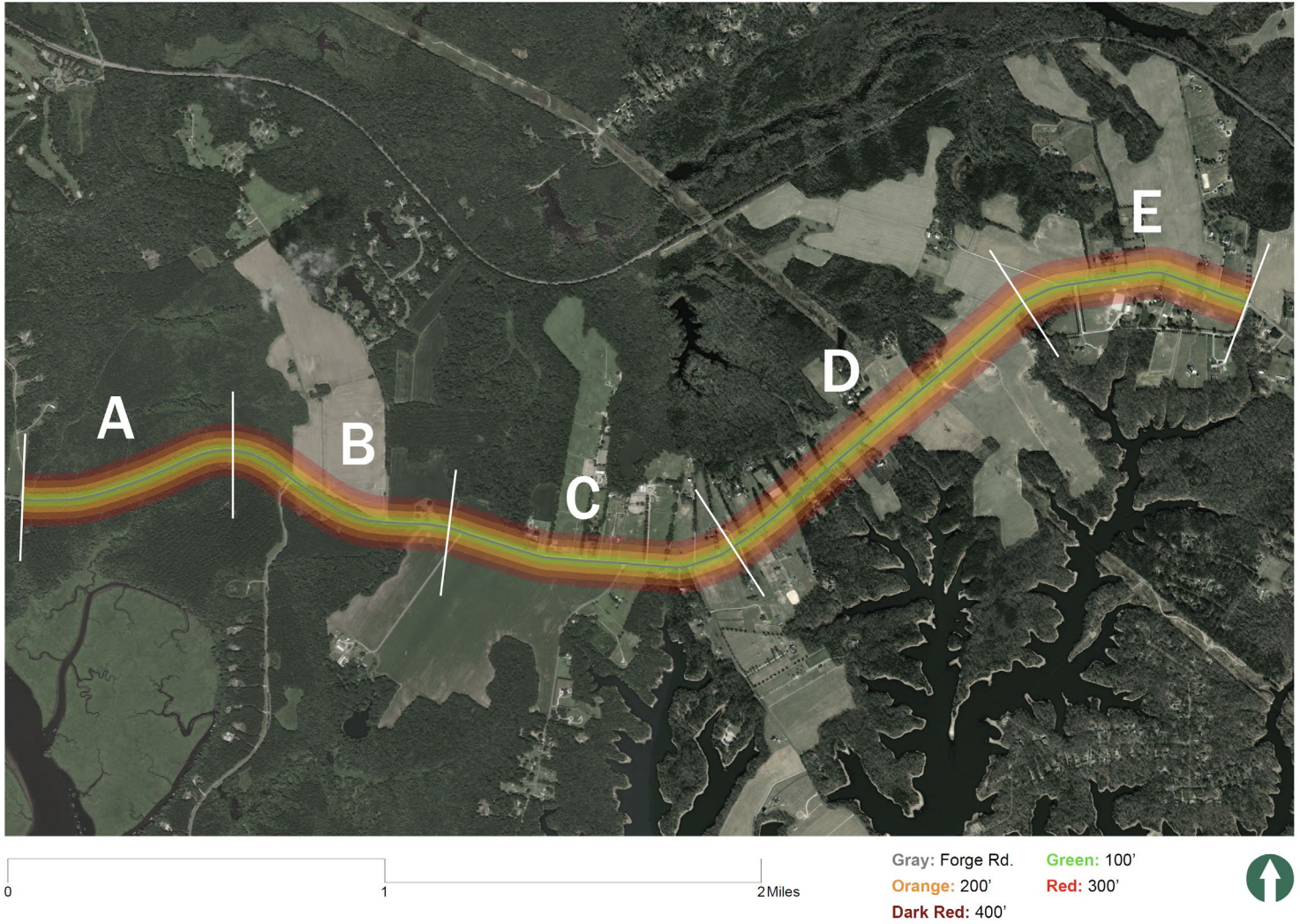


Figure 11. Base map showing alternate distances from the roadway

**JAMES CITY COUNTY ZONING ANALYSIS | Forge Rd. Basemap (Proposed Setbacks) - Segment A**

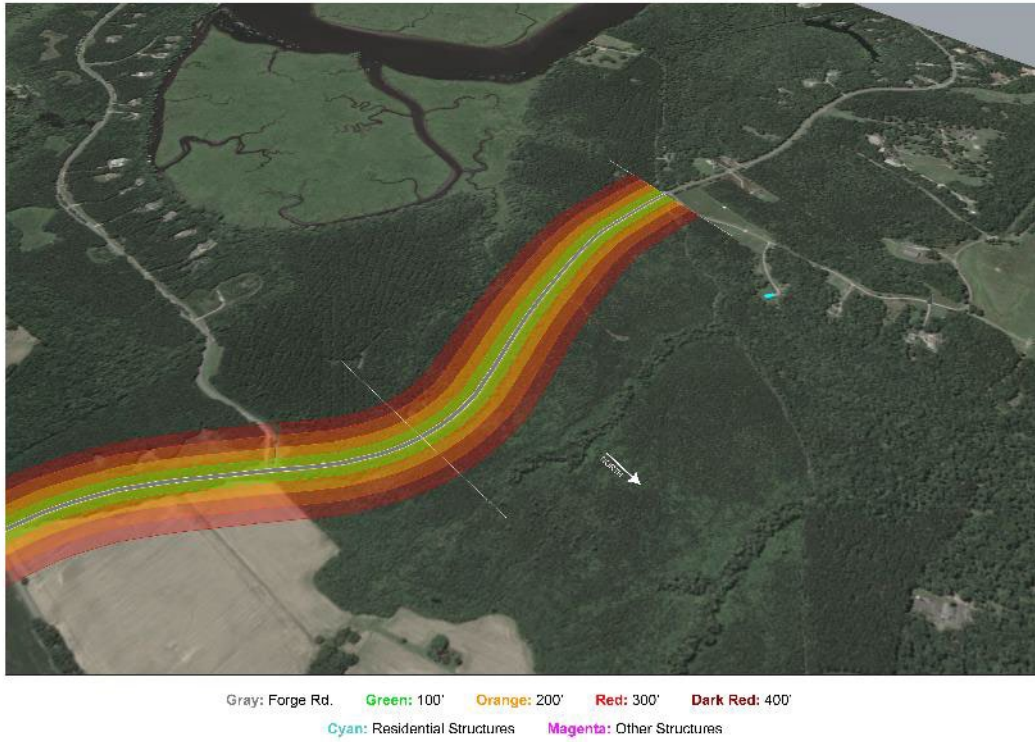


Figure 13. Potential distances - Segment A.

**JAMES CITY COUNTY ZONING ANALYSIS | Forge Rd. Basemap (Proposed Setbacks) - Segment B**



Figure 12. Potential distances - Segment B.

JAMES CITY COUNTY ZONING ANALYSIS | Forge Rd. Basemap (Proposed Setbacks) - Segment C

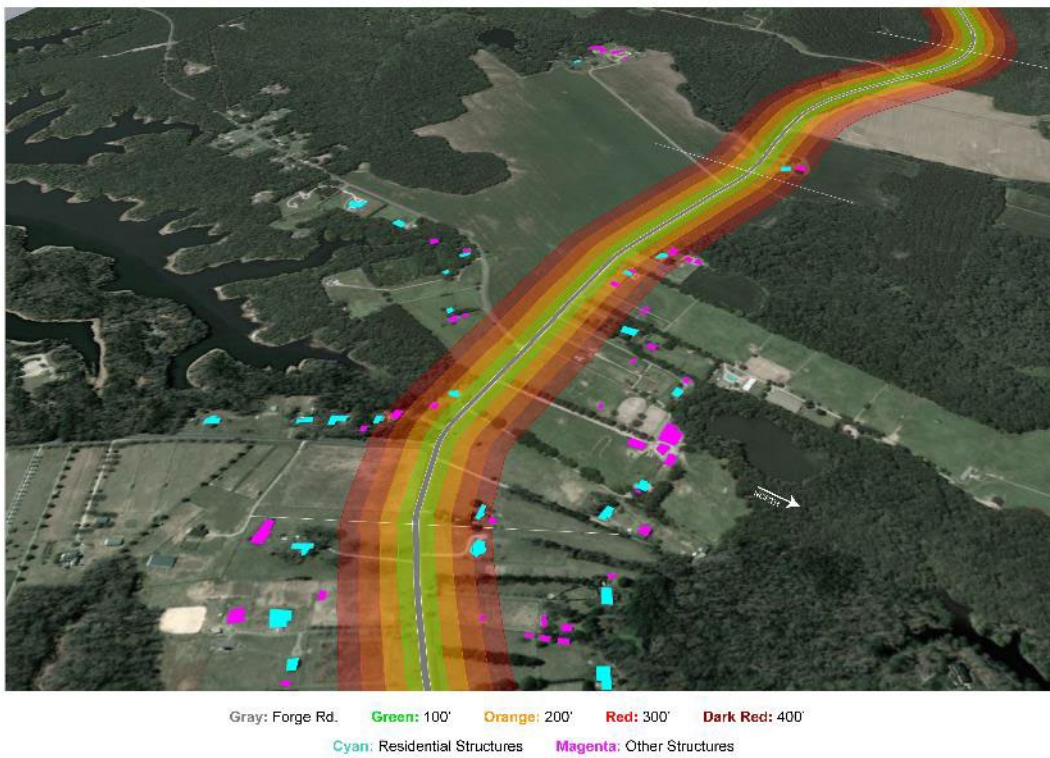


Figure 15. Potential distances - Segment C.

JAMES CITY COUNTY ZONING ANALYSIS | Forge Rd. Basemap (Proposed Setbacks) - Segment D

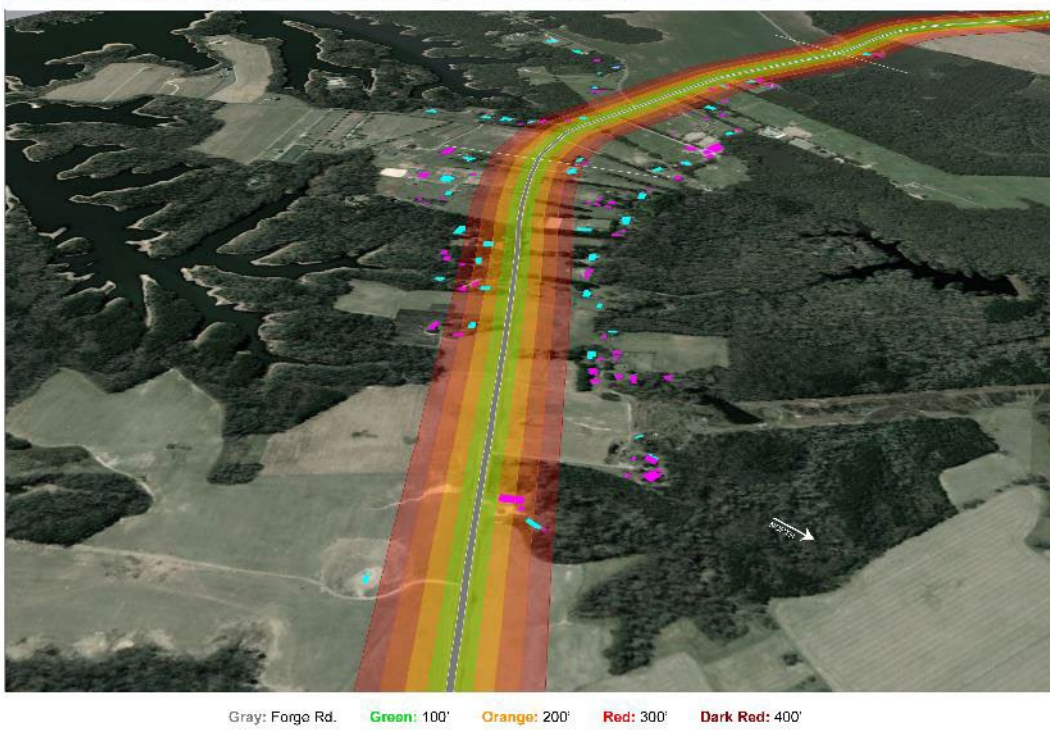


Figure 14. Potential distances - Segment D.

**JAMES CITY COUNTY ZONING ANALYSIS | Forge Rd. Basemap (Proposed Setbacks) - Section E**

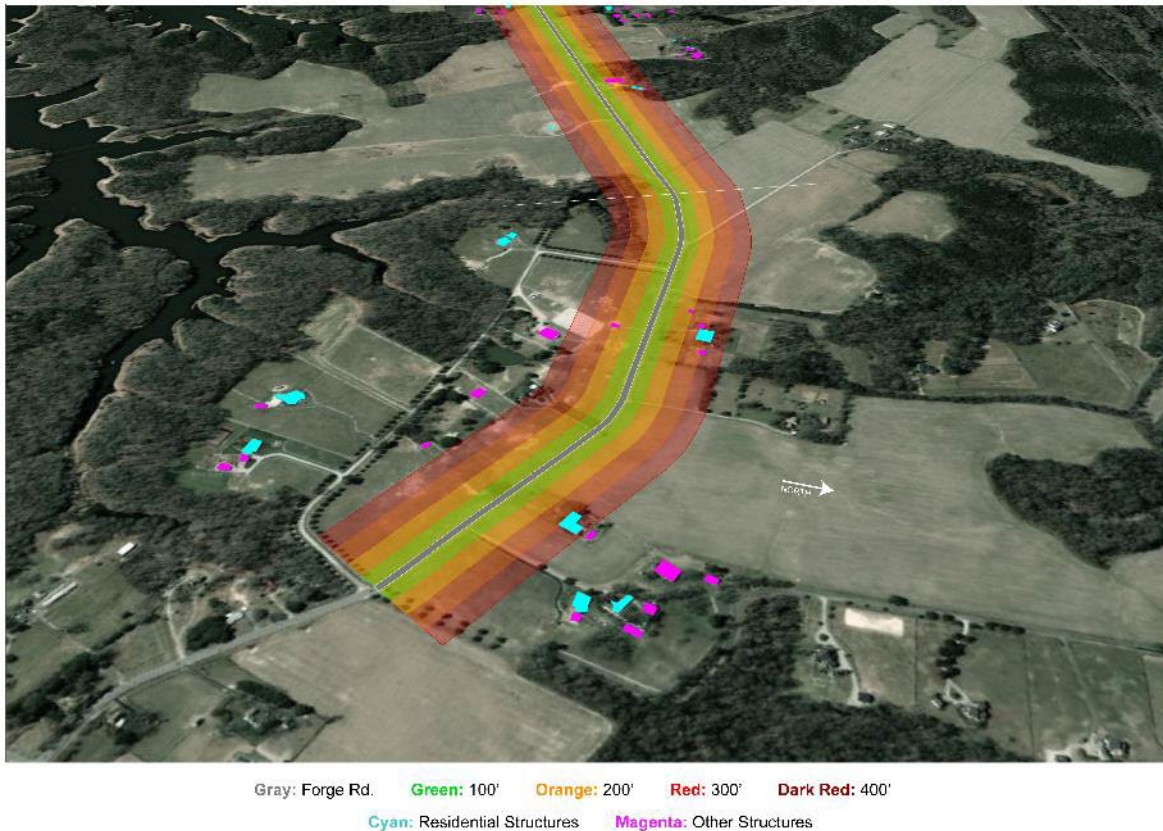


Figure 16. Potential distances - Segment E.

**Conclusions**

The analysis of existing and potential distances through aerial photography provides a useful assessment of the existing conditions along Forge Rd and the existing setbacks of existing structures. A few summary findings from this analysis include:

- Very few existing structures are built right up to the existing setback line of 75 feet for the A1 zoning district.
- Only one residential structure in segment C and one residential structure in segment D approach the 100 foot distance line. Also, one nonresidential structure in segment D is also built at the 100 foot distance line.
- The majority of structures that fall within the potential distance buffers range from 200 to 400 foot distances.
- a great number of structures are set back well beyond the 400 foot distance line. Segments C and D show a wide variety of structures set well back from the road up to 1000 feet or more.
- In general, both the diversity of setbacks of existing structures and the extensive average distance from the road contribute to the scenic character of Forge Rd and ensure that view sheds are not dominated by views of houses or other structures.
- In addition, the rolling terrain and pattern of existing trees and vegetation break up the views of the structures and contribute to the overall pastoral viewsheds from the road.

**Forge Road (Portion Outside of PSA)**

<p style="text-align: center;"><b>Planning Information</b></p>	<p style="text-align: center;"><b>Character Description</b></p>
<p><b>Comp. Plan CCC Description Open/Agricultural</b></p> <p>Characterized as a corridor located primarily in rural lands where farming and forestry activities are predominant.</p> <p>The viewshed and integrity of farm fields and natural open spaces should be preserved so they remain the dominant visual features.</p> <p><b>Rural Lands Designation Basic Description</b></p> <p>Rural Lands are areas containing farms, forests and scattered houses, exclusively outside of the PSA, where a lower level of public service delivery exists or where utilities and urban services do not exist and are not planned for in the future. Rural Lands uses are intended to help protect and enhance the viability of agricultural and forestal resources and compatible rural economic development uses as important components of the local economy.</p> <p><b>Adjacent Property Zoning:</b> A-1, General Agricultural</p> <p><b>Adjacent AFD:</b> Mill Creek</p>	<p><b>Development Description</b></p> <p>Adjacent development consists primarily of scattered single-family residences and agricultural uses, with minimal tree buffering adjacent to the roadway. Existing conservation easements establish a large setback for segments of the roadway</p> <p><b>Lot Configuration and Structure Placement Description</b></p> <p>There are several 100 acres + farms abutting the roadway that provide significant frontage and contribute greatly to its rural character with housing set far from the roadway. There are shallower lots interspersed between the farms that are utilized primarily for residential use and have structures typically located closer to the road.</p> <p><b>Existing Development Information</b></p> <p>Structures Located Within 400' of ROW: 45</p> <p>Average Setback for Structures: 495'</p> <p>Abutting Parcels with Lot Depth ≤ 500': 11</p>

**Old Stage Road (Portion Outside of PSA)**

<p align="center"><b>Planning Information</b></p>	<p align="center"><b>Character Description</b></p>
<p><b>Comp. Plan CCC Description Open/Agricultural</b></p> <p>Characterized as a corridor located primarily in rural lands where farming and forestry activities are predominant.</p> <p>The viewshed and integrity of farm fields and natural open spaces should be preserved so they remain the dominant visual features.</p> <p><b>Rural Lands Designation Basic Description</b></p> <p>Rural Lands are areas containing farms, forests and scattered houses, exclusively outside of the PSA, where a lower level of public service delivery exists or where utilities and urban services do not exist and are not planned for in the future. Rural Lands uses are intended to help protect and enhance the viability of agricultural and forestal resources and compatible rural economic development uses as important components of the local economy.</p> <p><b>Adjacent Property Zoning:</b> A-1, General Agricultural</p> <p><b>Adjacent AFD:</b> Barnes Swamp</p>	<p><b>Development Description</b></p> <p>Adjacent development consists primarily of single-family residences, with some larger agricultural and forestal parcels. Excluding the parcels in farm use, the majority of these parcels are developed as single family residences, with some buffering on each parcel and a cleared area for property access.</p> <p><b>Lot Configuration and Structure Placement Description</b></p> <p>The majority of parcels are utilized for single-family residential use and are located on lots that are less than 5 acres, though there are larger farm parcels adjacent to New Kent County and interspersed along the road. Adjacent to the PSA, residences are located closer to the right-of-way and represent a more suburban development style.</p> <p><b>Existing Development Information</b></p> <p>Structures Located Within 400' of ROW: 87</p> <p>Average Setback for Structures: 170'</p> <p>Abutting Parcels with Lot Depth ≤ 500': 23</p>

**Richmond Road (Portion Outside of PSA)**

Planning Information	Character Description
<p><b>Comp. Plan CCC Description Wooded</b></p> <p>Characterized as having natural wooded areas along the road, with light to moderate traffic, and minimal commercial development.</p> <p>Existing vegetation should be preserved or supplemented to create a wooded buffer that preserves open space and wildlife habitat.</p> <p>The buffer should visually screen the development from the road to maintain the natural character of the County.</p> <p><b>Rural Lands Designation Basic Description</b></p> <p>Rural Lands are areas containing farms, forests and scattered houses, exclusively outside of the PSA, where a lower level of public service delivery exists or where utilities and urban services do not exist and are not planned for in the future. Rural Lands uses are intended to help protect and enhance the viability of agricultural and forestal resources and compatible rural economic development uses as important components of the local economy.</p> <p><b>Adjacent Property Zoning:</b> A-1, General Agricultural</p> <p><b>Adjacent AFD:</b> Barnes Swamp Mill Creek</p>	<p><b>Development Description</b></p> <p>Adjacent development consists primarily of single-family residences, with some limited commercial uses. Large undeveloped wooded parcels are interspersed throughout the frontage of the roadway.</p> <p><b>Lot Configuration and Structure Placement Description</b></p> <p>There are several larger, undeveloped and forested parcels of land which provide significant buffered frontage along the roadway that is essential to the character of the roadway. Developed lots are primarily for single-family residential use and are characterized by suburban type development with residences and commercial uses located closely to the roadway.</p> <p><b>Existing Development Information</b></p> <p>Structures Located Within 400' of ROW: 258</p> <p>Average Setback for Structures: 139'</p> <p>Abutting Parcels with Lot Depth ≤ 500': 65</p>

**Monticello Avenue (Portion Outside of PSA)**

<p align="center"><b>Planning Information</b></p>	<p align="center"><b>Character Description</b></p>
<p><b>Comp. Plan CCC Description Wooded</b></p> <p>Characterized as having natural wooded areas along the road, with light to moderate traffic, and minimal commercial development.</p> <p>Existing vegetation should be preserved or supplemented to create a wooded buffer that preserves open space and wildlife habitat.</p> <p>The buffer should visually screen the development from the road to maintain the natural character of the County.</p> <p><b>Rural Lands Designation Basic Description</b></p> <p>Rural Lands are areas containing farms, forests and scattered houses, exclusively outside of the PSA, where a lower level of public service delivery exists or where utilities and urban services do not exist and are not planned for in the future. Rural Lands uses are intended to help protect and enhance the viability of agricultural and forestal resources and compatible rural economic development uses as important components of the local economy.</p> <p><b>Adjacent Property Zoning:</b>  A-1, General Agricultural  R-4, Residential Planned Community</p> <p><b>Adjacent AFD:</b>  None</p>	<p><b>Development Description</b></p> <p>Adjacent development consists of a mixture of single-family residences, recreational uses, and undeveloped wooded parcels.</p> <p><b>Lot Configuration and Structure Placement Description</b></p> <p>There are several larger, undeveloped and forested tracts of land which provide significant buffered frontage along the roadway. Developed lots are for single-family residential use, institutional or are located within minor subdivisions fronting directly on the roadway. The vacant R-4 parcels are part of a master planned development and include a proffered buffer.</p> <p><b>Existing Development Information (A-1 Parcels)</b></p> <p>Structures Located Within 400' of ROW: 0</p> <p>Average Setback for Structures: 0</p> <p>Abutting Parcels with Lot Depth ≤ 500': 2</p>



**John Tyler Memorial Highway (Portion Outside of PSA)**

<p align="center"><b>Planning Information</b></p>	<p align="center"><b>Character Description</b></p>
<p><b>Comp. Plan CCC Description Wooded</b></p> <p>Characterized as having natural wooded areas along the road, with light to moderate traffic, and minimal commercial development.</p> <p>Existing vegetation should be preserved or supplemented to create a wooded buffer that preserves open space and wildlife habitat.</p> <p>The buffer should visually screen the development from the road to maintain the natural character of the County.</p> <p><b>Rural Lands Designation Basic Description</b></p> <p>Rural Lands are areas containing farms, forests and scattered houses, exclusively outside of the PSA, where a lower level of public service delivery exists or where utilities and urban services do not exist and are not planned for in the future. Rural Lands uses are intended to help protect and enhance the viability of agricultural and forestal resources and compatible rural economic development uses as important components of the local economy.</p> <p><b>Adjacent Property Zoning:</b>  A-1, General Agricultural (Majority)  R-4, Residential Planned Community  PL, Public Lands</p> <p><b>Adjacent AFD:</b>  Gordon Creek</p>	<p><b>Development Description</b></p> <p>Adjacent development consists primarily of single-family residences and wooded lots, with extensive tree buffering adjacent to the roadway. Existing conservation easements establish a large setback for segments of the roadway.</p> <p><b>Lot Configuration and Structure Placement Description</b></p> <p>There are several large, undeveloped and forested tracts of land which provide significant buffered frontage along the roadway. Developed lots are typically for single-family residential use are located within minor subdivisions fronting directly on the roadway.</p> <p><b>Existing Development Information</b></p> <p>Structures Located Within 400' of ROW: 42</p> <p>Average Setback for Structures: 207'</p> <p>Abutting Parcels with Lot Depth ≤ 500': 6</p>

**Riverview Road (Portion Outside of PSA)**

<p align="center"><b>Planning Information</b></p>	<p align="center"><b>Character Description</b></p>
<p><b>Comp. Plan CCC Description Wooded</b></p> <p>Characterized as having natural wooded areas along the road, with light to moderate traffic, and minimal commercial development.</p> <p>Existing vegetation should be preserved or supplemented to create a wooded buffer that preserves open space and wildlife habitat.</p> <p>The buffer should visually screen the development from the road to maintain the natural character of the County.</p> <p><b>Rural Lands Designation Basic Description</b></p> <p>Rural Lands are areas containing farms, forests and scattered houses, exclusively outside of the PSA, where a lower level of public service delivery exists or where utilities and urban services do not exist and are not planned for in the future. Rural Lands uses are intended to help protect and enhance the viability of agricultural and forestal resources and compatible rural economic development uses as important components of the local economy.</p> <p><b>Adjacent Property Zoning:</b> A-1, General Agricultural</p> <p><b>Adjacent AFD:</b> Croaker</p>	<p><b>Development Description</b></p> <p>Adjacent development consists primarily of single-family residences to the west, with larger agricultural and forestal parcels to the east. Buffering is consistent throughout the roadway and located on smaller residential lots and larger farm parcels.</p> <p><b>Lot Configuration and Structure Placement Description</b></p> <p>There are several large, undeveloped, and forested tracts of land which provide buffered frontage along the roadway. Developed lots are typically for single-family residential use are located within minor subdivisions fronting directly on the roadway. Overall, these shallow lots are integrated between the large, forested tracts that provide buffering and establish the character of the roadway.</p> <p><b>Existing Development Information</b></p> <p>Structures Located Within 400' of ROW: 129</p> <p>Average Setback for Structures: 240'</p> <p>Abutting Parcels with Lot Depth ≤ 500': 29</p>

## Sec. 24-215. - Setback requirements.

- (a) Structures, except those associated with intensive agricultural uses, shall be located a minimum of 50 feet from any street right-of-way which is 50 feet or greater in width. If the street right-of-way is less than 50 feet in width, structures shall be located a minimum of 75 feet from the centerline of the street; except that where the minimum lot area is three acres or more, the minimum setback shall be 75 feet from any street right-of-way which is 50 feet or greater in width and 100 feet from the centerline of any street right-of-way less than 50 feet in width. Devices for nutrient management plans, pens, and structures associated with intensive agricultural uses shall be 250 feet from any dwelling not owned by the operator of the use, all property lines not associated with the use, all public roads, and 1,000 feet from platted residential subdivisions, residentially zoned districts, areas designated for residential use on the comprehensive plan, schools, parks and playgrounds, recreation areas, public wells, water tanks and reservoirs.
- (b) All subdivisions platted and recorded prior to March 1, 1969, with building setback lines shown on their recorded plat will be allowed to adhere to these established setback lines.

(Ord. No. 31A-88, § 20-31, 4-8-85; Ord. No. 31A-114, 5-1-89; Ord. No. 31A-165, 9-18-95; Ord. No. 31A-169, 5-28-96; Ord. No. 31A-257, 11-22-11)