

AGENDA
JAMES CITY COUNTY POLICY COMMITTEE
REGULAR MEETING
BUILDING A LARGE CONFERENCE ROOM
101 MOUNTS BAY ROAD, WILLIAMSBURG, VA 23185
July 11, 2024
3:00 PM

A. CALL TO ORDER

B. ROLL CALL

C. MINUTES

1. Minutes of the February 22, 2024, Regular Meeting

D. OLD BUSINESS

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

E. NEW BUSINESS

F. ADJOURNMENT

MINUTES
JAMES CITY COUNTY POLICY COMMITTEE
REGULAR MEETING
BUILDING A LARGE CONFERENCE ROOM
101 MOUNTS BAY ROAD, WILLIAMSBURG, VA 23185
February 22, 2024
3:00 PM

A. CALL TO ORDER

Mr. Jack Haldeman called the meeting to order at 3 p.m.

B. ROLL CALL

Policy Committee Members Present:

Tim O'Connor

Frank Polster

Jack Haldeman, Chair

Planning Commissioners Present:

Jay Everson

Staff Present:

Josh Crump, Principal Planner

Terry Costello, Senior Planner

Cheryl Holland, Financial and Management Specialist

Margo Zechman, Budget and Accounting Analyst, III

C. MINUTES

There were no Minutes to approve

D. OLD BUSINESS

1. Fiscal Year 2025-2029 Capital Improvements Program Review

Ms. Costello stated that staff had responded to the questions submitted by the Committee and that those responses had been sent out to the Committee. Ms. Costello stated that the floor was open for discussion.

Mr. Haldeman inquired if the intent was to rank the applications as stand-alone projects.

Ms. Costello confirmed.

Mr. Haldeman noted that his rankings remained the same after seeing the responses from staff.

Ms. Costello inquired if there were any additional questions.

Mr. Polster inquired about the items currently being stored in the Jamestown Beach Event Park building and why the new building needed to be air-conditioned.

Ms. Costello stated that she would need to ask Parks & Recreation staff for more details.

Mr. Haldeman noted that the existing building is in rough shape.

Mr. Polster inquired about the need to store documents in that building when there were other options available.

Mr. O'Connor stated that the cost for the building averages at \$880 per square foot which seems excessive.

Mr. Polster further noted that he does not understand why it is necessary to fund design and build so quickly when there are other priorities.

Mr. Polster noted that he has concerns about potential safety issues with the classroom at the Police Department Firing Range and the potential for a solar farm on the property as well.

Mr. O'Connor inquired if staff had considered using a trailer for the classroom. Mr. O'Connor noted that this could be a cost-effective alternative that would have the same benefits.

Mr. Polster stated that his preliminary scores for these five projects were fairly low. Mr. Polster noted that previously reviewed but unfunded projects ranked much higher. Mr. Polster commented that he was not certain how this would be reconciled.

Discussion ensued on when and how the project scores should be submitted.

Discussion was also held on the revised Capital Improvements Program (CIP) process. The Committee expressed the desire that staff from the requesting divisions be available for in-person discussion. A recommendation was made to update the timeline to allow more time for questions and answers.

Mr. O'Connor noted that there could be better use of the Committee's time and expertise than checking the box for compliance with State Code.

Ms. Costello confirmed that the additional questions from the Committee were:

1. What is being stored in the proposed warehouse and what is driving the need for air conditioning.
2. What is the benefit of building versus. renting in the short term to allow for a feasibility study.
3. What is the reason for the cost per square foot.
4. Is the ranking for the preliminary work, or does it include the construction as well.
5. Could a trailer be used for the classroom at the firing range.
6. How will safety be addressed for the solar farm if constructed adjacent to the firing range.
7. What is the rationale for the recommendation to construct the warehouse in quick succession to the General Services Building.

The Committee discussed the potential Agenda for the next meeting and whether it would be necessary to meet. Discussion ensued on the timeline and process of finalizing the ranking scores.

E. NEW BUSINESS

There was no New Business.

F. ADJOURNMENT

Mr. Polster made a motion to adjourn.

The meeting was adjourned at approximately 3:32 p.m.

Susan Istenes, Secretary

Jack Haldeman, Chair

MEMORANDUM

DATE: July 11, 2024

TO: The Policy Committee

FROM: John Risinger, Senior Planner

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

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 Goals, Strategies, and Actions portion of 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.

Amendments to the Zoning Ordinance to implement this strategy were discussed at multiple Policy Committee, Planning Commission, and Board of Supervisors meetings. Due to concerns with how the proposed changes would apply, the Board directed staff to indefinitely defer the amendments and consider the possible creation of an Overlay District. Subsequently, at the May 14, 2024, Board meeting, the Board adopted an Initiating Resolution directing staff to prepare an amendment to the Zoning Ordinance that creates an Overlay District to protect and preserve scenic roadways and to include the parcels identified on the exhibit titled “Parcels over 40 acres outside the PSA with road frontage” and dated March 12, 2024, in a rezoning to the Overlay District (Attachment No. 1).

Separately from the Overlay District, the earlier reviewed proposed amendments to the Zoning and Subdivision Ordinances regarding buffering requirements for commercial and major residential subdivision developments, timbering setbacks, were presented and discussed at the January 9, 2024, Board meeting. These items will be revisited by the Board and included with proposed language for the Overlay District, as may be recommended by the Policy Committee and the Planning Commission.

Overlay District Approach

Staff has prepared draft Ordinance language to create the Scenic Roadway (SR) Overlay District (Attachment No. 2). The Overlay District would include language establishing a tiered setback of up to 400 feet for structures to be applied to unimproved parcels that are rezoned to the Overlay District. This tiered approach would specify that lots with a depth greater than 300 feet and up to and including 500 feet to have a setback requirement of 200 feet, and lots with a depth greater than 500 feet to have the 400-foot setback. Lots with a depth of 300 feet or less and flag lots would continue to have setbacks determined by the underlying zoning district. As the setback is the only proposed regulation in the draft Ordinance language, the underlying zoning district regulations would remain in effect for parcels within the Overlay District.

As shown in the map included in Attachment No. 1, the parcels identified for the rezoning are at least 40 acres in size which are located outside of the Primary Service Area (PSA) along Forge Road, North Riverside Drive, and Diascund Road (from Forge Road to the CSX railroad right-of-way). Materials for the

rezoning of these parcels to the Overlay District will be presented to the Planning Commission in a public hearing concurrent with the consideration of this draft Ordinance language.

Staff Recommendation

Overall, staff finds this draft Ordinance language will fulfill the intent of the Initiating Resolution for the Overlay District. Planning staff recommends the Policy Committee recommend approval of the draft Ordinance language to the Planning Commission.

JR/md

AmdScRProOrd22-1-mem

Attachments:

1. Initiating Resolution and Map
2. Draft Ordinance
3. Setback Exhibits

RESOLUTION

INITIATION OF CONSIDERATION OF AMENDMENTS TO THE ZONING ORDINANCE

TO CREATE AN OVERLAY DISTRICT TO PROTECT AND PRESERVE SCENIC ROADWAYS

AND INITIATION OF REZONING OF IDENTIFIED PARCELS TO THE

NEW OVERLAY DISTRICT

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 boundaries of the districts or 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, at its November 23, 2021, meeting, the Board initiated consideration of amendments to the regulations of the Zoning Ordinance and Subdivision Ordinance to provide additional requirements to protect scenic roadways such as Forge Road; and

WHEREAS, at its February 27, 2024, meeting, the Board requested staff to prepare materials for the creation of a new Overlay District that includes additional requirements to protect and preserve scenic roadways; and

WHEREAS, at its March 26, 2024, meeting, the Board directed staff to include the 22 parcels identified on the exhibit titled "Parcels over 40 acres outside the PSA with road frontage" and dated March 12, 2024, in a rezoning to the new Overlay District; and

WHEREAS, the Board is of the opinion that the public necessity, convenience, general welfare, or good zoning practice warrant the consideration of amendments to the Zoning 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, for the creation of a new Overlay District to protect and preserve scenic roadways. The Planning Commission shall hold at least one public hearing on the consideration of amendments to said Zoning Ordinance 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 initiate the rezoning of the 22 parcels identified on the exhibit titled "Parcels over 40 acres outside the PSA with road frontage" and dated March 12, 2024, and any other parcels deemed to require inclusion in the Overlay District, so that they are included within the new Overlay District. The Planning Commission shall hold at least one public hearing on the consideration of the rezoning and shall forward its recommendation to the Board of Supervisors in accordance with the law.





Ruth M. Larson
Chair, Board of Supervisors






ATTEST:



Teresa J. Saeed
Deputy Clerk to the Board


NULL
HIPPLE
MCGLENNON
ICENHOUR
LARSON

VOTES


<u>AYE</u>	<u>NAY</u>	<u>ABSTAIN</u>	<u>ABSENT</u>
	_____	_____	_____
	_____	_____	_____
	_____	_____	_____
	_____	_____	_____
	_____	_____	_____

Adopted by the Board of Supervisors of James City County, Virginia, this 14th day of
May, 2024.

ScenicRPOvrlyDis-res



James City County
Parcels over 40 acres outside the PSA
with road frontage



0 1,000 2,000
Feet

This drawing is neither a legally recorded map nor a survey and is not intended to be used as such. The information displayed is a compilation of records, information and data obtained from various sources, and James City County is not responsible for its accuracy or how current it may be.
Copyright James City County GIS Office 3/12/2024M:\Departments\Planning\Paul Forge_Rd\Forge_Rd.aprx

Parcel IDs: 3356, 8285, 3408, 3406, 8091, 8000, 8000-A, 7808-B, 1928-A, 7808-A, 7808, 1928, 2016, 2116, 2406, 2526, 2724, 2822-A, 2902, 2918, 2875, 3298, 7829, 1701, 7400, 1827, 1812, 2116, 2406, 2526, 2724, 2822-A, 2902, 2918, 2875.

Roads: Barnes Rd, Diascund Rd, N Riverside Dr, Little Creek Dam Rd, Forge Rd, Richmond Rd, Chickahominy Rd.

Legend:

- Parcel Lines
- Building
- PSA Line
- Forge and Diascund Rd

ORDINANCE NO. _____

AN ORDINANCE TO AMEND AND REORDAIN CHAPTER 24, ZONING, OF THE CODE OF THE COUNTY OF JAMES CITY, VIRGINIA, BY AMENDING ARTICLE VI, OVERLAY DISTRICTS, BY ADDING NEW DIVISION 2, SCENIC ROADWAY OVERLAY DISTRICT, SR; BY ADDING NEW SECTION 24-564, STATEMENT OF INTENT; BY ADDING NEW SECTION 24-565, APPLICABILITY; BY ADDING NEW SECTION 24-566, SCENIC ROADWAYS DEFINED; AND BY ADDING NEW SECTION 24-567, SETBACK REQUIREMENTS.

BE IT ORDAINED by the Board of Supervisors of the County of James City, Virginia, that Chapter 24, Zoning, is hereby amended and reordained by amending Article VI, Overlay Districts, by adding new Division 2, Scenic Roadway Overlay District, SR; by adding new Section 24-564, Statement of intent; by adding new Section 24-565, Applicability; by adding new Section 24-566, Scenic roadways defined; and by adding new Section 24-567, Setback requirements.

Chapter 24. Zoning

Article VI. Overlay Districts

Division 2. Scenic Roadway Overlay District, SR

Sec. 24-564. Statement of intent.

The Scenic Roadway Overlay District is intended to protect and preserve the viewshed of scenic roadways. The district establishes an increased building setback to maintain the existing rural character along the roadways. The district is intended to impose special requirements in addition to the regulations of the principal zoning district where it applies.

Sec. 24-565. Applicability.

The governing body of James City County, Virginia, hereby establishes and delineates on the zoning district map the Scenic Roadway Overlay District, to be referred to on the zoning district map by the symbol SR. Unless otherwise stated herein, the permitted uses and other regulations of the underlying zoning districts and all other sections of this Zoning Ordinance shall continue to apply.

Sec. 24-566. Scenic roadways defined.

A "scenic roadway," for the purposes of this district, shall include State Route 610 (Forge Road), State Route 603 (Diascund Road), and State Route 715 (North Riverside Drive).

Sec. 24-567. Setback requirements.

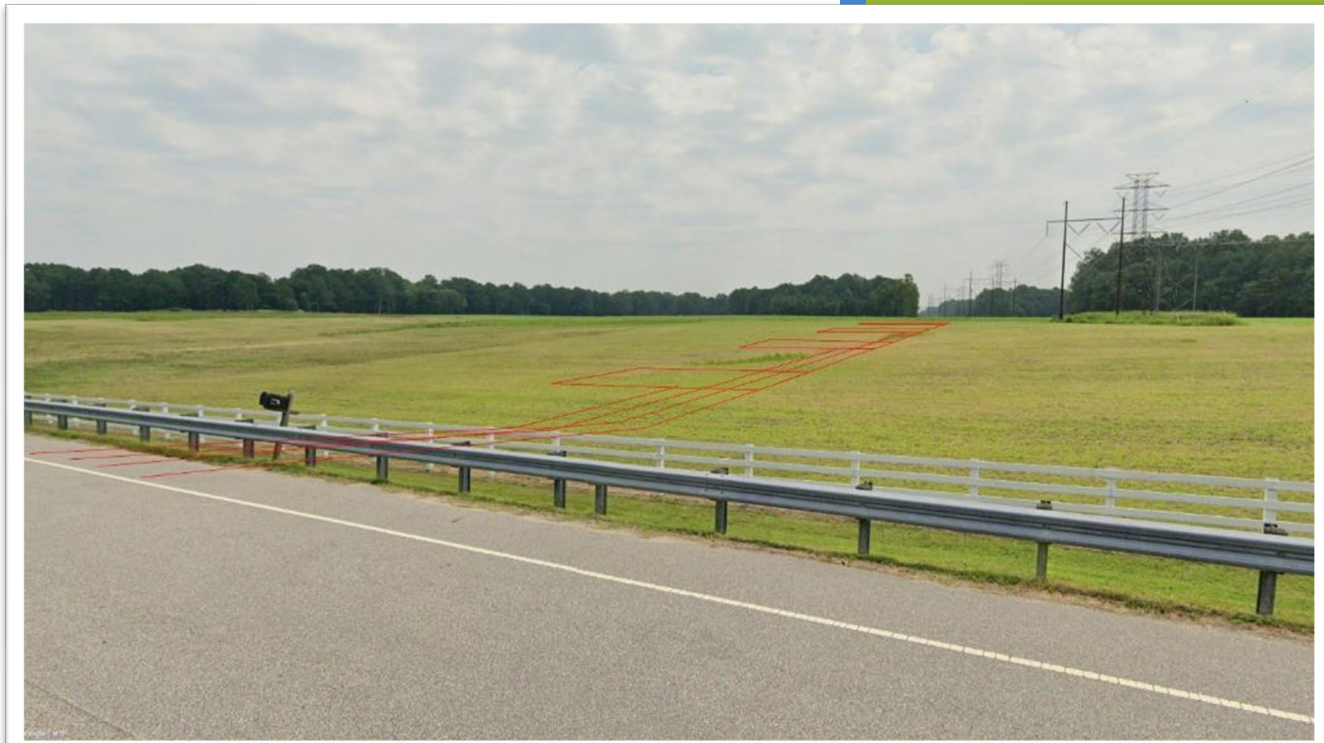
Any unimproved parcel or lot in existence as of {insert date of adoption}, shall adhere to the following setback requirements:

- 1. For those parcels or lots containing a lot depth of greater than 500 feet, structures shall be located a minimum of 400 feet from the street right-of-way of a scenic roadway.*
- 2. For those parcels or lots containing a lot depth of greater than 300 feet but less than or equal to 500 feet, structures shall be located a minimum of 200 feet from the street right-of-way of a scenic roadway.*
- 3. For those parcels or lots containing a lot depth of 300 feet or less or those parcels approved as a flag lot, the applicable setback shall be determined by the underlying zoning district regulations.*

An unimproved parcel or lot shall mean any parcel or lot which does not have a building placed upon or affixed to land.



Rural Roadway Preservation



James City County Zoning Update
DRAFT August 2, 2022

Prepared by EPR,PC

Contents

Part 1. Visual Analysis of Viewsheds	2
Introduction	2
Ground Level Visualizations	2
Methodology.....	2
Results	3
House A:	4
House B.	6
Conclusions	8
Aerial Visualizations	9
Methodology.....	9
Results:	9
Conclusions	13

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)

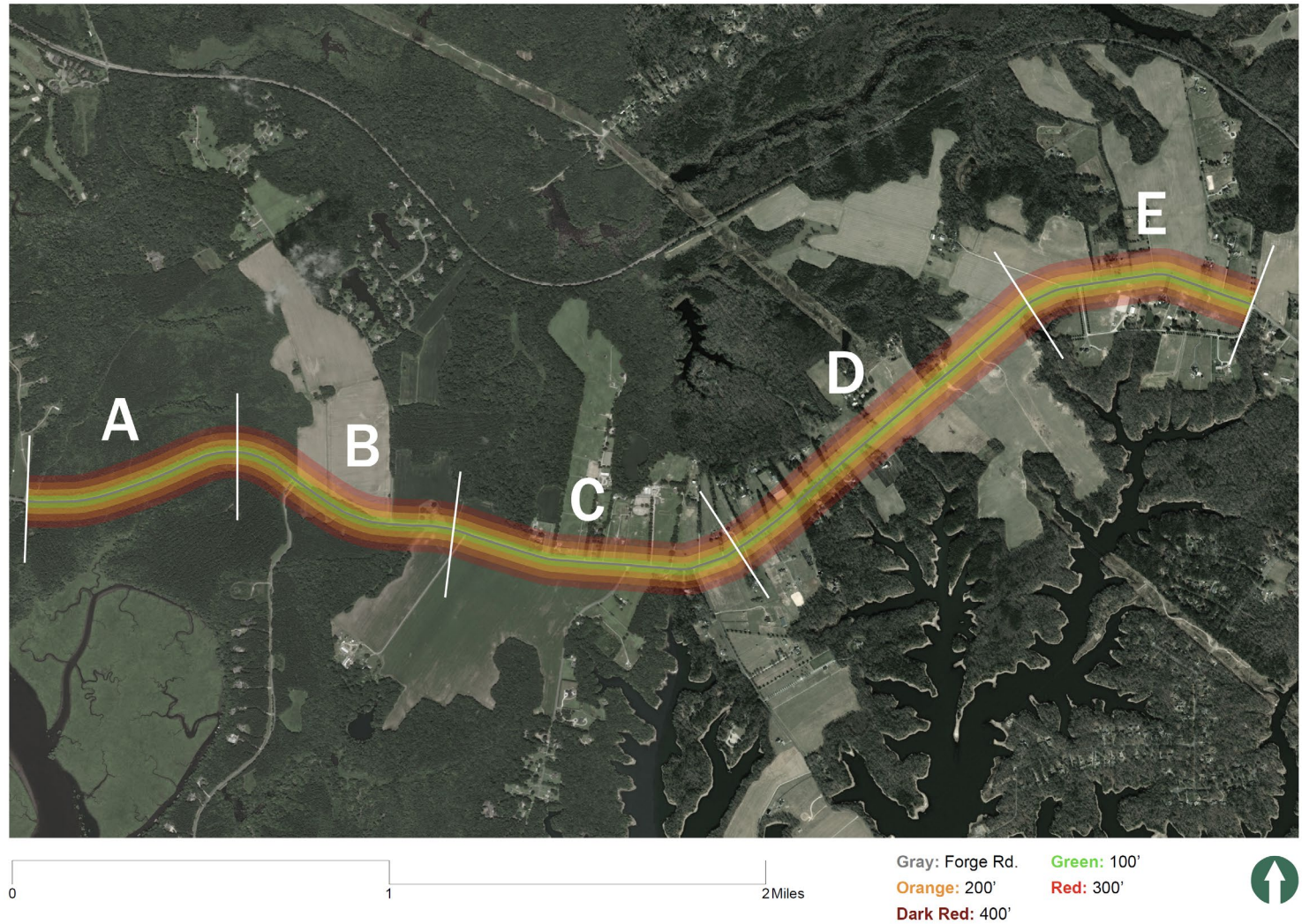


Figure 11. Base map showing alternate distances from the roadway

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

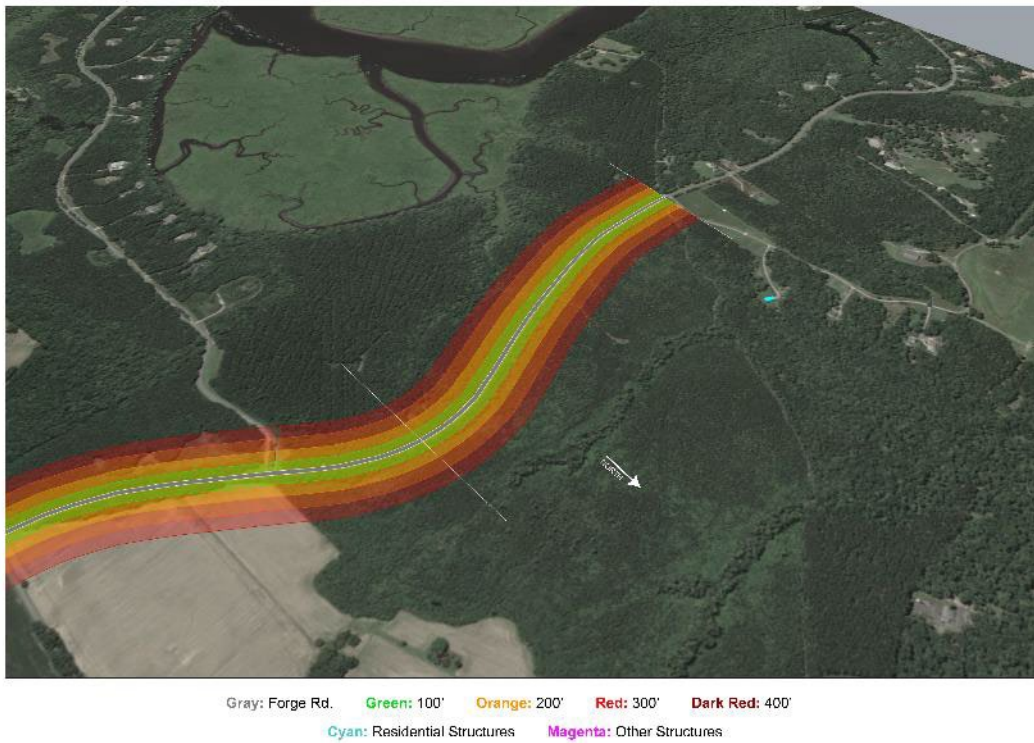


Figure 13. Potential distances - Segment A.

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

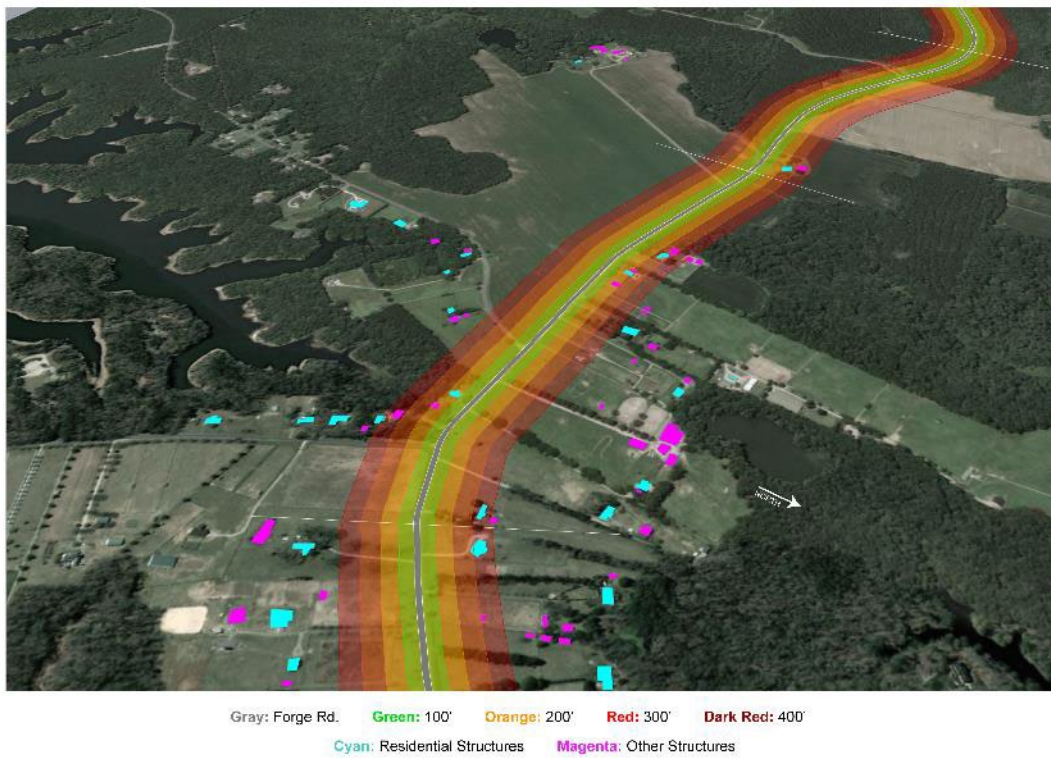


Figure 15. Potential distances - Segment C.

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

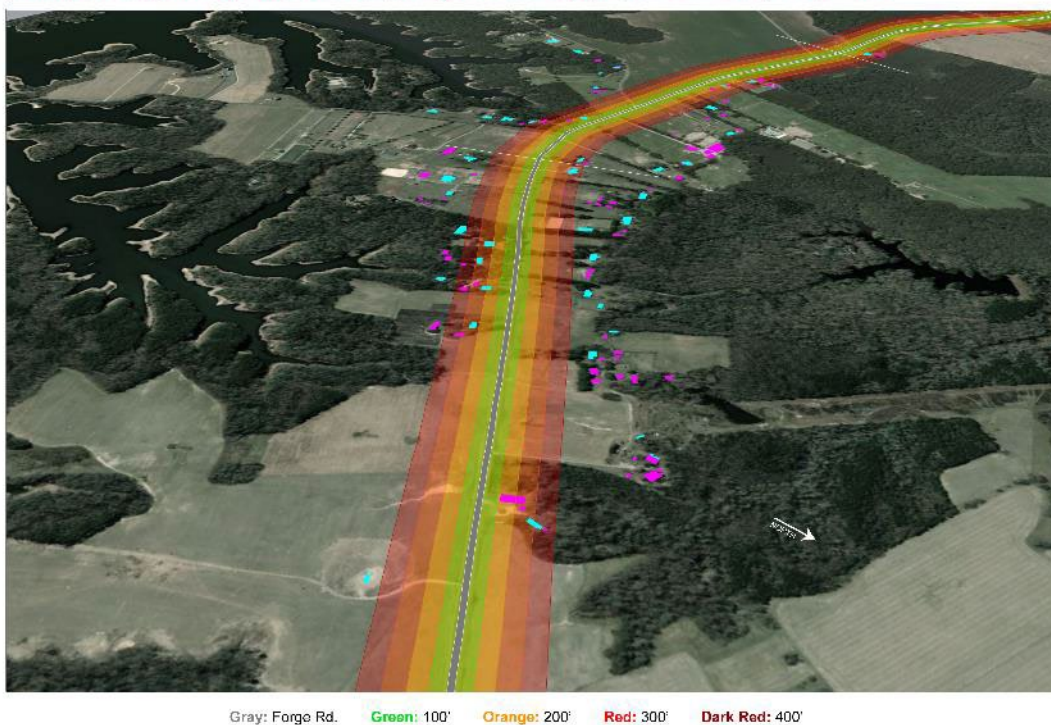


Figure 14. Potential distances - Segment D.

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

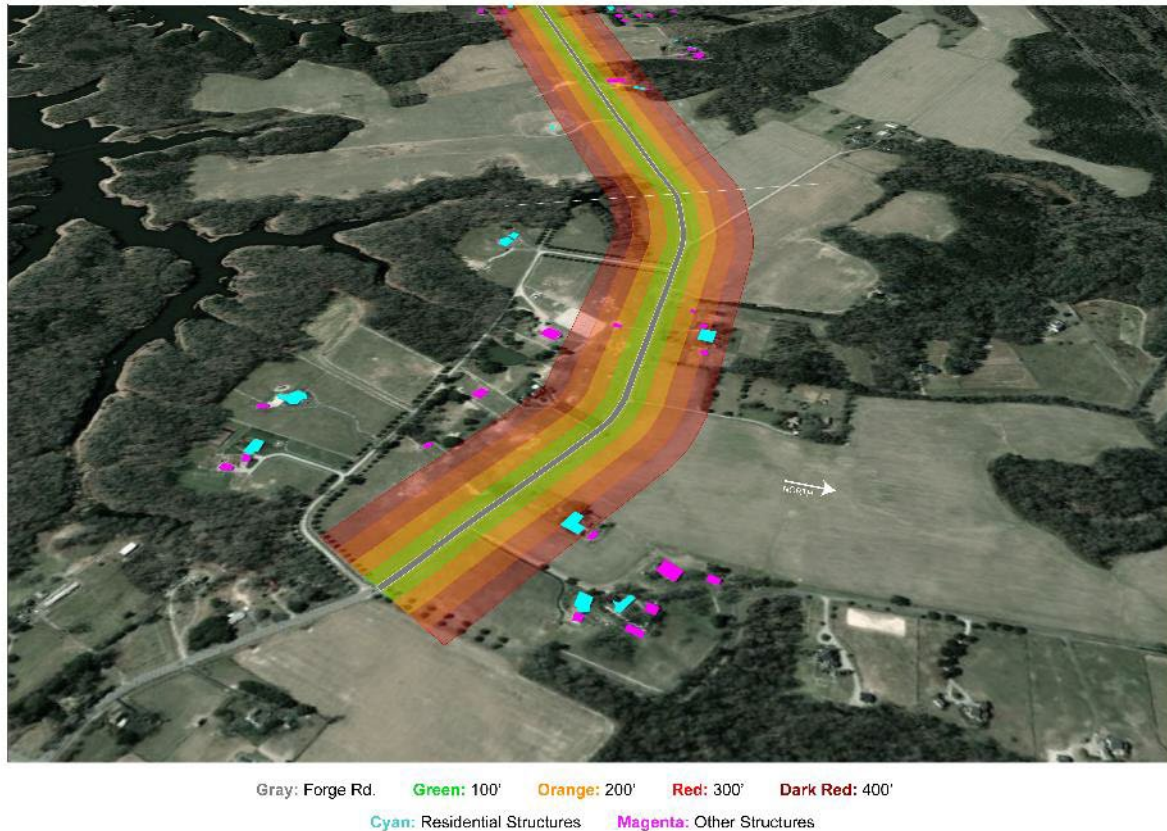


Figure 16. Potential distances - Segment E.

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.