



**AGENDA
POWHATAN COUNTY BOARD OF SUPERVISORS
WORKSHOP MEETING
JUNE 30, 2021
3:00 PM CALL TO ORDER**

This meeting is being held in the Village Building and is open to the public to attend in person, but several remote options remain available to participate or watch the meeting.

If you would like to participate in the meeting, go to <https://us02web.zoom.us/j/83998792911> by computer or smartphone with the Zoom app.

To participate by phone, dial 1-301-715-8592 or 1-312-626-6799 or 1-929-205-6099 or 1-253-215-8782 or 1-346-248-7799 or 1-669-900-6833

Type Webinar ID: 839 9879 2911

**During the public comment period, you may raise your hand using the zoom controls on your screen or press *9 on your phone. Visit the Zoom Help Center for more information.

If you would like to watch in real-time, use this link: <http://powhatanva.gov/432/Live-Stream-of-Powhatan-County-Meetings>

If you would like to watch the meeting at your convenience later use this link: <http://powhatanva.gov/433/County-Meetings-and-Workshop-Videos-On-D>

Public comments may also be submitted to administration@powhatanva.gov or by leaving a voicemail at (804) 598-5612. Any comments received up until 1:00 PM of the day of the meeting shall be entered into the meeting minutes.



- 1. Call to Order**
- 2. Pledge of Allegiance**
- 3. Invocation**
- 4. Requests to Postpone Agenda Items and Additions, Deletions or Changes in the Order of Presentation**
- 5. Formal Approval of Agenda**
- 6. Public Comment** (time limit 3 minutes per individual/5 minutes per group, 30 minutes total time limit that can be extended by the Board)
- 7. Workshop Discussion**
 - A. Continued Discussion of Comprehensive Plan Updates Forwarded from the Planning Commission, Chapter 8
- 8. Public Comment** (time limit 3 minutes per individual/5 minutes per group, 30 minutes total time limit that can be extended by the Board)
- 9. County Administrator Comments**
- 10. Board Comments**
- 11. Adjournment**



2021 Comprehensive Plan Update

Staff Report Prepared for the Board of Supervisors
Discussion Item
June 30, 2021

I. PUBLIC MEETINGS

Planning Commission	September 22, 2020	Joint Workshop w/ BOS
	October 19, 2020	Joint Workshop w/ BOS
	November 4, 2020	Workshop
	December 7, 2020	Workshop
	January 5, 2021	Workshop
	January 12, 2021	Workshop
	February 2, 2021	Workshop
	March 2, 2021	Workshop
	April 6, 2021	Public Hearing (Draft Plan Forwarded: 5 – 0)
	Board of Supervisors	April 26, 2021
June 9, 2021		Workshop
June 16, 2021		Workshop
June 23, 2021		Workshop
June 30, 2021		Workshop

II. BACKGROUND INFORMATION

- The comprehensive plan establishes a vision of what Powhatan County should look like in 20 to 30 years. It identifies objectives and strategies that can be implemented to realize the community's vision.
- The comprehensive plan addresses a variety of topics, including land use, housing, economic development, and natural resources.
- The comprehensive plan is an advisory document intended to guide zoning decisions and public investment. The Planning Commission and Board of Supervisors consider the plan's recommendations when evaluating different policies and proposals, including rezoning requests, conditional use permits, and the Capital Improvement Program (CIP).

- Per state law, every locality in Virginia must have a comprehensive plan [§ 15.2-2223].

III. UPDATE PROCESS

- *Current Comprehensive Plan*

The current comprehensive plan was adopted on June 24, 2019, after nearly three years of review by the Planning Commission and Board of Supervisors.

- *Initiation of Plan Update*

At its workshop on August 17, 2020, the Board of Supervisors expressed interest in updating the *2019 Long-Range Comprehensive Plan*. To begin this process, the Board of Supervisors held two joint workshops with the Planning Commission (September 22, 2020 and October 19, 2020). The Planning Commission was charged with focusing its efforts on reviewing *Chapter 8: Land Use and Community Character* (which includes the Countywide Future Land Use Plan) and *Chapter 9: Transportation*.

- *Planning Commission Review*

The Planning Commission reviewed data and discussed possible updates to the comprehensive plan at several workshops in late 2020 and early 2021. The Planning Commission solicited input from members of the public by promoting a public input period regarding the Countywide Future Land Use Plan (January 26, 2021 – February 15, 2021). Additional comments were received after the initial comment period via an online form.

On April 6, 2021, the Planning Commission held a public hearing and forwarded the draft comprehensive plan to the Board of Supervisors (with two amendments).

On April 26, 2021, the draft comprehensive plan was presented to the Board of Supervisors.

- *Board of Supervisors Review*

- At its workshop on June 9, 2021, the Board of Supervisors reviewed Chapters 1 through 5 of the draft comprehensive plan.

- At its workshop on June 16, 2021, the Board of Supervisors began reviewing *Chapter 8: Land Use and Community Character*, focusing on different land use designations. Five land use designations were reviewed (Public, Natural Conservation, Rural Areas, Crossroads, and Neighborhood Residential) with some significant changes discussed:

- Within *Rural Areas*, members requested staff investigate increasing the recommended residential density to further encourage developers to design new projects as cluster/conservation subdivisions. Members also discussed how the zoning and/or subdivision ordinance could be modified to require that larger subdivisions be reviewed by the Planning Commission and Board of Supervisors.
- Members discussed applying the *Neighborhood Residential* land use designation only to properties within the Route 711 Village Special Area Plan.

Other changes were made to the text included within the document.

- At its workshop on June 23, 2021, the Board of Supervisors continued reviewing *Chapter 8: Land Use and Community Character*. Two land use designations were reviewed: *Gateway Business* and *Economic Opportunity*. Some text in the description of *Gateway Business* changed. Some additional properties along U.S. Route 60 within the Courthouse Village Special Area Plan were redesignated *Gateway Business*, while some properties previously recommended for *Gateway Business* changed to *Rural Areas* (north of a creek near Branchway Forest). One area near the Oakbridge Industrial Park previously designated *Economic Opportunity* in the Route 60 Corridor East Special Plan was redesignated *Industrial*.

IV. UPCOMING MEETING

At its workshop on June 30, 2021, the Board of Supervisors will continue reviewing *Chapter 8: Land Use and Community Character*.

V. SUMMARY OF DRAFT 2021 LONG-RANGE COMPREHENSIVE PLAN

Plan Content

The draft 2021 Long-Range Comprehensive Plan addresses a variety of issues related to the growth and development of Powhatan County, including:

- Economic Development (Chapter 4)
- Housing (Chapter 5)
- Public Infrastructure and Facilities (Chapter 6)
- Natural Resources (Chapter 7)
- Cultural Resources (Chapter 7)
- Land Use and Community Character (Chapter 8)
- Transportation (Chapter 9)

The document identifies goals, objectives, and recommended strategies associated with each of the aforementioned issues. If implemented, recommended strategies can help Powhatan County realize the vision and goals set forth in the document.

An electronic copy of the draft *2019 Comprehensive Plan* can be downloaded at <https://www.powhatanva.com/DocumentCenter/View/6121/Draft-Comp-Plan-PC-Recommendation-4-6-2021?bidId=> or <http://powhatanva.gov/1777/2021-Comprehensive-Plan-Update>.

Similarities to 2019 Long-Range Comprehensive Plan

Like the *2019 Long-Range Comprehensive Plan*, the draft *2021 Long-Range Comprehensive Plan*:

- Includes policy recommendations intended to preserve Powhatan County's rural character; and
 - Directs new development to three growth areas (referred to as *Special Area Plans*) located in central and eastern Powhatan County (Route 711 Village, U.S. Route 60 Corridor East, and the Courthouse Village).
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These high-level policies are reflected in the *Vision Statement* of the *2021 Long-Range Comprehensive Plan* (which was not changed as part of the update process):

Powhatan County will be a place where people can see the stars at night, be in touch with the land, and yet be able to work, live, play, shop, and learn without leaving the county.

Powhatan County will be a friendly, safe, and healthy place for people to live and work. It will have a good balance between growth and preservation. It will be primarily rural in character with a preserved natural environment and ample open spaces. The dominant rural character will be supplemented by mixed residential and business uses situated at defined locations primarily along the Route 60 Corridor and along Route 711 east of the Route 288 interchange. Development will utilize architectural features, landscaping, lighting, and other design elements that blend with the area's rural character.

These mixed-use clusters will provide economic development opportunities. They will provide employment opportunities for local residents to keep them from having to travel out of the county for jobs, and they will attract residents from outside the county to further help fund fiscally-responsible county services, including infrastructure and community facilities. They will also provide diverse housing options to complement the single-family uses that will continue to be prevalent in rural areas.

Overview of Chapter 8: Land Use and Community Character

At its workshop on June 23, 2021, the Board of Supervisors plans to continue reviewing *Chapter 8: Land Use and Community Character*.

That chapter includes the *Countywide Future Land Use Plan*, which identifies the desired location for different types of uses (as well as the recommended intensity of development). The draft plan includes ten land use designations:

- Public
- Natural Conservation
- Rural Areas
- Crossroads
- Neighborhood Residential
- Gateway Business
- Economic Opportunity
- Industrial
- Village
- Corridor Mixed Use

The draft plan includes a description of each land use designation. Each description includes:

- A list of general uses recommended within the land use designation; and
- Details regarding the desired form and character within the land use designation.

This chapter also includes an overview of each designated growth area (special area plan), describing the overall character of each of these areas.

See Attachment #1 for more information about recommended uses, recommended residential densities, and acreages associated with each land use.

Updates/Changes

Here is a summary of changes the Planning Commission made to *Chapter 8: Land Use and Community Character* (compared to the adopted *2019 Long-Range Comprehensive Plan*):

- Updated and combined objectives:
 - Combined concepts within part of Objective LU.3 (which relate to conservation subdivisions) with language within Objective LU.2 (which relates to conservation subdivisions).
 - Reworded Objective LU.3 to better reflect the intent of that objective (which is to direct development to designated growth areas).
 - Reworded Objective LU.6 to differentiate it from Objective LU.7 (which addresses development within *Crossroads*), helping emphasize language in other parts of the plan that encourages development within the Courthouse Village to reflect the existing character of that area.
 - Revised land use designations shown on the Countywide Future Land Use Plan.
 - Revised and renamed land use designations to better reflect desired development types, with the Countywide Future Land Use Plan having ten land use designations:
 - Public
 - Natural Conservation
 - Rural Areas
 - Crossroads
 - Neighborhood Residential
 - Gateway Business
 - Economic Opportunity
 - Industrial
 - Village
 - Corridor Mixed Use
 - See Attachment #1 for a summary of each of these land use designations.
 - Combined *Rural Residential* and *Rural Areas* into a new designation called *Rural Areas*, which has a maximum recommended residential density of one unit per ten acres.
 - Created two new mixed-use designations tailored to the unique character of the Courthouse Village Special Area Plan: *Village* and *Corridor Mixed Use*.
 - Removed the *Rural Enterprise Zone* designation, as there has been limited interest in that designation since it was added to the *2019 Long-Range Comprehensive Plan*.
 - Updated tables and lists to reflect the nomenclature of the revised land use designations.
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- Revised the descriptions of each land use designation to provide additional information regarding the desired form of development within each growth area. For example, added photos of exemplary existing development and provided description of *agrihoods* within *Neighborhood Residential* land use designation.
 - Updated the description of the Route 60 Corridor East Special Area Plan, along with the Countywide Future Land Use Map.
 - Provided greater detail regarding site features (building architecture, parking, lighting, signage, etc.) that should be incorporated into development projects.
 - Identified *commercial nodes*, which are areas surrounding major intersections where it is appropriate for commercial developments to have greater visibility. Provided greater detail regarding the desired architectural design of new development within each *commercial node*.
 - Removed parcels along New Dorset Road between Dorset Road and Swift Creek (existing Genito Station subdivision) from the growth area (Route 60 Corridor East Special Area Plan).
 - Added residential land use designation to smaller parcels located between Powhatan High School and Old Church Road.
 - Removed parcels located along Page Road between Old Powhatan Estates and Stonehenge Farm Road from the growth area (Route 60 Corridor East Special Area Plan).
 - Changed parcels north/northeast of the Route 60/Page Road intersection (at Chesterfield County line) from residential land use designation to *Economic Opportunity*.
 - Updated the description of the Courthouse Village Special Area Plan, along with the Countywide Future Land Use Map.
 - Reduced the size of this designated growth area, leaving a gap between the core Courthouse Village and Plain View along Route 60 and Route 13 and removing portions of Fighting Creek Park.
 - Created two new mixed-use designations tailored to the unique character of the Courthouse Village Special Area Plan: *Village* and *Corridor Mixed Use*.
 - Added section called *Primary Goals for Growth and Development*, which identifies the particular development-related goals for this particular growth area.
 - Added information regarding site features (building architecture, parking, lighting, signage, etc.) that should be incorporated into development projects within the core Courthouse Village and surrounding areas.
 - Provided additional information regarding desired pedestrian/bicycle infrastructure within the Courthouse Village Special Area Plan.
 - Updated the description of the Route 711 Village Special Area Plan to reflect the nomenclature of new land use designations.
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- Added section entitled *Primary Goals for Growth and Development* to align with the updated formatting for the other special area plans.
- Changed areas designated *Village Center* (which is no longer used) to *Neighborhood Residential* and *Gateway Business* to reflect existing and approved land uses.
- Added photos of example developments.

The Planning Commission focused most of its efforts on updating *Chapter 8: Land Use and Community Character*.¹ See Attachment #2 for a summary of the strategies used by the Planning Commission to make these changes.

VI. NEXT STEPS

Board of Supervisors Review

- The Planning Commission forwarded the draft *2021 Long-Range Comprehensive Plan* to the Board of Supervisors for review.
- The Board of Supervisors will continue to hold workshops to review, discuss, and revise the draft document. Additional opportunities for public feedback may be organized.
- The Board of Supervisors will have to schedule a public hearing prior to adopting the *2021 Long-Range Comprehensive Plan*.

Post-Adoption

- If an update to the comprehensive plan is adopted, the plan's recommendations will be considered when evaluating different policies and proposals, including rezoning requests, conditional use permits, and the Capital Improvement Program (CIP).
- After adoption of a comprehensive plan update, some localities choose to revise their development-related ordinances, so that those regulations reflect recommendations made in the adopted plans.²

Attachments

1. 2021 Comprehensive Plan Update: Proposed Land Use Designations
2. 2021 Comprehensive Plan Update: Strategy for Changes

Link to Draft Comprehensive Plan:

¹ At the joint workshop on September 22, 2020, the Board of Supervisors directed the Planning Commission to focus its efforts on *Chapter 8: Land Use and Community Character*. (see 1:01:10 through 1:03:30 of the meeting recording)

² Several localities in Virginia have initiated a zoning and/or subdivision ordinance rewrite following a comprehensive plan update:

- Chesterfield County adopted its latest comprehensive plan in May 2019. In March 2020, a consultant was selected to rewrite the zoning ordinance, with the project launching in January 2021.
- Gloucester County adopted its comprehensive plan in 2016 and began an initiative to rewrite its zoning ordinance in 2017 (which, as of February 2021, was still underway).
- The City of Harrisonburg adopted its latest comprehensive plan in November 2018 and began an initiative to rewrite its zoning ordinance in July 2020 (with assistance from a consultant).

Rewriting the zoning and/or subdivision ordinance is generally a multi-year effort.

<https://www.powhatanva.com/DocumentCenter/View/6121/Draft-Comp-Plan-PC-Recommendation-4-6-2021?bidId=>

2021 Comprehensive Plan Update: Proposed Land Use Designations

Planning Commission Recommendation | April 6, 2021

Land Use Designation	Summary of Recommended Uses	Recommended Resid. Densities	Acreage Countywide	General Area Applied
Public	<ul style="list-style-type: none"> Government Offices Public Utilities/Facilities Public Parks and Open Spaces 	N/A	369 <i>(0.22%)</i>	<ul style="list-style-type: none"> Publicly-owned properties, including schools and parks
Natural Conservation	<ul style="list-style-type: none"> Woodlands/Forests Wetlands Camps, Retreats, and Nature Trails 	N/A	29,393 <i>(17.51%)</i>	<ul style="list-style-type: none"> Along streams/rivers Publicly-owned conservation properties
Rural Areas	<ul style="list-style-type: none"> Agricultural and Agriculture-Related Uses Detached Single-Family Residential Uses in conservation subdivision or large-lot design 	0.10 – 0.12 units/acre	132,531 <i>(78.97%)</i>	<ul style="list-style-type: none"> Land located outside of growth areas and areas designated Natural Conservation
Crossroads	<ul style="list-style-type: none"> Detached Single-Family Residential Small-Scale Services and Rural-Oriented Commercial Businesses (gas stations, restaurants, markets etc.) 	Varies	N/A	<ul style="list-style-type: none"> Historic crossroads communities, typically located at intersections or along important transportation corridors
Neighborhood Residential	<ul style="list-style-type: none"> Attached/Detached Single-Family Residential Two- to Four-Family Residential Limited Commercial Uses 	0.5 – 4 units/acre	1,088 <i>(0.65%)</i>	<ul style="list-style-type: none"> Along secondary roads containing existing residential uses in the Route 60 Corridor East and Route 711 Village Growth Areas
Gateway Business	<ul style="list-style-type: none"> Commercial Uses (offices, retail, restaurants, services, clean manufacturing, etc.) Services and Hotels/Lodging 	N/A	2,165 <i>(1.29%)</i>	<ul style="list-style-type: none"> Along Rt. 60 Corridor (East of Flat Rock + Plainview Area + Rt. 60/Rt. 522 Intersection)
Economic Opportunity	<ul style="list-style-type: none"> Commercial Uses (offices, retail, restaurants, etc.) Services and Hotels/Lodging Light Industrial (Clean Manufacturing, Warehousing, etc.) Single-Family Residential (Limited Area) Multi-Family Residential (Limited Area) 	9 units/acre	982 <i>(0.59%)</i>	<ul style="list-style-type: none"> Larger Properties along/near Route 60 Corridor (East of Flat Rock) Larger Properties along Rt. 711 East of Rt. 288
Industrial	<ul style="list-style-type: none"> Manufacturing / Research and Development Distribution Centers/Warehousing Mining Facilities 	N/A	683 <i>(0.41%)</i>	<ul style="list-style-type: none"> Luck Stone (Quarry Area) Existing Industrial Parks (Oakbridge + Southcreek)
Village	<ul style="list-style-type: none"> Attached/Detached Single-Family Residential Two- to Four-Family Residential Mixed-Use Buildings Small- to Medium-Scale Commercial 	1 – 3 units/acre	423 <i>(0.25%)</i>	<ul style="list-style-type: none"> Historic Courthouse Village
Corridor Mixed Use	<ul style="list-style-type: none"> Single-Family Residential Two- to Four-Family Residential Mixed-Use Buildings Small- to Medium-Scale Commercial 	1 – 2.5 units/acre	187 <i>(0.11%)</i>	<ul style="list-style-type: none"> Courthouse Village Area (along Rt. 60/Rt. 13)

2021 Comprehensive Plan Update
 Strategy for Changes
 March 2021

The following strategies were used by staff and the Planning Commission when making changes to text and maps as part of the 2021 Comprehensive Plan Update.

What? (Strategy Employed by Planning Commission)	Why? (Rationale for Specific Strategy)	How? (Revisions Made to Reflect Strategy)
Simplify the Countywide Future Land Use Plan	The names of land use designations within the 2019 Comprehensive Plan are too similar to language used in the zoning ordinance, causing confusion. The names of some of these land use designations do not provide a clear description of the nature of proposed development within these areas.	<ul style="list-style-type: none"> • Names of land use designations were modified to reflect the type of uses recommended within each area and/or the desired form of development. • <i>Rural Preservation</i> and <i>Rural Residential</i> were merged into one designation called <i>Rural Areas</i>.
Accommodate commercial and industrial uses along Route 60 within the Route 60 Corridor East Special Area Plan.	<ul style="list-style-type: none"> • <i>Water/Sewer Availability</i>: Public utilities are generally located along Route 60 east of Flat Rock, and there is capacity available to accommodate economic development opportunities. • <i>Traffic Volumes</i>: Route 60 in this area carries significant traffic volumes, which attract certain types of businesses (but also creates challenges regarding access management/transportation infrastructure). • <i>Proximity to Route 288</i>: That portion of the Route 60 corridor is closest to Route 288, which provides access to regional markets. Prospective businesses have indicated that proximity to Route 288 is important. • <i>Existing Development</i>: There is existing commercial and industrial development 	Almost all of the properties located immediately adjacent to Route 60 within the Route 60 Corridor East Special Area Plan are designated <i>Gateway Business</i> . Large, contiguous areas near Route 60 along other roadways are designated <i>Gateway Business</i> , <i>Economic Opportunity</i> , and/or <i>Industrial</i> .

	<p>within existing developments along or near Route 60 (e.g. Flat Rock, Southcreek, Route 60/Stavemill Road/Luck Stone Road, and Oakbridge).</p> <ul style="list-style-type: none"> • <i>Promote Economic Development:</i> Both the comprehensive plan and strategic plan emphasize the importance of creating economic development opportunities in targeted areas. 	
<p>Discourage strip-style commercial development along Route 60.</p>	<ul style="list-style-type: none"> • <i>Create an Attractive Gateway:</i> Existing strip-style commercial development in other communities does not reflect the character of Powhatan County or create an attractive gateway to the community. Strip-style commercial development can also create access management issues. • <i>Create Destinations:</i> Create destinations that reflect Powhatan County’s unique sense of place, where residents and visitors want to spend time. 	<ul style="list-style-type: none"> • Retail nodes were designated at major intersections within the Route 60 Corridor East Special Area Plan. There is existing highway-oriented development surrounding many of these intersections. The draft plan recommends that areas outside of these nodes have greater buffering/landscaping to help soften the appearance of new development and reflect the character of the surrounding area. • Within the Courthouse Village Special Area Plan, commercial development along Route 60 is directed to Plain View, Route 522/Route 60, and certain intersections in between, with “breaks” along Route 60.
<p>Accommodate different housing options at strategic locations within growth areas.</p>	<ul style="list-style-type: none"> • <i>2018 Citizen Survey:</i> In the 2018 Citizen Survey, 41% of respondents <i>strongly agreed</i> or <i>somewhat agreed</i> with the statement that “more options for affordable housing are needed in Powhatan County.” 65% of respondents indicated that it is <i>essential, very important, or somewhat important</i> to 	<ul style="list-style-type: none"> • Within the Route 60 Corridor East Special Area Plan, the draft plan designates some areas located away from Route 60 (including established neighborhoods) <i>Neighborhood Residential</i>, reserving properties immediately along Route 60 for economic development.

	<p>“encourage the private sector to provide a greater variety of housing types.”</p> <ul style="list-style-type: none"> • <i>Aging Population:</i> By 2040, the Virginia Employment Commission estimates that 27.6% of the local population will be age 65 years or older. In the 2018 Citizen Survey, 54% of respondents indicated that there is <i>far too little</i> or <i>somewhat too little</i> low-maintenance housing options for seniors. • <i>Reserve Property along Route 60 for Business Uses:</i> Direct residential development to portions of the Route 60 East Corridor that are located away from Route 60, reserving properties with frontage along Route 60 for businesses uses (encouraging economic development to occur along a major highway where there are public utilities). 	<ul style="list-style-type: none"> • Removed areas recommended for residential development along the Page Road corridor (as the Board of Supervisors has denied recently-submitted requests for residential development in that area). • Residential uses are accommodated within the Courthouse Village area (within recommended residential densities that are generally lower than what was permitted in the 2010 and 2019 comprehensive plans). To encourage development to be contiguous with existing development within the Courthouse Village, outlying areas previously recommended for residential development were changed to <i>Rural Areas</i>.
<p>Encourage new development to incorporate design elements that reflect the rural character of Powhatan County.</p>	<p>As part of previous zoning cases, decisionmakers and members of the public have been concerned with the appearance of new development and how building architecture, signage, and landscaping can be designed to reflect and help maintain the rural character of Powhatan County.</p>	<ul style="list-style-type: none"> • Added information about <i>agrihoods</i> and encouraged new residential development to incorporate agricultural uses into their open space. • Provided additional design guidance regarding the desired form of new development (architecture, building size, height, etc.) within land use designations, including additional photos of exemplary projects/building types.
<p>Consider land use plans and policies adopted by neighboring localities.</p>	<ul style="list-style-type: none"> • <i>Coordination:</i> Since county boundaries are artificial lines, it is important to consider how existing and proposed land uses along county boundaries could 	<ul style="list-style-type: none"> • Incorporated best practices from other communities into text. • Designated properties along the Chesterfield County Line north of Route 60 as <i>Economic Opportunity</i>, which