



AGENDA

COMPREHENSIVE PLAN UPDATE

CITIZENS WORKING GROUP

REGULAR MEETING

March 18, 2025

6: 30 PM CALL TO ORDER (Village Building - Conference Room)

1. Call to Order
2. Review of Minutes from March 4, 2025, CWG Meeting
3. Discussion: Housing and Residential
 - a. Overview of Housing and Population Trends
 - b. Fiscal Impacts of Housing
 - c. Review 2025 Strategic Plan's Housing/Residential Priorities
 - i. Evaluating Existing Infrastructure
 - ii. Diversity of Housing Needs and Rural Heritage
 - iii. Housing Alternatives
 - iv. Needs of Ageing Populations
 - d. Map 5: Countywide Future Land Use Map (pg.70, 2021 Comp Plan)
 - e. Additional Items or Discussions
4. Adjourn



VIRGINIA: AT A REGULAR MEETING OF THE COMPREHENSIVE PLAN CITIZEN WORKGROUP HELD IN THE VILLAGE BUILDING CONFERENCE ROOM, 3910 OLD BUCKINGHAM ROAD IN POWHATAN COUNTY, VIRGINIA ON March 4, 2025

1. Call to Order

2. Review of Minutes from February 18, 2025, CWG Meeting

Mr. Donati, Sr made a motion to approve the minutes. Mr. Anderson seconded the motion.

VOTE 11-0

Motion PASSED

3. Economic Development Review Continued:

**a) Economic Development (Chapter 4, 2021 Comprehensive Plan)
Review**

Mrs. Salerno reviewed the areas she suggested changes be made in Chapter 4, data updates and rearrangement of the order of objectives. No additions or deletions were made.

- Mr. Rissmeyer pointed out the name change from John Tyler Community College to Brightpoint.
- Mr. Schiefer commented the order of objectives seemed more in line with the order of objectives in the Strategic Plan.
- Mr. Rissmeyer asked if under the summary section where it mentions Tourism, what did that encompass besides the State Park.
- Mrs. Salerno went over several examples of the broad area of tourism, including outdoor recreation like the trail system, river, parks, golf courses, etc. packaged in with the breweries, coffee shops, restaurants
- Mr. Rissmeyer had several other questions that were discussed. Broadband and the updated numbers from the Firefly project might be nice to include under that objective.
- Chairman Timberlake, after hearing the frustrations of the group with the broadband updates, agreed that was not the focus of Economic Development section, however, was an important topic to make sure is updated in the Comp Plan itself and asking Mr. Webb to follow up on that.

- Mr. Schiefer asked about adding the EDA to the objectives.
- Mrs. Salerno made a note to add to objective 1 & 2
- Mr. Donati, Sr stated the numbers of people leaving the county for work and coming in for work needed to be reversed and needed to be a focus. The group agreed, although those numbers were not unusual for a population our size, it was still a focus.
- Mr. Rissmeyer questioned in the infrastructure objective was broadband a top priority to attract businesses or was other infrastructure an issue when businesses compare Powhatan to surrounding localities.
- Mrs. Salerno replied that the areas in which business growth is designated, broadband was not questioned as much as water and sewer.

b) Identifying Commerce Center/Light Industrial Uses in Conflict with Recommendations

- Mr. Melton asked if the types of businesses removed from the Light Industrial Use were reflected under other uses. Example: Convenience Store
- Mrs. Salerno stated that yes, all uses were kept. Example: Convenience Store is in CC zoning.
- Discussion about various business types and which zoning use they fell into with or without CUP took place.
- Mr. Shust asked if anyone else in the group felt there was a list of uses in the Light Industrial designation that didn't necessarily fit in Economic Priority for example a wrecker service. He asked if an EP category should be created under the I-1 designation.
- Mrs. Salerno suggested waiting until the new Economic Development Strategic Plan is finished so uses aren't removed now that might conflict
- Mr. Reilly suggested having a "preferred" category within Light Industrial
- Mrs. Salerno agreed and suggested the possibility of offering business incentives for those preferred use type businesses looking at Light Industrial parcels.
- Chairman Timberlake asked if a preferred list should be added as strategy 2 for the EDA
- Mrs. Salerno agreed that would be better to have the EDA take on creating the list of preferred uses
- Mr. Bradbury asked about large vehicle storage (RVs, boats, etc.)
- Mrs. Salerno confirmed it was under Light Industrial but in the sub-category of Outdoor Storage which the group deemed appropriate

- Mr. Anderson wanted to confirm the group was saying the EDA would create a “preferred” use category within in the I-1 designation to guide some of the types of businesses to the Economic Priority parcels.
- Mr. Melton cautioned to be very specific to say encourage but not control
- Helicopter landing pad was discussed as a use in I-1. The group decided it would be appropriate to remain a use with a CUP.
- The group moved onto the Commerce Center (CC) designation discussion
- Mrs. Salerno brought up wrecker and logging services and the group decided CUP was appropriate. Vehicle sales/rental and equipment sales was decided to be split was deemed appropriate for CC due to the rules in place with ordinances.

Mr. Melton excused himself for a doctor’s appointment but mentioned if a subcommittee was created for the housing discussion, he would like to be added.

c) GIS Layers for Economic Development – Final Updates

- Mrs. Salerno reviewed the parcels 42-7C, 42-7B and 42-7F to the EP designation after adding 42-7 but inadvertently leaving off the smaller parcels
- Mrs. Salerno continued with tax map parcel 40-4 which was accidentally added to EP but should not have been so that was removed
- Tax Map 39-78 confirmed this parcel was to remain as Gateway designation
- Mr. Reilly showed the spreadsheet calculations with those changes applied to show they were still in the 85/15 goal
- Chairman Timberlake stated it had been brought up in public comment, that the group should be going much deeper than just 85/15 but he pointed out that this is only a representation of the properties they have identified to be in I-1/EP. The spreadsheet calculations don’t include all the other parcels designated at CC.
- Mr. Anderson asked who would be researching the incentivization that had been talked about several times throughout the meeting.
- Mrs. Salerno stated that would fall under her department.

4. Initial Review: 2021 Comprehensive Plan, Housing – Chapter 5

a) Population and Housing Data

Powhatan County Comp Plan Citizen Workgroup

Regular Meeting

March 4, 2025

- Mr. Webb went over the Weldon Cooper population statistics for the county, housing unit information from the US Census Bureau and single-family dwelling permits issued by the county each year back to 2016
- Mr. Shust asked how the number of building permits compared to the number of buildable lots in the county. Chairman Timberlake stated that was information his office could help provide
- Mr. Shust asked if Mrs. Shickle, with PlanRVA, had similar information from surrounding regional county partners. Mrs. Shickle was able to provide some statistics and would get some of the more detailed information from staff. Mr. Shust stated it would be helpful to gauge their information against other localities rather than alone. Mrs. Shickle stated it would be more helpful to compare Powhatan to similar size counties like New Kent or Hanover instead of Richmond City for example, but they could include various neighboring counties.
- Mr. Webb continued presenting housing data currently available
- Mr. Reilly presented some additional housing data showing various housing prices available in Powhatan and what the monthly payments would be.
- Discussion continued with the group about current pricing in various housing developments around the area.
- Mr. Webb went over data pertaining to zoning and requirements for housing.
- Accessory Dwelling Unit (ADU) type housing was discussed by the group at length.
- The group discussed what the problem is that they are tasked with fixing. What is the definition of “affordable” or “attainable” housing and the need for clarity on their objective.
- The group discussed presenting the Economic Development recommendations to the Board of Supervisors in March and asking for an extension and clarity of objectives for housing.
- Chairman Timberlake asked the group to research and become familiar with Conservation Subdivisions as that was asked of them by the Planning Commission.
- It was decided to wait for additional information for further discussion at the next meeting on March 18th.

b) 2025-2028 Strategic Plan: Strategic Priority 3, Housing and Residential Options

c) 2021 Comprehensive Plan, Chapter 5- Housing (Pg. 31, 2021 Comp Plan)

d) Map 5: Countywide Future Land Use Map (pg. 70, 2021 Comp Plan)

e) Additional Items or Discussions

Powhatan County Comp Plan Citizen Workgroup
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5. Adjourn

Mr. Shust made the motion to adjourn. Seconded by Mr. Anderson

VOTE 10-0

Motion PASSED

Meeting adjourned 5:16 PM

These minutes approved by motion and second at the March 18, 2025, meeting of
the Comprehensive Plan Citizen Work Group.

Jamie Timberlake, Chairman
Comprehensive Plan Citizen Work Group

ATTEST:

Ligon Webb, Clerk
Comprehensive Plan Citizen Work Group



March 14, 2025

To: Comprehensive Plan Update Citizens Working Group

From: Ligon Webb, Planning Director

RE: Discussion Items for 3/18/2025 (6:30 p.m.) meeting

1. Overview of Housing and Population Trends - Powhatan County has seen significant growth in housing over the past few decades. The number of housing units increased from 4,723 in 1990 to 12,237 in 2023, reflecting a 158% growth. This growth has been predominantly in single-family detached (SFD) homes – which represents 90 % of the County’s housing stock, with about 91.2% of housing units being owner-occupied as of 2022.

Powhatan County has experienced steady population growth over the past several decades. The population has grown from 7,696 in 1970 to an estimated 31,873 in 2024, with projections indicating continued growth, reaching 39,576 by 2050. However, it's important to note that the population estimates provided by the Weldon Cooper Center, which are used for future projections, come with a high degree of margin of error, as they are based on statistical models and assumptions that may change over time. While they offer valuable insight into potential trends, these projections should be viewed with caution and not as exact predictions.

In terms of demographics, Powhatan County has a lower percentage of residents under 18 compared to the state of Virginia. In 2023, only 18.5% of the county's population was under 18, while the state’s percentage is 21.6%. Conversely, the county has a slightly higher percentage of residents aged 60 and over compared to the state average. This suggests a population that may be aging at a somewhat faster rate than the broader state trends.

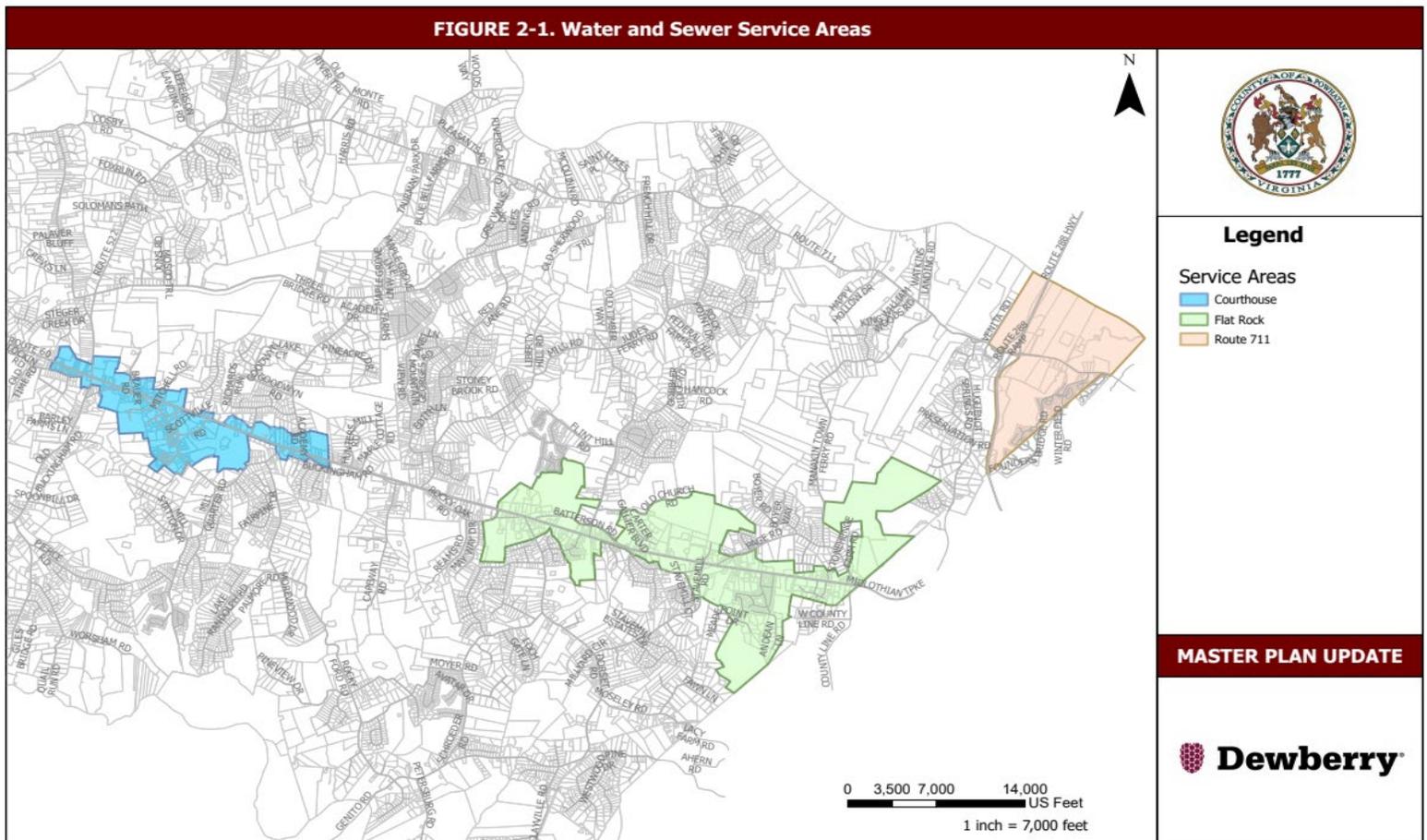
The number of new SFD permits issued fluctuates yearly, with a peak of 238 permits in 2019. However, this number dropped to 115 permits in 2024, reflecting a decrease in new housing construction in recent years.

The real estate market has seen an increase in home prices, with listings for homes ranging from \$300,000 to \$630,000 in early 2025. The majority of these listings are in the higher price ranges, with more properties listed above \$600,000.

2. Fiscal Impacts of Hosing – Bob Reilly and Jamie Timberlake

3. Review 2025 Strategic Plan’s Housing/Residential Priorities

Evaluation of Existing Infrastructure



Courthouse Village District – Water Provided by Aqua Virginia, ~150 customers; County provides sewer at Fighting Creek Wastewater Treatment Plant. Water capacity close to capacity but could be increased adding school water tower to system or drilling new well. Fighting Creek WWP has an ample amount of future capacity.

Rt 60 Corridor East - Receive 572,000 gallons per day from Chesterfield, utilize roughly 150,000 gallons daily (75K “flushed” to keep water in lines fresh); 7

residences on water/104 commercial customers on water. DuToy WWTP has an ample amount of future capacity.

In both districts, 164 residential and 117 commercial sewer customers.

5.7 Water Demand Summary

A summary of average water system demand by service area and year is provided in **Table 5-8**.

Table 5-8. Average Water Demand

| | Average Water Demand (GPD) | | | | |
|-------------------|----------------------------|----------------|----------------|------------------|------------------|
| | Existing | 2030 | 2035 | 2040 | 2045 |
| Courthouse | 60,000 ¹ | 78,600 | 82,500 | 139,300 | 139,300 |
| Flat Rock | 151,700 ² | 233,200 | 603,600 | 664,800 | 715,200 |
| Rt 711 | 90,000 ³ | 90,000 | 112,800 | 259,400 | 287,900 |
| TOTAL | 301,700 | 401,800 | 798,900 | 1,063,500 | 1,142,400 |

1. Courthouse Water System is served by privately owned Aqua Virginia.
2. Flat Rock is served by the County. The existing demand is based on the average demand from 2021 – 2024 at the County Line. This demand includes a current flushing of approximately 85,000 GPD.
3. Route 711 System is served by privately owned Founders Bridge Utility Company.

5.8 Wastewater Demand Projections

Table 5-11 summarizes average sewer demands for each five-year time increment throughout the planning period (existing, 2030, 2035, 2040, and 2045) by service area (Courthouse, Flat Rock, and Rt 711) and proposed development parcel. **Figure 5-1** through **Figure 5-3** show the proposed development for each service area and time increment.

5.8.1 Wastewater Demand Summary

A summary of average wastewater system demand by service area and year is provided in **Table 5-9**.

Table 5-9. Average Wastewater Demand

| | Average Wastewater Demand (GPD) | | | | |
|-------------------|---------------------------------|----------------|----------------|----------------|----------------|
| | Existing | 2030 | 2035 | 2040 | 2045 |
| Courthouse | 38,600 ¹ | 54,400 | 57,700 | 106,100 | 106,100 |
| Flat Rock | 52,200 ² | 136,300 | 415,500 | 510,100 | 553,300 |
| Rt 711 | 33,750 ³ | 33,750 | 53,350 | 178,250 | 202,450 |
| TOTAL | 124,550 | 224,450 | 526,550 | 794,450 | 861,850 |

1. Courthouse is served by the County's Fighting Creek WWTP which has an average flow of 38,600 GPD based on data provided from 2021-2024.
2. Flat Rock is served by the County's DuToy WWTP which has an average flow of 52,500 GPD based on data provided from 2021-2024.
3. Route 711 System is served by privately owned Founders Bridge Utility Company.

4. Diversity of Housing Needs and Rural Heritage

Powhatan County's Board of Supervisors has adopted a strategic plan emphasizing the need for more varied housing options to accommodate different age groups and

economic backgrounds, from young professionals to retirees. Currently, the county's housing inventory is dominated by single-family dwellings (over 90% of the housing stock), with a high rate of owner-occupancy.

Maintaining Powhatan County's rural heritage amidst historic growth trends and its prime exurban location presents a unique challenge. As the county faces increasing demand for housing due to its proximity to urban centers, preserving its rural character will require careful planning and thoughtful development strategies.

Existing Conditions – as noted, the county's dominant housing inventory is the single-family dwelling, which is typical for a county with Powhatan's "exurban/rural" character.

The Planning Director believes the county currently has a permissive **accessory dwelling** and **accessory apartment** allowable by right in the following zoning districts:

A10 – dwelling or an apartment, can be 50 percent of floor area of main dwelling

Rural Residential (RR) – same regs as A10

Rural Residential-5 – dwelling or an apartment, 35 percent of floor area of main dwelling

Single-family Residential (R2) – dwelling or an apartment, 35 percent of floor area of main dwelling

Residential Utility (RU) – dwelling or an apartment, 35 percent of floor area of main dwelling

Village Residential (VR) – accessory apartment only

Village Center (VC) - not allowed

Courthouse Square Center (CHSC) - accessory apartment only.

An item to consider in RR5, R2, and RU increasing an ADU's percentage of main floor area from 35 percent to 50 percent could encourage greater supply of ADU units.

The positives of Accessory Units – no subdivision necessary, can use existing access, owners site, usually are family situations (in-laws, children, etc.)

The negatives of Accessory Units – It is an increase in density which have impacts in roads, schools, and other services.

Discussion: Thoughts on existing accessory unit policy? Does it need to be changed? Improved? Restricted? Expanded?

The country currently has a by right **conservation subdivision** ordinance, here is a summary of conservation subdivisions in Powhatan:

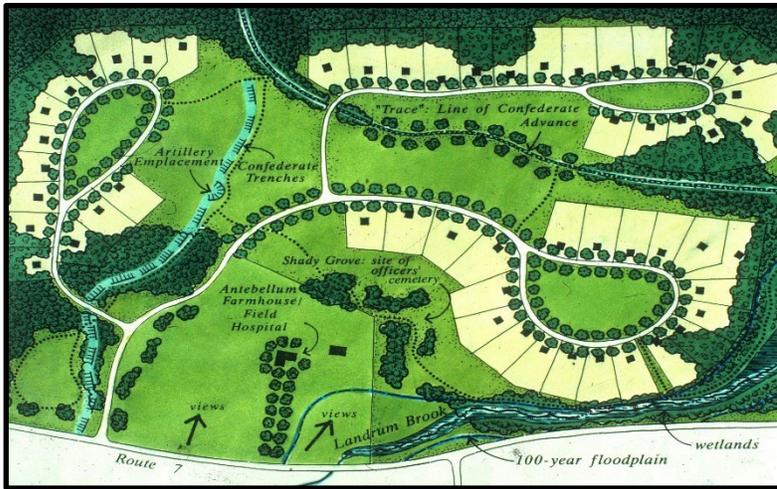
A conservation subdivision allows a developer to “cluster” homes together on smaller lot sizes than required under the zoning ordinance in exchange for preserving a large portion of land in permanent conservation/open space. These are also referred to as “cluster” developments and are required by state law in high growth localities (note, Powhatan is not considered a high growth community since 2020 census). A high-growth locality is one that experiences 10% or more growth between censuses.

Conservation Subdivisions can be developed by-right under the County’s subdivision ordinance in the A-20, A-10, RR, RR-5, and R-2 zoning districts. This means no zoning approvals are needed, only site plan approval. At least 40% of the land in a development must be preserved in permanent conservation/open space. In exchange for the conservation/open space, lot sizes can be reduced from the zoning district requirements to 40,000SF where no water or sewer is available, and 15,000SF where either utility is provided.

A density bonus allowing additional lots is allowed when a developer sets aside more land. Currently for A-20, A-10, and RR properties, the density bonus is 20% more lots with 60% conserved/open space, and 25% more lots for 70% conserved/open space. For RR-5 properties, the density bonuses are 10% and 15%, respectively. No density bonuses are allowed for R-2 properties.

Example - A 200-acre A10 zoned parcel could be developed into 20, 10-acre lots by-right. If 60% of the parcel is put into open space, then a 20% density bonus could be utilized (20 lots by-right x .2 = 4 additional lots) for a total of 24 lots with each lot containing a minimum of 40,000 SF; if 70% of the parcel is put into open space, then a 25% density bonus could be utilized (20 lots by-right x .25 = 5) for a total of 25 lots with each lot containing a minimum of 40,000 SF.

In December 2024, the Board of Supervisors referred a proposal to the Planning Commission requesting amendments to the zoning and subdivision ordinances regarding conservation subdivisions. Specifically, these amendments would grant 65% and 85% density bonuses (for conservation subdivisions developments that preserve 60% or 70% of a site as open space, respectively), while increasing the minimum lot size from 40,000 square feet to one acre. These provisions would apply exclusively to the A-10 zoning district, these increased density bonuses would be subject to approval through a **Conditional Use Permit (CUP)**. For now, these amendments have been placed on hold while the CWG discusses conservations subdivisions.



Example of Conservation Subdivision Layout and Visual

Discussion: Thoughts on existing by right conservation subdivision ordinances? Could such subdivisions strike a balance between increasing housing supply vs. rural conservation? Should all conservations subdivisions be by CUP? Would removing conservation subdivisions in favor of higher density in designated “growth areas” be desirable? Thoughts on increasing density bonuses by CUP?

Village Growth Areas Base Districts - Village Residential (VR), Village Center (VC), Courthouse Square Center (CHSC). The village growth area base districts established in this article are intended to establish within the village growth areas designated in the comprehensive plan a compact pattern of urban and suburban development characterized by mixed-use village centers and commerce centers surrounded by diverse residential neighborhoods.

These zoning districts VR, VC, CHSC, could be developed via a “master plan” but require minimum lot size, setbacks, and overall housing density as listed in each district.

Village Growth Area Planned Development Districts – Village Residential Planned District (VR-PD), Village Center Planned Development (VC-PD), Commerce Center-Planned Development (CC-PD), and Planned Development District (PDD – Commercial/Industrial). A planned development is a development that is planned and developed under unified control in accordance with more flexible standards and procedures that are conducive to creating more mixed-use, pedestrian-oriented, and otherwise higher quality development than could be achieved through base zoning district regulations.

The purpose of the **Village Residential Planned Development (VR-PD)** District is to provide the planning and design flexibility needed to accommodate and encourage the unified development of walkable residential neighborhoods within those parts of **village growth areas** that are classified village residential by the comprehensive plan.

The purpose of the **Village Center Planned Development (VC-PD)** District is to provide the planning and design flexibility needed to accommodate and encourage the unified development of small-scale, mixed-use village centers within those parts of **village growth areas** that are classified village center by the comprehensive plan

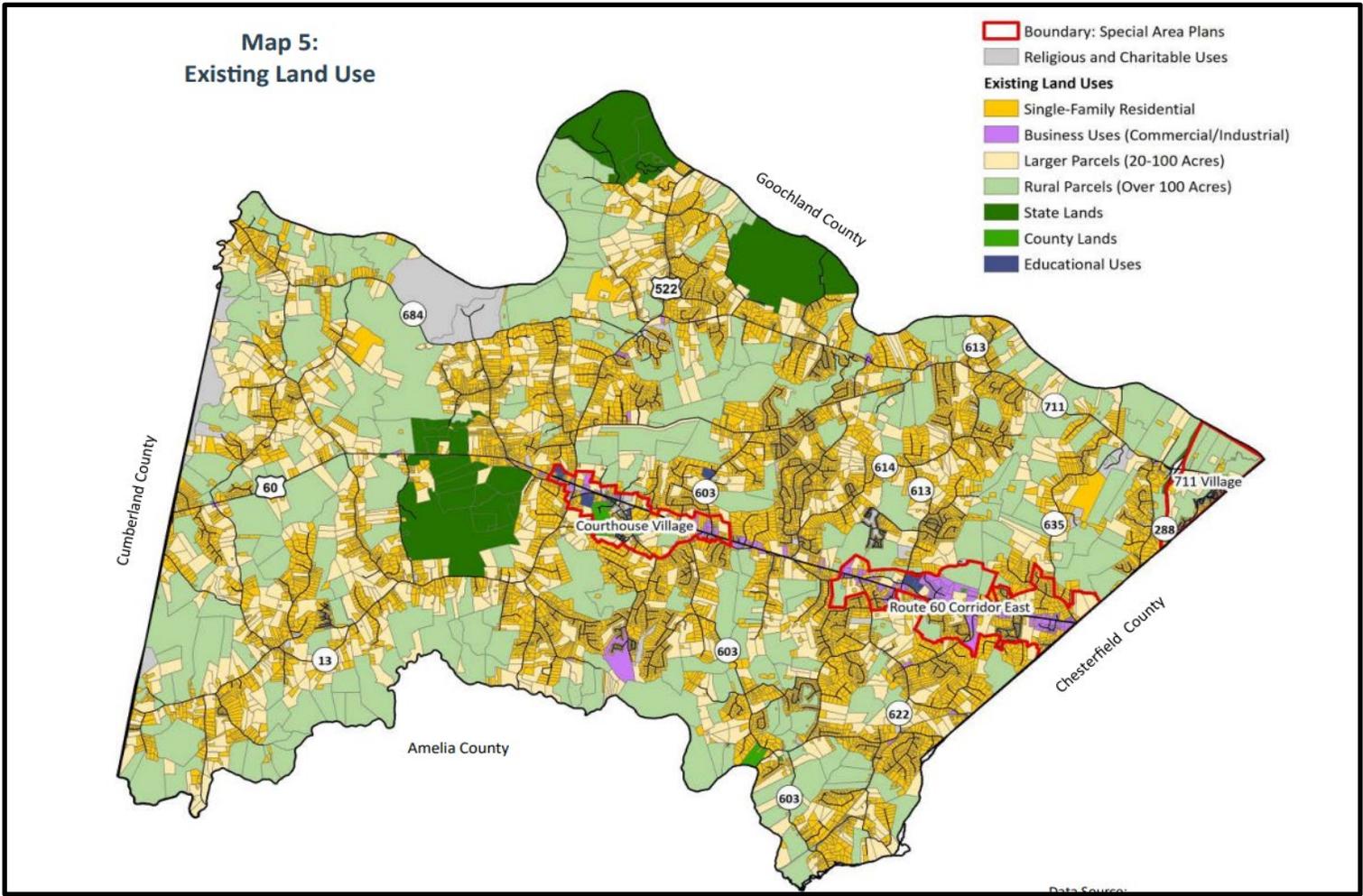
The purpose of the **Commerce Center Planned Development (CC-PD)** District is to provide the planning and design flexibility needed to accommodate and encourage the unified development of large-scale commercial and light industrial uses within those parts of **village growth areas that are classified commerce center** by the comprehensive plan.

The purpose of the **planned development district** is to create large, cohesive master-planned developments that incorporate commercial and light industrial uses, with complementary residential uses. This district must be utilized in the areas denoted **economic opportunity** in the Powhatan County Long Range Comprehensive Plan for any planned development rezoning request.

The Planning Director would describe the **Village Growth Areas Base Districts** (VR, VC, CHSC) and the **Village Growth Areas Planned Development District** (VR-PD, VC-PD, CC-PD, and PDD), which have a total of 8 specific zoning classifications, as districts that provide a mechanism to “master plan” residential, mix-use, and commercial development. Although the Village Growth Areas Planned Development Districts provides greater flexibility in varying lot size and setback provide certain per acre densities are note exceeded.

Though it varies by zoning districts, these districts are articulated to be appropriate in areas that are “designated village residential by the comprehensive plan” (**VR**), “”**VC** districts shall be located in areas classified village center by the comprehensive plan”, “Courthouse Square Center (**CHSC**) District is to accommodate pedestrian-friendly, mixed-use development within, and in close proximity to, the Powhatan Courthouse Historic District”, “the purpose of the Village Residential Planned Development (**VR-PD**) District is to provide the planning and design flexibility needed to accommodate and encourage the unified development of walkable residential neighborhoods within those parts of village growth areas that are classified village residential by the comprehensive plan”, “the purpose of the Village Center Planned Development (**VC-PD**) District is to provide the planning and design flexibility needed to accommodate and encourage the unified development of small-scale, mixed-use village centers within those parts of village growth areas that are classified village center by the comprehensive plan”, “the purpose of the Commerce Center Planned Development (**CC-PD**) District is to provide the planning and design flexibility needed to accommodate and encourage the unified development of large-scale commercial and light industrial uses within those parts of village growth areas that are classified commerce center by the comprehensive plan”, and “the purpose of the planned development (**PDD**) district is to create large, cohesive master-planned developments that incorporate commercial and light industrial uses, with complementary residential uses. This district must be utilized in the areas denoted economic opportunity in the Powhatan County Long Range Comprehensive Plan for any planned development rezoning request.

Discussion: Thoughts on consolidating these 8 districts in maybe a single-unified “Master Planned” or “Planned Development” zoning district? Maybe two districts? A mixed-use (residential and commercial) and a commercial industrial district? And to be rezoned to one of these districts a parcel(s) would need to at minimum be located in an identified “growth area” as shown on the Countywide Future Land Use Map and have access to public utilities.



Note: This map shows the County’s existing land uses

5. Housing Alternatives and Older Populations (Discussion)