



AGENDA

COMPREHENSIVE PLAN UPDATE

CITIZENS WORKING GROUP

Wednesday, June 18, 2025

5:00 PM CALL TO ORDER (Village Building - Conference Room)

1. Call to Order
2. Review of Minutes from Jan 30, 2025 (subcommittee), February 14, 2025 (subcommittee), April 8, 2025, April 15, 2025, May 14, 2025 (subcommittee), and May 20, 2025 (subcommittee), meetings.
3. Review: Housing/Land Use Subcommittee Actions and Results from 5/14/2025 & 5/20/2025, Subcommittee Meetings
4. Discussion: Community Land Trust
5. Review: Sections I – IV of Draft Final CWG's Report to BoS
6. Adjourn



**VIRGINIA: AT A SUBCOMMITTEE MEETING OF THE COMPREHENSIVE PLAN
CITIZEN WORKGROUP HELD IN THE ADMINISTRATION BUILDING, JAMES
RIVER CONFERENCE ROOM, 3834 OLD BUCKINGHAM ROAD IN POWHATAN
COUNTY, VIRGINIA ON JANUARY 30, 2025**

1. Call to Order

Mrs. Salerno called the meeting to order.

Subcommittee participants introduced themselves for the record:

Don Rissmeyer, Bob Reilly, Chris Shust, Bill Melton, Bill Donati, Sr. and Roxanne Salerno

2. Review of Comp Plan Map Suggestions for Economic Development

The CWG Econ Dev Subcommittee discussed the rezoning of 46 parcels along Route 60, focusing on economic priority and gateway business designations. Key parcels include 43-61, 43-64, and 43-60, which are already zoned for commercial use. The committee debated the suitability of parcels like 42-79 and 43-32, considering their proximity to residential areas and potential for light industrial use. They also addressed infrastructure concerns, particularly traffic management at intersections like Page Road and Oak Bridge. The meeting emphasized the need for clear zoning guidelines and the potential impact on future development and infrastructure planning. The CWG Econ Dev Subcommittee discussed the rezoning and development of several parcels along Carter Gallier Boulevard and their adjacency to residential areas. Key points included the need for buffer zones to preserve wooded areas and the potential for light industrial development near Morris and Woodstone. The group also considered the impact of traffic congestion and the importance of maintaining green spaces. They debated the rezoning of a 26-acre parcel near the high school, ultimately deciding to leave it as gateway business. Future meetings were scheduled to finalize the plan and present it to the community working group.

- Mrs. Salerno explains the purpose of the meeting, which is to discuss parcels for potential redesignation or addition to the Economic Opportunity map.
- Mr. Melton confirmed the legality of targeting 46 specific parcels from an overall comprehensive plan perspective.
- Mr. Riley and Mrs. Salerno discussed the visual representation of parcels, and the criteria used for selection.

Powhatan County Comp Plan Citizen Workgroup
Subcommittee Meeting
January 30, 2025

- The group reviewed the parcels identified, including those already zoned for commercial use and those that could be redesignated.
- The group examined parcel 42-79, which is partially zoned for commercial use and discussed its potential for redesignation to Economic Priority.
- Mr. Rissmeyer raised concerns about the proximity of the parcel to residential areas and its impact on the community.
- Mr. Melton and Mrs. Salerno discussed the potential for light industrial use and the need for buffer zones to protect nearby residential areas.
- The group agreed to leave parcel 42-79 as is for now but consider it for future discussions.

3. Adjourn

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

Meeting adjourned 4:52 PM

These minutes approved by motion and second at the **XXXX**, 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



**VIRGINIA: AT A SUBCOMMITTEE MEETING OF THE COMPREHENSIVE PLAN
CITIZEN WORKGROUP HELD IN THE ADMINISTRATION BUILDING, JAMES
RIVER CONFERENCE ROOM, 3834 OLD BUCKINGHAM ROAD IN POWHATAN
COUNTY, VIRGINIA ON FEBRUARY 14, 2025**

1. Call to Order

Mrs. Salerno called the meeting to order.

2. Review of Comp Plan Map Suggestions for Economic Development Part 2

The CWG Econ Dev Subcommittee discussed the rezoning and development of various parcels, focusing on road realignments and economic priority areas. Key points included the addition of parcels to the transportation plan, such as the Old Church Road extension, and the potential for public-private partnerships to develop parks and recreational facilities. Specific parcels like 4117 and 4119 were debated for their economic potential, with considerations for infrastructure and zoning. The group also discussed the importance of balancing commercial and residential development, particularly around the courthouse and fairgrounds, and the need for strategic planning to avoid strip zoning and maintain community character. The CWG Economic Development Subcommittee discussed the zoning and development of parcels along 288 and 522. They agreed to leave parcels 70, 7D, and 77 unchanged due to access and potential uses. The group considered the 711 corridor for future development, noting its limited availability. They debated the inclusion of a 341-acre solar farm parcel, which would impact the 15% economic development goal, ultimately deciding to keep it in to meet the target. The meeting also covered the need for zoning adjustments to resolve conflicts between commercial and industrial uses and the potential for county park expansion near Beaumont. Mrs. Salerno added the “Old Church Road extension” to the transportation plan

Discussion on Meeting Logistics and Previous Progress

- Mr. Shust and discuss the addition of parcels and the resolution of road alignment issues.

- Mr. Shust suggests adding parcels to the transportation plan and mentions specific roads like Carter Gallery Boulevard.

Proposed Road Alignment and Zoning Changes

- Mr. Shust suggests adding parcels to the resolution of road alignment and mentions the transportation plan element.
- Mr. Shust proposes naming the road extension as the Old Church Road Extension.
- Mr. Melton and others discuss the expansion of the road alignment and the potential for future transportation plans.
- Mr. Shust and others discuss the importance of memory for future zoning applications and the need for dedicated right-of-way.

Future Park Development and Public-Private Partnerships

- Mr. Melton and others discuss the potential for creating new parks and the importance of public-private partnerships.
- Ms. Salerno mentions the future possibility of increasing parks and adding facilities.
- Mr. Shust suggests the county could buy land for a park near the school.
- Mr. Melton and others discuss the historical context of park development and the need for visionary planning.

Economic Opportunity and Zoning Priorities

- Ms. Salerno adds the Old Church Road extension to the transportation plan as a future study.
- Mr. Rissmeyer and others discuss the traffic issues from the high school and the need for better planning.
- Ms. Salerno and others discuss the addition of parcels across from the school and the need for economic priority.
- Mr. Shust and others discuss the importance of strategic planning for future land use and zoning.

Gateway Business and Economic Priority

- Mr. Shust and others discuss the potential for gateway business and economic priority in specific parcels.
- Mr. Melton and others discuss the impact of large parcels on overall acreage calculations.
- Mr. Shust suggests aggregating smaller parcels to create larger, viable development areas.

- Ms. Salerno and others discuss the importance of inter-parcel access and the need for flexible zoning.

Transitional Zoning and Future Land Use Planning

- Mr. Rissmeyer and others discuss the importance of transitional zones between residential and commercial areas.
- Mr. Shust suggests using economic priority to create logical transitions in land use planning.
- Mr. Melton and others discuss the need for public education on future land use designations.
- Ms. Salerno and others discuss the importance of balancing economic development with community needs.

Service Districts and Infrastructure Planning

- Mr. Shust and others discuss the importance of service districts and infrastructure planning.
- Mr. Melton and others discuss the challenges of extending water and sewer to specific parcels.
- Ms. Salerno and others discuss the need for strategic planning to avoid strip zoning.
- Mr. Shust suggests using economic priority to guide future development and infrastructure investments.

Courthouse Area Development and Economic Opportunities

- Mr. Shust and others discuss the potential for economic priority in the courthouse area.
- Mr. Melton and others discuss the importance of strategic planning for the courthouse area.
- Ms. Salerno and others discuss the need for buffering and transition zones in the courthouse area.
- Mr. Shust suggests using economic priority to create opportunities for new businesses in the area.

Fairgrounds and Natural Conservation Areas

- Mr. Shust and others discuss the importance of the fairgrounds and natural conservation areas.
- Mr. Melton and others discuss the challenges of developing in areas with wetlands and waterways.

- Ms. Salerno and others discuss the need for strategic planning to balance development with conservation.
- Mr. Shust suggests using economic priority to create opportunities for new businesses near the fairgrounds.

Gateway Business and Economic Priority in Specific Parcels

- Mr. Shust and others discuss the potential for gateway business and economic priority in specific parcels.
- Mr. Melton and others discuss the importance of strategic planning for future land use designations.
- Ms. Salerno and others discussed the need for public education on future land use designations.
- Mr. Shust suggests using economic priority to create opportunities for new businesses in the area.

Discussion on Parcel Development and Zoning

- The value of small parcels in front of larger parcels, emphasizing their importance for future development, was discussed by the group.
- Mr. Shust suggests leaving parcels 70, 7D, and 77 alone due to their intersection and potential for variable use.
- Mr. Rissmeyer mentions that parcels 77 have been considered for CC-type uses, while 70 7G has been considered for I-1 use.

Consensus on Development Areas

- Ms. Salerno states they have not gone past 522 in the past, and Mr. Rissmeyer suggests focusing on areas like 711 at 288.
- Mr. Shust clarifies that the discussion is about areas right of 288 to the county line.
- Mr. Rissmeyer mentions Chesterfield utilities and the need to increase opportunities across 288.
- Mr. Rissmeyer, Mr. Shust and Ms. Salerno discuss the development status of areas like Wawa and apartments, noting that much of it is built out.

Historical Context and Future Plans

- Mr. Melton brings up a historical parcel handled by the board and planning commission, which was considered for an outdoor concert venue.
- Mr. Shust confirms the parcel's current zoning as RR.
- Ms. Salerno describes the parcel as a potential village center, similar to Fine Creek.

- Mr. Rissmeyer concludes that the base development is complete, with some infill opportunities and potential for creative developers.

Floodplain and Future Land Use

- Mr. Reilly points out that half of the property is in a broader conservation area along the river.
- Mr. Shust adds that the area is also in the floodplain and floodway.
- Mr. Rissmeyer suggests that if someone had the right plan, they could develop the area despite the conservation and floodplain restrictions.
- The group discussed the organic and strategic development of the 711 corridor, emphasizing the limited availability of parcels.

Parcel Analysis and Strategic Planning

- Mr. Melton asks about the impact of removing a large parcel from the plan, noting its significant acreage.
- Mr. Reilly confirms that removing the parcel would shift the overall plan, affecting the 15% goal.
- Mr. Rissmeyer suggests presenting the plan with and without the parcel to the committee to meet the 15% goal.
- The strategic plan's requirement for progress within five years, emphasizing the need for flexibility is discussed.

Economic Development and Zoning Recommendations

- Mr. Rissmeyer mentions the need to make recommendations on the economic development element of the comprehensive plan.
- Reviewing the plan for economic priority and making zoning recommendations was suggested.
- Ms. Salerno highlights the need to address conflicting uses in I-1 and CC zones.
- Mr. Melton emphasizes the importance of the Planning Commission's role in making recommendations to the board.

3. Adjourn

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

Meeting adjourned 4:35 PM

Powhatan County Comp Plan Citizen Workgroup
Subcommittee Meeting
February 14, 2025

These minutes approved by motion and second at the June 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

DRAFT



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 APRIL 8, 2025

1. Call to Order

Chairman Timberlake called the meeting to order at 3:00pm.

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

Chairman Timberlake asked for any changes to the minutes. Mr. Richardson asked about a line in the minutes saying a “consensus” was made by the group on ADU’s and short term rentals. After discussion, the group decided a consensus was not made and the minutes needed to be changed to reflect such.

Mr. Richardson made a motion to approve the minutes as amended.

VOTE 9-0

Motion PASSED

3. Discussion: Housing and Residential

- Mr. Webb suggested going over the 8 or 9 points he had emailed out to the group for discussion.
- Mr. Reilly wanted to clarify in the I-1 review of land parcels that the data entered was not for the raw land but for a completely built out business.
- Mr. Webb started going over his list of various topics of discussion with the group with family divisions being the first topic. Currently it’s a minimum of 8 acres in A-10 that is required with a 5 year ownership requirement on the parent track and then the divided track as well, but there has been discussion about changing to 5 acres.
- The group discussed the various ways in which family divisions could work or not work, what those situations would like during and after the 5-year hold, who a track can be divided to currently and if its too narrow.
- Mr. Webb went to the next discussion item of ADUs and if a Conditional Use Permit was acceptable if there is a minor sizing issue of the 50% for A-10 or 35% for R5 and R2 currently in place.

Powhatan County Comp Plan Citizen Workgroup

Regular Meeting

April 8, 2025

- Chairman Timberlake stated change all to 50% and then a CUP if there is any sizing issue.
 - Mr. Shust questioned if a by-right cap of 500sf should be considered before having to go through the CUP process for ADUs.
 - Mr. Rissmeyer questioned if there should be a cap the other direction, meaning if you build over 50% of the original house, then it would trigger a CUP as well.
 - Mr. Webb stated he thought it would be a good idea to include both scenarios in the options presented in their final report to the Board of Supervisors.
 - The group discussed needing another meeting, April 15 at 6:30pm was decided.
 - Mr. Webb moved to the next topic for discussion, Conservation Subdivisions.
 - Mr. Webb went over the current Ordinance allowances for Conservation Subdivisions.
 - Mr. Reilly read an email from Darlene Bowlin, Planning Commissioner, District 2 regarding Conservation Subdivisions.
 - Discussion continued about the minimums currently in the ordinance for Conservation Subdivisions and what could be potential changes to that ordinance to either increase minimum acres or if this was even something that should be an option for Powhatan County.
 - Mr. Sheifer and Mr. Rissmeyer both questioned if Conservation Subdivisions pertain to the housing discussion they were tasked with having.
 - Mr. Shust stated that rising construction costs have made Conservation Subdivisions more attractive to builders, but restrictions are causing developers to shy away.
 - Mr. Bradbury stated the concept was a good one, but too restrictive. Bonus areas needed to be addressed.
 - Mr. Reilly went over several key points for the group to consider pertaining to conservation areas and what situations would help or harm the county.
 - Mr. Webb asked the group if they felt making all Conservation Subdivisions require a Conditional Use Permit (CUP) was the direction the group wanted to go.
 - Discussion continued about whether changing the 50 acre to 100 acre minimum, higher density bonus or any of the other suggestions needed to be included in the report to the Board or continued discussion.
 - The group decided to continue the discussion on April 15th at 6:30pm.
 - Chairman Timberlake stated the next topic will be potential other residential areas in the county and the second part of Ms. Bowlin's email with current available buildable lots in inventory.
- Rudy made a motion to meet again on April 15th at 6:30pm. Seconded by Mr. Melton

VOTE 10-0

Motion PASSED

4. Adjourn

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

VOTE 10-0

Motion PASSED

Meeting adjourned 5:00 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



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 APRIL 15, 2025

1. Call to Order

Chairman Timberlake called the meeting to order at 6:32pm.

2. Review of Minutes from April 8, 2025, CWG Meeting

Chairman Timberlake asked for any changes to the minutes. Mr. Webb relayed to the workgroup the April 8 minutes would be ready for approval at the next meeting.

3. Continued Discussion: Housing and Residential

- Mr. Reilly gave a summary of the vacant parcel information updated on the interactive map which included 593 vacant residential parcels that are zoned non-A-10 and non-RR and 861 vacant parcels less than 5 acres that are zoned A-10 or RR.
- Mr. Melton asked if it is just assumed that all those lots are buildable
- Mr. Reilly answered yes, without having all the data on perkability, etc. that for this exercise it is just assumed they are buildable.
- Mr. Shust stated that he came up with about 200 less parcels based on his view of the definition of buildable in the context of what the groups' specific objective is from the Board of Supervisors.
- Mr. Reilly agreed they could add a filter to pair the map down to what falls in the "affordable" category
- Mr. Bradbury commented that the numbers seem accurate for the number of unoccupied lots, but as far as reasonable for building affordably its not a good representation
- Discussion continued on affordable housing and economically diverse, what that means and how that effects the vacant lot choices
- Mr. Webb moved to number 5 on the list of items to discuss. Looking at the growth areas map and the various zoning classifications, he suggested consolidating and simplifying the list.
- Mr. Reilly asked Mr. Webb if he could gather some suggestions and provide it to the group

Powhatan County Comp Plan Citizen Workgroup

Regular Meeting

April 15, 2025

- Mr. Melton commented that he didn't want to rush through any recommendations sent to the Board
- Chairman Timberlake said that he had been notified by 2 Boards members for the Workgroup to take the time they need to make appropriate recommendations as opposed to just "answering the questions"
- Discussion continued about consolidated zoning classifications, planned developments and how this would all look in the community in the future and is this socioeconomically affordable.
- Mr. Reilly suggested Mr. Webb go ahead and try to create the first draft of a zoning category list. He made this in the form of a motion.
- Mr. Melton asked Mr. Webb if the group should have a mapping exercise similar to how they did when discussing the Economic Development topic.
- The group agreed on that as being #5 on the list of topics to discuss which they started to discuss at the beginning of the meeting but they have gone back to #4 on the list instead.
- Chairman Timberlake asked Mr. Reilly to restate his motion.

Mr. Reilly restated his motion to have Mr. Webb create a first draft of new zoning categories to bring to the CWG to review. Mr. Schiefer seconded the motion.

- Mr. Shust wanted to clarify if the group is asking for Mr. Webb to just create a draft list of categories or the definitions of those categories in the ordinance as well as that is a bigger job and would take much longer than a week to accomplish.
- Mr. Reilly agreed that his motion is meant to be a general first draft with the further discussion focusing on the more specifics
- The group agreed Mr. Webb should begin with a general draft list to start
- Mr. Bradbury commented the parcels that were identified as the Economic Priority could double as a mixed use
- Mr. Rissmeyer cautioned using the EP parcels as mixed use because that would take away from the 85/15 tax split which was the focus of identifying them as such.
- Mr. Reilly commented that the group gave Ms. Salerno those parcels as the EP designation and the group should not redesignate them as mixed use but instead wait and see if a mixed-use development is proposed.
- Discussion continued about identifying mixed-use areas of opportunity in the county.
- Mr. Shust went over some quick calculations, starting with the definition of low income is at or below 80% of the median income of the region. With Powhatan's median income in 2022 being \$108,000, low income would be approximately

\$86,471 per household. To be considered affordable housing, no more than 30% of the household income can go towards the mortgage. So roughly \$2700 with 20% down on a PMI loan would be around \$380,000 which the group agreed was not affordable.

- Chairman Timberlake called for the motion on the table to be voted on. The motion being for Mr. Webb to consolidate the separate zoning districts or less ordinances specifically addressing density and bring back to the whole group to look at.

VOTE 10-0
Motion PASSED

4. Discussion: Final Report Contents, “Wrap Up” Meeting and report/presentation to the Board of Supervisors

- Mr. Webb reviewed the changes and updates to the Future Land Use map adding ~380 acres to the southside of Rt 60 at Rt 13 as a potential addition the future residential or mixed-used development.
- Discussion continued on the history of that area being previously added and then removed from previous Comprehensive Plans.
- Mr. Anderson mentioned the map exercise for the subcommittee to “map” out potential future residential/mixed-use areas.
- Chairman Timberlake agreed since now they have been given an extension on timeframe to report back to the Board of Supervisors, that a mapping exercise needed to be done.
- Mr. Webb continued the discussion to include the eastern end of the county and the potential growth areas from Flatrock to the county line along Route 60.
- Mr. Reilly showed a detailed map of the Page Rd area
- Discussion about both areas and the potential for both.
- Mr. Reilly asked for the new subcommittee be formed to more indepthly discuss and continue moving forward.
- Mr. Shust motioned to form a subcommittee to evaluate the growth areas identified for inclusion as part of the housing component for future residential or mixed-use development. Mr. Reilly seconded the motion.

VOTE 10-0

Motion PASSED

- Mr. Reilly made a motion for Chairman Timberlake to also chair the subcommittee. Chairman Timberlake called for the second to the motion. No second was made so the motion dies.
- Mr. Rissmeyer made a motion that the new subcommittee is patterned as the last one, with Mr. Webb being the moderator. Mr. Schiefer seconded.

VOTE 10-0

Motion PASSED

- There was discussion by the group of who will serve on the housing subcommittee. Mr. Donati, Sr, Mr. Reilly, Mr. Melton, Mr. Rissmeyer, Mr. Shust and Chairman Timberlake will all serve as voting members with Mr. Webb as the moderator.
- The newly formed housing subcommittee asked Mr. Webb to pick options for the meetings.
- The entire committee chose May 6 at 4:00pm for the next regular meeting.

5. Adjourn

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

VOTE 10-0

Motion PASSED

Meeting adjourned 8:04 PM

These minutes approved by motion and second at June 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

DRAFT



**VIRGINIA: AT A SUBCOMMITTEE MEETING OF THE COMPREHENSIVE PLAN
CITIZEN WORKGROUP HELD IN THE VILLAGE BUILDING CONFERENCE ROOM
3910 OLD BUCKINGHAM ROAD IN POWHATAN COUNTY, VIRGINIA ON MAY 14,
2025**

1. Call to Order

Chairman Timberlake called the meeting to order at 6:08pm

**2. Continued Discussion: Housing and Residential (See Attached Discussion Memo
dated May 8, 2025)**

The CWG Housing Subcommittee discussed the 2021 future land use map, focusing on the village area's expansion. Mr. Webb highlighted the Gateway business, public, and village designations, emphasizing mixed-use development. The subcommittee debated expanding the village by 380 acres, with Mr. Rissmeyer advocating for a one-mile radius from the courthouse. Mr. Shust and Chairman Timberlake suggested using the creek as a natural boundary to maintain village character. The group also considered the impact of high-density development near Route 60 and the need for walkable, mixed-use areas. Susan's survey results were pending, and the subcommittee agreed to revisit the expansion proposal. The CWG Housing Subcommittee discussed amendments to the future land use map, emphasizing the need for different land use on either side of a creek. They debated the inclusion of a parcel near Route 60, ultimately deciding to split it for better planning. The committee also reviewed the Housing Needs Study Committee's survey results, highlighting a shortage of affordable housing for renters and first-time homebuyers. They discussed potential solutions like community land trusts and innovative programming. The subcommittee agreed to reconvene on May 20 to further refine their recommendations, aiming for a July presentation to the board.

Action Items

- Evaluate expanding the growth area boundaries to include the approximately 380-acre parcel south of Route 60.
- Explore the concept of a "unified development district" (UDD) as a potential zoning tool to provide more flexibility.
- Consider the "cottage rural court" development type as an option in the county.

Schedule a follow-up meeting on May 20th at 6pm to continue the discussion.

Discussion on 2021 Future Land Use Map and Village Area

- Mr. Webb discusses the 2021 future land use map, highlighting the Gateway business, public, and village areas.
- Mr. Webb provides an overview of each area, including Gateway business, public, and village, emphasizing mixed-use development.
- The village area is described as a compact walkable environment with mixed residential, retail, and office spaces.

Economic Opportunity Parcels and Mixed-Use Development

- Mr. Webb discusses economic opportunity parcels intended for light industrial, research, and business parks.
- The area around 300 acres on Old Buckingham Road is considered for residential or mixed-use development.
- Mr. Melton questions the expansion of economic opportunity parcels, suggesting a utilities corridor as a boundary.
- Mr. Webb and Mr. Rissmeyer discuss the feasibility of expanding the village growth area and the potential for mixed-use development.

Questions on Village Designations and Mixed-Use Development

- Mr. Webb asks if the 2021 comp plan future land use designations are still appropriate and if expanding the growth area boundaries is reasonable.
- Mr. Rissmeyer suggests combining village designations into one mixed-use designation to simplify planning.
- Mr. Shust and Mr. Rissmeyer discuss the need to address inconsistencies between zoning ordinances and comprehensive plans.
- Mr. Webb emphasizes the potential for mixed-use development in the village area.

Discussion on Service District and Environmental Concerns

- Bob Reilly brings up a detailed map showing the service district and economic opportunity parcels.
- Mr. Rissmeyer explains the rezoning of parcels to Gateway business and the natural boundary of the creek.
- Mr. Shust questions the practicality of leaving certain parcels in the zone, considering utility capacities and environmental concerns.
- Bob Reilly and Mr. Rissmeyer discuss the environmental designations and the potential for development within the service district.

Affordable Housing and Diverse Housing Needs

- Mr. Rissmeyer questions the board's mission statement on affordable or attainable housing and the need for walkable communities.
- Mr. Shust emphasizes the need for diverse housing options to meet the needs of different age groups and economic backgrounds.
- Bob Reilly mentions the potential for public-private partnerships and land banks to create quality, attainable housing options.
- Chairman Timberlake clarifies that Susan's survey results are raw data, and recommendations will be presented in July.

Debate on Expanding Village Growth Area

- Mr. Webb and Mr. Rissmeyer discuss the feasibility of expanding the village growth area by 380 acres.
- Mr. Shust and Bob Reilly express concerns about sprawl and the need for infill development within the existing village.
- Chairman Timberlake suggests using the creek as a natural boundary to limit development and maintain the village's character.
- Mr. Bradbury proposes a mixed-use development with commercial areas on the north side of the green area and residential areas on the south side.

Finalizing the Growth Area Boundaries

- Mr. Rissmeyer suggests a boundary extending one mile from the courthouse and using the creek as a natural boundary.
- Chairman Timberlake and Mr. Bradbury agree on the need for a connector road to improve access without encouraging high-density development.
- Bob Reilly emphasizes the importance of political viability and citizen input in the decision-making process.
- The subcommittee agrees to table the final decision and further discuss the growth area boundaries in future meetings.

Future Land Use Map Amendments

- Mr. Rissmeyer explains the amendment to the future land use map, emphasizing it is not zoning but a recommendation for different land use on either side of the creek.
- Mr. Webb and Bob Reilly discuss the natural boundary on the north side and the walkability to the courthouse.
- Mr. Bradbury suggests a snake-like road with roundabouts to prevent high-speed roads.
- Mr. Rissmeyer and Mr. Shust discuss the potential road connection through a piece of land outside the village, emphasizing the village's expansion and the Board of Supervisors' goals for increased housing diversity.

Grid of Rectangles and Development Density

- Mr. Shust and Chairman Timberlake discuss the grid of rectangles, including the Mennonite Church and Rocky Ford, as a natural break
- Chairman Timberlake agrees with the connection to Rocky Ford, noting the existing residential lots.
- Mr. Shust suggests including the elbow piece for natural density and development transect.
- Bob Reilly and Chairman Timberlake discuss the parcel lines and the potential for commercial and mixed-use development.

Road Network and Development Planning

- Mr. Shust and Chairman Timberlake discuss the road network formation, including the elbow piece and the Lewis parcel.
- Bob Reilly and Mr. Webb debate the proximity of development to Route 60 and the potential for high-density development.
- Mr. Rissmeyer and Mr. Shust discuss the village development and the irregular parceling.
- The group agrees on a compromise to keep the uses on either side of the creek.

3. Susan Winiecki – Update on Housing Study/Survey

- Susan introduces the Housing Needs Study Committee, composed of 25 members, including residents, nonprofit members, and housing experts.
- The committee developed a survey to gather needs and wants from residents and workers, receiving 972 responses.
- Susan highlights the survey results, showing a demographically diverse and representative sample.
- The committee will use the survey results, along with other data, to develop recommendations for the board.

Survey Results and Affordable Housing

- Susan discusses the survey results, noting the lack of housing for certain groups, including renters, high-income, and middle-income households.
- The committee will focus on developing recommendations based on the survey results and other data.
- Bob Adams will lead the subgroups to develop the recommendations, with a final report expected in July.
- Susan explains the concept of community land trusts and how they can help maintain affordability.

Habitat for Humanity and Affordable Housing

- Susan explains Habitat for Humanity's model, including the provision of affordable mortgages and silent second mortgages.
- Bob Reilly discusses the financial aspects of affordable housing, including mortgage payments and household income.
- Susan and Bob discuss the challenges of maintaining affordability and the potential for using community land trusts.
- The group discusses the importance of innovative programming and the potential for accessory dwelling units (ADUs) and accessory dwelling ordinances (ADOs).

Future Land Use Map and Zoning Ordinance

- Mr. Webb and Mr. Reilly discuss the future land use map and the potential for applying the UDD (Unified Development District) as a zoning tool.
- The group debates the flexibility and simplification of the UDD compared to existing zoning districts like VCPD (Village Commercial Planned Development).
- Mr. Shust suggests that the planning commission and board would need to develop the specifics of the UDD.
- The group agrees to schedule a follow-up meeting to continue discussing the UDD and other zoning recommendations.

4. Adjourn

Chairman Timberlake made a motion to adjourn. Seconded by Mr. Rissmeyer.

Meeting adjourned 8:31pm.

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

**Chairman Timberlake, Chairman
Comprehensive Plan Citizen Work Group**

ATTEST:

**Ligon Webb, Clerk
Comprehensive Plan Citizen Work Group**



**VIRGINIA: AT A SUBCOMMITTEE MEETING OF THE COMPREHENSIVE PLAN
CITIZEN WORKGROUP HELD IN THE VILLAGE BUILDING CONFERENCE
ROOM, 3910 OLD BUCKINGHAM ROAD IN POWHATAN COUNTY, VIRGINIA ON
MAY 20, 2025**

1. Call to Order

Chairman Timberlake called the subcommittee meeting to order at 6:00pm

**2. Continued Discussion: Housing and Residential (See Attached Discussion Items
Memo dated May 8, 2025)**

The CWG Housing Subcommittee discussed the development of the East area, focusing on a 175-acre parcel. Ligon Webb highlighted a 2085-acre area, approximately 4.5 square miles, with potential for mixed-use development. The committee debated expanding the growth area and whether to allow mixed-use within the Gateway business district. They considered the feasibility of a UDD (Urban Development District) to balance commercial and residential development, emphasizing the need for a balanced mix. The discussion also touched on the economic impact of housing, the importance of walkability, and the potential for infill development in Holly Hills. The CWG Housing Subcommittee discussed the UDD (Urban Development District) zoning designation and its implications for growth areas. They debated whether UDD should extend outside the growth area, emphasizing the need for a balanced mix of uses and controlled development. The committee proposed designating certain areas as Economic Opportunity with UDD zoning, ensuring flexibility for future development. They also considered the feasibility of cluster housing within these zones, limiting density to six units per acre. The meeting concluded with plans to reconvene on June 18 to finalize recommendations, aiming for a July 28 report to the board.

East Area Overview and Economic Opportunity

- Ligon Webb begins the meeting by sharing a screen to discuss the East area in the 2021 comprehensive plan.
- The area is approximately 2085 acres, or about four and a half square miles, similar in size to a small town.
- The village is about half the size, around two square miles.

- The area is designated for economic opportunity, with potential for residential or mixed-use development.

Discussion on Carter Gallery Road and Mixed-Use Development

- Ligon Webb points out Carter Gallery Road as a potential area for mixed-use development.
- The area has larger parcels that could be assembled for development.
- The conversation includes the possibility of expanding the growth area and the mixed-use designation.
- The discussion emphasizes the long-term nature of the growth area, potentially 10-20 years.

Service District and Utility Service Area

- The service district is discussed, with parcels within it having no services despite being within the district.
- The conversation includes the possibility of extending the service district to include more parcels.
- The need for a balanced mix of residential and commercial development is highlighted.
- The discussion also touches on the potential for a Master Plan district that includes both commercial and residential elements.

Gateway Business and Mixed-Use Development

- The conversation shifts to the Gateway business area and the possibility of allowing mixed-use development within it.
- The Planning Commission previously recommended removing housing from Gateway business, but there is interest in reintroducing it.
- The discussion includes the potential impact of allowing residential development on the commercial tax base.
- The need for a balanced approach to development, considering both commercial and residential needs, is emphasized.

Balancing Commercial and Residential Development

- The conversation continues with a focus on balancing commercial and residential development.
- The idea of a Master Plan district that includes both commercial and residential elements is revisited.

- The discussion includes the potential for a mixed-use development that transitions from commercial to residential as you move away from Route 60.
- The need for a comprehensive plan that addresses both commercial and residential growth is highlighted.

Service District Expansion and Utility Capacity

- The discussion includes the potential for expanding the service district to include more parcels.
- The conversation touches on the capacity of the utility service area to support additional development.
- The need for a balanced approach to development, considering both commercial and residential needs, is reiterated.
- The potential impact of expanding the service district on the overall development plan is discussed.

Economic Priority and Growth Area

- The conversation includes a discussion on the economic priority and growth area designations.
- The need for a comprehensive plan that addresses both commercial and residential growth is emphasized.
- The potential for a mixed-use development that transitions from commercial to residential as you move away from Route 60 is revisited.
- The discussion includes the potential impact of expanding the service district on the overall development plan.

Balanced Mixed-Use Development

- The conversation continues with a focus on balancing mixed-use development.
- The idea of a Master Plan district that includes both commercial and residential elements is revisited.
- The potential for a mixed-use development that transitions from commercial to residential as you move away from Route 60 is discussed.
- The need for a comprehensive plan that addresses both commercial and residential growth is emphasized.

Service District and Utility Service Area Boundaries

- The discussion includes a detailed look at the boundaries of the service district and utility service area.

- The potential for expanding the service district to include more parcels is revisited.
- The need for a balanced approach to development, considering both commercial and residential needs, is emphasized.
- The potential impact of expanding the service district on the overall development plan is discussed.

Final Recommendations and Motion

- The conversation concludes with a summary of the recommendations and a motion to approve the plan.
- The need for a comprehensive plan that addresses both commercial and residential growth is reiterated.
- The discussion includes the potential impact of expanding the service district on the overall development plan.

Mr. Melton made a motion to support the plan Mr. Webb has presented. Mr. Bradbury seconded the motion.

Discussion on UDD and Growth Area Boundaries

- The potential for UDD to go outside the growth area is questioned, suggesting it should remain outside the district boundary.
- The transition from residential to larger lots and the importance of architectural controls in the UDD is discussed.
- The planning staff's role in recognizing the necessity of transition zones is acknowledged, with a focus on balancing mixed-use development.
- The debate on the appropriate balance of housing and commercial development within the UDD zoning is discussed.

Land Use Map and UDD Controls

- The discussion shifts to how the land use map will reflect the change and the need for UDD to control the development.
- Concerns are raised about the potential for the area to be developed into WestChester apartments without proper controls.
- The idea of designating the area as a future land use category is proposed, with the Planning Commission and board having the final say on controls.

- The concept of UDD becoming both a land use category and a zoning designation is introduced, with the need for detailed work by the Planning Commission and board.

Future Land Use Designation and Economic Opportunity

- The idea of UDD as a future land use designation is debated, with concerns about the lack of control and potential for residential development.
- The conversation explores the possibility of economic opportunity being used to address the needs of the area.
- The flexibility of UDD in master planning industrial developments is discussed, with a focus on avoiding creating a future land use study.
- The potential for UDD to support regional employers and major business land uses is highlighted.

Economic Opportunity and UDD Zoning

- The discussion delves into the details of economic opportunity and how it could be used to address the needs of the area.
- The acreage limit in economic opportunity is discussed, with the need to resolve inconsistencies.
- The potential for UDD to be used in areas designated as economic opportunity is explored, with a focus on creating cohesive master plans.
- The importance of environmentally friendly design techniques and providing parks and open space is emphasized.

Mr. Melton made a motion to support the plan from Mr. Webb as is with the entire 175 acres being put into a growth area. Seconded by Mr. Bradbury.

VOTE 3-3

Motion FAILED

Mr. Shust designate the area inside the service boundary to Economic Opportunity (EO) with the amendments to EO in the Comprehensive Plan to remove the acreage requirement and to revise the required Master Plan to be required UDD zoning. Mr. Rissmeyer seconded the motion.

VOTE 6-6

Motion PASSED

Gateway Business and Residential Development

- The conversation shifts to the potential for residential development in gateway business areas.
- Concerns are raised about the impact of residential development on the intended commercial and industrial focus of gateway business areas.
- The idea of a gap analysis of land uses within the future growth areas is proposed to identify areas suitable for economic opportunity.
- The potential for UDD to be used in areas designated as economic opportunity is revisited, with a focus on balancing commercial and residential development.

Cluster Development and Density

- The discussion explores the potential for cluster development in the village area, with a focus on creating micro communities.
- The idea of limiting the number of units in cluster developments to six per acre is proposed.
- The potential for cluster development to be used in agricultural zoning as a conditional use permit is discussed.
- The importance of maintaining the intended density and character of the village area is emphasized.

Conservation Subdivisions and Agricultural Zoning

- The conversation shifts to the potential for conservation subdivisions in agricultural zoning.
- The idea of allowing conservation subdivisions as a conditional use permit is proposed.
- The need for buffers and limiting unbuildable land in conservation subdivisions is discussed.
- The potential for conservation subdivisions to preserve open space and farms is highlighted.

Final Recommendations and Next Steps

- The discussion concludes with a focus on finalizing the recommendations and next steps.
- The idea of taking the recommendations to the full citizens working group for further discussion is proposed.
- The need for a detailed report to be presented to the board by the end of July is emphasized.
- The importance of clear and directive recommendations for the Planning Commission and board is highlighted.

Mr. Shust made a motion to adjourn. Mr. Rissmeyer seconded.

VOTE 6-6

Motion PASSED

3. Adjourn

Chairman Timberlake adjourned the meeting at 8:28pm

These minutes approved by motion and second at the June 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



Agenda Item 4

June 12, 2025

To: Citizens Working Group (CWG)

From: Ligon Webb, Planning Director

Date: [Insert Meeting Date]

Subject: Discussion Topic – Community Land Trust Partnership and Affordability Strategy

As part of Powhatan County’s broader strategy to expand housing opportunities while preserving long-term affordability, the Board of Supervisors (BoS) has expressed a preference for exploring the use of Community Land Trusts (CLTs) in new residential developments—particularly when legislative approvals (such as rezonings) are requested.

One emerging concept is that, in certain rezonings involving increased residential density (so-called “up-zonings”), the County may request or encourage a portion of the lots (e.g., 10%) be dedicated to a land trust. These lots would then be used to create permanently affordable homeownership opportunities for income-qualified households.

How a Community Land Trust Works

A Community Land Trust (CLT) separates the ownership of the land from the home:

The homebuyer purchases the house but leases the land long-term (typically 99 years) from the CLT.

This arrangement lowers the cost of homeownership, while maintaining affordability over time using a ground lease and resale restrictions.

Homeowners build equity, but resale pricing is structured to keep homes accessible to future buyers.

Powhatan County is exploring a partnership with the **Central Virginia Land Trust**, a nonprofit affiliate of the Virginia Statewide Community Land Trust (VSCLT). CVLT would manage the land, lease terms, buyer outreach, and long-term stewardship of affordability.

Affordability in Practice: Illustrative Example

	<u>Market-Rate Home (1,500 sq. ft.)</u>	<u>CLT Home (Same size)</u>
Total Price	\$600,000	\$325,000 (home only)
Mortgage (6.75%, 5% down)	~\$3,680/month	~\$2,000/month
Ground Lease Fee (CLT)	N/A	~\$75/month
Taxes, Insurance, HOA (est.)	~\$500/month	~\$300/month
Total Monthly Cost	~\$4,180	~\$2,375
Monthly Savings	—	~\$1,800

CLTs significantly reduce home prices by removing land costs, making homeownership feasible for households earning 60%–80% of Area Median Income (AMI)—such as teachers, sheriff’s deputies, and healthcare workers.

About Area Median Income (AMI) in Powhatan

HUD defines Area Median Income (AMI) based on regional economic data. For 2024, Powhatan County falls within the Richmond Metropolitan Statistical Area (MSA):

100% AMI (family of four): \$118,800

80% AMI: ~\$95,000

60% AMI: ~\$71,000

A growing number of working families in Powhatan earn between 60–80% of AMI, placing them just outside the reach of typical new construction homes, which increasingly start at \$450,000–\$600,000. CLTs are designed to close this gap by creating permanently attainable homeownership while keeping resale homes in the same affordability bracket for future buyers.

CWG Role

At this time, the Board has not adopted any ordinance or policy mandating CLT participation. Rather, this is a policy preference that may be raised by staff or the Board during the review of residential rezonings.

The CWG is not being asked to develop technical CLT policy but is encouraged to:

Review this memo and attached materials (resale formulas and program design FAQs);

Provide general feedback or a statement of support for CLTs as one possible tool to support attainable homeownership in designated growth areas.

Use of CLTs in Other Virginia Communities

CLTs are currently active or under consideration in several parts of Virginia, including:

Charlottesville-Albemarle (Piedmont CLT),

Richmond (Maggie Walker CLT),

Roanoke and Northern Virginia, and

The Virginia Statewide CLT, which provides resources to help localities like Powhatan implement CLTs without having to create their own from scratch.

Summary

In summary, the Board of Supervisors has expressed interest in encouraging the use of Community Land Trusts (CLTs) as a voluntary tool to promote long-term affordable homeownership—particularly in residential rezonings involving increased density. While no ordinance changes are currently proposed, CLT participation may be evaluated during the rezoning process. The Citizens Working Group is asked to review the CLT concept and offer general feedback or support. This approach aligns with the County's housing goals by creating opportunities for income-qualified households to own homes in designated growth areas while preserving affordability over time.

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Key Local Program Design Questions

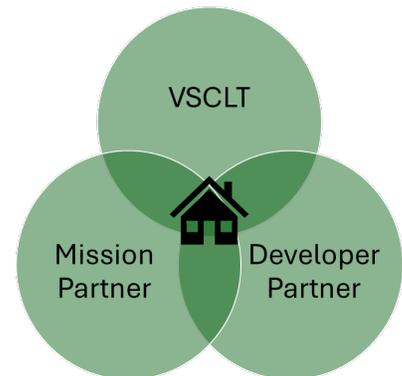
VSCLT is a statewide Community Land Trust that operates through partnerships with local organizations. Our local partners help shape the plans for the work we do in their communities and then guide and assist our stewardship over time. This document lays out some of the key program design questions that these local partners should consider when anticipating a potential partnership with VSCLT.

It is also possible to have multiple “production channels” of CLT homes in a community, where the program designs may differ in some ways depending on the specific partners involved. For example, zoning-driven CLT homes may follow one program that is driven primarily by the local government’s requirements while a local Habitat may also work with VSCLT using a program designed to fit with their mission and capabilities.

We welcome discussions with all potential partners on these and other topics as they are considering whether to work with VSCLT to bring permanently affordable homeownership to their communities.

Roles & Responsibilities

A typical local partnership for VSCLT will include three main roles: VSCLT as the land steward, a mission partner to help ensure that our work is grounded in the housing needs of the community, and a developer partner who builds or renovates homes to be acquired. In some cases, as is often the case with a Habitat for Humanity affiliate, the mission partner and development partner can be the same entity. In other cases, we will work collaboratively with one or more mission partners (a local government and/or nonprofit) and a separate development partner.



Key questions:

- Who will build or renovate the homes? Will the homebuilder be selling the homes to CLT homebuyers or do they need another entity to oversee the buyer selection process?
- Is there a local entity that works with low- or moderate-income homebuyers on pre-purchase education and counseling and/or financial education programs? When local organizations are already doing this work we prefer to partner with them rather than bringing in outside groups or duplicating efforts.

- Will the local jurisdiction be providing any assistance to the development process and/or directly to the homebuyers?
- Does the jurisdiction have a need or desire to be involved in program design or stewardship with the CLT, or do they prefer to defer details to the other partners?
- Are there local foundations or other funders (such as a local company or institution) that may play a role in supporting this work now or in the future? Bringing these entities into the program design discussions upfront can benefit the program in the long run.

Income Targeting

VSCLT's current Ground Lease templates include a maximum income of 115% of Area Median Income (AMI) for households to purchase homes in the future, with a fallback provision to reach up to 120% AMI if needed. Many local partners decide that their focus should be on homebuyers in certain income ranges below that level, such as between 60% and 80% AMI, or between 80% and 100% AMI. These choices will vary depending on the local economic and housing market conditions as well as the mission and goals of the local partners.

Key questions:

- Are there income requirements stemming from any of the funding sources that will be used, such as federal block grants?
- Have any recent economic or policy studies recommended a certain income range as a potential market for affordable homeownership?
- What is the income level where homeownership (with the available subsidies) is both feasible and sustainable in your community, but where homeownership options are currently limited?
- What is the typical household income level of any specific sub-populations you intend to focus on, such as local public employees?

Initial Sales Price

The CLT model benefits from being able to sell homes at the lowest initial sales price that is feasible with the available resources. This helps ensure that the homes will continue to be affordable in the future while minimizing or avoiding the need for additional subsidies for subsequent buyers of the home. The ideal sales price for a CLT home is at least 15-20% below the market price of comparable homes in the area.

Key questions:

- What sales price will be feasible given the acquisition and development costs and any other available subsidy resources (e.g. land donations, grants, etc.)?
- Do you anticipate a need for additional funding beyond what is currently provided/obtained by local partners?
- Are there downpayment assistance resources that will be available to help qualifying buyers? Can any of these resources be converted into development subsidies to reduce the initial sales price instead?

Resale Price Formula

VSCLT provides a menu of resale price formulas that local partners can choose from: Fixed Rate (e.g. 2% per year); Indexed to Area Median Income; or Appraisal Based (25% or 35%). These resale formulas are embedded in the Ground Lease that VSCLT will use with each homebuyer. Ideally there will be one resale formula chosen for all VSCLT homes in the community or each program within the community. Please see the related formula menu document for details. VSCLT can assist with the analysis necessary to evaluate these options.

Key questions:

- Is there a desire to keep the resale formula as simple as possible so homeowners and other stakeholders understand and easily communicate the future prices?
- Do you anticipate that homeowners will want to renovate homes in the future and gain additional equity as a result of renovations?
- Is it important to tie the price appreciation to local economic or market indicators such as area home prices or wage growth?
- Are homebuyers in your community eligible for USDA mortgage financing? If so, a 2% fixed rate annual formula may be required by USDA.

Development Timeline

Some projects move quickly to place affordable homes into a CLT and others can take years to produce an affordable unit. If there is substantial time available for community discussions we recommend that a broad set of stakeholders get involved to establish the local program design. This can help ensure long-term success and buy-in from various community partners. Because that is not always possible, we can begin with a preliminary set of program parameters and then adjust these over time when further discussions become feasible.

Key questions:

- Are you expecting future CLT homes will be part of a new construction project? If so, when do you anticipate the design and development process beginning? When will homes be ready for sale to homebuyers?
- Which program details can be evaluated later in the development process, and which are needed as soon as possible so that things can move forward?
- How involved will VSCLT be in the development process, if at all?

Sample Program Designs

The following are very simplified examples of program designs that have been used by VSCLT and/or similar CLTs. These are only illustrative examples and not meant to limit the options or creativity in creating each local partnership.

Conditional Zoning Approval Example

Mission Partners	Local government oversees conditions of zoning approval and the local community foundation will be assisting with identifying other development partners (“production channels”) in the area. Homebuyer counseling with a local credit union, which may also assist with homebuyer income qualification (details still being worked out)
Developer Partner	Private developer receiving zoning approval with CLT as affordable component as condition of approval; developer will be selling lots to a regional homebuilder who will produce and sell homes
Income Targeting	Maximum of 80% AMI for any household assisted with local or federal funds; otherwise up to 100% AMI may be eligible to purchase homes
Initial Home Price	Zoning approval specifies that the CLT homes will be priced as affordable to an 80% AMI household of 4
Resale Formula	Resale formula was not set at the time of zoning approval – this will be determined through discussions with partners prior to development occurring
Development Timeline	Zoning approval obtained late 2024; anticipating a multi-year development process with time for details to be determined closer to actual start of development

Nonprofit Developer Example

Mission Partners	Local Habitat for Humanity – Habitat selects buyers and provides all homebuyer education and counseling as part of its program
Developer Partner	Local Habitat for Humanity works with a modular homebuilder on custom designs for their sites
Income Targeting	Maximum of 80% AMI but primarily serving up to 60% AMI households due to subsidies for development and homebuyer downpayment assistance
Initial Home Price	Home prices are set for each homebuyer so that their housing payments are no more than 30% of gross income after considering any homebuyer downpayment assistance received
Resale Formula	AMI-based resale formula
Development Timeline	Habitat program already underway on infill new construction sites as well as rehab-resales of existing properties; VSCLT gets involved at the time homebuyers begin identifying potential mortgage lenders several months prior to closing

Agenda Item 5

I. Introduction

In December 2024, the Powhatan County Board of Supervisors established the Citizens Working Group (CWG) as an ad hoc advisory body to assist in updating the County's Comprehensive Plan and Land Use Map. This initiative was launched in anticipation of the Board's adoption of a new Countywide Strategic Plan, which was formally adopted by the Board of Supervisors in February 2025 (?) and set forth the County's priorities for 2025–2028.

The CWG's work has been guided by the Board of Supervisors' charge as defined in both its formal charter and the newly adopted Strategic Plan. Specifically, the Board directed the CWG to concentrate on two of the Strategic Plan's six core priorities: Economic



The CWG was established by the Board of Supervisors to focus on two of the Strategic Plans six core priorities: Economic Development and Housing

Development and Housing and Residential Options (referred to as "Economic Growth & Business Development" and "Housing and Residential Growth" in the charter). While other areas of the Strategic Plan—such as public safety, government operations, rural preservation, and fiscal health—remain vital to Powhatan's long-term future, the Board determined that these two focus areas would serve as the foundation for the CWG's review and recommendations.

According to its charter, the CWG was tasked with offering policy guidance that aligns land use planning with the goals of fostering a balanced, business-friendly economy and expanding housing opportunities for residents across income levels and life stages. This includes consideration of strategic land development, infrastructure readiness, and the preservation of Powhatan's rural character. The CWG was also asked to ensure its process was transparent and inclusive, with all meetings open to the public, live streamed online, and minutes posted online.

The CWG was composed of twelve citizens representing a cross-section of Powhatan's community, including district appointees from each Board member, representatives from key public bodies, and several at-large members. Staff from Powhatan County and PlanRVA provided non-voting support to the group. The members of the CWG include:

District Appointees: Danny Beran (District 1), David Anderson (District 2), Doug Bradbury (District 3), Bill Melton (District 4), and Bill Donati Sr. (District 5)

Commissioner of the Revenue: Jamie Timberlake

EDA Representative: Matt Schiefer

Agricultural & Forestal Advisory Committee Representative: Bob Reilly

At-Large Members: Roger Richardson, Don Rissmeyer, Chris Shust, Rudy Gregory (or Sheriff)

County Staff (Non-Voting): Ligon Webb, Planning Director, Roxanne Salerno, Director of Economic Development

PlanRVA Support (Non-Voting): Barbara Jacocks, Community Development Director, Martha Shickle, Executive Director

The CWG began its formal work in December 2025 and held a series of public meetings and subcommittee work sessions throughout the spring. The group met on the following dates: December 2, 2024, December 17, 2024, January 21, 2025, January 30, 2025 (subcommittee), February 4, 2025, February 14, 2025 (subcommittee), February 18, 2025, March 4, 2025, March 18, 2025, April 8, 2025, April 15, 2025, May 14, 2025 (subcommittee), May 20, 2025 (subcommittee), June 18, 2025, and (**enter date here**).

This report summarizes the CWG's recommendations developed through those meetings, which were facilitated by County staff. The recommendations reflect areas of consensus reached by the group and are intended to guide the Board of Supervisors in updating the County's Long Range Comprehensive Plan. Grounded in the Board's original charge and aligned with the County's Strategic Plan, these recommendations represent a collaborative, citizen-led effort to shape Powhatan's future in a thoughtful and balanced manner.

II. Background and Formation

The Citizens Working Group (CWG) was created by the Powhatan County Board of Supervisors in late 2024 to provide focused recommendations for updating the County's Comprehensive Plan and Land Use Map. The Board formally adopted a charter for the CWG on November 18, 2024, identifying two key areas of focus: Economic Growth and Business Development and Housing and Residential Growth. These priorities reflected the County's growing need to proactively manage development and were later reinforced with the adoption of the County's 2025–2028 Strategic Plan in January 2025.

Organizational Framework and Early Direction

The CWG held two foundational meetings in December 2024, which served to establish the group's organizational structure, procedures, and initial direction. During these meetings, members reviewed their charter, adopted bylaws, and agreed upon key processes that would guide their work in the months ahead. From the outset, the group acknowledged that its charge was not to rewrite the entire Comprehensive Plan, but rather to conduct a targeted review of specific chapters and growth areas considering the County's updated Strategic Vision.

Key outcomes from this organizational phase included:

Election of Officers: Jamie Timberlake was elected Chair; David Anderson was elected Vice Chair. The Planning Director was designated as Secretary, with the Chair responsible for reviewing draft minutes for accuracy.

Voting Procedures: A quorum was set at nine members, with seven affirmative votes required to pass motions. Proxy voting was limited to the public safety representative, and absentee or email voting was not permitted.

Public Input and Transparency: The group agreed that all public comments would be routed through County staff and presented at meetings, ensuring compliance with FOIA and encouraging open engagement.

Meeting Schedule: Members agreed to meet twice monthly, generally on the second and fourth Tuesdays, with alternating afternoon and evening sessions to maximize public accessibility.

The CWG also began to define its workplan. While the Strategic Plan had not yet been finalized, members agreed to begin with Economic Development and tentatively identified key chapters for review: Chapter 4 (Economic Development), Chapter 5 (Housing), and Chapter 8 (Land Use). To support this review, the group requested supplemental information, including GIS mapping layers, infrastructure and utility data, parcel inventories, and workforce statistics.

A Grounded and Flexible Approach

These initial meetings laid a strong foundation for the CWG's work by establishing a shared understanding of purpose, scope, and procedures. While the charter initially referenced April 2025 as a target for delivering recommendations, CWG members viewed this as aspirational. The group agreed that its work should conclude only when consensus was reached, and the product was complete. Their overriding goal was to provide the Board of Supervisors with thoughtful, well-supported recommendations that could meaningfully inform the County's long-range planning efforts.

~~By grounding its work in structure and flexibility, the CWG positioned itself to deliver recommendations that were responsive to the Strategic Plan, practical in application, and respectful to Powhatan County's values and growth objectives.~~

III. Strategic Alignment

The CWG approached its work with a commitment to aligning Powhatan County's long-range planning tools with the 2025–2028 Strategic Plan. The two primary focal areas were:

Economic Prosperity: Developing a plan for achieving an 85/15 ratio of residential/non-residential tax revenue. The plan should promote infrastructure-ready development, and expansion of light industrial and commercial investment.

Housing and Residential Options: Calling for a variety of housing types, public-private partnerships, and development strategies that accommodate all age groups and income levels while preserving the County's rural landscape.

CWG members consistently referred to these priorities as their guiding framework. Members also highlighted misalignments between the Comprehensive Plan and the zoning ordinances, reinforcing the need for modification of existing policy.

Through data analysis, mapping exercises, and chapter-by-chapter reviews, the CWG translated the Strategic Plan’s themes into working recommendations. Members evaluated how existing land use policies either supported or conflicted with economic development goals, infrastructure capacity, and housing access.

IV. Review of Existing Conditions

To guide its work and ensure recommendations were grounded in fact, the Citizens Working Group (CWG) reviewed a wide range of data illustrating Powhatan County’s current economic, housing, and infrastructure conditions. These “existing conditions” were discussed at various CWG meetings and played a key role in shaping the group’s understanding of the County’s challenges and opportunities.

From commuting patterns and housing affordability to land availability and infrastructure constraints, these insights provided a foundation for the CWG’s policy recommendations and informed decisions about how to align the Comprehensive Plan with real-world conditions and Strategic Plan priorities.

Economic Overview

Powhatan County has historically maintained a stable tax base, but it remains heavily reliant on residential development for local revenues. The Board of Supervisors’ Strategic Plan identifies the need to transition to a more sustainable 85/15 split between residential and non-residential tax revenue. To better understand this goal, the CWG reviewed employment, wage, and commuting trends:

- As of late 2024, Powhatan’s unemployment rate was 2.4%.
- Roughly 9,068 residents commute out of the County for work daily, while just 1,870 commute in, highlighting limited in-county job opportunities.
- Median household income is relatively high at \$110,667, but the average in-county wage is significantly lower at \$53,924.
- The County had 193 job openings and 729 employers as of December 2024.

These figures underscored the importance of expanding local employment options and ensuring that infrastructure and land use planning support a more balanced and resilient local economy. CWG members focused particular attention on identifying areas where

commercial and light industrial development could be realistically supported based on infrastructure and land readiness.

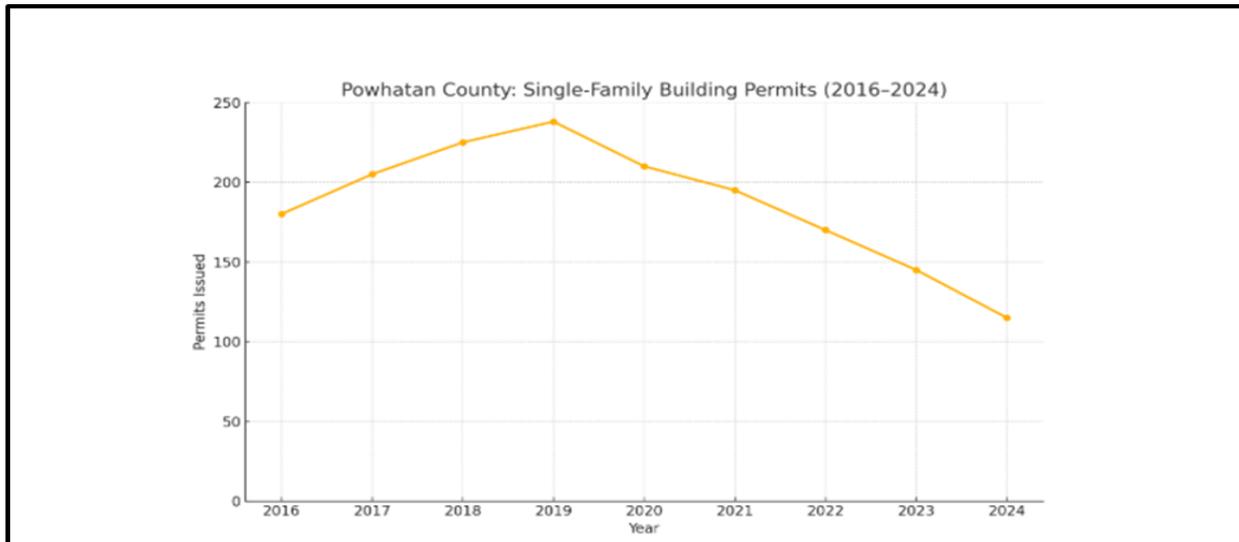
Housing Trends and Pressures

The CWG reviewed housing trends and market data to assess affordability, accessibility, and housing choice. Powhatan's housing stock is dominated by large-lot, single-family detached homes. While the County has experienced sustained residential growth over several decades, the types and price points of homes have remained relatively narrow.

Key findings discussed by the CWG included:

- The number of housing units in Powhatan County increased from 4,723 in 1990 to 12,237 in 2023, an increase of 7,514 units over 33 years—averaging approximately 228 new units per year during that period.
- Owner-occupancy is high at 91.2%, significantly above the statewide average of 66.7%.
- The median home value in Powhatan was approximately \$381,300 in 2023.
- In early 2025, the majority of homes listed for sale were priced between \$300,000 and \$630,000, with a significant percentage listed for above \$600,000.
- The average wage of a worker employed in Powhatan (\$53,924) is insufficient to afford most homes currently for sale in the County.
- Demographic trends show a gradually aging population, with a rising share of residents over 60 and a shrinking proportion of school-aged children.

The CWG also examined permit data showing a modest decline in single-family housing starts since 2019, dropping from 238 permits in 2019 to just 115 in 2024. This reduction raised questions about development constraints, land availability, and market forces limiting new housing production.



These data points highlighted the growing mismatch between available housing products and the financial realities of many County residents and workers.

Residential Land Availability

To better understand Powhatan’s development capacity under existing zoning, several CWG members compiled and presented an inventory of vacant residential parcels, using data provided by the Commissioner of the Revenue. This citizen-led analysis allowed the group to examine how much land was already subdivided and zoned for residential use—even without additional rezonings or land use map changes.

Key findings included:

- Over 1,450 vacant residential parcels exist countywide.
- 861 parcels are zoned A-10 or RR and are 5 acres or less, generally ineligible for further subdivision under current ordinance provisions.
- 593 parcels fall within higher-density or planned development districts (R-2, R-U, R-5, and PD zones), suggesting potential for infill development or more compact housing models in appropriate locations.

While this analysis confirmed a significant theoretical supply of developable parcels, CWG members were quick to note that private landownership introduces major uncertainty. Many parcels are held for personal, family, or agricultural purposes and may not be offered for sale or development for years—if ever. In other cases, access, title, or topographical constraints reduce development potential.

Thus, the CWG viewed this inventory not as justification to halt rezonings or growth area refinements, but rather as a tool to inform more strategic, efficient, and context-sensitive development planning. The discussion reinforced the idea that land use policy must consider both in terms of technical capacity and private decision-making behavior.

Public Utilities and Infrastructure

Public water and sewer availability are among the most significant determinants of where and how higher-density housing and commercial development can occur in Powhatan County. While much of the County remains rural and dependent on private wells and septic systems, public utilities are currently provided in three Utility Service Areas (USAs):

- Route 60 Corridor East
- Courthouse Village
- Route 711 Village

These areas largely align with designated growth areas in the 2021 Comprehensive Plan.

To further inform infrastructure-related discussions, the Board of Supervisors commissioned a Utility System Master Planning Report, completed by Dewberry in early 2025. This report provided a technical evaluation of existing utility capacity, identified infrastructure constraints, and proposed a phased approach to system improvements.

Key findings from the Dewberry study include:

Route 60 Corridor East has the most extensive utility infrastructure, but a new regional pump station south of Route 60 is needed to support future growth and attract business investment.

Courthouse Village has moderate service levels, but future development will require pump station upgrades and selected line extensions.

Route 711 Village is the least developed of the three areas and has minimal water and sewer coverage, limiting its near-term development potential unless significant infrastructure investment occurs.

CWG members reviewed these findings alongside staff-provided maps and reports and agreed that infrastructure availability must be a central factor in determining where growth is directed. The group emphasized the need to align zoning, land use designations, and

capital improvements planning to avoid inefficient, premature, or speculative development in unserviceable areas.

Summary

Throughout its process, the CWG relied on real-world data to shape its recommendations. Economic conditions, workforce wages, housing trends, residential land availability, and utility capacity were not just background—they were fundamental to understanding the County’s growth dynamics and future needs.

The CWG’s recommendations reflect this evidence-based approach. They aim to support growth where it makes sense—where infrastructure is available, where land is realistically developable, and where housing and jobs can be provided without undermining the County’s rural identity or long-term fiscal health

V. Recommendations

The CWG’s recommendations are grouped into two core categories aligned with the Strategic Plan: Economic Development and Housing/Land Use.

Economic Development and Non-Residential Growth

Powhatan County’s economy is anchored by a strong residential tax base, high household incomes, and low unemployment. However, it remains fiscally imbalanced and dependent on residential property taxes, with relatively limited commercial and industrial development.

To address this imbalance, the 2025–2028 Strategic Plan sets a long-term target of achieving an 85/15 tax revenue split, with 15 percent of local revenue derived from commercial and industrial sources. This goal, while aspirational, is achievable within a 10- to 20-year timeframe—provided the County focuses its land use, zoning, and infrastructure policies on areas where non-residential development is feasible and sustainable.

To guide this effort, the CWG recommends adoption of an Economic Priority Map. This map identifies specific areas best suited for future commercial, office, and light industrial development based on:

- Proximity to key corridors such as U.S. Route 60
- Availability of public utilities (water, sewer, and broadband)

- Parcel size and shape appropriate for business development
- Low environmental or topographic constraints
- Strategic alignment with long-term infrastructure and fiscal planning goals

The Economic Priority Map is not a zoning mechanism but a policy overlay—a tool that informs updates to the Comprehensive Plan and guides decision-making around rezonings, infrastructure investment, and business attraction.

The CWG also recommends that Chapter 4 (Economic Development) of the Comprehensive Plan be updated to reflect this strategy and incorporate lessons from recent utility and land use studies. Specific updates should include:

- Support for employment-focused land uses, such as logistics, clean tech, data centers, health services, and advanced manufacturing
- Expanded policies to promote shovel-ready sites with pre-established infrastructure capacity
- Streamlined rezoning and development review for proposals located in identified economic priority areas

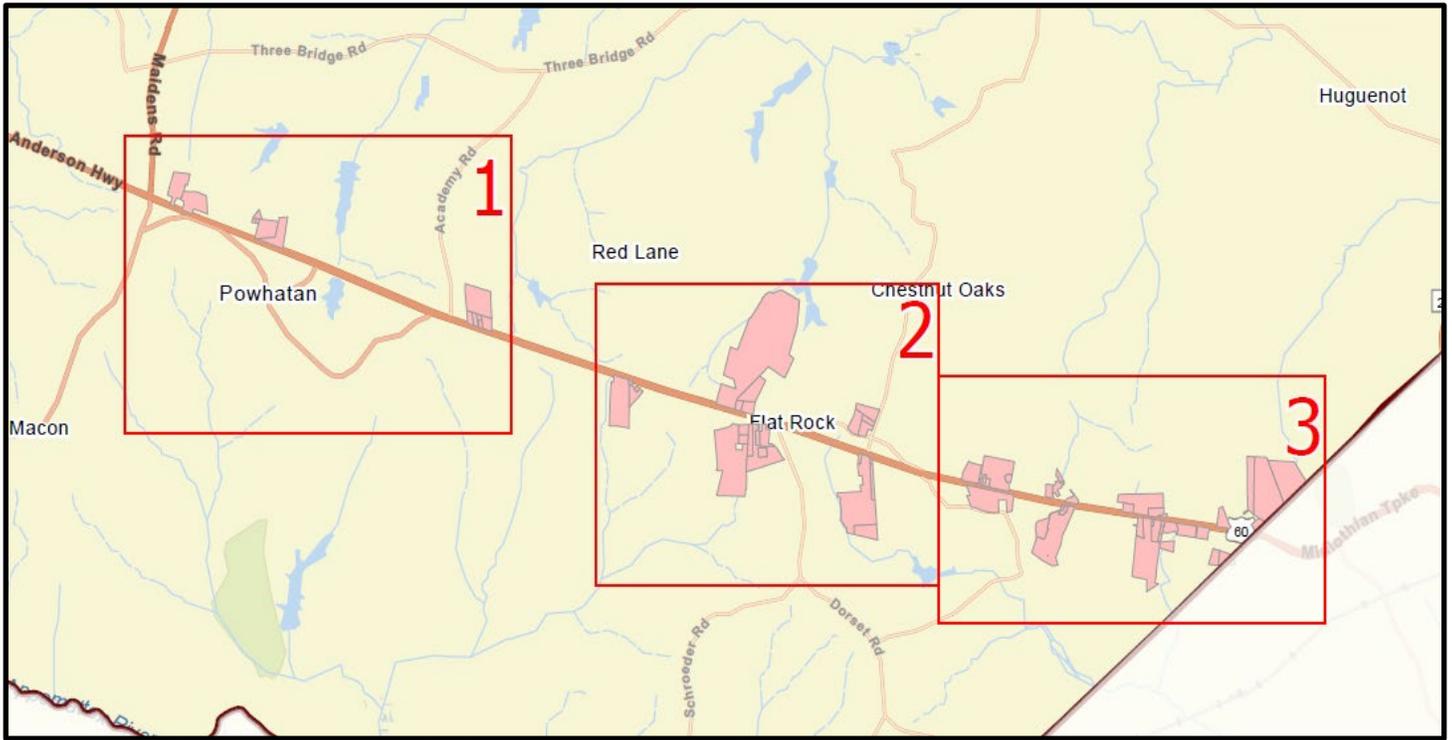
Recommendations from the 2025 Dewberry Utility System Master Plan strongly support this direction. The Dewberry study emphasized the importance of extending utility infrastructure only in areas designated for targeted growth, especially along the Route 60 Corridor East and near the Courthouse Village. The study also recommended:

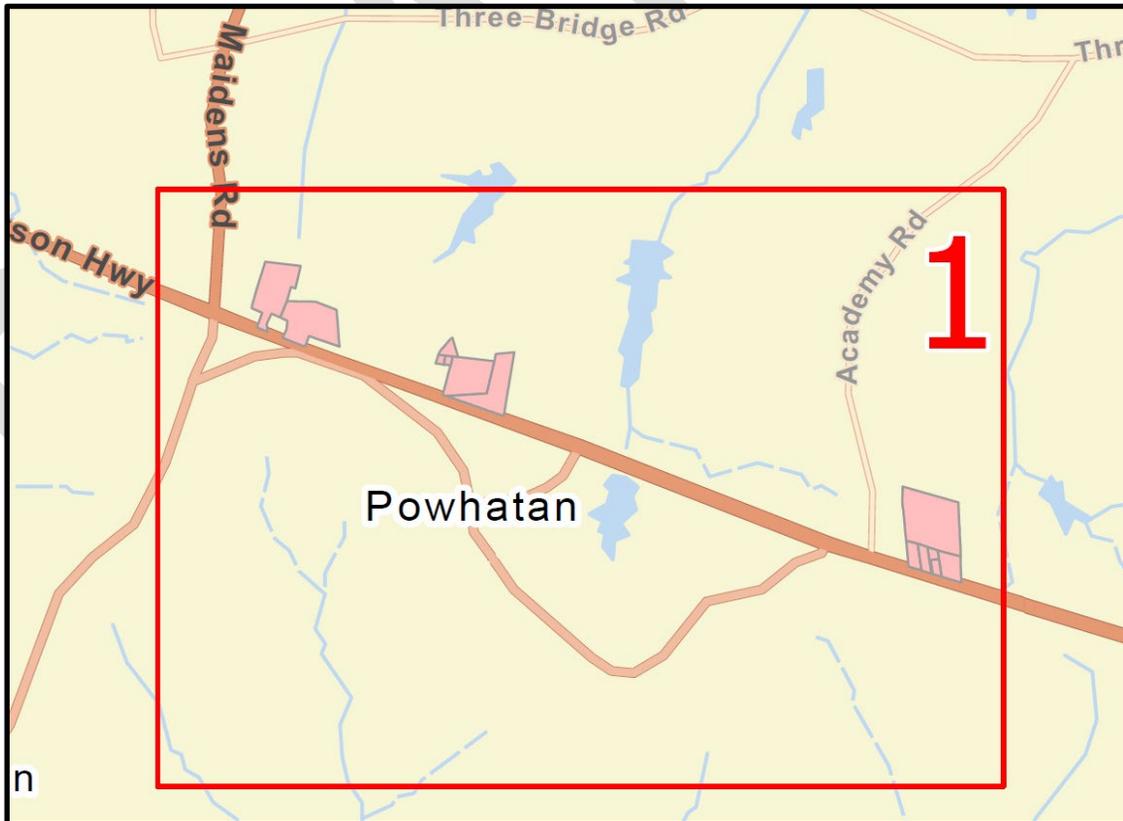
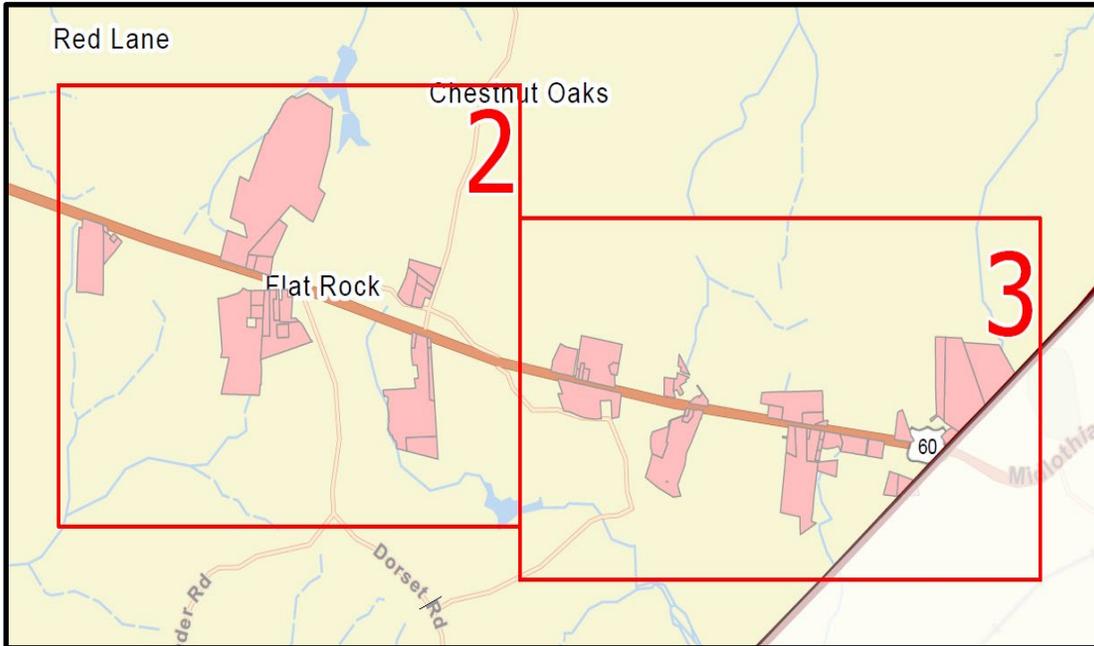
- Construction of a regional pump station south of Route 60, which would unlock additional capacity for commercial and light industrial users
- Focused investment in upgrading and expanding existing service areas, rather than extending utilities into undeveloped rural areas
- Leveraging public-private partnerships to build infrastructure that aligns with Powhatan's economic development priorities

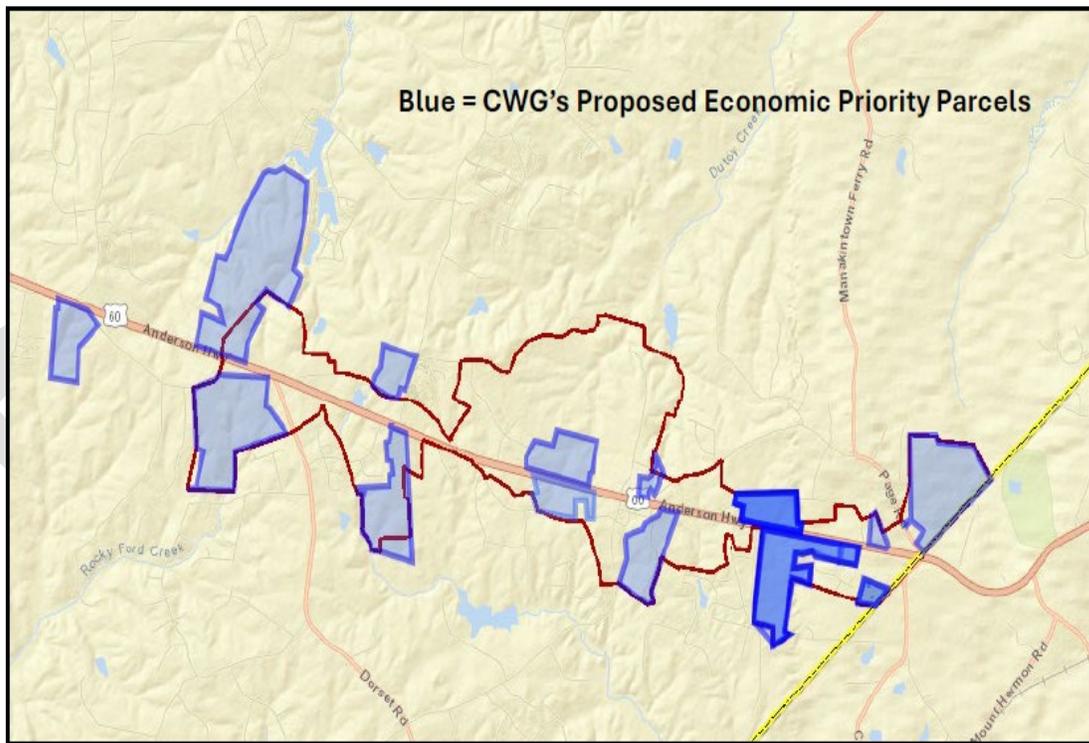
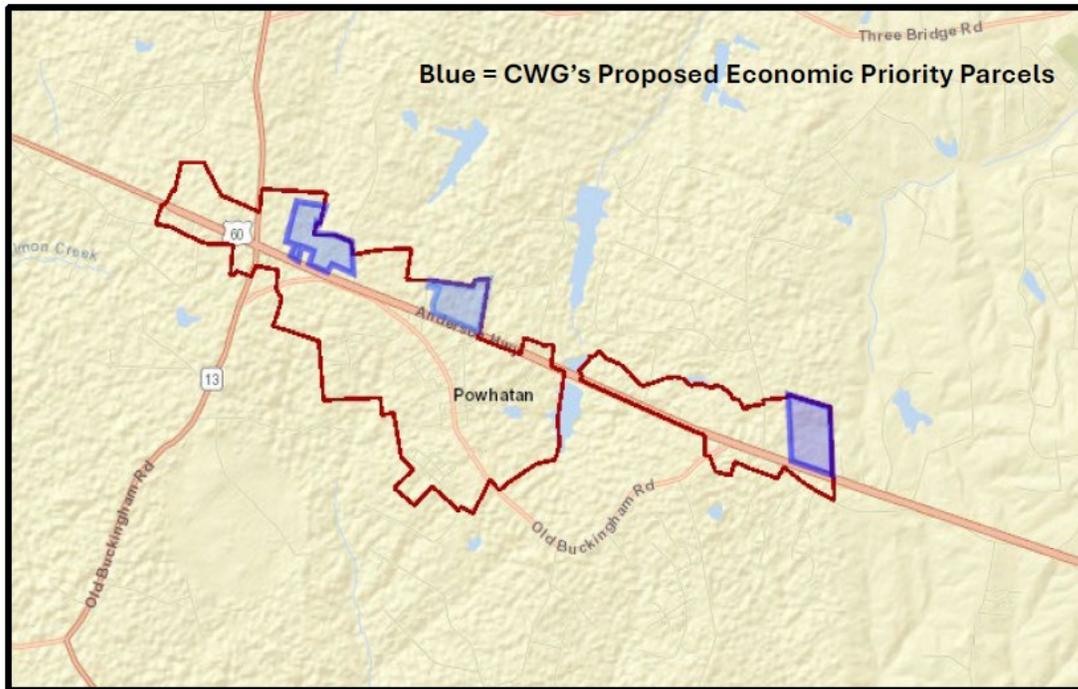
Together, the Economic Priority Map and the Dewberry recommendations offer a unified vision for infrastructure-led, fiscally sound growth. The CWG believes that aligning land use, utility planning, and economic development tools will allow Powhatan to meet its 85/15 revenue goal, create more local jobs, and preserve its rural character by avoiding inefficient, scattered development.

Lastly, capital improvement planning should prioritize projects that serve Economic Priority areas. Utility extensions, road improvements, and broadband investments must be coordinated with the Comprehensive Plan to maximize return on investment and foster predictable, high-quality growth.

Proposed Economic Priority Maps







Economic Development in Rural Areas (A-10 District)

While the County's primary economic development focus is on infrastructure-ready growth areas, the Citizens Working Group (CWG) recognized that rural-based enterprise remains an essential component of Powhatan's local economy. Agriculture, forestry, home-based

businesses, and land-based services contribute to both economic vitality and the preservation of the County’s cultural and scenic character.

The 2021 Comprehensive Plan and 2025–2028 Strategic Plan each emphasize the value of rural economic activity, especially in areas zoned A-10, which cover most of the County’s land area. These policies support small-scale business growth that is compatible with Powhatan’s rural identity—particularly businesses that:

- Supplement farm and forestry operations (e.g., equine services, sawmills, or farm equipment repair)
- Add value to agricultural production (e.g., canning, distilling, cut flowers, on-farm processing)
- Promote agritourism (e.g., farm stays, pick-your-own operations, seasonal festivals)
- Operate from home-based workshops or studios, including construction trades, artisans, and rural services

CWG members discussed the importance of retaining flexibility within the A-10 zoning district to accommodate these types of enterprises. Several members noted that overly restrictive zoning can unintentionally suppress economic resilience in rural communities, where many residents rely on a mix of land-based income sources.

To this end, the CWG supports the following recommendations:

- Maintain and expand allowances for rural-compatible commercial uses in the A-10 zoning district through appropriate performance standards or Conditional Use Permits.
- Continue to support home-based businesses by keeping regulations clear and accessible while protecting neighboring uses from excessive impacts.
- Encourage agribusiness and value-added production, especially those that diversify family farm income or provide products and services to the local community.
- Promote Powhatan’s agricultural identity through branding, marketing, and tourism initiatives, in coordination with regional partners such as Virginia Grown and Virginia Agritourism.
- Avoid extending public utilities into rural preservation areas, which could encourage sprawling, infrastructure-dependent development patterns inconsistent with the rural economy.

These strategies align with the Strategic Plan’s vision of preserving Powhatan’s rural heritage while promoting sustainable economic opportunity. Rather than viewing the rural economy as static, the CWG recognized it as dynamic—capable of evolving through creativity, entrepreneurship, and targeted policy support.

Summary: Economic Development Recommendations

The Citizens Working Group (CWG) supports a focused, infrastructure-aligned approach to economic development that builds long-term fiscal stability, creates local employment opportunities, and preserves the County’s rural character. The group’s recommendations seek to help Powhatan County achieve the Strategic Plan’s goal of an 85/15 residential-to-commercial tax revenue split over the next 10 to 20 years by identifying and prioritizing areas best suited for non-residential growth.

To guide this effort, the CWG recommends adopting an Economic Priority Map that designates locations with the infrastructure, access, and development potential necessary to attract commercial and industrial investment. This map is not a zoning change, but a policy tool intended to guide land use decisions, capital improvements, and economic development efforts.

The CWG also recommends updating the Comprehensive Plan’s Economic Development chapter to support targeted industries, encourage shovel-ready site development, and streamline review processes for economic projects in priority areas. These strategies are supported by the findings of the Dewberry Utility System Master Plan, which underscores the need to focus infrastructure investment in areas such as the Route 60 Corridor and Courthouse Village to support fiscal and economic growth.

Importantly, the CWG affirms that rural economic activity remains a vital part of Powhatan’s identity and economy. Within the A-10 district, the County should continue to support agriculture, forestry, agribusiness, home-based enterprises, and rural tourism. This balanced approach allows Powhatan to accommodate commercial and industrial development in appropriate locations while preserving the land-based livelihoods and scenic landscapes that define the County.

Together, these recommendations provide a roadmap for growing Powhatan’s economy in a manner that is intentional and grounded in long-term infrastructure capacity and community values.