Minutes of the work session of the Planning Commission of Henrico County held in the Planning Department Conference Room in the County Administration Building in the Government Center at Parham and Hungary Spring Roads, beginning at 5:00 p.m., Thursday, February 13, 2020. 5 6 Mr. C. W. Archer, C.P.C., Chairman (Fairfield) Members Present: 7 Mr. William M. Mackey, Jr., Vice Chairman (Varina) 8 Mr. Gregory R. Baka (Tuckahoe) 9 Mrs. Melissa Thornton (Three Chopt) 10 Mr. Robert H. Witte, Jr. (Brookland) 11 Mr. R. Joseph Emerson, Jr., AICP, Director of Planning 12 Secretary 13 Mr. Tyrone E. Nelson (Varina) 14 Board of Supervisors' Representative 15 16 Also Present: Ms. Jean Moore, Assistant Director of Planning 17 Mr. James P. Strauss, Principal Planner 18 Mr. Benjamin Blankinship, AICP, Principal Planner 19 Ms. Sylvia Ray, Recording Secretary 20 21 22 The meeting will come to order. You all can eat, and while Mr. Archer -23 you're eating, I'm going to turn the discussion over to our secretary, Mr. Emerson. 24 25 Mr. Emerson -Thank you, Mr. Chairman. 26 27 As you said, everybody please eat. We do have to be downstairs at 6:00 for the CIP 28 public hearing, so we've got to get a hard stop at 5:45. But this evening is kind of a big 29 event. You're getting the first module of the Zoning Code Update. Mr. Blankinship is our 30 project manager on the code update and he's prepared to present this to you and explain 31 what our process will be going forward. So with that, Ben, it's all yours. 32 33 All right, thank you, Mr. Emerson. Good evening, everyone. Mr. Blankinship -34 35 Mr. Archer -Good evening, Mr. Blankinship. 36 37 Mr. Mackey -Good evening. 38 39 Before you on the table is a large binder. It doesn't have too Mr. Blankinship -40 much paper in it yet, but I will explain as we go why that's the case. So you've been 41 hearing about this for several years. It actually came out of the Comprehensive Plan, one 42

of the action items of the Comp Plan adopted back in 2009 was to revise the Zoning and

Subdivision Ordinance and related regulations as needed to implement the goals,

objectives, and policies of the Comprehensive Plan. So, as usual, the Comp Plan drives

everything we do.

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So you remember a few years ago the team from Clarion came out and did the code assessment where they met with each of you, with each of the supervisors, with several groups of county staff, with several groups of stakeholders from outside of the county, the developers and builders, the engineers, the local land-use attorneys, all the folks that use the codes every day.

And they put together the assessment of all the strengths and weaknesses of our current code. And then, you know, laid out for us the areas that they targeted for improvement, and then an annotated outline of proposed codes. And then, when the time was right, the manager and the board provided the funds in the budget, and we put together a request for proposals and we negotiated the contract. So we got Clarion in here to revise our zoning and subdivision ordinances.

The whole thing is organized around seven key themes, and they're up on the screen there, and you've heard them 100 times before, so I'm not going to go through them all. But what I will say is if I was going to sum it up now, I would use the term that we threw out at the Board Retreat recently, which was "refill:" our combination of redevelopment and infill. One basic, fundamental problem with the age of our codes is that when they were written most of the development going on in the county was greenfields developments and today we're seeing less and less of that. We're seeing more infill, we're seeing more redevelopment, and our codes just are not very well suited to address those different issues. So that's the fundamental, if I was going to put one reason on why we need to update the code, that would be it.

The work is in three modules, and the form-based code is kind of a separate module. It's not really a fourth module, because it's not going to come last. It's being developed simultaneously with everything else. And it touches on all three of the other modules. So the form-based code will be woven in with the other three modules. But what we have for you this evening is Module 1, which consists, basically, of the districts, the uses, and the definitions, the fundamental zoning issue of what uses are allowed and where in the county. And we will be bringing you Module 2 before too long, and then Module 3, of course, will follow on after that.

Today we're starting with just Module 1. And this is what Module 1 contains: if you want to look in your binders, you'll see there are eight tabs, and behind five of them, there is nothing, because those five articles will be coming in the future modules. The three modules that are included in Module 1 that are in front of you this evening: Article 3 is the zoning districts, Article 4 is the permitted uses, and Article 8 is the definitions.

So just to give you a level of comfort what is not changing, most of the zoning districts will remain the same. They'll have the same names: R-1, O-1, B-1, you know, residential, office, business, industrial. And most -- and there will be some changes, and I'll go into that -- but most of those districts will remain in the same places. We are not doing a comprehensive rezoning of the county, so if something is R-2A today it's probably still going to be R-2A after this is adopted. There will be a few minor changes, but nothing major.

Many of the listed uses will remain the same. Some of the uses are old and out of date, and we'll be updating those, and some of them are just confusing or there are two listed uses that have names that are similar, and we're going to clarify some of that. But, for the most part, one-family dwellings will still be one-family dwellings. Townhouses will still be townhouses. Multi-family, you know, all these uses are going to remain the same. The biggest changes in the labels will be in the manufacturing and industrial uses.

So a lot of this will work the same but it won't look the same. And you've heard us talk about this several times, too: We're adding a lot more graphics to the code and reorganizing in a major way. Right now under each district you have the list of permitted uses, and then later on in the code you have a table that gives you all the dimensional standards. And in a way what we're doing is swapping that.

In this code, as you'll see when you get into it, for each district you have an image -- you have a purpose statement, and then some images kind of showing you what that district means, what you can expect that district to look like. And then the dimensional standards for each district. But what you don't have on each of these two-page spreads is the uses that are permitted. Those are all going to be in a table at the end, which is going to look something like that.

So the permitted uses will be separated from the districts, and will be presented to you in this table format. And the great thing about this is that you can read it in either of two ways, you can look at a specific use, for example cultural facility, the third one down there, and you can scan across and see exactly which districts that use is allowed in. That's the thing that's difficult to do with our code today.

Alternatively if you're wondering, "Well, I've got property that's zoned B-3, what uses are allowed?" Then you can find the B-3 column and you can scan down that column and see in that way which uses are allowed in the district. So it's just a different way of formatting.

We've actually tried to do this kind of thing for internal staff use, but with our current code it was very difficult because of the way the code is structured. So this way the code will be built on this table, and that's probably the single biggest change that you're going to see as you open up the ordinance and start reading through it.

You'll also see the far-right column of that table has section numbers under it, so for many permitted uses there are some specific standards for that use. And in the electronic version of the code you'll be able to click on that and you'll jump right to the standards for that use. Hit your back button and you're right back where you were. Which will save a lot of trouble and a lot of confusion. Because right now some of those standards are in each individual district, and some of them are later in the code, broken out by the use.

It gets very difficult to see where all of the standards that you need to look at might be. It's very easy to overlook it. And we're hoping that by organizing it this way, you'll go to

the district, you'll go to the use, you'll see whether or not it's permitted, you'll see whether there are specific standards. If there are, you click on the link and these standards pop right up.

So we're hoping that this -- once everybody gets familiar with it -- will be a whole lot easier to navigate. But the tricky thing is that it will take some time for everyone to get used to it

Another point that each person that's reviewed this draft has said, "Wait a minute, what's happening here? I don't understand this." We wanted to just tell you beforehand to prepare you so that you'll be ready for it when you see it. The definitions of the uses are categorized by classification. So, for example, industrial uses are all grouped together. Then within the industrial uses all of the manufacturing uses are in one group, all of the automobile-related uses are in another group. All of the warehousing uses are in another group. And then within the categories you have each specific use.

So back where I was a second ago, on the use table you kind of see that this is the commercial use, so; you know, all adult uses, they're all grouped together anyway; but animal care, you have each kind of animal care use; and then eating establishment. And obviously this runs on to the next page so that the group -- they're not strictly alphabetical, they're grouped more logically. And then when you get into the standards and the definitions, they're done the same way.

All the commercial-use standards are together. All the residential-use standards are together. All the industrial-use standards are together, rather than having them separated out alphabetically. So, there is an example. Industrial broken out into manufacturing: light, general and heavy. Broken out into warehousing: cold storage, mini warehouse freight terminals.

So -- if you're trying to find, "what are the standards for different warehouse groups" and "where is the line between a mini warehouse and just a regular warehouse," -- those uses are all grouped together. Today you would have to flip to different sections in the code and different areas to try to compare that. So once you get used to it that makes a lot of sense, but it does take some getting used to. So we just wanted you to be prepared for that. And the first time you look through it you're going to find that you want to have the table that shows all the uses and where they're allowed, and the standards that give you more of a description of the uses, and the definitions of the uses -- you want to be looking at all of those together. And then you'll get used to the format and how the pieces fit together.

But once we get used to this it makes the districts a lot more concise. Organizing the uses by table is much more clear. There's a lot less duplication. Right now you have the same text repeated in a lot of different places in the code, and -- in some cases there are very subtle changes that are very easy to overlook. And until you really get used to, you know, how all these pieces fit together, it can be very confusing and very misleading. And

we're hoping that this code will be easier for people to work with once you can get used to it. Everybody's eating and not asking questions, so I'm just going to keep forging ahead here till somebody interrupts us. Mr. Archer -You're doing a good job. Any of the verbiage change? Mrs. Thornton -Mr. Blankinship -Sorry? Mrs. Thornton -Any of the verbiage? So, like, when you went back in your --in, like all that. Are you changing any of that? Mr. Blankinship -Yes. A lot of the standards will be brought up to date.

Mr. Blankinship - Yeah. I'm trying to right now prepare you for what you're going to find when you first open the ordinance, start reading through it. Everyone has had some common confusions if they didn't know what to expect when they started. So that would be the first thing; you look in the districts and think, "Where are the uses?"

Okay. I didn't know if you were just telling us in general this

Mrs. Thornton - Right.

Mrs. Thornton -

is what's going on --

Mr. Blankinship - And so we just wanted you to be prepared for where you need to look.

I mentioned at the beginning that most of the districts are remaining the same, and there will be a very few changes to the districts. This is one. As you know, since 2002 there has not been any way to rezone to R-3A, R-4, and R-4A. And the way the market was in 2002, that seemed to be the right way to go. But, of course, the market has shifted a lot since then and the consultant has suggested, and we agree wholeheartedly, that it's time to bring those districts back. So the R-3A, R-4 and R-4A will be available to rezoning.

The R-5A district when it was originally designed, had the smaller lots, and one option was to build the houses on the zero-lot-line. And over time, again as the market changed, the code was amended to only allow detached dwellings on zero lots lines in R-5. And we have found over time that that creates a lot of problems and created others.

So, as you know, we did an amendment just last year to allow that by PUP: allow the detached dwellings on the R-5A lots, not necessarily on zero-lot-lines. And the PUP was a way of us making sure we were comfortable with that while the code updates was underway. But we knew we were going to be recommending -- or we thought we would

be recommending to allow the original intent of the R-5A district, which is to allow those detached dwellings either on the zero-lot-line or in the middle of a lot, whatever suits the product that the developer was trying to build.

We are also, and you heard this I think for the first time at the Board Retreat, we are also introducing in this draft a new district which we're calling R-4B, which would allow even smaller lots than the R-5A. So this would be a new district for us that would allow lots as small as 3000-square-feet which is something you would more commonly see in cities than in a suburban county. But as some of our -- and many of our older lots are 25-feet wide in areas like Bungalow City. They're all historically 25-foot-wide lots. And there are some areas that have developed with 35-foot-wide lots in the county. So it's not unheard of to us. And -- this obviously would not be appropriate just everywhere.

Then again, we're not planning at this point to put that on the map. It would take a rezoning to that district. So if somebody had a particular spot in mind where they thought that was appropriate, they had a particular plan, a particular proposal that they thought would work well in that particular location, they could bring that before you as a rezoning case. It's not going to fit everywhere. We do think there are some opportunities where that would help with, again, this refill concept. Redevelopment, infill development, trying to bring investment back to areas of the county that have not seen as much investment lately.

Mr. Emerson - I think of it as a rowhouse. Attached unit, rectangular lots.
Narrower, deeper frontage. A townhouse lot is, what, 19 or 20 feet wide?

256 Mr. Blankinship - Yes.

Mr. Emerson - So those are attached, so this is 11 feet wider than a townhouse lot, so it allows a Rowhouse style of development. And we've had a request from the building community for something like this. It would require a Plan of Development, correct?

263 Mr. Blankinship - Right.

Mr. Emerson - So you would know where the building envelope was for each house when you approved it. So you could make sure the separation distance is what they need to be, and it gives you a different style of development. I personally think it's a pretty good thing.

270 Mr. Mackey - Would that allow for a higher density?

272 Mr. Emerson - It would, yes, sir.

Mr. Blankinship - Yeah. We think about 10 units per acre could be possible. So it's, again, comparable to a townhouse development.

277 278	Mr. Emerson - developments now.	And you're getting this with so many urban mixed-use
279	Mrs. Thornton -	Pight like Groongate They're close
280 281	MIS. THORNION -	Right, like Greengate. They're close.
282	Mr. Emerson -	Right, they are.
283	Emoreum	rught, they are:
284	Mrs. Thornton -	They're big, but close.
285		
286	Mr. Baka -	And looking back.
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288	Mr. Baka -	Why did they eliminate the R-3A, R-4A years ago?
289	Mr. Emercen	Mell Lygan't hara. Mr. Arabar might be able to cynlain that
290 291	Mr. Emerson -	Well, I wasn't here. Mr. Archer might be able to explain that.
291	Mr. Archer -	Not very well, because I was opposed to it. They the
293		was that the density was getting out of hand because we had
294	-	aller houses. At that point the developer invented townhouses,
295		y really got out of hand, so it looks like it's gone full circle to me
296	in (indiscernible). I didn't	I thought we should have left them in there. I think I was
297	always personally uncomf	ortable with taking them out.
298		
299	Mr. Emerson -	You have quite a few nice R-4 and R-4A developments in the
300	county, and R-3A too. So	it's just another option.
301 302	Mr. Archer	Mm-hmm. One of the heaviest used back then I think was R-
303		I came on board. Because the defense differentiation was that
304	·	ut it allowed people to have smaller, not quite as expensive,
305	single-family homes.	
306		
307	Mr. Baka -	Thank you.
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309	Mr. Witte -	Well, when you first came here there wasn't any zoning, was
310	there?	
311 312	Mr. Archer -	There weren't even houses when I first came.
313	WII. AICHEI -	There weren't even houses when this came.
314	Mr. Blankinship -	Another thing that you'll notice when you start flipping through
315	·	und confusing at first, is that there are now two UMU districts.
316	And I do want to develop, or explain, a little bit more why that happened. What we heard from the development community when they were first given that opportunity to tell us,	
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318		ee differently in our codes?" A lot of them that had worked with
319	•	s them in a double bind in that up front it requires a lot of
320	investment in terms of the	Master Plan, the Pattern Book, all of the different studies that

they have to do.

And then once that's adopted there are still a lot of very specific regulations in the code that prevented them from really using the flexibility that they thought was built into their Master Plan. And so they were still, even though they'd gone through all that, they were still bumping up against the restrictions written into the code. And their suggestion was it should be one way or the other.

Either give us a district in the code that allows us to do urban mixed-use development according to those pre-written standards so that we don't have to go through all of the Pattern Book and Master Plan and all that investment, we can just take what you've given us and start straight to POD. Or let us go through the Master Plan process, the Pattern Book, all that, but then don't give us any code standards, just let that take the place of the standards. Once that's adopted that's what we'll work with.

And the tool for doing that is a Planned Development District. Chesterfield's been using these for years. They've been in use around the country and across Virginia for many years. Henrico has not adopted them previously, partly because we used the UMU to meet that need. But, as I said, the development community came to us and said, "This really needs to go one way or the other." So that's what we have now in your -- the first few pages of districts after you get through the residential districts you'll hit the UMU district, and it is something that a developer could take what's written in our code and basically go straight to POD. They could just go ahead and start designing within that.

And then, after that, you will find four new districts, planned development districts, one of them is the new UMU district. But there are now four different kinds of planned development districts, and in any of these they require a large piece of land and a big idea. But if a developer has, you know, some kind of a specific vision for a particular piece of property they can do that whole Pattern Book kind of exercise, the Master Planning exercise, and bring that before the county. And if the county approves it then those plans become the zoning ordinance for that property.

So the four that we drafted -- the suburban residential, mixed use, comes out of the Comprehensive Plan that you know is one of our land use categories in the Comp Plan now. And we don't have any specific zoning district now that matches up with that. And so this district would give you -- this is a little screenshot up at the top right here of a part of Wyndham where, you know, there's some R-3, there's some R-2, there's some R-4, I think there's some R-5 in here, and I think that in the middle is R-5, there's some R-TH.

And all of that was zoned before any of the road network was built. So they're able to go in and say, "This is generally how we want to see the districts align." But then when you go in and put the roads on the ground, obviously things are going to shift a little bit, they're going to move around. And the suburban mixed-use zoning would allow them to make those changes later and not have to go back through the zoning process if they decide that the R-3, R-4 line should shift 100 feet to the west. Because, you know, that way we can save a copse of trees, or something. They'd be able to do that without going back through the rezoning process.

If they, 10 years into the project, they realize that they're selling more of one style home and less of a different style they could make those changes on the fly without having to come back through rezoning. As long as it was within their overall approval to begin with. And it would also allow for some mixed use, some neighborhood-scale of commercial uses that would fit in well with the suburban kind of setting.

And then there's traditional neighborhood development, which I know you've all heard a lot about. There's a little diagram there of what it looks like. More of a walkable community with a town center built around some kind of a green space or a civic use, you know, an elementary school or a place of worship, something like that becomes the focal point. They typically have grid streets, alleys, typically go along with traditional neighborhood development. So, again, if the developer comes to us with a specific plan that meets those criteria, the plan will be approved and then would become the zoning district for that development.

Urban mixed use we've been talking about. And then the light industrial mixed-use district will be something new to us, but it would allow something like the Westwood Development that we've envisioned that we've talked to you about. Something like what we're seeing coming out of Scott's Addition in the city.

 The drawing I took actually is of part of Rocketts Landing, which of course is a UMU, but it's got kind of that more industrial feel: the old warehouse buildings converted to residential uses. So this might allow live/work units, where there's a shop of some kind on the ground floor and an apartment above it and you live above your own place of business.

Mr. Baka - So does this change the future Land Use Plan designations on the Comp Plan? Would it change since there's four types of a use?

Mr. Blankinship - We do anticipate --

Mr. Baka - Sorry, can of worms there.

Mr. Emerson - Because of the length of time between the adoption of the Comp Plan and our time being able to get started on this, we are doing some things in the code that we will come back and adjust the Land Use Plan sort of after the fact.

But we're expecting our proposals on the Comp Plan Update this Friday, supposed to be in by 3:00 p.m. so hopefully we'll have a consultant on board on that fairly quickly. So coming directly behind this will be the Comp Plan Update that will help right some of these things. And then at the end of that process if there's any adjustments we needed to make to the code again we'll come back and do that. But obviously we won't be doing this huge overhaul of the code we're doing now. So it's, again, you know, been 60 years since we touched this in totality, so it has a lot of work that's needed.

414 415	Mr. Witte - blanche to change things	Is there no concern as far as these developers having carte as they deem fit?
416 417 418	Mr. Emerson - on the Planning Commiss	Well, they have to come to you for a rezoning, so I'm counting ion and the Board to be the gatekeepers.
419 420 421	Unknown Speaker -	We got the old guy here.
422 423 424	Mrs. Thornton - residential. Okay. And the we're going to do all R-4.	But let's just say they come and we do it for a suburban mixed en we give them a mixed use and they're like, yeah, not really,
425 426 427	Mrs. Thornton -	They can?
428 429 430	Mr. Blankinship - case	You can turn them down. It depends. You can – well on that
431 432 433	Mrs. Thornton - approved then they can de	No but they get approved, because he just said once they're eem whatever they feel like is necessary once they start selling.
434 435 436 437		As you'll see when you read the text, yeah, there are some example, they would have to have at least three different types e ratios, so you have to have at least some percentage.
438 439	Mr. Emerson -	So they would be able to make some shifts, but not just
440 441	Mrs. Thornton - that around our	Okay. Because I was like, that would be a sneaky way to get
442 443 444	Mr. Blankinship - suit."	No. They're not going to put up a sign that says, "Will build to
445 446 447	Mr. Emerson -	It will still be heavily proffered.
448 449	Mr. Blankinship -	All that'll be spelled out for you.
450 451 452	Ms. Moore - urban mixed-use and kind	And, as Ben mentioned, it really was, like, we've been using I of tailoring it to do exactly these things.
453 454 455		ys really urban mixed-use. It's a hybrid, but that was the only d of just puts it in the right realm and we just still have overall Yeah.
456 457 458 459		Well I can see a possibility of people buying and on these having things change on them and coming to the supervisor's why they were taken advartage of. And, you know, they bought

this nice house and now they're putting zero-lot-line and small houses right next to them and there's no control to stop it.

Mr. Blankinship - Well, yeah, there will be some control. It's not going to be just draw the line and say, you know, now you have SMX Zoning, go build whatever houses you want. It will still be -- it's like a Concept Plan, you know, where you always have that language that says there will be some tweaking when we got to POD. It'll be more along those lines, that there will be some flexibility to say, like I said, "We want this line to be 100 feet farther west." Not, "We're just going to do all townhouses rather than single families." But, you know, if they decide that, you know, if the R-5A on the zero-lot-line suddenly come back into vogue and they want to do that where they had shown zero-lot-lines or R-5As off of zero-lot-lines, they'd be able to make that kind of adjustment. They will still have to go to the POD. They're still going to have to show us plans.

Mr. Emerson - You'll still have control and you'll know where those lines are drawn.

Mr. Baka - So for those four districts why would a minimum developable area be important? In other words, I have often seen the types of planned unit development communities having pretty small minimums in other areas or jurisdictions or even in other states. So is a 5, 10, or 15-acre minimum important to have? Or what's a disadvantage of having very small PUDs?

Mr. Blankinship - Those are certainly conversations we'll have as we go through this process. And there are different opinions about that, and different approaches. Now I think the answer is, if you're going to make a large project work, you have to have a sort of a critical mass. You have to have, for example, enough rooftops to support whatever commercial use you put in here. So if you try to design a mixed-use that has some commercial and some residential but you don't build the residential component, then there's nobody to shop in the stores. So, you know, you've got to have at least enough of a plan to make the economics work.

Mr. Baka - And, I mean, like the economics, commercial might be affected by pass-through traffic rather than just new trip generation from houses.

Mr. Blankinship - And we do have other tools like the new Provisional Use Permit for the mixed-use community in R-6. So if somebody has a small site and an idea for a small site there will be other alternatives to try their --

Mr. Emerson - There are other tools to fill those holes. And that has to be less than 10 acres to use that, so there are varying different tools available for each type of development.

Mr. Blankinship - So I did mention there would be few, but some, districts going away. Right now we have O/S and an O/S-2. Office Service and Office Service 2. There's only one parcel in the County that's zoned O/S-2, and it's right there: 7986 Villa

Park Drive. And really it's compatible with all of the O/S in Villa Park Drive, so we don't really see a need to have a separate zoning category that has only been used once. So it just is a way of simplifying the code we're going to consolidate those.

The planned industrial district was developed in the '70s before proffers, and it allowed us to do things that we now do through proffers. So ever since proffers were added to the code nobody's done a PMD this way. It has a minimum area of 20 acres, and there are only two sites in the county, and neither of them is 20 acres today because they were both larger sites that have been whittled away by other rezonings.

So it's a tool that has served its time, and we're going to be phasing it out with this code. So I said that there will be some things removed, those are the only two things that we are looking at removing at this time, in this draft.

So picking back up on the point of the Comp Plan following close upon our heels, we do want to get this process -- it's been a long time getting to this point, but now that we are at the point of starting to put things on the table in front of you, we are hoping that we can move expeditiously through this.

We do want you to have the opportunity to review every word. We want you to have the opportunity to ask us all of your questions and discuss all of your concerns and make sure that you're comfortable with everything here. But we want to do that as expeditiously as we can. So we are going to at least put in front of you a fairly aggressive schedule, and I hope that we'll be able to work within that and, to the degree that other priorities arrives, we'll have to make adjustments.

But this is what we're hoping: Module 1, as I said, is three articles, Article 3, 4 and 8. So we would like you to go ahead and familiarize yourself with all of that and then over the next month review Article 3, the district descriptions, carefully. Make notes and let us know in advance, if you can, all of the concerns or questions that you have on Article 3-the district definitions.

And, again, a major part of that is the use of graphics. All those graphics are a work in progress. Right now we have, at a staff level, we're going through each of them and carefully checking. You'll notice some things right away, like building height is measured to the ridge of the roof, whereas we measure it to the midline. So little things like that, that we'll be picking up.

Don't concern yourself whether you like or don't like a particular photograph. We would like to have your opinion but we are, at the same time, going through that process ourselves, and we're going to be adjusting the quality of the graphics. So that's all going hand in hand. But we would like you to review Article 3, and we would like to come back next month, March 12th, and have another work session to discuss all of your questions and comments on Article 3.

And Articles 1 and 7 are both fairly short, and this is, projecting that we will have Module 2 delivered fairly soon in the Public Review Draft. So while we, as a group, are working through Module 1, we will also be holding meetings with staff and with our development community and other stakeholders to get their comments on Module 2 which, again is the development review process. So the entire subdivision ordinance is in Module 2. And then the POD ordinance, what is now the POD ordinance. The process for rezonings and provisional use permits, the process for Board of Zoning Appeals cases - all those process-related items are all in Module 2. So that will be Article 2, which we would see in June, and then in July Articles 1 and 7 are the administrative sort of penalties and, you know, basically the state code enabling language and all that kind of thing. So that'll be coming up in July.

And then we'll see Module 3 as soon as we can, and our target is by the end of summer to be through all of it. So, again, that's anticipating that we need to move this along to the Board of Supervisors so that we can begin the Comp Plan.

Mr. Archer - Mr. Blankinship.

Mr. Blankinship - Yes, sir.

Mr. Archer - In looking at some things that we've done fairly recently, is this something that somebody in the General Assembly could come along and quash?

Mr. Blankinship - Well, they could certainly come along and give us different direction from what we have been working with, but that happens every year. So, you know, every year we have to just take that in stride and review the whatever new comes out. We're a Dillon Rule state and so we will have to accommodate whatever regulations they put on us.

But we did have a lot of those conversations. Still are having a lot of those conversations at the staff level with this year's legislation. You know, "How does that affect not only what we have in place, how is that going to affect things that are in the draft? Will we still be able to do what we want to do?" So that's just going to be an ongoing process, like it always is.

Mr. Emerson - But right now I don't think there are any pending bills, Mr. Archer, that would impact anything you're doing here.

590 Mr. Baka - What happened to the duplex bill that was introduced?

592 Mr. Blankinship - It's dead.

Mr. Witte - I think Mrs. Thornton has an issue with those dates you indicated.

597	Mrs. Thornton -	I just need to know what time. Only in April. I will not be here,	
598	remember.		
599		Distriction of the Control of the Co	
600	Mr. Emerson -	Right. That's okay. That's okay. We don't expect all of you	
601	to be able to attend every	time.	
602	M. Ti		
603	Mrs. Thornton -	Otherwise I'll be here.	
604	Ma Malana	Co but we're using to be doing those time of mostings around	
605	Mr. Nelson -	So but we're going to be doing these type of meetings every	
606	month?		
607	Mr. Emerson -	Voc. cir.	
608	Wir. Emerson -	Yes, sir.	
609	Mr. Witte -	Oh, that's Easter Week.	
610 611	Wil. Wille -	On, that's Easter Week.	
612	Mr. Nelson -	So can we get some sandwiches without mayo?	
613	1411. 14013011	oo dan we get some sandwiches without mayo:	
614	Mr. Emerson -	Yes, we can.	
615	Will Ellierden	100, 110 00.11	
616	Mr. Nelson -	It's my only request.	
617		, , ,	
618	Mr. Emerson -	Not a problem.	
619			
620	Mr. Witte -	(indiscernible) so you know where I stand. See these	
621	(Indiscernible)?		
622			
623	Mr. Blankinship -	Well one time I was at a board meeting when they had	
624	Ronnie's BBQ. That was	a delight.	
625			
626	Mr. Emerson -	Yeah, it's a little heavy when you have to just sit through an	
627	entire meeting and you ha	ave to stay awake.	
628	Mr. Dienkinskin	Vavillall has anaring by 9 alalak in that it?	
629	Mr. Blankinship -	You'll all be snoring by 8 o'clock, is that it?	
630 631	Mr. Emerson -	Especially if you have to get up and make a presentation it's	
632		That's mainly just to get out of the chair, you know.	
633	even more challenging. That's mainly just to get out of the chair, you know.		
634	Mrs. Thornton -	Okay, so in March we'll discuss	
635		, ,	
636	Mr. Emerson -	And tonight, yes, we'll schedule that one as far as the 12th.	
637	What time works for the C	Commission? I don't know how much time we'll	
638			
639	Mrs. Thornton -	How much time do you need?	
640			
641	Mr. Emerson -	Well, that's, I think that's kind of up to the group.	
642			

643	Mrs. Thornton -	This the only thing we're going to be doing?	
644 645	Mr. Emerson -	It's the only thing you're going to be doing, yes.	
646 647	Mr. Witte -	3:30?	
648 649	Mr. Emerson -	3:30? I can do whenever, I'm here.	
650 651	Mr. Mackey -	I don't care.	
652 653 654	Mr. Emerson - that's good?	I always say 5:30, that gives you an hour and a half. You think	
655 656	Mr. Baka -	Let's try that, see how it goes.	
657 658 659	Mr. Emerson - We'll formally schedule it publicly downstairs. But if 5:3 works, I don't have a time on there yet on the agenda right now for it.		
660 661 662 663 664	Ms. Moore - And this Commission, I mean, like Joe said, if you think about how the last time this was done, I mean, this has kind of really put you guys on the table.		
665	Mr. Emerson -	It's a big it's a big deal.	
667 668 669	Ms. Moore - come. So I know it's har forward to your comments	It's a huge deal that's going to mark the county for decades to d and seems daunting, but roll up your sleeves and we look	
670 671 672 673 674 675 676	Mr. Emerson - And one thing I wanted to get through this process, I hope we'll be able to impress upon everyone the need. You're supposed to redo your Comp Plan every five years, review it. But we really need to be doing the same thing with the zoning code and subdivision ordinance. You know, yes, we make changes when the general assembly tells us that we need to do different things or we run into a particular problem, but there's no reason why you can't update your codes.		
677 678 679 680 681 682 683 684 685	You know, do your Comp Plan, update your codes, and get in a regular rhythm of doing it. Because if you do that, then you don't get hit with a huge task of essentially having to blow the whole code up and reconstruct it, and I can tell you right now the day after we adopt this thing we will find problems with it. There's just no way until we start implementing and administering it that we're going to know for sure there isn't stuff in here we're going to trip over. There will be new uses. It's like buying a new iPhone and they come out with, you know, the next iOS and, you know, it won't take it because it doesn't have enough storage.		
687	Mr. Witte -	What you've got to do is take it to your granddaughter.	

Mr. Emerson - Is that -- is that how you do it? But that's, I mean, no process is perfect, but I do think you have to get into a regular rhythm or cadence of reviewing these documents. You can't -- you can't just ignore them for 60 years. And I don't necessarily think the county ignored it. They tried to do it in the '80s, and it became such a gargantuan task. And I think the development community wasn't involved.

You know, this time we have all our control groups. We have another group the Board appointed that's made up of some of the development-community folks along with the fact we're just distributing it out to everyone. And we've done that through the entire process. So we want to bring some of those stakeholders in and talk to all of you about the things they see as important. There's some things we're not going to agree with them on. You know, because that's the difference between us and them.

You know, there's some of the land-use attorneys would like well, that would put them out of business. Some of the developers would like us to be like Texas with no zoning. The land-use attorneys want to keep just enough to keep them in business. So we're always going to have that, bit of back and forth to deal with. But I think we're getting some good spots. And, overall, the review group we've been working with our groups, I think we've gotten good input from them. And I think we've managed to rationalize back and forth some of our differences, haven't we Ben?

Mr. Blankinship - Very much so. Very much so. I mean, the outcome's going to be a little like the short-term rental thing where you have just irreconcilable differences between the two groups and you're just going to have to find the best middle path that you can to make everybody equally angry.

Mr. Archer - That's called a good compromise.

Mr. Emerson - That's exactly right. Well, with that said, Mr. Chairman, I did say we need to have a hard stop because we've got to get downstairs.

Mr. Archer - Okay. Let's recess and we'll reconvene when we're downstairs.

Mr. Blankinship - Thank you all very much.

Mr. C. W. Archer, Chairman

Mr R. Joseph Emerson, Jr., Secretary

2	DINNER AND A WO	ORK SESSION.	
3 4 5 6 7 8 9 10 11	PUBLIC HEARING THE ON CAPITAL IMPROVEMENT PROGRAM:		
	Minutes of the Capital Improvement Program presentation held in the County Administration Building in the Government Center at Parham and Hungary Spring Roads, beginning at 6:00 p.m., Thursday, February 13, 2020. Display Notices having been published in the Richmond Times-Dispatch on January 27, 2020 and February 3, 2020.		
	Members Present:	 Mr. C. W. Archer, C.P.C., Chairman (Fairfield) Mr. William M. Mackey, Jr., Vice Chairman (Varina) Mr. Gregory R. Baka (Tuckahoe) Mr. Robert H. Witte, Jr. (Brookland) Mrs. Melissa Thornton (Three Chopt) Mr. R. Joseph Emerson, Jr., AICP, Director of Planning Secretary Mr. Tyrone E. Nelson (Varina) Board of Supervisors' Representative 	
	Also Present:	Mr. John A. Vithoulkas, County Manager Mr. Justin Crawford, Budget Director Other Department Heads and Key Officials Ms. Jean Moore, Assistant Director of Planning Mr. James P. Strauss, PLA, Senior Principal Planner Mr. Ben Sehl, County Planner Ms. Sylvia Ray, Recording Secretary	
12 13	Mr. Archer -	The meeting will come to order. Good evening everyone.	
14 15 16 17 18 19 20 21	Mr. Witte -	Good evening Mr. Chairman.	
	Mr. Archer - Good evening. We are here tonight earlier because it is time for our annual budget presentation on the Capital Improvements by the County Manager. And with that I will introduce the County Manager and he will introduce anybody else he needs to introduce as we go along. Good evening, Sir.		
22 23 24 25	Nelson, good even event, if you will,	Mr. Archer, Members of the Planning Commission, Mr. ing and thank you for having staff and I. This is an annual to highlight–Mr. Archer I hope you are feeling better. I re feeling a little under the weather.	
262728	Mr. Archer - to rush but I'm just s	Well, I'm feeling a lot under the weather-I'm not asking you saying	

Mr. Vithoulkas - You don't have to apologize. There's a lot of going on-or going around.

And, as I begin, I simply want to say thank you to the Agency Heads, all of the County employees, the School employees and officials that have worked on this five-year Capital Improvement Program. Tonight, I'm going to mention the five-year Capital Improvement Program, but my focus is going to be on the one year; the 1st year Capital Budget. And you will see that in the booklet that you have starting on page 4. You'll see a column that says "Recommended." In there, you'll see that 1-year column that says "Recommended" where the projects that are recommended for funding are.

This 5-year Capital Improvement Program—or CIP for short, includes things like routine maintenance for both education and general government facilities. It includes projects that are vital to the County's economic growth and development. You know we don't think about all of the water and sewer infrastructure that we spend millions on to bury in the ground. And, as you can see on this slide, this is what the 5-year Capital Improvement-CIP funding requests look like by Department. And you can see that on your screen as well. But you'll see a total of \$1.668 billion. Obviously, that is not possible to be funded in a 5-year horizon. Basically, this request notes the requests, if you will, for funding that have come forward for the Departments.

Of that, members of the Planning Commission, you'll see on this slide, this is what is recommended for funding. So, within the education realm, you'll see a total – and I'm going to go through each and every one of these. But you can see the total this year, including water and sewer, is \$131.688 million. That is a significant sum of money. The trend recently in the capital proposals has been that the County is making significant investments or requests for infrastructure funding. And you will see in each and every category there is a method to the madness, if you will, and a need that comes about. And when we talk about capital spending, you really can't talk about it without talking about schools. And they are our top allocation, our top priority when it comes to the Capital Budget. We have 72 facilities I believe it is now. But the recommendation for Education, in the first year, includes obviously the Meals Tax funds, we have furniture and fixtures funding that is being put forward for Highland Springs and Tucker High Schools. But there is something new that is included in this proposed Capital Budget and that is the VPSA bonds for two projects. Right now, our school system is going through a redistricting effort and there seems to be an epicenter, if you will, where you look and you'll see student population counts are clearly beyond the norm. And that is in the area that abuts Fairfield and Brookland. So, if you look at that area, the River Mill/Greenwood Road area, there is a recommendation for \$34 million for a new Fairfield elementary school, this is outside of any bond project. These are VPSA bonds that the County would issue through the State. And there is also a recommendation for an addition to what is labeled as Northwest Middle School, that is Hungary Creek Middle School.

So, with these two projects, and in consultation with the Superintendent, I believe that the focus for the redistricting effort will be made—there will be much clarity that could be obtained by the funding of these two projects, where student capacity is obviously an issue and will be going forward.

So that is a change, if you will. Going through the rest of the education budget you'll see a recommendation for roof replacements, mechanical improvements. We've been doing this for many, many years. You'll see the furniture, fixtures and equipment for both Tucker and Highland Springs, that are budgeted at \$6.250 million. You will see a project for school security improvements. This is something that the Superintendent and I have discussed many times and this would be funded through the residual meals tax, over and above everything that's been allocated to both high schools, as the meals tax continues to come in at rates, I don't want to say unbelievable. But since we started the budget at \$18 million, and it's currently coming in at \$30. And that was just a number of years

Let me move on to Fire. So, within the Division of Fire, we have one project recommended and that is Firehouse #20. This is a project that was in the Bond Referendum. The recommendation here is that as we have gone into the design of Firehouse #20, the recommendation is that we add a bay, if you will. Mr. Witte, so this is—. Alec, can I say it? How many bays does this thing have?

Mr. Oughton - Four bays?

 ago.

Mr. Vithoulkas - So, Mr. Witte, I know, as a former firefighter, it is unbelievable but there is equipment that we need to shelter, operational needs. And where the station is to be located is on this campus, if you will, next to the funeral home. The land has been acquired, and in addition to that, because of its location it will take care of needs that arise from stormwater for a footprint that goes much beyond the station itself. So, it's really taking care of some future governmental needs. You'll see an allocation there for the Staples Mill Firehouse.

Staying within public safety, you will see that within Police, we have a recommendation for a new south station on Airport Drive. The land—the Board of Supervisors have made the appropriation, recently—the land has been acquired. It is on the other side of the street from Fire Station #3 and closer to 295. It's a beautiful piece of property—eleven acres and this would allocate \$7.8 million for that project. This is going to be a very, very quick project delivery schedule that we have for this project. In that we are asking—we are going to be putting out a bid for design services and then ask the architect to come back with a design within a certain period of months. That is an unusual approach, if you will, for us, but we are in rental space and the lease is going to run out and we don't want to pay anymore, if you will, in rental costs.

Our mainstay, if you will, when you talk about governmental facilities, is the Department of General Services and you will see a 1st year recommendation for \$5.7 million. Here, members of the Planning Commission, there is also something new. We have talked about space on campus for many, many years. We are actually at a point where the Courts are full-and the courts now, you will start seeing a migration into the building across the way where HR – our Human Agency. They'll be moving out to accommodate Resources Commonwealth's Attorneys that are being brought on and new clerks that are being brought on for the General District Court. And we are going to begin-the recommendation is to begin what is called an in-fill bill. So, this Capital Budget will include the first two-year funding, we hope, to get this building done. We have had to move some folks around. But believe it or not this campus was designed with this in-fill building in mind.

The rest of the allocation for General Services you will see mainstay projects such as roof replacements, mechanical improvements, things like parking lot expansions, pavement rehabilitation, small projects, energy management. All of the things we need to do in order to maintain our infrastructure.

Then I'd like to shoot, if you will, to Information Technology which is becoming just like General Services. When it comes to IT projects it's just not possible to defer or delay. The software that is necessary, all of the technology, we need to stay on top of it. So, the Capital Budget recommends \$2.6 million—\$2.4 million in IT projects, and then \$150,000 in what we refer to as the GIS project which is an annual total agreement to \$2.6 million. I do want note, for the Planning Commission, I am assuming, you are becoming more and familiar with this Tidemark System that is going to replace a lot of what you see and do. Joe, the system that we have is how many years old?

Mr. Emerson - Probably close to 20.

Mr. Vithoulkas - So the system that is being implemented will allow for online submission of plans. Make the back and forth with the development community become more and more seamless. And this will allow a final allocation, as well as other Information Technology projects.

Now, within the world of Public Works, this is roadway projects, you're seeing stormwater projects in here. This is \$12.3 million of recommended funding would provide for funding for the Richmond-Henrico Turnpike project, funding to continue the I-64 North Gayton Road Interchange, and it really is that project—what we're doing is we're trying to move as quickly as we can within the barriers that are being put up by VDOT and the Federal Highway Administration. This is a very technical—it's going to be a very difficult project, in that bolting on an interchange after a bridge is built is infinitely for difficult, then had we undertaken that exercise initially.

Some of the other projects that you will see here within the Roads effort— a million dollars for general road construction, \$2.5 million for pedestrian improvements, those are sidewalks—that money that we use to draw down other funding sources. You will see a County-wide engineering feasibility effort that allows Mr. Yob and that group to continue many of their efforts. You'll see \$2.8 for stormwater efforts. You will see in the Capital Budget, or in the actual Budget detail, Mr. Nelson, that the Board gets in March, \$2.8 million is being allocated in several different ways this year, in that we have built up a balance of over \$10 million to work on continued stormwater efforts.

We move over to Recreation and Parks. Again, when I talk about capital spending, recently, a lot of the new capital spending has been within the realm of Recreation and Parks. You'll see \$9.8 million for Taylor Park, Deep Run Park, as well as the continuation of the facility rehabilitation program. These are dollars that are allocated annually. If you wonder why sometimes when you go into our parks, why they look—why Mr. Luther has kept them in such good shape, it is because of annual funding that has been provided for basically, small infrastructure repair.

I mentioned economic development. So, the Utility recommended Capital Budget this year comes in at \$27.5 million. That is split between sewer projects of \$19.7 million, and water projects of \$7.3 million, significant infrastructure that is being undertaken. You'll see new sewer connections, sewer pump station improvements, sewer relocations. You'll see the Strawberry Hill Basin Sewer Rehabilitation Project continuing, Almond Creek Pump Station, Rudy Branch. And then on water side you'll see a number of water connections.

(Coughing) I hope, I didn't get what you have Mr. Archer.

Mr. Archer - I did have it first.

Mr. Vithoulkas - So, I want to, at this point, just close. Again, you can see the Capital Budget on the pages that I referenced. And should you have any questions Mr. Chairman, Members of the Planning Commission, I and staff are ready to discuss any of these projects with you.

Mr. Archer - Thank you, Mr. Manager. Does anybody have any questions for the staff that Mr. Manager has brought that are sitting behind him just waiting to answer questions?

Mr. Witte - I think everything has been pretty well explained. But if anyone happens to know the next set of winning numbers for the Powerball, please see me after this.

Mr. Baka - Mr. Archer I have a question.

212 213	Mr. Archer -	Please go ahead.
214	Mr. Baka -	Mr. Manager, part of this has covered drainage. So,
215		they typically determine the Department priorities?
216	•	e were 1 – 5 and there are some priorities that repeat.
217		the CIP? And then, secondly, let me start with that one.
218	How does that work with t	ino on . This thon, occording, let the otal t with that one.
219	Mr. Vithoulkas -	Let's start with that one because Mr. Yob has spent
220		is and as you answer the question, maybe reference
221	•	nat are being undertaken as well.
222		
223	Mr. Yob -	Yes sir, Mr. Baka, a lot of those projects have been
224		while. We're trying to prioritize them based on the ones
225	· ·	e to do at this time. It is always a challenge to cobble
226		have used a variety of means to get some of that done
227		bers have largely contributed to that. But we've also
228		s as well. We are also considering, where we have
229		ren't fixable, we just bought a home recently-that's the
230	0 .	. Well, we've done it before but because we can't really
231	fix the problem, we've tak	ken the homeowner out of the situation. We're looking
232	at a variety of needs and	we try to do it as economically as possible with the very
233	small amount of funding w	ve have today for that purpose.
234		
235	Mr. Baka -	And that acquisition of real property of a frequently
236	•	thing you spoke about at the Retreat at the Glen Allen
237	•	cond question I had regarding drainage then was-do we
238	, ,	hood community meeting prior to going in and having
239		finalized with the community, as part of the process? I
240	wasn't aware-	
241	AA- V-L	Ob shootstale We have to be foot over in your
242	Mr. Yob -	Oh, absolutely. We have to. In fact, over in your
243		s helping us out with the one over in Glenbrook Circle.
244		meetings with the neighbors over there and that project
245	is moving along towards b	blading right now.
246	Mr. Ba ka -	Thank you very much.
247248	IVIII. Daka -	mank you very much.
249	Mr. Archer -	Mr. Yob, before you go back, let me ask you a couple
250		ember several years ago, many years ago there was a
251	•	loomingdale area, and it seems to me as if the County
252	• .	Am I remembering that correctly?
253	beagin covera neacce.	an From Sing that someony.
254	Mr. Yob -	Yes, sir, you are, that was down near I-95, Lakeside
255	Avenue.	
256		
257	Mr Archer -	Thank you Anybody else with questions for Mr. Yoh?

258		
259	Mr. Yob -	Thank you.
260		
261	Mr. Archer -	Thank you, sir.
262263264265	Mr. Witte - misunderstood it but I the Station #6, the land had be	I have a question about Fire. I may have bught the Manager said that the replacement for Fire een purchased.
266		
267 268	Mr. Vithoulkas - to-we've zeroed in on a pa	It has not been purchased yet. We are getting closer arcel.
269		
270271	Mr. Witte - recommended zero and re	Good. I was just confused because it says equested money. I just misunderstood it.
272		
273274275276		No. We have a Capital Reserve, over and above what in this Capital Budget. Should we be successful in , we would bring that acquisition to the [indiscernible]
276277	Mr. Witte -	I like my fire stations, they're my favorite.
278		
279	Mr. Vithoulkas -	Yes.
280 281 282 283	Mr. Archer - have done a magnificent jo	Anyone else with a question? Well, it seems that you ob, as you usually do.
284 285	Mr. Vithoulkas - lot of work goes into this b	As you can see, the "Dream Team" behind me-so a efore-
286 287 288	Mr. Archer - call you.	Well, we thank you, sir. If we have questions, we'll
289 290 291 292	Mr. Vithoulkas - Commission.	Thank you Mr. Chairman, Members of the Planning
293294295	Mr. Emerson - to open and, ask for comn a motion.	Mr. Chairman this is a public hearing, so you do need nent, and then close the public hearing, prior to making
296297298299	Mr. Archer - public who would like to as one. Alright, at this point w	Are there people in the audience from the general sk a question? Or make a statement? Seems to be no we can adjourn.
300 301 302	Mr. Emerson -	You need a motion.

303 304	Mr. Baka -	I'd be willing to do that. On behalf of the Commission, thank each and every one of the staff who put a great
305		ence and research, planning and design just to get the
306		onight. So, thank you all for what you and your staffs
307	do.	ornight. Oo, thank you all for what you and your stans
308	do.	
309	Mr. Chairman, I would mo	ove that we recommend approval of Resolution PCR-2-
310	· · · · · · · · · · · · · · · · · · ·	Program, FY20-21 through FY24-25.
311	20, Capital Improvements	1 Togram, 1 120 21 tillought 124 20.
312	Mrs. Thornton -	Second.
313		
314	Mr. Archer -	Motion made by Mr. Baka, seconded by Mrs.
315	Thornton. All in favor of	the motion, say aye. Anyone opposed, say no. The
316	ayes have it.	
317		
318	Mr. Emerson -	Mr. Chairman, it would now be appropriate to recess
319	your meeting until 7:00 p.r	n.
320		
321	Mr. Archer -	We are adjourned until 7:00 p.m.
322		
323		
324		A A A
325		lw Culu
326 327		20 mly
328		Mr. C. W. Archer, C.P.C., Chairman
329		Wil. G. VV. Alcher, G.I. G., Ghairman
330		
331		
332		VISA
333		M/2
334		Mr. B. Joseph Emerson, Jr., Secretary