

**REZONING CASE NOS. Z-2-04 & Z-9-04. Oaktree Office Park and Airtight Self Storage Expansion and Proffer Amendment
Staff Report for the October 12, 2004, Board of Supervisors Public Hearing**

This staff report is prepared by the James City County Planning Division to provide information to the Planning Commission and Board of Supervisors to assist them in making a recommendation on this application. It may be useful to members of the general public interested in this application.

PUBLIC HEARINGS

Planning Commission:

Building F Board Room; County Government Complex

July 12, 2004, 7:00 p.m. (Deferred)

August 16, 2004, 7:00 p.m. (Deferred)

September 13, 2004, 7:00 p.m.

Board of Supervisors:

October 12, 2004, 7:00 p.m.

SUMMARY FACTS

Applicant:

Ms. Jeanette Brady

Land Owner:

Jeanette Brady Descendants Trust

Proposal:

Construction of approximately 6,400 square feet of office space and approximately 60,000 square feet of warehouse mini-storage adjacent to the existing Oaktree development; amendment of the adopted Proffers to allow a portion of the proposed warehouse mini-storage building footprint to be constructed on the existing Oaktree site

Location:

3292 and 3356 Ironbound Road; Berkeley District

Tax Map and Parcel Nos.:

(47-1)(1-24) and (47-1)(1-26)

Parcel Size:

±1.4 acres and ±5.7 acres

Proposed Zoning:

B-1, General Business, with Proffers

Existing Zoning:

R-8, Rural Residential, and B-1, General Business, with Proffers

Comprehensive Plan:

Mixed Use

Primary Service Area:

Inside

STAFF RECOMMENDATION

Staff finds the proposed expansion consistent with surrounding zoning and development and consistent with the Comprehensive Plan. Staff also finds the proposed expansion consistent with the adopted Primary Principles for Five Forks. Staff recommends that the Board of Supervisors approve the proposed rezonings and accept the voluntary proffers for the expansion and amended and restated proffers for the existing Oaktree development.

Staff Contact:

Christopher Johnson

Phone: 253-6685

PLANNING COMMISSION RECOMMENDATION

On September 13, 2004, the Planning Commission recommended approval of the rezoning applications by a vote of 7 to 0.

Proffers:

Are signed and submitted in accordance with the James City County Proffer Policy.

PROJECT DESCRIPTION

Ms. Jeanette Brady has applied to rezone approximately 1.4 acres from R-8, Rural Residential, to B-1, General Business, with proffers, and rezone approximately 5.7 acres from B-1, General Business, with proffers, to B-1, General Business, with amended and restated proffers. The applicant proposes to develop approximately 6,400 square feet of office space and approximately 60,000 square feet of warehouse mini-storage adjacent to the existing Oaktree development just north of the Five Forks intersection. The properties are located at 3292 and 3356 Ironbound Road and are further identified as Parcel Nos. (1-24) and (1-26) on James City County Real Estate Tax Map No. (47-1).

The proposed offices would be in a two-story building located at the front of the parcel parallel to Ironbound Road. The mini-storage units would be located behind the office building at the rear of the parcel and housed in a four-story building, with the first floor located below ground. Both the office and mini-storage buildings would be constructed with architectural materials similar to the existing Oaktree development.

The existing Oaktree development was rezoned in 1997. The adopted proffers limit the building footprint for any mini-storage buildings on the site to 40,000 square feet. The existing Oaktree development includes approximately 39,000 square feet of mini-storage warehouse building footprint. The conceptual master plan submitted by the applicant for the proposed expansion (Case No. Z-2-04) shows a portion of the mini-storage warehouse to be constructed on the site of the existing Oaktree development. The applicant has submitted a rezoning application (Case No. Z-9-04) to amend the existing proffers and raise the development limitation from 40,000 to 55,000 square feet to accommodate the proposed mini-storage warehouse.

PUBLIC IMPACTS

Environmental Impacts

- **Watershed:** Mill Creek
- **Environmental Staff Comments:** The conceptual plan submitted with this application proposes a dry swale Best Management Practice (BMP) in the southeast corner of the parcel which appears to be an acceptable BMP for the site. Minimal improvements to the existing and downstream storm drainage systems may be necessary pending further review of the capacity of the BMP's outfall at the east end of the site and the accepting storm drainage system. Staff encourages the use of low-impact development principles and techniques for use in site design to reduce and control impacts associated with increased stormwater runoff.

Public Impact

- **Utilities:** The site is served by public water and sewer.
- **JCSA Comments:** No comments
- **Staff Comments:** The applicant has submitted a proffer which states that the site will be developed in accordance with water conservation standards which will be approved by the JCSA prior to site plan approval.

Traffic Impact

- **2003 Traffic Counts:** 11,183 vehicle trips per day on Ironbound Road from John Tyler Highway (Route 5) to News Road (Route 613) (12,959 VTD prior to completion of Monticello Avenue)
- **2026 Volume Projected:** 13,000 - "Watch" Category in the 2003 Comprehensive Plan
- **Road Capacity:** A two lane collector road with turn lanes has a capacity of 14,000 vehicle trips per day
- **VDOT Comments:** VDOT reviewed the traffic impact study submitted with the application and concurred with the analysis.
- **Staff Comments:** The County's consultant for the Five Forks Area Study, Kimley-Horn and Associates, Inc., completed a traffic study which defined new trip generation thresholds and necessary traffic improvements to maintain an acceptable level-of-service (LOS) "C" for Ironbound Road. The

County asked Kimley-Horn to review the traffic impact study submitted by the applicant for this project to determine if the proposed expansion would have any impacts on the Five Forks Area Study findings and recommendations.

Kimley-Horn concurred with the findings that queuing southbound left-turning traffic using the existing left-turn lane will not interfere with through traffic continuing southbound along Ironbound Road toward the Ironbound Road and John Tyler Highway intersection. The proposed expansion will only require a right-turn taper for northbound Ironbound Road traffic accessing the site from the south at Powhatan Springs Road. Right turn volumes are low and only warrant a right-turn taper and not a right turn lane with storage.

Trip generation associated with the proposed expansion introduces approximately 28 new AM peak hour vehicle trips and approximately 96 new PM peak hour trips. Trip generation thresholds presented in the Five Forks Area Study indicate the maximum number of vehicle trips that should be allowed within the Five Forks Area during either the AM or PM peak hours with or without geometric improvements. Trip generation thresholds assume that VDOT and the County will accept some lane groups operating at a LOS "D" during peak hours while the overall signalized intersection LOS continues to achieve LOS "C." The introduction of 28 new trips during the AM peak results in the use of approximately 8% of the new trip threshold without geometric improvements and approximately 5.6% with geometric improvements. Under the PM peak scenario, approximately 96 new trips result in the use of 19% of the new trip threshold without geometric improvements and 14.7% with geometric improvements. In both cases, the new trips result in no change to the previously determined LOS and delay for the southbound and northbound lane groups as well as the Ironbound Road and John Tyler Highway intersection as a whole.

COMPREHENSIVE PLAN

- Community Character Corridor The site is located on Ironbound Road just north of Five Forks. Ironbound Road is listed as a suburban Community Character Corridor (CCC) in the Comprehensive Plan.

The predominant visual character of the suburban CCC should be a balance of the built environment and natural landscaping, with parking and other auto-related areas clearly a secondary component of the streetscape.

Staff Comments: The applicant has submitted proffers which give the Planning Director authority over the building materials and architectural design, and landscaping within the 50-foot CCC landscape buffer along Ironbound Road. The CCC designation and proffers will enable staff to recommend desirable design elements to help compliment and enhance the visual quality of the corridor and compatibility with the existing Oaktree development.

The conceptual plan submitted with the application proposes a single mini-storage warehouse building at the back of the site that would be four-stories tall (40 feet). While staff generally does not believe that a building of this height is consistent with the surrounding development in the Five Forks area, the proposed warehouse will take advantage of topography on the site, which slopes away from the front of the site along Ironbound Road, and construct the building with a first-floor basement and a flat roof. Staff is confident that the warehouse building will be effectively

screened by the office buildings along Ironbound Road and the existing natural open space easement on the Colonial Veterinary Clinic to the south of the site. In addition, the approval authority granted by the proffers to the Planning Director for building materials, architectural design, and landscaping will allow staff to work with the applicant to minimize the appearance of the warehouse building from adjacent properties in the surrounding area.

— Land Use Map Designation

The property is designated Mixed Use. The developed area in the immediate vicinity of the intersection of John Tyler Highway (Route 5) and Ironbound Road primarily serves nearby residential development. Limited commercial development of this nature may continue so long as the resulting land use mix of the area is limited primarily to community-scale and neighborhood commercial and office uses. Moderate-density residential development is encouraged as a secondary use.

The property on the east side of Ironbound Road, northeast of Powhatan Springs Road, south of the Colonial pipeline easement, and northwest of the Ingram Road Office Park is envisioned for mixed uses limited to community-scale office development and moderate-density residential development. New development should tie into the larger Five Forks area with complimentary building types and connections to surrounding commercial and residential development.

Staff Comments:

The proposed office development is consistent with the Mixed Use designation for the Five Forks area and this site specifically.

Primary Principles for Five Forks

The Primary Principles for Five Forks were adopted by the Board of Supervisors at the September 28, 2004, meeting. As a result, the applicant has submitted a revision to the voluntary proffers for the proposed expansion (Case No. Z-2-04) by adding an Intersection Improvements proffer that contributes a cash contribution of \$15,700 to the County to mitigate traffic impacts resulting, in part, from the development and operation of the proposed expansion. The cash contribution was determined using the formula developed by the County's consultant for the Five Forks Area Study. The binding conceptual plan for the expansion and the proffers submitted by the applicant address several of the proposed primary principles for Five Forks including protection of the CCC buffer, location of parking, sidewalks, and compatible architectural features.

RECOMMENDATION

Staff finds the proposed expansion consistent with surrounding zoning and development and consistent with the Comprehensive Plan. Staff also finds the proposed expansion consistent with the adopted Primary Principles for Five Forks. On September 13, 2004, the Planning Commission recommended approval of the rezoning applications by a vote of 7 to 0. Staff recommends that the Board of Supervisors approve the proposed rezonings and accept the voluntary proffers for the expansion and amended and restated proffers for the existing Oaktree development

Christopher Johnson

CONCUR:

O. Marvin Sowers, Jr.

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ATTACHMENTS:

1. Minutes of the July 12, 2004, Planning Commission meeting
2. Minutes of the September 13, 2004, Planning Commission meeting
3. Location Map
4. Conceptual Site Layout
5. Adopted Primary Principles for Five Forks
6. Proffers for the proposed expansion (Z-2-04)
7. Portion of the adopted Proffers establishing development limitations for mini-storage warehouse
8. Amended Proffers for the existing Oaktree development (Z-9-04)
9. Kimley-Horn and Associates Traffic Analysis Letter
10. Resolution