

**REZONING Z-3-06, SUP-21-06, MP-4-06. Pleasant Hill Station  
Staff Report for the September 12, 2006, Board of Supervisors Public Hearing**

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*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.*

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**PUBLIC HEARINGS**

Planning Commission:

**Building F Board Room; County Government Complex**

July 10, 2006, (applicant deferral), 7:00 p.m.

August 7, 2006, 7:00 p.m.

Board of Supervisors:

September 12, 2006, 7:00 p.m.

**SUMMARY FACTS**

Applicant:

James Peters, AES Consulting Engineers

Land Owner:

Hill Pleasant Farm, Inc.

Proposal:

Proposed car wash with two other supplementary uses

Location:

7152 Richmond Road

Tax Map/Parcel No.:

(24-1) (1-5)

Parcel Size:

4.7 acres

Existing Zoning:

A-1, General Agricultural

Proposed Zoning:

B-1, General Business

Comprehensive Plan:

Mixed Use

Primary Service Area:

Inside

**STAFF RECOMMENDATION**

Staff finds the proposal generally consistent with the 2003 Comprehensive Plan as outlined in the staff report. Staff believes the attached proffers will adequately mitigate impacts from this development. Staff recommends that the Board of Supervisors approve the Rezoning, Master Plan, and Special Use Permit applications with the acceptance of the proffers.

Staff Contact:

Jason Purse

Phone: 253-6685

**PLANNING COMMISSION RECOMMENDATION**

The Planning Commission voted 6-0 (with one abstention) to recommend approval of the Rezoning, Master Plan, and Special Use Permit with the acceptance of the proffers.

**Proposed Changes Made Since Planning Commission Meeting**

Removed specially permitted uses from excluded uses on Proffer No. 9. Added the following uses to that list: funeral homes, houses of worship, dance halls, assembly halls, and bowling alleys.

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

## **PROJECT DESCRIPTION**

Mr. James Peters has applied to rezone a 4.7-acre portion of the 403-acre Hill Pleasant Farm parcel located at 7152 Richmond Road from A-1, General Agricultural, to B-1, General Business, with proffers, with a Special Use Permit (SUP), for the development of a car wash, as well as two other commercial uses. The property is also known as Parcel No. (1-5) on the James City County Tax Map No. (24-1).

The SUP is needed as a part of this application to allow for a car wash on property zoned B-1, as well as a traffic generation rate which is over 100 peak hour trips.

### **Proffers**

- Master Plan for the property, including a car wash, as well as additional supplemental uses
- Water Conservation standards to be approved by the James City Service Authority (JCSA)
- Architectural Review, including submitted elevations for the car wash, as well as submitting elevations for the additional uses prior to County approval
- Owner's Association for the property
- Right-turn lane for the main entrance on the property
- A traffic signal warrant analysis to be completed six months after the first Certificate of Occupancy (C.O.) is granted on the site, as well as the owner installing any required improvements.
- Lighting to be reviewed and approved by the Director of Planning
- A 50-foot Community Character Corridor buffer along the front of the property, including a berm and enhanced landscaped section in front of the buildings on the site
- Master Stormwater Management Plan to be reviewed and approved by the Environmental Division

**Staff Comment:** The proffers are discussed in the relevant sections of this report.

## **PUBLIC IMPACTS**

### **Environmental**

**Watershed:** Yarmouth Creek

#### **Proffers:**

- Master Stormwater Management Plan to be reviewed and approved by the Environmental Division.
- Special stormwater criteria including use of flatter site grades, bioretention, flat bottom, wide swales, underground pipe storm, drywell, or rain barrels for major downspouts, in accordance with the Yarmouth Creek Watershed Management Plan

**Staff Comments:** The Environmental Division has reviewed the proposal and concurs with the Master Plan and proffers as proposed. The conceptual stormwater management plan has been approved by the Environmental Division, and similar to other applications final site design, including stormwater management and Best Management Practice (BMP) design, will be determined at the site plan stage.

### **Public Utilities-**

This site is inside the Primary Service Area (PSA) and will be served by public water and sewer.

#### **Proffers:**

- Water Conservation standards to be reviewed and approved by the JCSA. The standards shall address such water conservation measures as limitations on the installation and use of irrigation systems and irrigation wells, equipping the automatic car wash with an approved water recycling system, the use of approved landscaping materials and the use of water conserving fixtures and appliances to promote water conservation and minimize the use of public water resources.

**Staff Comments:** JCSA staff has reviewed the proposal and concurs with the Master Plan and proffers as

proposed. Similar to other SUP cases at the site plan processing level, the applicant will work with JCSA staff to finalize the water conservation standards to include what is listed in the proffers, including a water recycling system for the car wash to limit the amount of public water needed by this project.

### **Transportation**

The applicant's traffic study determined there would be 9 AM peak hour and 51 PM peak hour trips generated by an automated car wash, which is the only assured use for this site; altogether there would be 612 total weekday daily trips in and out of the car wash. Of the two proposed types, Self-Service or Automated car wash, the automated wash has a higher traffic generation rate. Since this project will have both self-service and automated features, the higher traffic generation rate was used.

The study also selected other various possible uses and determined that their traffic impact during peak hours would be: 102 AM peak hour trips and 204 PM peak hour trips for a four-lane drive-through bank; 12 AM peak hour and 21 PM peak hour trips for a Lube shop; and 11 AM peak hour and 22 PM peak hour trips for a Self-Service car wash. Combined, the four uses would generate approximately 2,849 weekday daily trips for this project. The existing Level of Service conditions for Richmond Road is a 'B' for the northbound approach and an 'A' for the westbound left turn.

A traffic signal coordination study was also completed by the applicant. If a signal is needed at the entrance of this development, the study shows that it does not cause undue interference with other signals along the Route 60 corridor.

**2005 Traffic Counts (for Richmond Road):** Croaker Road to Lightfoot Road: 18,770 average daily trips. Forge Road to Croaker Road: 15,211 average daily trips.

**2026 Volume Projected:** Croaker Road to Centerville Road: 33,500 average daily trips. This is listed in the "watch" category.

**Road Improvements:** The applicant has proffered to put in a right-turn lane at the entrance of the property along Richmond Road. The applicant will conduct a traffic signal warrant analysis after the first issued C.O. on the property and will construct any necessary improvements as required by (Virginia Department of Transportation (VDOT) at that point. In addition, as a part of the Master Plan there are sidewalks provided along Richmond Road, as well as curb cuts for possible crosswalks at the entrance of the property leading across Richmond Road

#### **Proffers:**

- The main entrance to the Property shall be from Route 60 in the approximate location shown on the Master Plan. A right-turn lane with 150 feet of storage shall be constructed at the main entrance.
- The turn lanes shall also include shoulder bike lanes and shall be completed or their completion bonded in form satisfactory to the County Attorney prior to the issuance of any building permit for buildings on the Property.
- Prior to the issuance of a first building permit for construction on the Property, Owner shall post a bond or other surety in form acceptable to the County Attorney for the installation of a traffic signal at the main entrance when and if VDOT traffic signal warrants are met. Owner shall conduct a traffic signal warrant study (i) within six months of the buildout of the Property or (ii) at such earlier time upon the request of VDOT and submit the study to the County and VDOT for their review and approval. If the approved study determines such a signal is warranted, the Owner shall install the signal.
- Updated traffic study for any use on the site that will contain a higher trip generation rate than what is proposed in this current traffic study, as well as any additional improvements identified.
- Reservation of right-of-way for a possible future road connection to the adjacent Go Karts Plus parcel to the east of the Property.

**VDOT Comments:** VDOT has reviewed and concurs with the proffers and the proposed Master Plan. VDOT concurs with the applicant's traffic study, as well as his recommendation for improvements. Even

though a traffic signal is not needed at this time, VDOT has worked with the applicant and feels that with the additional traffic study, any future traffic impacts coming from this development will be adequately addressed prior to final completion of this project site should any additional improvements be required.

**COMPREHENSIVE PLAN**

**Land Use Map**

<p>Designation</p>	<p>Lightfoot Mixed Use (Page 127): Suitable for a mixture of limited industry, commercial, and moderate density housing.</p> <p><b>Staff Comment:</b> Staff finds that the use as proposed meets the land use designation for this area as the principle proposed uses are commercial in nature.</p> <p>In the description of this area in the Comprehensive Plan on the west side of Richmond Road (opposite from this project) suggests that commercial uses should not be developed in a “strip” commercial fashion, and while there is no specific language for the east side, staff would note that “strip commercial” development is addressed in the Comprehensive Plan both in general and as a part of the Lightfoot Mixed-Use area. While evaluation for “strip commercial” development is not paramount to this Land Use designation, it must be considered as a factor in the overall application of the Comprehensive Plan.</p>
<p>General</p>	<p>Strip Commercial (Pages 77 &amp; 117): The Comprehensive Plan encourages commercial developments to develop in an attractive and convenient manner while avoiding “strip” commercial characteristics. Incremental development that allows inherent traffic congestion, non-centralized commercial activity, and reliance on automobile dependency are all discouraged. The Comprehensive Plan also recognizes the need to minimize new entrances from a traffic perspective, a design feature that is often not present in strip commercial development. Strip commercial development is characterized by some combination of the following characteristics:</p> <ul style="list-style-type: none"> <li>a. Street frontage parking lots</li> <li>b. No provisions for pedestrian access between individual uses</li> <li>c. Usually only one-store deep</li> <li>d. Buildings are arranged linearly rather than in clusters</li> <li>e. No design integration among individual uses</li> <li>f. Multiple access points</li> </ul> <p><b>Staff Comment:</b> Some ways of reducing the “strip” commercial design would be to incorporate at least some of the following suggestions:</p> <ul style="list-style-type: none"> <li>a. Landscaped parking lots, including trees and landscaped island separation between bays.</li> <li>b. Peaked roofs, rather than flat ones.</li> <li>c. Limited and shared access</li> <li>d. Wide sidewalks abutting the storefronts with canopy or roof overhangs over pedestrian areas.</li> <li>e. Benches, sculpture, or pedestrian-oriented open spaces to help make the overall development more attractive.</li> <li>f. Buildings arranged in clusters, rather than oriented linearly.</li> </ul> <p>This project meets some of the criteria for avoiding strip commercial development in that it provides landscaped street frontage parking areas, limited access points, parking entirely behind or beside the buildings, sidewalks in front of storefronts, as well as a pedestrian path around the BMP. However, the buildings are arranged in a one-store deep, non-clustered orientation, and without having a definitive use list, the parcel does not necessarily have an integration of uses. All of these are aspects of a “strip commercial” development. Because a majority of uses are still speculative in nature, there is no way to accurately judge how this project will fit some of the Comprehensive Plan criteria. However, staff finds that given the shape of the parcel, other than having a single use on the property, there are not many alternatives with respect to building orientation to avoid this “strip commercial” pattern.</p>

Development Standards	<p><i>General Standard #5 - Pages 134-35:</i> Minimize the impact of development proposals on overall mobility, especially on major roads by limiting access points and providing internal, on-site collector and local roads, side street access and joint entrances...Provide for safe, convenient, and inviting bicycle, pedestrian, and greenway connections to adjacent properties and developments in order to minimize such impacts and to provide adequate access between residential and nonresidential activity centers and among residential neighborhoods.</p> <p><i>General Standard #6 - Page 135:</i> Provide for ultimate future road, bicycle and pedestrian improvement needs and new road locations through the reservation of adequate right-of-way, and by designing and constructing roads, drainage improvements, and utilities in a manner that accommodates future road, bicycle and pedestrian improvements.</p> <p><i>Commercial Standard #1 - Page 136:</i> Locate proposed commercial and industrial developments adjacent to compatible uses.</p> <p><i>Commercial Standard #3 - Page 136:</i> Mitigate objectionable aspects of commercial or industrial uses through an approach including performance standards, buffering, and special setback regulations.</p> <p><b>Staff Comment:</b> This project provides both sidewalks and shoulder bike lanes along the front of the property, including possible connections for crosswalks across Richmond Road should this intersection ever become signalized. This project meets the limited access criteria by only providing one four-way entrance-exit point, as well as providing for possible future access to the adjacent parcel to the south. Because of the future reserved right-of-way, the pedestrian and bicycle improvements and the enhanced and bermed buffer area along the Community Character Corridor, staff finds that this proposal meets the requirements of some of the above-referenced Development Standards. However, since the supplementary uses are not currently established, adequate analysis cannot take place to determine the overall compliance with <i>Commercial Standard #3</i>.</p>
Goals, strategies and actions	<p><i>Strategy #2 - Page 138:</i> Ensure development is compatible in scale, size, and location to surrounding existing and planned development. Protect uses of different intensities through buffers, access control, and other methods.</p> <p><i>Strategy #4 - Page 138:</i> Encourage commercial and industrial uses to develop in compact nodes in well-defined locations within the PSA.</p> <p><b>Staff Comment:</b> Staff feels that although architectural elevations are provided for the car wash, these do not necessarily represent how the overall development will compliment existing, surrounding development once built out. Because of the speculative nature of the project elevations will be provided at a later date for review and approval by the Planning Director for all future uses to help ensure that architecture is consistent with what is present in the surrounding area. Staff also believes that because of the buffering along Richmond Road and proffered height limits of 35 feet, this project meets most of the standards listed in the above mentioned strategies.</p>

## Environment

General	<p><i>Yarmouth Creek Watershed Management Plan - Page 47:</i> A final Watershed Management Plan with recommendations on preserving this watershed was completed in 2003.</p> <p><b>Staff Comment:</b> There are no projects immediate to this site designated in the plan. However, the applicant has proffered to include special stormwater criteria that will be met on the Master Stormwater Management Plan to be submitted with the Site Plan, as discussed in the Yarmouth Creek Watershed Management Plan.</p>
Goals, strategies and actions	<p><i>Strategy #2 - Page 65:</i> Assure that new development minimizes adverse impacts on the natural and built environment.</p> <p><i>Action #5 - Page 66:</i> Encourage the use of Better Site Design, Low Impact Development, and best management practices (BMPs) to mitigate adverse environmental impacts.</p> <p><i>Action #23 - Page 67:</i> Encourage residential and commercial water conservation, including the reuse of grey water where appropriate.</p> <p><b>Staff Comment:</b> JCSA will require that water recycling takes place on-site for the car wash, and the applicant has proffered to include those measures in his water conservation standards. The applicant has also proffered features similar to those described in Action #5 listed above. The Environmental Division is confident that the applicant will be able to minimize adverse impacts by achieving those measures.</p>

## Transportation

General	<p><i>Sidewalks and Bikeways - Pages 69-70:</i> Strongly recommends development of sidewalks and related pedestrian facilities to connect residential to nonresidential areas, as well as construction of bike facilities and ensuring all new facilities and future plans meet the public’s desires and needs.</p> <p><i>Richmond Road Plan - Page 77:</i> Minimize the number of new signals and entrances and ensuring efficient signal placement and coordination.</p> <p><b>Staff Comment:</b> The applicant has provided both pedestrian and bicycle improvements along Richmond Road and has limited the possible entrances with signalization to one. The applicant has also provided a traffic signal coordination study to VDOT, which demonstrates the ability to ensure efficient placement and coordination of the possible signal.</p>
Goals, strategies and actions	<p><i>Strategy #1 - Page 80:</i> Continue to encourage landscaped roadways and roadway designs that enhance the County’s image and reduce the visual impact of auto-related infrastructure.</p> <p><i>Strategy #3 - Page 80:</i> Encourage commercial and industrial development patterns that maintain or improve the planned function and character of County roadways.</p> <p><i>Strategy #5 - Page 80:</i> Support the provision of sidewalks and bikeways in appropriate areas...</p> <p><i>Action #5 - Page 81:</i> Encourage land use densities, intensities, and development patterns that recognize the capacities, roadway functional classification, and scenic corridor designations of existing and proposed roads.</p> <p><i>Action #6 - Page 81:</i> Assure that private land developments adequately provide transportation improvements which are necessary to serve such developments, or that these developments do not occur in advance of necessary improvements or compromise the ability to provide such facilities.</p> <p><i>Action #7 (a) - Page 81:</i> Limiting driveway access points and providing joint entrances, side street access, and frontage roads.</p> <p><b>Staff Comment:</b> In both the proffers and on the Master Plan the applicant has provided a design that will ensure an enhanced roadway landscaped area that will reduce the visual impact of the development.</p> <p>This project also provides future traffic studies to ensure future uses on the property meet necessary requirements, and specifically meet the goals stated in Actions Nos. 5 and 6, with respect to the ability to encourage compatible land use intensities and provide adequate transportation improvements.</p>

### Community Character

General	<p><i>Richmond Road Community Character Corridor - Pages 83-84:</i> 50 foot buffer requirement for commercial uses along this road. This also includes parking and other auto-related areas clearly as a secondary component of the streetscape. Providing enhanced landscaping, preservation of specimen trees and shrubs, berming, and other desirable design elements which complement and enhance the visual quality of the urban corridor.</p> <p><b>Staff Comment:</b> The applicant has provided the 50-foot Community Character Buffer on the Master Plan, which includes enhanced landscaping as well as two-to-four-foot berming in front of the buildings on the property. Additionally the applicant has provided all of the parking for the uses behind the buildings, which is important for the visual quality of the corridor.</p>
Goals, strategies and actions	<p><i>Strategy #3 - Page 95:</i> Ensure that development along Community Character Corridors and Areas protects the natural views of the area, promotes the historic, rural or unique character of the area, maintains greenbelt networks, and establishes entrance corridors that enhance the experience of residents and visitors.</p> <p><i>Action #4 - Page 96:</i> Identify vistas and other scenic resources that should be protected and encourage building, site, and road designs that enhance the natural landscape and preserve valued vistas. These designs should also minimize any potential negative impacts with regard to noise and light pollution and other quality of life concerns.</p> <p><i>Action #24 (b) - Page 97:</i> Encourage new developments to employ site and building design techniques include berms, buffers, landscaping, building designs that appear as collections of smaller buildings rather than a single large building, building colors and siding that cause large structures to blend in with the natural landscape, and low visibility parking locations.</p> <p><b>Staff Comment:</b> This parcel is located outside the Norge Community Character Area; however, the applicant has provided elevations for the car wash which take into account some of the</p>

	<p>architectural characteristics of prominent Norge buildings. Staff would note that this project helps to reestablish the identity of Norge from Lightfoot by the inclusion of the fruit “orchard” and adherence to some of the design standards present in the Comprehensive Plan including parking location, special landscaping and buffering, architectural and height limitations, and pedestrian and bike facilities.</p> <p>Even with the applicant’s proffering of aesthetic buffers and landscaping, this project still promotes a number of the “strip commercial” characteristics discussed in the Land Use Section because of its shape limitations. However, with low-visibility parking locations and natural landscapes at one end of the property (leading into Norge), this project helps provide some of the characteristics of Action #24 from this section of the Comprehensive Plan. Because of the speculative nature of the project, elevations will be provided at a later date for review and approval by the Planning Director for all future uses to help ensure that architecture is consistent with what is present in the surrounding area.</p>
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**Comprehensive Plan Staff Comments**

Overall, staff feels that this application, as proposed, is generally in compliance with the Comprehensive Plan.

The uses proposed fit within those suggested for the Lightfoot Mixed Use area. The future traffic studies will help ensure that the intensities of the uses will not be out of scale with what is proposed under this Master Plan. Proffers for the development ensure that the visual impacts of this proposal will be minimized by an enhanced, bermed landscaped area in front of the buildings on the property, and architectural elevations to be reviewed by the Planning Director keeping these uses compatible with other buildings in the area. Traffic impacts will be minimized through limited access to Richmond Road, as well as a reserved right-of-way for a possible connection to the adjacent parcel. Staff has concerns over the speculative nature of the supplementary parcels and the “strip commercial” nature of this development. However, given the limitations of the parcel and the applicant’s proffers for mitigating future impacts, staff feels that this project will not negatively affect the community.

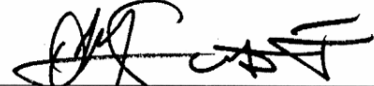
**RECOMMENDATION**

Staff finds the proposal generally consistent with the 2003 Comprehensive Plan as outlined in the staff report. Staff believes the attached proffers will adequately mitigate impacts from this development. Staff recommends that the Board of Supervisors approve the Rezoning, Master Plan, and Special Use Permit applications with the acceptance of the proffers.

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Jason Purse, Planner

CONCUR:



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O. Marvin Sowers, Jr.

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ATTACHMENTS:

1. Planning Commission Minutes
2. Resolutions
3. Location Map
4. Master Plan (Under separate cover)
5. Community Impact Statement
6. Architectural Elevations
7. Proffers