



## **BACKGROUND:**

The Taylor family has owned this property since 1951, and the property has been in continuous farm use during this time. Over the years, some lots were subdivided from this property for family members. The property includes wooded area, as well as area that is farmland under active cultivation (corn, soybeans, etc.).

The property is bordered on the west by rural land in agricultural and forestal use that is zoned A-1 and designated Rural Lands. To the south, a portion of the property borders the railroad line and agricultural and rural residential uses on properties that front Forge Road, while the other portion of the property borders on property inside the Primary Service Area that is designated Low Density Residential and General Industry. To the east is property that is designated Low Density Residential (Villages at Whitehall and an adjacent undeveloped property). To the north-east is the Anderson's Corner intersection which is zoned B-1 and designated Mixed Use (see designation language below). One quadrant of this intersection has an existing commercial use (gas station), a second has undeveloped land adjacent to the historic Whitehall Tavern property, and the third is currently undeveloped.

Considerable vacant properties designated mixed use are located nearby in the Stonehouse Mixed Use Area, and considerable amounts of land are currently zoned for commercial uses along Barhamsville Road and in Toano. With regard to the Stonehouse Mixed Use Designation area, the Stonehouse development has a Master Plan approved for about 4,000 dwelling units and 3.8 million square feet of non-residential overall, of which about 600,000 square feet has been constructed in Stonehouse Commerce Park. There are also a substantial number of acres in the Stonehouse Mixed Use area (aside from the Stonehouse itself) that are vacant. Also in the Upper County is the village of Toano, where the County has been encouraging redevelopment, as referenced in the Toano Community Character Area Design Guidelines. The Upper County has a significantly higher proportion of Mixed Use designation than the County overall (8.3% versus 4.8%), as well as the only area of the County currently designated Economic Opportunity.

In terms of past Comprehensive Plan activity, the Taylor farm parcel was submitted as an application in 2009 for the same Mixed Use designation/Inside the proposal as is described above. During this time, consideration was also given to changing this property to the new Economic Opportunity (EO) designation. The change in designation and PSA expansion were not approved in 2009.

## **AGENCY COMMENTS:**

### *JCSA*

There is an existing 20" HRSD force main at the intersection of Rochambeau Drive and Richmond Road which could provide sewer service. There is an existing 16" JCSA water main on the east side of Richmond Road (south of Rochambeau Road).

### *ERP*

The County's general Chesapeake Bay Plan Act map shows that RPA exists along the water bodies at the northwest and southwest portions of the property. The majority of the PSA property is Prime Farmland and hydrologic unit code A/B soils. Prime farmland soils, as defined by the USDA, are those best suited for farming – to provide food, feed, forage, fiber and oilseed crops. These soils produce the highest yields with minimal input of effort and farming of these soils results in the least amount of damage to the environment

## **TRANSPORTATION IMPACTS:**

While other portions of Richmond Road experience or are expected to experience capacity constraints in the future, the portions closest to the Taylor property currently operate with acceptable levels of service. Staff and Kimely Horn completed trip generation scenarios for the following four scenarios: existing designations, a change to Mixed Use for the area currently inside the PSA, a change to Mixed Use for the entire property, and a change to Economic Opportunity for the entire property. The trip generation was projected to be highest for a change to Mixed Use for the entire property (25,273 daily trips). (A trip generation scenario was not created for the new proposed Rural Economy Support ("RES") designation, but staff believes the trip generation would be less than the Mixed Use scenario.) As the highest generator, the trip generation for the change to Mixed Use was translated into the modeling software and used to calculate projected conditions for surrounding roadways. The modeling effort projects that future levels of service for the nearby portions of Richmond Road and Rochambeau Drive would operate at adequate levels of service. Kimely Horn has offered a list of

other transportation considerations, including considerations of future signalization and access management (driveway location and full versus partial movement).

**STAFF RECOMMENDATION:**

Staff recommends denial of a change in land use designation to Mixed Use. However, staff would recommend approval of a designation change to a newly created “Rural Economy Support” (RES) designation. As part of a change in designation to RES, staff recommends expanding the PSA to include the entire parcel.

Staff recommends the following language as a new designation description for RES:

*Lands designated as Rural Economy Support are intended to provide a connection between the Rural Lands areas and centers of development in the PSA, serving as an approximate mid-point in the expected intensity of development between the two. Areas with this designation should be at an appropriate location to serve rural economic development or traditional agricultural/forestry uses, and should have access to appropriate infrastructure (collector or arterial road access, water/sewer). The primary recommended uses for this designation include agricultural and forestry uses (innovative or traditional), and commercial or light industrial uses that relate to the agricultural/forestry/rural use that is on the site (or in adjacent rural lands). Examples in this latter category could include wineries, restaurants, limited-scale food and beverage processing, limited scale agricultural product storage/distribution, outdoor or nature-based activities, and equestrian uses. Such uses should be more limited in scale or impact than uses that should more appropriately be located in an industrial/light industrial park. Residential uses are only recommended as clearly secondary uses, where they serve to support the larger goals of the designation, such as family subdivisions and caretaker residences. For all commercial, light industrial, or limited residential uses, any structures should be located on the property in a manner that complements, but limits the impacts on, the primary agricultural, forestry, or other rural use. Examples include avoiding or limiting impacts on prime soils, timber stands, or wildlife management areas. Structures should also be located in a manner that minimizes impacts to adjacent rural and residential uses.*

**RATIONALE:**

Staff does not recommend a change to the Mixed Use Designation for the entire property for the following reasons:

1. As described in detail above, considerable vacant properties designated mixed use are located nearby, and redevelopment of the Toano area is encouraged as referenced in the Toano Community Character Area Design Guidelines. Staff recommends holding off on designating substantial new mixed use areas until development and redevelopment occurs, thereby prioritizing the County’s infrastructure and service capacity for these areas.
2. Analysis done as part of the 2035 Comprehensive Plan estimated that the County had enough room within the PSA to accommodate future residential growth needs until at least 2033.

Staff recommends approval of a change to a new RES Designation and inclusion of the property in the PSA for the following reasons:

1. Based on a recently-completed analysis of the County’s agricultural and forestry assets, much of the area previously identified as prime soil has been developed. About 30 parcels are still identified as viable for large-scale agriculture (greater than 50 acres of prime soil) with another 270 parcels viable for smaller-scale agriculture (between 10 and 49 acres of prime soil). The Taylor farm is one of the thirty parcels identified for viable for large-scale agriculture.
2. The new RES designation and a change of this property to the new designation support the Strategy for Rural Economic Development recently completed in conjunction with the Rural Economic Development Committee (REDC) of the Economic Development Authority (EDA).
3. For this particular parcel, the prime farmland soils are located closer to Richmond Road (including the area currently designated Low Density Residential), while areas further back on the site could be suitable for the commercial or light industrial uses discussed in the RES designation description.

**ATTACHMENTS:**

1. Location Map, Existing Land Use Map, Proposed Land Use Map
2. Applicant Justification Letter
3. Public comment
4. Transportation Evaluation Sheet

# LU-0002-2014, 8491 Richmond Road

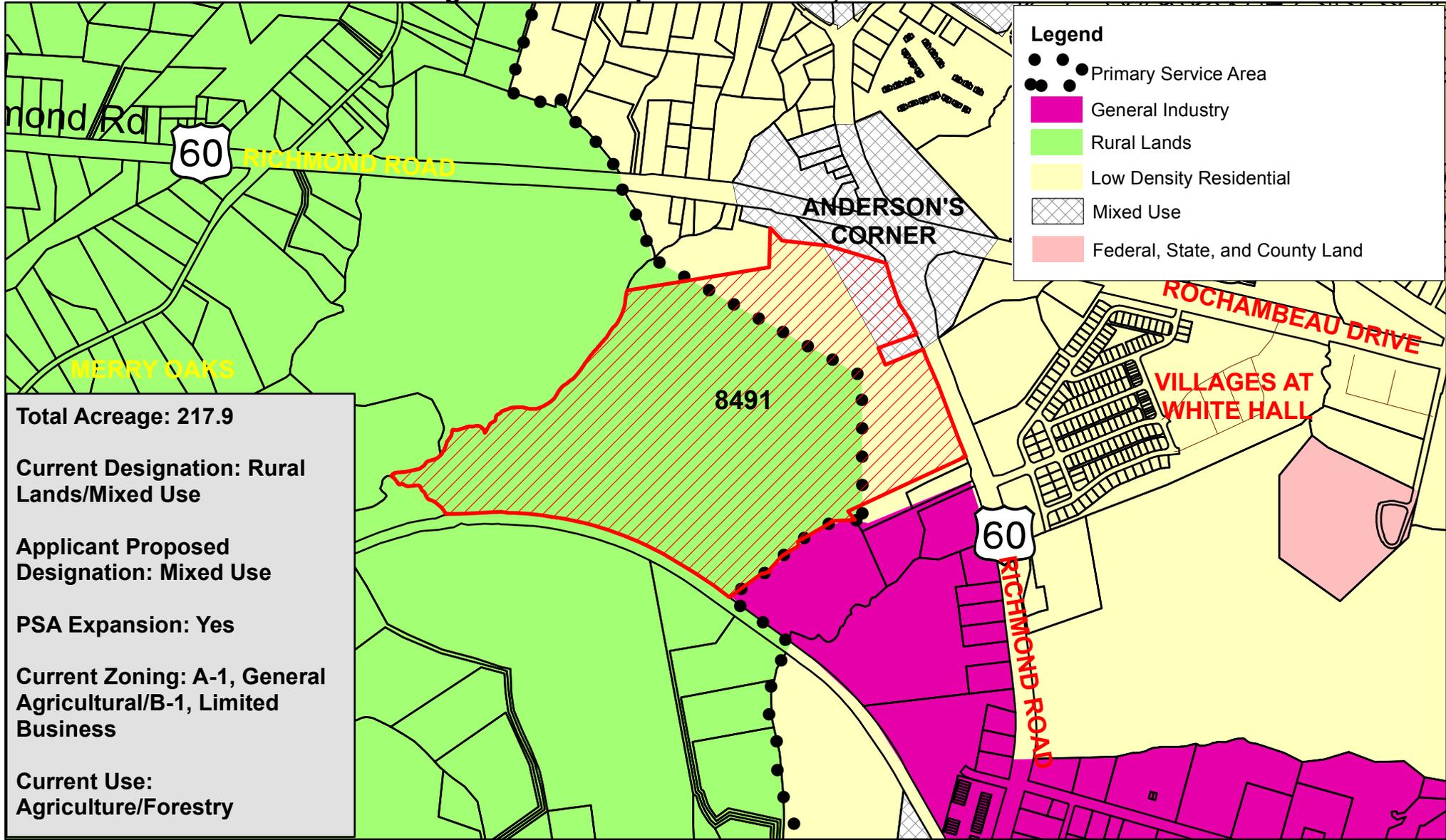


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1 inch = 1,192 feet  
0 0.15 0.3 Miles



## Existing Land Use Map LU-0002-2014, 8491 Richmond Road



### Legend

- Primary Service Area
- General Industry
- Rural Lands
- Low Density Residential
- Mixed Use
- Federal, State, and County Land

**Total Acreage: 217.9**

**Current Designation: Rural Lands/Mixed Use**

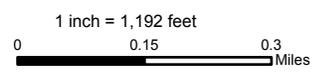
**Applicant Proposed Designation: Mixed Use**

**PSA Expansion: Yes**

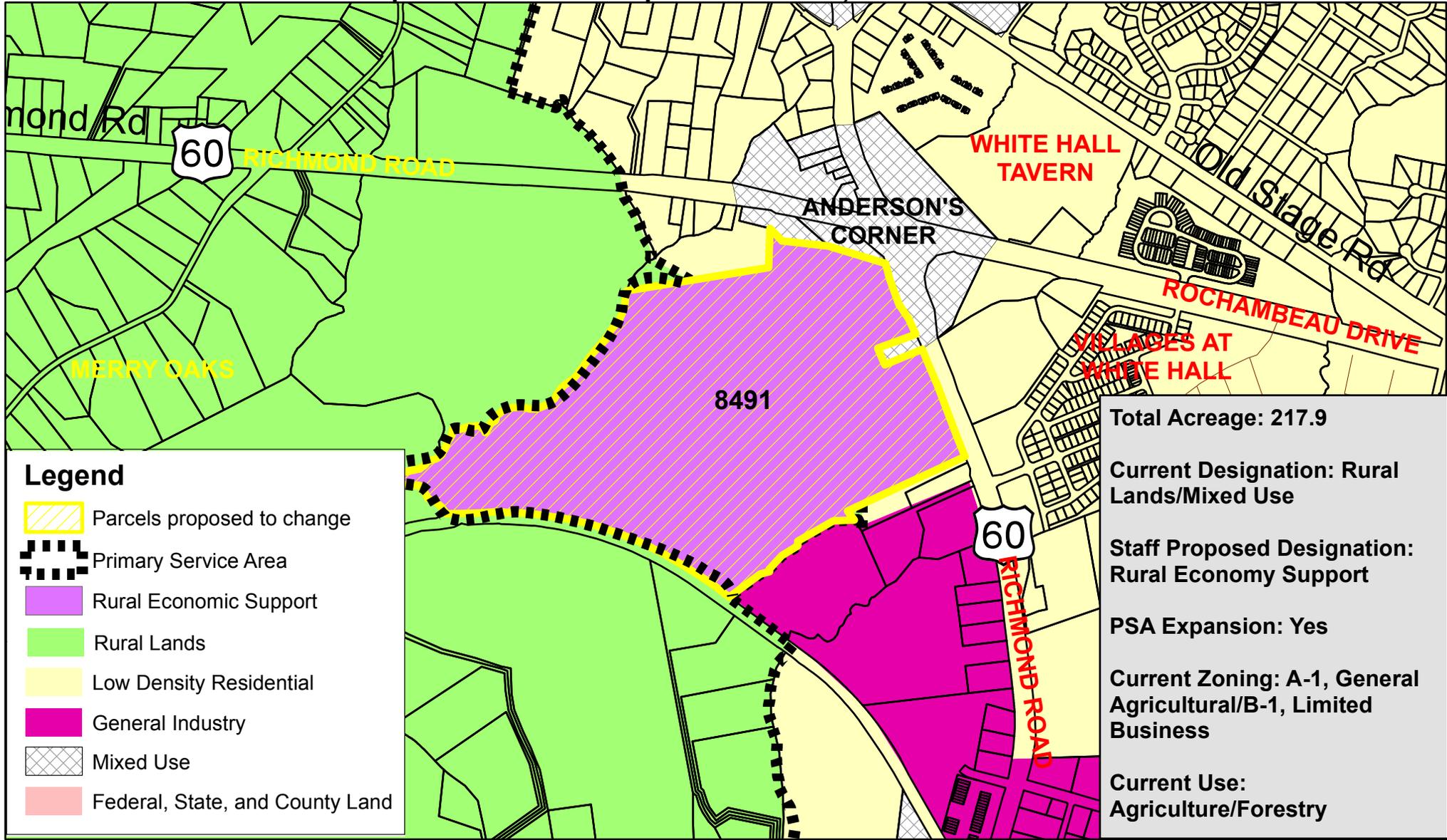
**Current Zoning: A-1, General Agricultural/B-1, Limited Business**

**Current Use: Agriculture/Forestry**

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# Proposed Land Use Map LU-0002-2014, 8491 Richmond Road



## Legend

-  Parcels proposed to change
-  Primary Service Area
-  Rural Economic Support
-  Rural Lands
-  Low Density Residential
-  General Industry
-  Mixed Use
-  Federal, State, and County Land

**Total Acreage: 217.9**

**Current Designation: Rural Lands/Mixed Use**

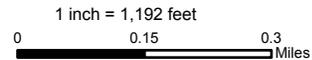
**Staff Proposed Designation: Rural Economy Support**

**PSA Expansion: Yes**

**Current Zoning: A-1, General Agricultural/B-1, Limited Business**

**Current Use: Agriculture/Forestry**

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The current land use designation is Mixed Use along a small portion of the frontage along Richmond Road; Low Density Residential for the remainder of the property inside the PSA and the rear two thirds of the property is Rural Land.

A small portion (6 acres) of the frontage is zoned B-1, General Business; the remaining 210 acres of the parcel is zoned A-1, General Agricultural. Public water and sewer are available, not served at this time. If you look at the current PSA map from Williamsburg to Toano the PSA is in a straight line until you get to this property.

if you take a look at the property you will see it is INCONSISTENT with all the surrounding properties! All the properties on each side Anderson's Corner Vet, Judy Taylor, Alan Owens, James Hall, Toano Contractors, Whitehall, and Ware's all are in the PSA and zoned business or mixed used. . I would call this spot zoning and INCONSISTENT.

The rationale in the past of Planning Commission used is that Anderson's Corner is one of the few remaining areas in the PSA with significant rural agricultural vistas. To accomplish this, significant amounts of open land and farm fields should be preserved along with agricultural and rural structures in a manner that creates a traditional rural village surrounded by PERMANENTLY protected farm fields, I believe it too late!!!! Just look around you have from Toano west Greystone, Hankins Industrial Park, Toano Business Center, Nick's Lawn & Garden, Anderson's Corner Vet, Whitehall, Toano BP, Stonehouse Commerce Park and Michelle Pointe. The word PERMANENTLY means forever, to remain the same, without change, always, endures throughout so that means all my family can do is pay taxes. I have asked this many times, but who is going to farm this property in the next ten years? They are no large farms in JCC! At the present time we are leasing the farming rights to a farmer in New Kent who is in his sixties.

Please make this property at 8491 Richmond Road, Toano, CONSISTENT with the surround properties!!!!

On behalf of the Taylor family we would greatly appreciate you putting all of this property into the PSA.

Thanks and if you need any other info or would like to discuss please give me a call

Beverly Taylor Hall

757-566-0829

Public Comment Summary  
LU-0002-2014  
8491 Richmond Road

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This attachment provides verbatim public comments for the specified land use designation change application collected through Community Workshops, postcards, emails, the Comprehensive Plan hotline and online input surveys.

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1. Increase PSA on all 3 L.U. applications. (Community Workshop)
2. To James City County Planning Dept. :

We are responding to a notice we received from you dated May 16, 2014. It has come to our attention that an adjacent parcel of land located at 8491 Richmond Road is being considered for a zoning change and also for a realignment of the PSA area. This, no doubt will help James City County to reach its goals for the 2035 James City County Comprehensive Plan. In light of these developments we would like to have the same consideration given to our property which is located at 8399 Richmond Road, Williamsburg, Va. We own approximately 16 acres of wooded land and we share a common property boundary line. The shared boundary line is located on the south west corner of the property located at 8491 Richmond Road. We have owned this parcel of land for over 4 months and are at a lost as to why we are just receiving any notification of possible zoning and PSA changes. As we both know this would have an obvious impact on our property. I would hope that you will strongly consider changing our property's zoning and making PSA changes to reflect the changes made at 8491 Richmond Road. We would also like to express our support for the changes that the county, the property owners who are requesting the change, and those who want to see the Williamsburg area move forward into the future. If we can be of further support please don't hesitate to contact us. Your truly, *Anthony Jones – President of AAA Plumbing Co., Inc. P. O. Box 438 Lightfoot, Va., 23090 757-244-7664*  
(Staff note: this property is currently inside the PSA and designated General Industry.)

3. These are my thoughts on the GSAs for the 2014 comprehensive plan update. My comments will be on the area from Toano west to the Anderson corner area. This area is currently developing and most likely will continue to do so. My vision would be to tie the subdivisions into Toano via sidewalks and bike paths. On the East side of Toano this has already been done to great effect. This could help Toano become more economically robust. There are two historic properties in this area, Hickory Neck Church 1743 and White Hall Tavern 1805. There are two large tracks of land Hankins Farm and the Taylor Farm. Both most likely will develop over the next decade. Two smaller tracks the Ware and Branscome properties will do the same. I am not opposed to the rezoning request of the Taylor Farm to mixed use. I do think as this area continues to develop sensitivity to the historic sites and the rural heritage of this area should be reflected in the development standards. I think the Anderson corner area should also include Fenwick hills, and Michael point in the concepts of tying together the area via walking and biking. The speed limit should be reduced to 45 mph from the current 55 mph. *Bert Geddy, Toano.* (Email)

# Transportation Impacts Evaluation

## LU-0002-2014

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The following transportation impacts summary was developed in conjunction with Kimley-Horn and Associates for a selected number of proposed land use designation applications that could generate more than 5,000 new daily trips. The summary is designed to help show current and projected roadway conditions, potential impacts to the transportation system with the change in land use designation, and improvements that may be needed to support future traffic volumes and sustain acceptable level of service (LOS) conditions if the property in question is developed.

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### **I. Basic Description of Existing Transportation Conditions:**

The subject parcel of Taylor Farm fronts Richmond Road, which is a four-lane divided roadway within the area. There is one existing cross-over location along the parcel's frontage approximately 1,500 feet from the signalized intersection of Richmond Road and Rochambeau Drive (Anderson's Corner) to the north and approximately 900 feet from the unsignalized intersection of Richmond Road and Hickory Neck Boulevard to the south. The northern property line of the parcel is within 300 feet of Anderson's Corner. Currently, there are two partial access right-in/right-out driveways to a residence located approximately 1,000 feet and 1,100 feet, respectively from Anderson's Corner. The parcels on the northeast and southeast corners of the Anderson's Corner intersection will potentially be Mixed Use developments.

### **II. Existing (2010) Conditions for Surrounding Roadways:**

Roadway Segment	Average Weekday Daily Traffic (AWDT) <sup>(1)</sup>	Level of Service (LOS) <sup>(1)</sup>
Richmond Road (New Kent CL to Route 30)	5,861	A-C
Richmond Road (Route 30 to Croaker Road)	13,792	A-C
Rochambeau Drive (Richmond Road to Ashington Way)	7,164	A-C
Rochambeau Drive (Ashington Way to Croaker Road)	7,164	D

### **III. Programmed Improvements:**

- No items in this location.

**IV. Projected Trip Generation Scenarios:**

Scenario	Description	ITE Code	Percentage	Acreage	Density	Unit	Trips		
							Daily	AM	PM
1	Single Family Housing (2 DU per acre)	210	25%	41	81	DU	866	66	87
	Single Family Housing (0.33 DU per acre)	210	75%	122	40	DU	454	38	47
	<b>Scenario 1 Total</b>							<b>1,320</b>	<b>104</b>
2	Single Family Housing (10 DU per acre)	210	23%	37	373	DU	3,523	271	344
	Townhouse (10 DU per acre)	230	23%	37	373	DU	2,020	148	177
	Low Rise Apartment (10 DU per acre)	221	24%	39	389	DU	2,378	168	224
	Shopping Center	820	30%	49	423,403	SF	17,352	376	1,576
<b>Scenario 2 Total</b>							<b>25,273</b>	<b>963</b>	<b>2,321</b>
3	Industrial Park (FAR = 0.15)	130	42%	69	450,846	SF	2,928	311	383
	Industrial Park (FAR = 0.15)	130	43%	69	450,846	SF	2,928	311	383
	Specialty Retail	826	5%	8	70,567	SF	3,057	463	355
	Townhouse (7 DU per acre)	230	10%	16	113	DU	718	58	67
<b>Scenario 3 Total</b>							<b>9,631</b>	<b>1,143</b>	<b>1,188</b>
4	Specialty Retail	826	8%	12	105,851	SF	4,566	636	532
	Single Family Housing (0.33 DU per acre)	210	75%	122	40	DU	454	38	47
	Single Family Housing (10 DU per acre)	210	6%	9	94	DU	993	76	100
	Townhouse (10 DU per acre)	230	6%	9	94	DU	610	50	58
	Low Rise Apartment (10 DU per acre)	221	6%	10	97	DU	885	54	66
<b>Scenario 4 Total</b>							<b>7,508</b>	<b>854</b>	<b>803</b>

Scenario 1 approximates existing designations, Scenario 2 approximates a change to a Mixed Use for the entire property, Scenario 3 approximates a change to Economic Opportunity for the entire property, and Scenario 4 approximates a change to Mixed Use for the area currently inside the Primary Service Area (PSA). **Scenario 2 is used in the modeling for projected conditions in section VI below.**

**V. Projected (2040) Conditions for Surrounding Roadways with Land Use Designation Change:**

Roadway Segment			2034 Baseline		2040 Baseline		2040 Future - LU 2		2040 Future - All	
Name	From	To	ADT	LOS	ADT	LOS	ADT	LOS	ADT	LOS
Richmond Road	New Kent CL	Barhamsville Road	11,900	B	12,100	B	19,200	C	19,300	C
Richmond Road	Barhamsville Road	Croaker Road	17,500	C	16,800	C	17,500	C	17,600	C
Rochambeau Drive	Richmond Road	Ashington Way	8,600	A	8,500	A	10,700	B	11,000	B
Rochambeau Drive	Ashington Way	Croaker Road	10,900	B	10,600	B	11,000	B	10,700	B

- The 2034 Hampton Roads travel demand model was used to determine the effects of the changes to the land use developments on the transportation network.
- The 2034 Baseline scenario incorporated the 2034 socioeconomic data published by the Hampton Roads Transportation Planning Organization (HRTPO). While the 2040 Baseline scenario incorporated the 2040 socioeconomic data published by the HRTPO for the specific study area traffic analysis zone, the 2040 Future LU 2 scenario incorporates changes only to the study area traffic analysis zone's socioeconomic data to reflect the presence of the development. Lastly, the 2040 Future – All scenario incorporates all of the proposed land use developments.

- The Average Daily Traffic (ADT) volumes were obtained from the travel demand model after each land use scenario model run. The LOS was determined by the Kimley-Horn LOS Tool which uses the roadway classification, type of facility and ADT to determine LOS.

**VI. Other Transportation Considerations:**

- Perform a signal warrant analysis for the intersection of Richmond Road at the median crossover that aligns with the potential site access driveway.
- If a traffic signal is not warranted at the intersection of Richmond Road at the median crossover, it is recommended to improve this intersection to a full movement unsignalized intersection with exclusive left and right-turn lanes on Richmond Road.
- Based on the VDOT access management guidelines, a rural minor arterial with a speed limit of 55 mph can accommodate partial access (right-in/right-out) driveways at 425 foot spacing. For Richmond Road, three right-in/right-out driveways with left-turn crossover can be accommodated between Anderson's Corner and the median crossover and one right-in/right-out driveway can be placed between the median crossover and Hickory Neck Boulevard. However, these are minimum standards and all of the referenced site access driveways may not be needed.
- Exclusive turn lanes should be provided at the partial and full access driveways and intersections.
- Consider driveway spacing and alignment with the potential build out of the parcel directly across Richmond Road.

**VII. References:**

1. James City County/Williamsburg/York County Comprehensive Transportation Study