

REZONING-0009-2014. Stonehouse Traffic Proffer Amendment
Staff Report for the May 12, 2015, 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

Building F Board Room; County Government Complex
Planning Commission: March 4, 2015, 7:00 p.m. (deferred by applicant)
April 1, 2015, 7:00 p.m.
Board of Supervisors: May 12, 2015, 6:30 p.m.

SUMMARY FACTS

Applicant: Mr. Vernon M. Geddy, III

Land Owner: GS Stonehouse Green Land Sub LLC, GS Stonehouse Green Land Sub 2 LLC, and GS Stonehouse Green Land Sub 3 LLC

Proposal: Amend the proffers to change the phasing of the traffic improvements and to revise language related to the improvement of Mt. Laurel Road

Location: The portion of the Stonehouse Planned Unit Development currently owned or successors in ownership to GS Stonehouse Green Land Sub

Parcel No.: See attached list

Parcel Size: Approximately 4,639 acres

Existing Zoning: PUD, Planned Unit Development, with proffers

Proposed Zoning: PUD, Planned Unit Development, with amended proffers

Comprehensive Plan: Mixed Use, Low Density Residential, Conservation Area

Primary Service Area: Inside

STAFF RECOMMENDATION

Staff finds that the request maintains adequate levels of service on the affected roadways and is consistent with the Comprehensive Plan. Staff recommends the Board of Supervisors approve this application and accept the voluntary proffers.

Staff Contact: Ellen Cook Phone: 253-6693

PLANNING COMMISSION RECOMMENDATION

The Planning Commission recommended approval of this rezoning application and acceptance of the voluntary proffers at its April 1, 2015 meeting, by a vote of 7-0.

Changes Made Since the Planning Commission Meeting

Minor clarifications and grammatical corrections were made to the proffer set.

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

PROJECT DESCRIPTION

The Stonehouse Planned Unit Development was originally approved in November 1991 as a mixed residential/commercial community with a proposed reservoir. Since the original approval, a number of changes have been made including a number of minor proffer amendments between 1991 and 1994, the removal of language pertaining to the Ware Creek Reservoir after permitting did not succeed in 1995, and a rezoning in 1999 that incorporated a 75-acre tract into the development. The existing development in Stonehouse, including the golf course and neighborhoods on Mill Pond Run and the Stonehouse Glen neighborhood on Fieldstone Parkway, was developed over the years by several corporations including Stonehouse Development Corporation and Stonehouse at Williamsburg. In 2006, the majority of the undeveloped land was sold to GS Stonehouse Greenland Sub, LLC (“GS Stonehouse”). In 2007, GS Stonehouse received approval for comprehensive changes for this remaining land, thoroughly revising both the master plan and proffers. The 2007 case was the last major legislative case to be approved. The area that was not owned by GS Stonehouse in 2007 has continued forward under the 1999 proffers, while the land owned by GS Stonehouse has continued forward under the 2007 master plan and proffers.

The current proffer amendment request submitted by GS Stonehouse proposes to amend two proffers, the Transportation Improvements proffer and the Economic Development proffer. The request does not ask to change the existing master plan or any of the other proffers such as those dealing with density, the community association, public use sites, or any others.

Transportation Improvement Proffer

With regard to the Transportation Improvements proffer, the request is to revise the phasing of the transportation improvements. In explaining this request, the applicant indicated that ongoing real estate market conditions have resulted in the need to reevaluate the development phasing plan that was envisioned at the time the proffers were adopted in 2007. Specifically, the applicant wishes to focus on developing the remaining Land Bays/Tracts along Fieldstone Parkway and Mill Pond Run (proposed Phase 1), and on the Six Mount Zion and Mount Laurel Road corridor (proposed Phase 2), and hold off on developing the eastern and northern portions of the property (proposed Phases 3 and 4). In 2007, there was an expectation that the Phase 3 and Phase 4 areas would have been developed earlier in the overall development process, and this portion of the development was planned to be served by a major new internal road (the “Bridge Road”) which would cross over I-64 on the way to a new intersection with Route 30. In concert with revising development phasing, the applicant wishes to re-sequence the transportation improvements to initially focus on the improvements needed to adequately serve Phases 1 and 2, while holding off on improvements (including the Bridge Road) that will be needed to adequately serve traffic generated by development in Phases 3 and 4. Staff would note that the proposed Phases 1 and 2 do include the proffered school site (along Six Mount Zion Road), as well as the major commercial/industrial Tracts along Mount Laurel Road. The applicant submitted a traffic study to demonstrate that adequate levels of service could be maintained with the traffic from Phases 1 and 2, with the proposed re-sequence. More detail about the 2007 proffer language and the proposed proffer language is as follows:

2007 Traffic Improvement Proffers. The 2007 proffers listed the traffic improvements as a set of three levels (Initial, Level 1, Level 2) that would be triggered at certain traffic count volumes at the Stonehouse entrances (or for some specific turn lane improvement, counts of that movement). The improvements would be built when these traffic count thresholds were met. The traffic counts are updated annually and the proffers make provisions for beginning design plans and construction in advance of reaching the actual trigger thresholds. As noted above, the applicant proposed to build the new Bridge Road (and associated items) in the first set of transportation improvements; the next transportation level was projected to arrive at approximately halfway through development, and the third set at approximately 65 percent of development. (To date, the traffic count thresholds that would spur the “Initial” level set of transportation improvements has not been reached.) Finally, the 2007 proffer set includes provisions for a required updated traffic study at a specified time of development.

Proposed 2015 Traffic Improvement Proffers. The proposed proffers re-sequence the existing improvements in their original form, with the exception that one improvement is added (a second right-turn lane on LaGrange Parkway). The traffic study submitted by the applicant indicates that, with the improvements listed for Phase 1 and 2 below, all external intersections and movements are anticipated to operate at a Level of Service (LOS) C or better. The applicant desires to determine the triggers for the remaining improvements needed for Phases 3 and 4 by providing an updated traffic study to the County that specifies this information prior to any development occurring in Phases 3 and 4. Based on the currently adopted Master Plan, the overall maximum number of permitted dwelling units is 3,646 and each individual tract is designated with a minimum-maximum range of units; with this proffer, there would be 900 (minimum) – 3,646 (maximum) units that the applicant could not build until the traffic study put in place the triggers for the other improvements.

Transportation Improvements – External Roads	Proposed Phasing	Trigger
Second westbound left-turn lane on Fieldstone at Rt. 30	Phase 1 *	LOS D/300 vehicles per hour completing the movement, after signal is installed
Signal at Rt. 30 and Fieldstone	Phase 1 *	When Virginia Department of Transportation (VDOT) warrants are met/VDOT approves
Signal at Rt. 30 and I-64 westbound off-ramp	Phase 1 *	When VDOT warrants are met/VDOT approves
Second southbound left-turn lane on Rt. 30 at LaGrange	Phase 1 *	LOS D/300 vehicles per hour completing the movement, after signal is installed
Second northbound right-turn lane on LaGrange Parkway at Rt. 30	Phase 1 *	LOS D/500 vehicles per hour completing the movement, after signal is installed
Signal at Rt. 30 and LaGrange	Phase 1 *	When VDOT warrants are met/VDOT approves
Second westbound left on LaGrange Parkway at Rt. 30	Phase 2 **	LOS D/300 vehicles per hour completing the movement, after signal is installed
Second northbound left on Rt. 30 at the I-64 westbound on-ramp with corresponding widening of the receiving lane on the ramp	Phase 2 **	LOS D/300 vehicles per hour completing the movement, after signal is installed
Second westbound left on I-64 westbound off-ramp at Rt. 30	Phase 2 **	LOS D/300 vehicles per hour completing the movement, after signal is installed
Four-lane Bridge Road connecting Property to Rt. 30. Includes specific Bridge Road and Rt. 30 intersection configuration and traffic signal	Phases 3 and 4	Exact trigger would be determined following the traffic study proffered in 3.4(b)
Widen Rt. 30 from two to four lanes between the Bridge Road and Rt. 30/Croaker intersection	Phases 3 and 4	Exact trigger would be determined following the traffic study proffered in 3.4(b)
At Rt. 30/755 intersection with Croaker, add dual left-turn lanes and a channelized right to eastbound approach to Croaker	Phases 3 and 4	Exact trigger would be determined following the traffic study proffered in 3.4(b)
Signal at intersection of eastbound I-64 off-ramp at Rt. 30	Phases 3 and 4	Exact trigger would be determined following the traffic study proffered in 3.4(b)
Install an exclusive left-turn lane, a dual left/thru and an exclusive right-turn lane on the southbound Croaker approach to Richmond Road	Phases 3 and 4	Exact trigger would be determined following the traffic study proffered in 3.4(b)
Install second left-turn lane and separated right-turn lane to the northbound Croaker approach to Rt. 30/755	Phases 3 and 4	Exact trigger would be determined following the traffic study proffered in 3.4(b)
Add a left- and right-turn lane and second thru lane to Westbound Rt. 755 approach to Croaker	Phases 3 and 4	Exact trigger would be determined following the traffic study proffered in 3.4(b)
Extend by 200 feet the length of the on-ramp to Eastbound I-64 at Croaker interchange from northbound Croaker	Phases 3 and 4	Exact trigger would be determined following the traffic study proffered in 3.4(b)
Add second left to eastbound Rt. 30 approach to Bridge Road	Phases 3 and 4	Exact trigger would be determined following the traffic study proffered in 3.4(b)

* Per the proffers, once the trigger is met, the County would not be obligated to grant development approvals for any additional development on the property until the requirement is satisfied.

** Per the proffers, once the trigger is met, the County would not be obligated to grant development approvals for any development on the property located in Phase 2 unless the requirements are satisfied.

Internal Road and Intersection Improvements. In addition to the road improvements listed above, the applicant continues to provide proffers for improvements for the roads internal to the development, including Six Mount Zion/LaGrange Parkway and Mount Laurel Road. Compared with the 2007 proffers, there is a difference in that the proffered widening of LaGrange would be only one additional lane (southbound) versus two additional lanes; note that the updated traffic study in the future would verify the adequacy of this road with three lanes. In addition, there is a difference in that the proffers now provide specific timeframes for improving phases of LaGrange/Six Mount Zion - the most important element of this proffer for the County is the consideration that the road will be improved at the time the school(s) would be built on the proffered school site. Finally, there is also a difference in that the proffers allow for a Roundabout to be substituted for the improvements at the Fieldstone Parkway/LaGrange intersection, if approved by VDOT. With the improvements listed below, all intersections and movements are anticipated to operate at LOS C or better.

Transportation Improvements – Internal Roads	Trigger
A right on Fieldstone at LaGrange, and a left on LaGrange at Fieldstone (OR a Roundabout)	When VDOT turn lane warrants are met, as shown in the Annual Counts
Signal at LaGrange/Fieldstone (OR a Roundabout)	When VDOT warrants are met
A second left on LaGrange at Fieldstone (OR a Roundabout)	LOS D/300 vehicles per hour completing the movement, after signal is installed
A left and a right on LaGrange at Mt. Laurel, and a right and left on Mt. Laurel at LaGrange	When VDOT turn lane warrants are met, as shown in the Annual Counts
Signal at LaGrange/Mt. Laurel	When VDOT warrants are met
A second left on Mt. Laurel at LaGrange. Concurrently, widen LaGrange from 2 to 3 lanes (one additional southbound lane) from Mt. Laurel south to the existing 4-lane section	LOS D/300 vehicles per hour completing the movement, after signal is installed
Improve LaGrange in three phases to meet VDOT standards	For the first phase up to the expected school site entrance the trigger is related to conveyance of the land to the County and school site plan approval. For the second and third phases, the triggers are related to specified number of building permits in Tracts 2 and 3
An left on Fieldstone at LaGrange, and a right on LaGrange at Fieldstone	Exact trigger would be determined following the traffic study proffered in 3.4(b)
Extend the four lane section of the Bridge Road from Rt.30 to Ware Creek Road	Exact trigger would be determined following the traffic study proffered in 3.4(b)

Other Transportation Provisions. Another element of the proffer language that is important to note is the commitment in Proffer 3.10 to disconnect Ware Creek Road west of its intersection with Mt. Laurel Road (this is internal to the land owned by Stonehouse) or otherwise discourage the use of Ware Creek Road. This commitment is designed to minimize traffic from the Stonehouse development using Ware Creek Road to the east of the property in the interim before the Bridge Road is constructed. Ware Creek Road is a rural road that is not adequate for an increase in traffic volumes. In addition to addressing this issue, the proposed proffers carry over various other transportation-related provisions that cover building the improvements to VDOT standards (including inclusion of signal coordination equipment for the traffic signals) and submission of documentation and coordination with the Federal Highway Administration for the modifications to the I-64 interchanges.

Traffic Counts and Projected Traffic Volume. Information from the James City County/Williamsburg/York County Comprehensive Transportation Study (2012) and the 2009 Comprehensive Plan is presented below:

Facility	From	To	Most Recent Weekday Volume	2034 Weekday Volume	2010 PM Peak Hour LOS	2034 PM Peak Hour LOS	2009 Comp Plan
Barhamsville Rd (Rt. 30)	I-64	Rt. 60	9,423	29,000	A-C	A-C	Listed as "OK"
Old Stage Rd (Rt. 30)	New Kent CL	Barnes Rd (Rt. 601 S)	9,512	12,000	D	E	Listed as "OK"
Old Stage Rd (Rt. 30)	Barnes Rd (Rt. 601 S)	I-64	9,512	26,000	A-C	A-C	Listed as "OK"

Planning Staff and VDOT Comments: Planning staff is comfortable with the traffic study and proffer language as proposed since the roadways and intersections are anticipated to operate at LOS C or better with the proposed improvements. VDOT has provided a letter stating that in general, they found the traffic study compliant with their regulations and concurred with the projected trip generation.

Economic Development Proffer

With regard to the Economic Development proffer, the revisions are to subsection (a) which lays out commitments for improvement of Mount Laurel Road to serve Tracts 11A and 11B, which are the major commercial tracts in the development. The 2007 proffers included a commitment to submit design plans for the improvement of Mount Laurel Road to meet VDOT subdivision street standards within 12 months of approval of the rezoning, and the commitment to construct the improvements within 18 months of approval of the design plans. While the applicant had submitted plans within 12 months of the rezoning, the plans have not yet been pursued to completion. The applicant has indicated that they would prefer to have the trigger linked to an imminent use of Tract 11A and 11B. The applicant has proposed proffer language that specifies improvement of the road in three phases: (i) from its intersection with LaGrange to the Tract 11A entrance, (ii) from Tract 11A entrance to Tract 11B entrance, and (iii) from the Tract 11B entrance to the future intersection with the Bridge Road. The triggers for constructing phases (i) and (ii) are related to site plan approval and commencement of construction for any commercial development on Tracts 11A and 11B, respectively.

Staff Comments: Staff is comfortable with the language as proposed which should help ensure that the road infrastructure is ready for the initial industrial/commercial uses on the Tracts, as well as the uses that follow.

COMPREHENSIVE PLAN

The Stonehouse Planned Unit Development area is designated Low Density Residential, Conservation Area, and as a portion of the Stonehouse Mixed Use area on the 2009 Comprehensive Plan. Maintaining acceptable LOS on area roadways is an important factor noted in both the residential development standards and the Stonehouse Mixed Use area description language. Based on the analysis submitted, staff finds that this would be achieved with the proffered improvements.

RECOMMENDATION

Staff finds that the request maintains adequate LOS on the affected roadways and is consistent with the Comprehensive Plan. Staff recommends the Board of Supervisors approve this application and accept the voluntary proffers.

EC/nb
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Attachments:

1. Resolution
2. Location Map
3. Unapproved Planning Commission Minutes from April 1, 2015
4. Parcel Numbers
5. Proposed Proffers
6. Transportation Impact Study
7. Phasing Exhibit
8. Mt. Laurel Road Exhibit
9. Preliminary Master Plan for Tracts 2 and 3