

SPECIAL USE PERMIT-23-0007. Warhill Sports Complex Master Plan and SUP Amendment
Staff Report for the April 5, 2023, Planning Commission Public Hearing

SUMMARY FACTS

Applicant: Mr. Alister Perkinson Parks Administrator
for the Parks & Recreation Department

Landowner: James City County

Proposal: A request to amend the Special Use Permit (SUP), Case No. SUP-0014-2016 (Attachment No. 4) and Master Plan, Case No. MP-0002-2016 (Attachment No. 4) for the Warhill Sports Complex to include, but not limited to, adding four multiuse fields, restrooms/concessions, stadium complex for softball and baseball, a connecting to roads linking Longhill Road and Opportunity Way, lighted pickleball/tennis courts, additional parking to support amenities, existing private indoor pool facility, existing community garden, and existing General Services Grounds Maintenance facility. The proposed SUP amendment is designed to ensure consistency with the currently adopted park Master Plan.

Locations: 4900 Stadium Trail
5700 Warhill Trail
5720 Warhill Trail

Tax Map/Parcel Nos.: 3210100012
3210100012A
3210100012L

Property Acreage: +/- 442.23 acres
+/- 3.00 acres
+/- 2.07 acres

Zoning: PL, Public Lands

Comprehensive Plan: Community Character Conservation, Open Space, or Recreation

Primary Service Area: Inside

Staff Contact: Suzanne Yeats, Planner

PUBLIC HEARING DATES

Planning Commission: April 5, 2023, 6:00 p.m.

Board of Supervisors: May 9, 2023, 5:00 p.m. (Tentative)

FACTORS FAVORABLE

1. The proposal is compatible with surrounding zoning and development.
2. Staff finds the proposal consistent with *Our County, Our Shared Future: James City County 2045 Comprehensive Plan*.
3. At its January 25, 2022, meeting, the Board of Supervisors approved the September 2021 Master Plan update for the Warhill Sports Complex. Staff finds the current SUP application consistent with the Board's adopted Master Plan.
4. Impacts: See Impact Analysis on Pages 4-5.

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FACTORS UNFAVORABLE

1. With the attached SUP conditions, staff finds that there are no unfavorable factors.

SUMMARY STAFF RECOMMENDATION

Staff recommends the Planning Commission recommend approval of this application to the Board of Supervisors, subject to the proposed conditions. Staff also recommends that the Planning Commission find this application consistent with Section 15.2-2232 of the Code of Virginia.

PLANNING AND ZONING HISTORY

- The Board of Supervisors approved Case Nos. SUP-0004-1998/Z-0001-1998 (Attachment No. 5) on April 28, 1998. This allowed development of the site as a recreational complex.
- The Board of Supervisors approved Case Nos. SUP-0017-2003/MP-0005-2003 (Attachment No. 6) for the amendment of the “Warhill Sports Complex 2004 Master Plan” on July 13, 2004. The amended Master Plan proposed a multipurpose field complex, an indoor sports facility, picnic areas, greenway access to Centerville Road, paved multiuse trails, a controlled secondary park access to Centerville Road, a BMX park and unprogrammed open space.
- The Development Review Committee (DRC) approved a request for a Master Plan consistency (C-0008-2016) on February 24, 2016. This allowed the construction of two indoor swimming pools at the Williamsburg Indoor Sports Complex.

- The DRC approved a request for Master Plan consistency (C-0014-2016) for a community garden under the power lines on May 25, 2016.
- The Board of Supervisors approved Case Nos. SUP-0014-2016/MP-0002-2016 (Attachment No. 4) for the amendment of the “2016 Warhill Sports Complex Master Plan” dated September 19, 2016. The amended Master Plan (Attachment No. 7) proposed an addition of a running center building, a Williamsburg Area Transit Authority (WATA) bus transfer station, the relocation of a proposed indoor sports facility, and other minor revisions.
- At its January 25, 2022, meeting, the Board of Supervisors approved the September 2021 Master Plan update (Attachment No. 8) for the Warhill Sports Complex.

PROJECT DESCRIPTION

Mr. Alister Perkinson, Parks Administrator for the Parks & Recreation Department, has submitted a request to amend the Master Plan and SUP conditions for the Warhill Sports Complex. The sports complex is used by a large variety of groups with the purpose of providing recreational services and facilities for James City County residents and visitors. Parks and Recreation staff held a meeting on February 18, 2021, with 22 community partner organizations in order to solicit feedback and determine needs for Warhill Sports Complex’s future development. Based on feedback received, Parks & Recreation Long Range Plan, revisions made to the Warhill Sports Complex Master Plan include additions to and elimination of proposed amenities listed below. There are some pertinent differences between eliminations made from the 2016 Master Plan and proposed additions in this most recent 2021 version. They are listed below, and the map location is included parenthetically (note the *Shaping Our Shores* report has not been updated and continues to be utilized as a guiding document).

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Eliminated amenities from “2016 Warhill Sports Complex Master Plan” (the locations indicated below correspond to 2021 Master Plan):

- *One large field from the baseball complex to expand parking (A);*
- *Seven multipurpose rectangular fields (E,F);*
- *The proposed indoor sports facility (D2);*
- *BMX park (L) and Running Center (H); and*
- *Elimination of the WATA Bus Transfer Station from area (L).*

Existing or proposed improvements illustrated in “Master Plan Warhill Sports Complex Sept. 2021”:

- *Synthetic turf field complex featuring two lighted softball/multiuse fields (B), two lighted large baseball/multiuse fields (B).*
- *Restrooms/concession (B);*
- *Stadium complex featuring one baseball and one softball field (D2);*
- *Re-designed connector road between the Longhill Road and Opportunity Way sides (E);*
- *Lighted pickleball/tennis courts (H);*
- *Additional parking provided to support amenities (A, H);*
- *Include the existing private indoor pool facility (G2);*
- *Include the existing community garden (I);*

- *Include the existing General Services grounds maintenance facility (O); and*
- *Additional four multi-purpose fields, adjustable orientation, lighted parking, restrooms/concessions (F).*

SURROUNDING ZONING AND DEVELOPMENT

Located west of Route 199, south of Centerville Road (Route 614) and north of Longhill Road (Route 612), adjacent to Warhill and Lafayette High Schools.

Surrounding zoning designations include:

- North to Southeast: R-2, General Residential (Villages of Westminster), R-8, Rural Residential (James City Service Authority, Virginia Electric and Power Company), and M-1, Limited Business/Industrial (Virginia Electric and Power Company).
- Southeast to South: R-8, Rural Residential (Christian Life Center of Virginia), R-2, General Residential (Season’s Trace, Heron Run, Scott’s Pond, Winter Park, Pheasant’s Run, and Wood Duck Commons).
- South to Northwest: R-8, Rural Residential (Sheldon Properties and vacant parcels), R-4, Residential Planned Community (Mallard Hill and Longhill Gate), and PL, Public Land to the south (Lafayette High School).
- Northwest to North: PL, Public Land (Warhill High School and vacant parcel), R-8, Rural Residential (Camelot), A-1, General Agricultural (Residential), R-1, Limited Residential (Adam’s Hunt).

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Impacts/Potentially Unfavorable Conditions	Status <i>(No Mitigation Required/Mitigated/Not Fully Mitigated)</i>	Considerations/Proposed Mitigation of Potentially Unfavorable Conditions
<u>Public Transportation: Vehicular</u>	<u>Mitigated</u>	<ul style="list-style-type: none"> • Condition No. 3: The southbound right-turn lane on Warhill Trail shall be lengthened to 125 feet prior to June 30, 2027. The Director of Planning shall have the authority to delay required in the completion of the road improvement beyond June 30, 2027, if construction of the athletic fields labeled B, D2, and F on the revised Master Plan have not been completed prior to June 30, 2027. • Condition No. 4: Beginning on January 31, 2024, and every January 31 of each year thereafter, a Traffic Management Plan (“TMP”) addressing the circulation and queueing of vehicles within the Project area shall be submitted to the Virginia Department of Transportation (“VDOT”) and to the Director of Planning or his designee for their review and approval. The TMP shall address parking lot usage, signage, pavement markings and other vehicle control and directional devices, and manual traffic controls at the intersection of Warhill Trail and Longhill Road. The TMP shall be submitted until operation of the Longhill Road/Warhill Trail intersection is at a Level of Service “D” or better, as determined by VDOT and the Director of Planning. • Condition No. 5: A Traffic Impact Analysis (TIA) shall be submitted to the County within five (5) years of adoption of this SUP, or at such earlier time as required by VDOT. The Director of Planning may delay this requirement beyond five (5)-years if construction of the athletic fields labeled B, D2, and F on the Master Plan have not been completed within five years of adoption of this SUP. • Staff finds that traffic impacts from this proposal are mitigated with the proposed conditions.
<u>Public Transportation: Bicycle/Pedestrian</u>	<u>No Mitigation Required</u>	<ul style="list-style-type: none"> • Per the Adopted Regional Bikeways Map and Pedestrian Accommodations Master Plan, multiuse paths are required along Warhill Trail, Opportunity Way, and internal to the Warhill Sports Complex; this requirement has been fulfilled.
<u>Public Safety</u>	<u>No Mitigation Required</u>	<ul style="list-style-type: none"> • Fire Station 4 on Olde Towne Road serves this area of the County, approximately 2.5 miles from the proposed Facility.
<u>Public Schools</u>	<u>No Mitigation Required</u>	<ul style="list-style-type: none"> • N/A since no residential dwelling units are proposed.

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<u>Public Parks and Recreation</u>	<u>No Mitigation Required</u>	<ul style="list-style-type: none"> N/A since no residential dwelling units are proposed.
<u>Public Libraries and Cultural Centers</u>	<u>No Mitigation Required</u>	<ul style="list-style-type: none"> Staff finds that this project does not generate impacts that require mitigation.
<u>Groundwater and Drinking Water Resources</u>	<u>Mitigated</u>	<ul style="list-style-type: none"> Staff finds that this project does not generate impacts that require mitigation.
<u>Watersheds, Streams, and Reservoirs</u> Project is located in the Skiffes Creek Watershed and Skiffes Creek Reservoir.	<u>Mitigated</u>	<ul style="list-style-type: none"> Condition No. 7: The applicant shall submit a Master Stormwater Management (“SWM”) Plan for review and approval by the Director of Stormwater and Resource Protection within 18 months of adoption of this SUP. Material deviations from the SWM Plan must be approved by the Director of Stormwater and Resource Protection Division. All development of the Property must adhere to the approved SWM Plan.
<u>Cultural/Historic</u>	<u>Mitigated</u>	<ul style="list-style-type: none"> Staff finds that this project does not generate impacts that require mitigation.
<u>Nearby and Surrounding Properties</u>	<u>Mitigated</u>	<ul style="list-style-type: none"> Condition No. 6: All outdoor speakers used on the Properties shall be oriented generally towards the interior of the Properties and away from exterior property lines.
<u>Community Character</u>	<u>Mitigated</u>	<ul style="list-style-type: none"> Condition No. 2: A minimum 150-foot buffer shall be maintained along the perimeter of the boundary lines of James City County Real Estate Tax Map No. 3210100012. This buffer shall remain undisturbed with the exception of breaks for roadways and pedestrian connections, utilities, walking and hiking trails, community uses, and other uses shown on the Master Plan or as specifically approved by the Director of Planning.
<u>Covenants and Restrictions</u>	<u>No Mitigation Required</u>	<ul style="list-style-type: none"> The applicant has verified that he is not aware of any covenants or restrictions on the property that prohibit the proposed use.

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Per Case No. SUP-0014-2016, Condition No. 7 (Attachment No. 4), the Director of Planning was given authority to delay requiring a TIA to be submitted beyond the five (5)-year time period if construction of the athletic fields labeled B, D2, and F on the 2016 Master Plan (Attachment No. 7) have not been completed within five years of issuance of said SUP amendment. Since 2017, the operational efforts utilized since adoption of the 2016 SUP to mitigate circulation and queuing have included:

- Signs to Route 199/Interstate 64 were installed inside the Warhill Sports Complex, directing traffic to use the Opportunity Way exit rather than using Warhill Trail and Longhill Road.
- “Do not block intersection” signs were installed along Warhill Trail at the intersections of Blue Bill Run and Beaver Run East.
- Off-duty Police Officers were hired to help direct traffic at the intersection of Longhill Road and Warhill Trail during weekends that the park hosted special events and tournaments.
- The service road that connects both entrances of the Warhill Sports Complex was opened for use during full park operating hours.
- The Warhill Sports Complex address was changed to 4900 Stadium Road to help direct more traffic (via GPS and smartphone apps) to the park entrance off Opportunity Way.
- To help reduce speeding vehicles inside the park, additional speed humps were added to the park’s service road.
- Two James City County Police Officers were requested to help direct traffic at the intersection of Longhill Road and Warhill Trail on eight tournament weekends in 2022, which is consistent with the previous few years.

The Parks & Recreation Department is committed to using each of the measures listed above in 2023 and beyond until physical improvements or traffic control lights can be added to the Longhill Road/Warhill Trail intersection.

2045 COMPREHENSIVE PLAN

The 2045 Comprehensive Plan Land Use Map designates the Warhill Sports Complex as Community Character Conservation, Open Space or Recreation (CCOR), and Federal, State, or County Land. The 2045 Comprehensive Plan states that properties designated CCOR contribute to the rural, historic, or scenic character of the County and include areas used for recreation, historical or cultural resources, or open space. Areas designated as Federal, State, or County Land include publicly owned lands. Staff finds that the proposed improvements to Warhill Sports Complex are consistent with these designations.

Longhill Road and Centerville Road are listed as Wooded and Urban and Suburban Community Character Corridors in the 2045 Comprehensive Plan Land Use Map. The proposed improvements will not be visible from these rights-of-way.

Warhill Sports Complex is primarily surrounded by Low Density Residential. Areas to the northeast and to the south are designated as Federal, State, and County Land.

FINDING OF CONSISTENCY

Section 15.2-2232 of the Code of Virginia states, in part, that no public park facility be allowed unless the Planning Commission finds the location of the park “substantially” consistent with the adopted Comprehensive Plan. As previously stated, in the *Our County, Our Shared Future: James City County 2045 Comprehensive Plan*

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Comprehensive Plan Land Use Map, the Warhill Sports Complex is designated as Community Character Conservation, Open Space, or Recreation (CCOR). Also, staff finds this proposal consistent with the Comprehensive Plan since the Park will serve the County and region as a whole and because it is a public facility (i.e., owned and operated by James City County). For the Commission's consideration, a consistency determination resolution is included as Attachment No. 10.

PROPOSED SUP CONDITIONS

Proposed conditions are provided as Attachment No. 1.

STAFF RECOMMENDATION

Staff finds the proposal to be compatible with surrounding zoning and development and is consistent with *Our County, Our Shared Future: James City County 2045 Comprehensive Plan*.

Staff recommends that the Planning Commission recommend approval of this application to the Board of Supervisors, subject to the attached conditions. Staff also recommends that the Planning Commission find this application consistent with Section 15.2-2232 of the Code of Virginia.

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Attachments:

1. Proposed Conditions
2. Location Map

3. Applicant Narrative
4. SUP-0014-2016/MP-0002-2016 Resolution
5. SUP-0004-1998/Z-0001-1998 Resolution
6. SUP-0017-2003/MP-0005-2003 Resolution
7. 2016 Master Plan
8. 2021 Master Plan
9. Citizen Correspondence
10. Resolution: 15.2-2232 Consistency Determination

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