

SPECIAL USE PERMIT-23-0004. Chickahominy Riverfront Park Master Plan and SUP Amendment
Staff Report for the April 5, 2023, Planning Commission Public Hearing

SUMMARY FACTS

Applicant: Mr. Alister Perkinson, Parks Administrator,
Parks & Recreation Department

Landowner: James City County

Proposal: A request to amend Case No. Special Use Permit (SUP)-0014-2009 and Master Plan "Figure 4-2: Master Plan - Chickahominy Riverfront Park," to include, but not be limited to, removing camping and RV camping areas and adding a long-term RV and boat storage area and a future James City Service Authority (JCSA) water treatment plant area on the eastern side of the park; realigning internal roadways and removing a second entrance on Route 5; and adding and relocating rowing and boat launch facilities. The proposed SUP amendment is designed to ensure consistency with the currently adopted Park Master Plan.

Location: 1350 John Tyler Highway

Tax Map/Parcel No.: 3430100002

Property Acreage: +/- 139.42 acres

Zoning: PL, Public Lands

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

Primary Service Area: Outside

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. On July 28, 2020, the Board of Supervisors adopted a resolution in support of the 2020 *Shaping Our Shores* Master Plan for Jamestown Beach Campground, Jamestown Yacht Basin, and Chickahominy Riverfront Park. Staff finds the current SUP application consistent with the Board adopted resolution.
4. Impacts: See Impact Analysis on Pages 4-5.

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.

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PLANNING AND ZONING HISTORY

- On June 9, 2009, the Board of Supervisors adopted a resolution in support of the 2009 *Shaping Our Shores* Master Plan for Jamestown Beach Campground, Jamestown Yacht Basin, and Chickahominy Riverfront Park (Attachment No. 5). The *Shaping Our Shores* Master Plan included both Master Plan drawings and a narrative report document with background information and guidance.
- On November 10, 2009, the Board of Supervisors approved Case No. SUP-0014-2009 (Attachment No. 6) for the Chickahominy Riverfront Park. This allowed the development of the site as a recreational complex.
- On June 20, 2018, staff presented to the Development Review Committee (DRC) Conceptual Plan C-0038-2018 and sought a review for a proposal for an additional boathouse and RV and boat storage. The proposal included an RV and boat storage approximately 56,000 square feet (1.29 acres) capable of storing up to 50 large RVs and/or boats. A motion was made to approve the proposal which subsequently passed 5-0.
- On November 20, 2019, staff presented to the DRC Site Plan amendment SP-19-0101 and sought a review requiring the DRC approval due to the removal of trees as required by the SUP conditions. A motion was made to approve the proposal which subsequently passed 4-0.
- On July 28, 2020, the Board of Supervisors adopted a resolution in support of the 2020 *Shaping Our Shores* Master Plan for Jamestown Beach Campground, Jamestown Yacht Basin, and Chickahominy Riverfront Park (Attachment No. 7).

PROJECT DESCRIPTION

Mr. Alister Perkinson, Parks Administrator for the Parks & Recreation Department, has submitted a request to amend Case No. SUP-0014-2009 to formally update the Park's SUP to match the 2020 *Shaping Our Shores* Master Plan. This SUP application includes an updated "Master Plan Chickahominy Riverfront Park January 2023" (Attachment No. 4). Note that there are some pertinent differences between improvements made to the park from years 2009 through 2020 versus improvements made to the 2020 Master Plan and additional revisions made to the this proposed 2023 Master Plan. Below lists the improvements and/or adjustments made during each master plan revision:

Improvements to Chickahominy Riverfront Park since 2009:

- *Resurfacing the pool;*
- *Paving and improvements to the recreation vehicle loop;*
- *Replacing the water main;*
- *Removal of a smaller pool;*
- *Addition of the splash pad; and*
- *Addition of the William & Mary Boathouse.*

Master Plan Chickahominy Riverfront Park Sept. 2020 (additions to or removal of proposed improvements):

- *Add the proposed JCSA Water Treatment Plant (V);*

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- *Relocate long-term RV and boat storage to eastern side of the park (R);*
- *Removal of second entrance (southeast quadrant);*
- *Addition of camper amenities to include propane filling station (Y), laundry rooms (B), picnic and outdoor recreation area (S), bath houses (B,) and a relocated pump-out station (W); and*
- *Addition of second rowing building due to increased interest and growth of the sport (C).*

Master Plan Chickahominy Riverfront Park March 2023 (additions to or removal of proposed improvements):

- *Relocated RV/boat storage to the west of the pond (R);*
- *Realign internal roadways to match current conditions throughout the park;*
- *Identified a future drainfield site that would serve the pool and picnic shelter area (D1);*
- *Change verbiage for location “I” to: pool, splash pad, and concessions; and*
- *Prominently Identify the 150-foot right-of-way buffer (Green strip).*

Traffic Analysis

A Traffic Analysis was prepared by the Timmons Group dated July 31, 2021, and revised on October 29, 2021, for the Chickahominy Riverfront Park Master Plan update (Attachment No. 8). Based on the

analysis, the following conclusions and recommendations were offered:

1. No improvements are required at the site entrance to Chickahominy Riverfront Park from a capacity or queuing standpoint. Under existing and future traffic conditions, all movements operate at Level of Service B or better with no queuing concerns.
2. A right-turn taper on westbound John Tyler Highway is warranted under existing conditions at the site entrance. Modifying the striping will meet the need here.
3. Should traffic along John Tyler Highway increase at 2% per year, a right-turn lane on westbound John Tyler Highway will be warranted at the site entrance.

A left-turn lane on eastbound John Tyler Highway is not warranted at the site entrance under existing or future traffic conditions.

These recommendations for traffic improvements are included in the proposed SUP conditions (Attachment No. 1).

SURROUNDING ZONING AND DEVELOPMENT

- North of the project site is Gordon Creek including land zoned A-1, General Agricultural.
- East of the project site includes vacant or single-family residential properties which are zoned A-1, General Agricultural.
- South of the project site includes vacant or single-family residential properties which are zoned A-1, General Agricultural.
- West of the project lies the Chickahominy River.

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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. 7: Within 12 months of approval of this SUP, the westbound right-turn lane on John Tyler Highway shall be restriped to a right-turn taper, as approved by the Virginia Department of Transportation (VDOT). Condition No. 8: A Traffic Impact Analysis shall be submitted to the County within five (5) years of approval of this SUP amendment, or at such time where a traffic study is required by VDOT to determine the need of a full right-turn lane on westbound John Tyler Highway at the site entrance. The Director of Planning shall have the authority to delay this requirement beyond the five (5)-year time period if traffic counts maintain a traffic growth rate of less than 2% per annum. Staff finds that traffic impacts from this proposal are mitigated.
<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 John Tyler Highway; this requirement has been fulfilled.
<u>Public Safety</u>	<u>No Mitigation Required</u>	<ul style="list-style-type: none"> Fire Station 3 on John Tyler Highway serves this area of the County, approximately 7.8 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.
<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.

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<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. 2: A soil feasibility study to determine appropriate areas for septic drainfields shall be submitted to the Virginia Department of Health for review and approval prior to any new development on the Property. Condition No. 6: Development of areas within the Property shall adhere to approved master Stormwater Management (“SWM”) Plan SWM-23-0003. Substantive deviations from this approved master plan must be approved by the Director of Stormwater and Resource Protection. 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. 4: All outdoor speakers used on the Property 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. 3: A 150-foot buffer shall be maintained along John Tyler Highway. This buffer shall remain undisturbed with the exception of breaks for roadways and pedestrian connections, utilities, walking, hiking, and biking trails, and other uses specifically approved by the Director of Planning and the DRC. Condition No. 5: Tree clearing on the Property shall be limited to the minimum necessary to accommodate the proposed infrastructure improvements; recreational uses shown on the Master Plan; and related driveways, entrance improvements, and facilities as determined by the Director of Planning or his designee.
<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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2045 COMPREHENSIVE PLAN

In the *Our County, Our Shared Future: James City County 2045 Comprehensive Plan* Comprehensive Plan Land Use Map, the Chickahominy Riverfront Park is designated as Community Character Conservation, Open Space, or Recreation (CCOR). 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. Staff finds that the proposed improvements to Chickahominy Riverfront Park are consistent with these designations.

John Tyler Highway is listed as Wooded in the 2045 Comprehensive Plan Land Use Map. Staff finds that the 150-foot right-of-way buffer and the location of most proposed improvements within the park away from the right-of-way will help preserve the character of this corridor.

Surrounding Comprehensive Plan designations include Rural Lands to the north, east, and south. The Chickahominy River lies to the west.

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* Comprehensive Plan Land Use Map, the Chickahominy Riverfront Park 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. 9.

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 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 proposed 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. 2023 Master Plan
5. Resolution: Adoption of the *Shaping Our Shores* Master Plan
6. SUP-0014-2009 Resolution
7. 2020 Master Plan
8. Traffic Memorandum Revised October 29, 2021
9. Resolution: 15.2-2232 Consistency Determination

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