

REZONING-18-0006. Ironbound Crossing Rezoning

Staff Report for the March 12, 2019 Board of Supervisors Public Hearing

SUMMARY FACTS

Applicants: Mr. Mark Rinaldi
Mr. Vernon Geddy, III

Land Owners: G Square Inc.
Virginia Department of Transportation (VDOT)
Mount Pleasant Church

Proposal: To rezone a total \pm 2.67 acres of land to B-1, with proffers, for commercial, office, and institutional uses.

Locations: 4007 Ironbound Road
4002 Ironbound Road

Tax Map/Parcel Nos.: 3840100002A
3840100021

Project Acreage: \pm 2.67 acres

Zoning: R-8, Rural Residential
B-1, General Business with proffers

Comprehensive Plan: Mixed Use
Low Density Residential

Primary Service Area: Inside

Staff Contact: Tom Leininger, Planner

PUBLIC HEARING DATES

Planning Commission: January 2, 2019, 6:00 p.m.

Board of Supervisors: March 12, 2019, 5:00 p.m.

FACTORS FAVORABLE

1. Staff finds the proposal is consistent with the 2015 Comprehensive Plan, "*Toward 2035: Leading the Way.*"
2. Staff finds the proposal will not negatively impact surrounding zoning and development.
3. The proposed proffers include commitments to adhere to Design Guidelines, Water Conservation standards, and to prohibit driveways onto Monticello Avenue.
4. The proposal would maintain acceptable Levels of Services (LOS) on surrounding roadways.

FACTORS UNFAVORABLE

1. Staff finds that there are no unfavorable factors.

SUMMARY STAFF RECOMMENDATION

Approval and acceptance of the voluntary proffers.

PLANNING COMMISSION RECOMMENDATION

At its January 2, 2019 meeting, the Planning Commission recommended approval of this rezoning and acceptance of the voluntary proffers by a vote of 7-0.

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.

REZONING-18-0006. Ironbound Crossing Rezoning

Staff Report for the March 12, 2019 Board of Supervisors Public Hearing

Proposed Changes Made Since the Planning Commission Meeting

None.

PROJECT DESCRIPTION

This proposal includes the rezoning of three areas, as follows:

- A 0.74-acre portion of the Mount Pleasant Church property from R-8, Rural Residential to B-1, General Business with proffers.
- The 1.17-acre parcel owned by G Square Property to be rezoned from B-1, General Business with proffers to B-1, General Business with amended proffers.
- A 0.76-acre area of the Old Ironbound Road VDOT right-of-way will be rezoned from R-8, Rural Residential to B-1, General Business with proffers. This right-of-way will be abandoned and be included with the G Square Property to create a 1.93-acre parcel.

In Area 1, the master plan would allow up to 45,000 square feet. This could consist of up to 20,000 square feet of commercial uses and up to 25,000 square feet of office. The applicants have indicated that at this point in time there is no specific commercial or office use proposed. The applicants have included a proffer to restrict certain uses that would otherwise be permitted in B-1 by-right (Attachment No. 2, Proffer No. 2).

As specified in Section 24-11 of the Zoning Ordinance, if any commercial use or group of commercial uses meeting the following triggers are later proposed, a Special Use Permit (SUP) will be required as part of a future application:

- A commercial building or group of buildings which exceeds 10,000 square feet;
- A commercial building or group of buildings which generates a total of 100 or more peak hour trips to and from the site;
- Convenience store;
- Automobile and gasoline service stations.

While Section 24-11 provides an exemption in subsection (d)(3) for developments with detailed binding master plans, the general nature of this master plan does not meet that exemption criteria.

In Area 2, the master plan would allow up to 3,000 square feet of institutional uses. This area would accommodate parking or accessory uses for the existing Mount Pleasant Church. Places of Public Assembly and parking lots are a permitted use in B-1.

Mount Pleasant Church is a part of this application because they have found that the proposed rezoning and development would be beneficial to them and it would allow them to make future improvements, such as a needed parking lot expansion, that are harmonious with the proposed commercial development and that would also be subject to the proposed master plan.

Proposed access to Ironbound Crossing comes from Old Ironbound Road. The applicants have proffered that there will be no vehicular access to the site from Monticello Avenue. The end of Old Ironbound Road would be modified where the existing cul-de-sac bulb would be removed and a new branch-turnaround would be constructed, with the continued ability for the church to access its property as well. The Community Impact Statement indicates that a possible interconnection between the church and G-Square Property parking areas may be considered in the future and this possible connection is depicted on the master plan.

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.

REZONING-18-0006. Ironbound Crossing Rezoning

Staff Report for the March 12, 2019 Board of Supervisors Public Hearing

Given the relatively small size of the site and the desire for development of this site to have enhanced architecture and other site elements that are generally consistent with the New Town form of development, the applicants are proposing a decrease in the setbacks and the landscape buffers along Monticello Avenue, Ironbound Road, and Old Ironbound Road.

- The applicant is proposing the following building setback reductions:
 - Required 50-foot building setback to a 30-foot building setback along Monticello Avenue;
 - Required 50-foot building setback to a 25-foot building setback along Ironbound Road and Old Ironbound Road.
- The applicant is proposing the following landscape buffer reductions:
 - Required 50-foot landscape buffer to a 30-foot landscape buffer along Monticello Avenue;
 - Required 50-foot landscape buffer to a 35-foot landscape buffer along Route 199;
 - Required 30-foot landscape buffer to a 15-foot landscape buffer along Ironbound Road and Old Ironbound Road.

Based on preliminary review of the building setback reduction request, staff is generally supportive of the request and finds the proposal could meet the criteria found in Section 24-392(1). Staff finds that this location is within the New Town Community Character Area (CCA) and along the Monticello Avenue Community Character Corridor (CCC). The applicant is also offering site design which meets or exceeds the Comprehensive Plan Development Standards through its proposed Design Guidelines.

Based on preliminary review of the landscape buffer reduction, for the same findings just noted, staff is generally supportive of the request and finds the proposal could meet the criteria found in Section 24-98, as the applicants have submitted proposed Design Guidelines which would be binding.

The proposed Design Guidelines and Master Plan for Ironbound Crossing were submitted to and approved by the New Town Development Review Board (DRB). Staff was notified of the DRB's approval on December 14, 2018. The applicants have committed to DRB review of project elements for consistency with the Design Guidelines at the development plan stage through proffers.

There is an existing multi-use path along Monticello Avenue and a sidewalk along Ironbound Road. According to the pedestrian accommodation master plan, a sidewalk will be required along the north side of Old Ironbound Road. All required bicycle accommodations are already in place.

PLANNING AND ZONING HISTORY

The property at 4007 Ironbound Road was previously rezoned from R-8, Rural Residential and M-1, Limited Business/Industrial to B-1, General Business with proffers approved by the Board of Supervisors on March 12, 2002. The master plan allowed for the construction of a five story office building (parking was underneath the building as one of the stories).

SURROUNDING ZONING AND DEVELOPMENT

- The zoning of the surrounding properties to the north and west is MU, Mixed Use and R-8, Rural Residential. Properties to the south are zoned B-1, General Business and R-2, General

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.

REZONING-18-0006. Ironbound Crossing Rezoning

Staff Report for the March 12, 2019 Board of Supervisors Public Hearing

Residential and properties to the east are zoned M-1, Limited Business/Industrial.

- The property is at the Route 199/Monticello Avenue interchange, as well as the intersection of Ironbound Road and Monticello Avenue.
- The property is generally bounded by New Town to the north, Windsormeade Marketplace and residential development to the west, Ironbound Road Mini Storage to the south and Courthouse Commons to the east.

PUBLIC IMPACTS

Anticipated Impact on Public Facilities and Services:

Streets:

- The master plan specifies commercial and office uses on the property up to a maximum square footage, as discussed above. For commercial uses, the maximum trip generation permitted by the County Zoning Ordinance without a commercial SUP is 99 vehicles per peak hour. A specific commercial use for the property has not yet been determined so the applicants have taken the approach of analyzing traffic in the Traffic Impact Analysis (TIA) for the site up to the 99 vehicles per peak hour level - if a commercial use ultimately locates on the site that would generate a higher level of traffic, then an SUP application would need to be approved and traffic impacts would be re-evaluated at that time. Office uses are exempt from the commercial SUP requirement, but the applicant has proffered to submit a TIA for any use or cumulative uses that would generate peak hour trips equal to or exceeding 100 peak hour trips and to install any traffic

improvements identified by the analysis (Attachment No. 2, Proffer No. 7).

- The TIA (Attachment No. 8) analyzed the unsignalized intersection at Route 615 Ironbound Road/Route 784 Ironbound Road stub/Courthouse Commons entrance. According to the TIA, all movements at this intersection are currently operating at a Level of Service (LOS) C or better, and are anticipated to remain operating at this LOS through 2024 with development of this project.
- The TIA indicate that a right turn taper on the Ironbound Road southbound approach to Old Ironbound Road is “barely warranted” at the level of traffic analyzed in the study. Once a specific use is determined for the site, the applicants have proffered to verify the peak hour trip generation to determine if any turn lane improvements are warranted or not (Attachment No. 2, Proffer No. 6); if warranted, the turn lane improvements would be installed.
- The TIA looked at the intersection of Monticello Avenue and Ironbound Road. The analysis indicated that the additional trips from this development would maintain adequate clearance between the northbound Ironbound Road queues at Monticello Avenue and the Route. 615 Ironbound Road/Route 784 Ironbound Road stub/Courthouse Commons entrance. The TIA did not include an analysis of the resulting LOS at this intersection since the signal at this intersection is operated by an adaptive traffic control system software; there is no currently known way to calculate LOS under this circumstance, as further described in the Supplement to the TIA dated December 13, 2018 (Attachment No. 9).

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.

REZONING-18-0006. Ironbound Crossing Rezoning

Staff Report for the March 12, 2019 Board of Supervisors Public Hearing

- The James City County, Williamsburg, York County Comprehensive Transportation Study, prepared in 2012, projected a LOS A-C in 2034 for Ironbound Road (segment between Strawberry Plains and Monticello Avenue) and a LOS D in 2034 for Monticello Avenue (segment between Route 199 and Ironbound at the City of Williamsburg line). In the Comprehensive Plan Table T-1, this segment of Monticello Avenue is listed as “recommended for congestion management improvement.”
- VDOT has reviewed and approved the TIA.

Fire/Utilities:

Fire:

- The closest fire station in James City County to the property is Fire Station 3, located at 5077 John Tyler Highway, is approximately 2.3 miles southwest of the project site. Fire Station 5, located at 3201 Monticello Avenue, is approximately 3.8 miles west of the project site.

Utilities:

- Project receives public water and sewer. The James City Service Authority has reviewed the application and had no objection. The applicants have proffered to provide a water conservation agreement at the site plan stage (Attachment No. 2, Proffer No. 4).

Environmental:

- The Stormwater and Resource Protection (SRP) Division has reviewed the proposal and has no objections. The master plan is

general in nature and a particular stormwater management approach is not currently depicted; the applicants and SRP concur that the stormwater details will be worked through at the plan of development stage to meet all current regulations. There is no Resource Protection Area, natural heritage resources or special flood hazard area within the project boundaries.

- Watershed: Mill Creek.

Cultural/Historic:

- This project site has been previously disturbed and no impact on cultural or historic resources are expected.

Nearby and Surrounding Properties:

- Staff finds that this proposal is generally consistent with the character of the existing surrounding development which is generally commercial in nature. Staff also finds that design guidelines for this project which help ensure consistency in character have been approved by the New Town DRB as further described above.
- This development will be visible from Monticello Avenue, Ironbound Road, and Old Ironbound Road.

COMPREHENSIVE PLAN

- The majority of the properties are designated Mixed Use (MU) - New Town Area, with the roughly 10,000 square feet of previously abandoned Old Ironbound Road on the church property designated as Low Density Residential.

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.

REZONING-18-0006. Ironbound Crossing Rezoning

Staff Report for the March 12, 2019 Board of Supervisors Public Hearing

- Appropriate primary uses for the New Town Mixed Use Area are a mixture of commercial, office and limited industrial with some residential as a secondary use.
- The general Mixed Use designation description states that Mixed Use areas located at or near interstate interchanges and the intersections of major thoroughfares are intended to maximize the economic development potential of these areas by providing areas primarily for more intensive commercial, office and limited industrial purposes.
- The Comprehensive Plan also designates Monticello Avenue as a CCC. Monticello is characterized as an “urban and suburban” CCC. Urban and suburban CCCs have high to moderate traffic, commercial and some residential uses. The predominant visual character of these areas should be the built environment and the natural landscape, with parking and other auto-related areas as a secondary component.
- This area is also designated as a part of the New Town CCA. Much of this area was rezoned to Mixed Use under the New Town development master plan. This area has developed under design guidelines with adherence being overseen by the New Town DRB.
- Adjacent properties to the west, north and east are designated Mixed Use. Properties to the south are designated Low Density Residential.

Staff finds the proposed project to be consistent with the elements of the Comprehensive Plan noted above. The project proposes commercial and office uses, which are consistent with the recommended primary uses, and which also are consistent with its location near the Route 199 interchange. For the CCC and CCA, the

applicants have submitted design guidelines to address these standards, which have been reviewed and approved by the DRB. The applicant has committed to DRB review of project elements for consistency with the design guidelines at the development plan stage.

STAFF RECOMMENDATION

Staff finds the proposal to be compatible with surrounding development and consistent with the Comprehensive Plan and Zoning Ordinance. Staff recommends the James City County Board of Supervisors approve of this application and accept the voluntary proffers.

TL/md

RZ18-6IrnbdCross

Attachments:

1. Resolution
2. Proffers for G-Square Property
3. Proffers for Mount Pleasant Church Property
4. Location Map
5. Master Plan
6. Community Impact Statement
7. Design Guidelines
8. Traffic Impact Analysis
9. Traffic Impact Analysis Supplement Dated December 13, 2018
10. Approved January 2, 2019 PC Minutes

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.