
SPECIAL USE PERMIT-18-0030. 6446 Richmond Rd. Convenience Store with Gas Pumps (Wawa)

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

Applicant: Mr. Tim Trant, Kaufman and Canoles

Land Owners: Doswell Ventures LLC

Proposal: To construct a +/- 6,050-square-foot convenience store with six gas pumps

Location: 6446 Richmond Road and Parcel No. 2430100067 (no address)

Tax Map/Parcel Nos.: 2430100046 and 2430100067

Project Acreage: +/- .50 acres

Zoning: B-1, General Business

Comprehensive Plan: Mixed Use

Primary Service Area: Inside (PSA)

Staff Contact: Alex Baruch, Senior Planner

PUBLIC HEARING DATES

Planning Commission: February 6, 2019, 6:00 p.m.

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

FACTORS FAVORABLE

1. With the proposed conditions, staff finds the proposal will not impact the surrounding zoning and development.
2. Staff finds the proposal consistent with the designation of Mixed Use on the Comprehensive Plan adopted in 2015, *"Toward 2035: Leading the Way."*
3. This application passes the Adequate Transportation Facilities Test.
4. The visual impacts to the entry corridor have been mitigated through updated landscaping, parking, signage, and canopy elevations.

FACTORS UNFAVORABLE

1. None.

SUMMARY STAFF RECOMMENDATION

Staff recommends that the Board of Supervisors approve this application with the conditions stated in Attachment No. 1.

PLANNING COMMISSION RECOMMENDATION

At the February 6 Planning Commission meeting, a motion to recommend approval failed by a vote of 2-5.

PROPOSED CHANGES MADE SINCE THE PLANNING COMMISSION MEETING

On February 20, 2019, staff received updated canopy elevations, sign elevations, master plan, and landscape plan for this proposal. These

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.

SPECIAL USE PERMIT-18-0030. 6446 Richmond Rd. Convenience Store with Gas Pumps (Wawa)

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

elements of the proposal were pointed out as deficiencies in the Planning Commission staff report and have been mitigated through the updated documents provided by the applicant. The staff report has been updated throughout to include impacts that have been mitigated since the Planning Commission meeting.

PROJECT DESCRIPTION

The applicant is requesting a Special Use Permit (SUP) to construct a 6,050-square-foot convenience store with six gas pumps. An SUP is required for convenience stores with gas pumps in B-1. The property is split by the York County/James City County jurisdictional line with the convenience store, parking, and signage proposed in York County and a portion of the canopy and one of the two entrances located in James City County. There is currently a convenience store with gas pumps use on this property; however, when the site plan was submitted in 1985 for this existing use, an SUP was not required.

PLANNING AND ZONING HISTORY

- Z-15-1975: Rezoning from M-2, General Industrial to B-1, General Business.
- SP-24-1985: Site plan for convenience store with gas pumps.
- SP-0100-2004: Site plan to add a shed to the convenience store with gas pumps.

SURROUNDING ZONING AND DEVELOPMENT

- Properties surrounding this parcel are zoned B-1, General Business; properties across the street are zoned M1, General Industrial; adjacent properties in York County are zoned GB, General Business. In James City County, all surrounding development is commercial.
- The subject property was developed in 1985/1986 to its current

state. Prior to 1985, there was a single-family home on the property.

COMPREHENSIVE PLAN

The property is designated Mixed Use on the 2035 Comprehensive Plan Land Use Map. The Mixed Use area in the Comprehensive Plan called Lightfoot describes principle uses that include limited industry, commercial, and moderate density residential.

The Comprehensive Plan states that future development should be integrated with and complement the adjacent Economic Opportunity designated area to the extent possible. Staff finds the proposed use of a gas station with convenience store is consistent with the 2035 Comprehensive Plan.

Community Character:

Richmond Road is designated as a Community Character Corridor on the 2035 Comprehensive Plan Land Use Map. The Lightfoot area is an entry corridor into the County from Route 199 and York County. Redevelopment of the Lightfoot shopping mall through SUPs over the past years has committed to design standards and detail that reflect the Richmond Road Community Character Corridor. Staff had concerns because so much of the site is in York County but has such a visual impact to the Lightfoot Corridor in James City County and the James City County Community Character Corridor. The visual impact to this entry corridor in James City County makes it extremely important that the development of the site as a whole meet James City County standards for signage, canopy design, and landscaping. Since the Planning Commission meeting on February 6, 2019, the applicant has committed to enhanced design and Ordinance requirements that would meet James City County standards.

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.

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

The applicant has submitted building elevations for the convenience store that is located on the York County portion of the site. Much like the site improvements without the ability for James City County to apply an SUP condition for the building architecture; there is no way to ensure that the final elevations meet the higher architectural standards due to the proximity to the Community Character Corridor. The enhanced building elevation is being considered by York County and the Planning Commission has recommended approval of this application. As such, it would be up to York County to require adherence to the attached elevation (Attachment No. 6).

The applicant has also submitted canopy elevations for the gas pump canopy that is located on both the York County and James City County portions of the site. Staff had recommended changes to the canopy elevation height and roofline to the applicant to better align with the community character of the area. Staff believes that the A-frame style would be a less intrusive, lower profile design with a parapet which has a similar styling to the other approved designs. Condition Nos. 9 and 14 will ensure that final elevations in James City County meet the higher architectural standards due to the proximity to the Community Character Corridor. Since the Planning Commission meeting the applicant has committed to the A-frame canopy shown in Attachment No. 9.

The monument style sign depicted in Attachment No. 6 is shown on the master plan on the York County portion of the property. In the previous proposal the sign was shown as an LED sign which is not allowed in James City County. Since the Planning Commission meeting the applicant has changed the sign from an LED sign to an internally illuminated monument style sign. James City County Ordinance does allow internally illuminated signs within the Community Character Corridors; however, the typical SUP conditions for signs within the Community Character Corridors require externally illuminated signs. Staff finds the new proposal as a good

balance and Condition No. 10 will ensure that freestanding signs are not allowed within the James City County property as to make sure there will not be two signs along Richmond Road.

Changes to the landscape plan and master plan since the Planning Commission meeting have brought the plan such as the adjacent to building landscaping, parking lot, and Community Character Corridor width along Richmond Road up to James City County Ordinance requirements as shown on Attachment Nos. 3 and 5.

A pedestrian connection from Richmond Road to the convenience store is shown on the master plan (Attachment Nos. 3 and 5) near the west property line in accordance with SUP Condition No. 4. This will allow for safe pedestrian movement between the proposed use and the multi-use path.

While the master plan does not show dumpsters or outside display of sale or storage occurring on the James City County property, Condition Nos. 6 and 7 are included should anything of that nature be proposed later in James City County.

PUBLIC IMPACTS

1. Anticipated Impact on Public Facilities and Services:

- a. *Streets.* The applicant has submitted a Traffic Impact Analysis (TIA) to evaluate the impacts of the proposed development on the public streets and to identify if any improvements are needed to mitigate those impacts. The TIA analyzed the Lightfoot Road/Richmond Road intersection. According to the applicant, the existing gas station with convenience store has about 1,720 daily trips from the site (incoming plus outgoing) (Attachment No. 7 Table 1). The proposed gas station with convenience store is expected to have about 2,766

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

daily trips from the site (Attachment No. 7 Table 2), which is an increase of about 1,000 trips (500 in plus 500 out). This is due to the increased amount of gas pumps and increased size of the convenience store compared to the existing gas station with convenience store. Based on the analysis, the current overall Level of Service (LOS) would remain at a LOS C under a year 2020 build scenario. The applicant is proposing to extend the left-turn lane on eastbound Richmond Road from 275 feet to 325 feet and construct a right-turn taper into the project on southbound Lightfoot Road.

- The new configuration for ingress/egress for this proposal shows only one entrance/exit on Richmond Road with right-in right-out capability (down from two previously) and one entrance/exit on Lightfoot Road with a pork chop design that allows right-in, right-out, and left-out to Lightfoot Road toward Old Mooretown Road.
- A second version of the applicant's traffic study was assessed by the Virginia Department of Transportation (VDOT) based on already existing synchronization of traffic lights, which was not reflected in the first traffic study. The second version showed better LOS for the through lanes on Richmond Road going east and west. VDOT approved the second version as a supplemental portion of the traffic study on February 6, 2019.
- This project passes the Adequate Transportation Facilities Test at this time because the LOS when comparing the 2020 No Build and 2020 Build models are the same due to the model incorporating the signal synchronization.
- An Access Management Exception (AME) was requested by the applicant from VDOT for a proposed entrance that

does not meet VDOT minimum distance requirements from the intersection. The AME was granted with two conditions: 1) dedication/reserve right-of-way along Lightfoot Road to facilitate future improvements to the road and the Lightfoot/Richmond Road intersection; 2) if safety becomes an issue with cars mistakenly trying to turn left into the proposed development from Lightfoot Road VDOT has reserved the right to require the driveway to be reconstructed as a right-in/right-out only entrance.

- The Pedestrian Accommodations Master Plan shows a sidewalk for this area along Richmond Road. It appears that a sidewalk is already installed and that the Master Plan indicates that it will be upgraded to a multi-use path.
- Regional Bikeways Master Plan shows a bike lane along Richmond Road is required. This item has been addressed in SUP Condition No. 5. The Pedestrian and Bicycle Accommodations Ordinance states that an exception may be granted by the Planning Director if an alternate accommodation is shown on a master plan approved by the Board of Supervisors. Currently the applicant is showing a 10-foot multi-use path along the Richmond Road frontage.
- The projected LOS for this segment of Richmond Road from the Regional Transportation Study shows that the segment of Richmond Road from Croaker Road to Lightfoot Road will continue as a LOS A-C in 2034. The LOS for the segment of Richmond Road from Lightfoot Road to Centerville Road is projected as a LOS F in 2034.

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

- b. *Schools/Fire/Utilities.* This area of the County is served by Fire Station 4 on Olde Towne Road. This parcel is inside the PSA and is served by public water and sewer.

2. Anticipated Impact on Environmental/Cultural/Historical:

- a. *Environmental:* The Stormwater and Resource Protection Division has reviewed the proposal and approved the application. Additional coordination will take place regarding the construction during the site plan process. Spill Prevention, Control and Countermeasures Plan will be reviewed and approved by Stormwater and Resource Protection prior to issuance of a Land Disturbance permit as described in Condition No. 3.
- b. *Cultural/Historic:* The subject properties are shown as moderately sensitive areas on the Comprehensive Plan's Archaeologically Sensitive Areas Map (CC-1, page 101). Past development activities resulted in land disturbance for the entirety of this site.

3. Anticipated Impact on Nearby and Surrounding Properties:

- a. As described above, the properties are surrounded by business zoning.
- b. Many of the potential impacts are mitigated through SUP conditions such as lighting, noise, screening of site features, and architectural review.

PROPOSED CONDITIONS

- Proposed conditions are provided in Attachment No. 1 if approval is recommended.

STAFF RECOMMENDATION

Staff recommends that the Board of Supervisors approve this application with the conditions stated in Attachment No. 1.

AB/md
SUP18-30Wawa

Attachments:

1. Resolution
2. Location Map
3. James City County Master Plan
4. Unapproved Minutes of the February 6, 2019 Planning Commission Meeting
5. York County Master Plan
6. Community Impact Study, Building and Sign Elevations
7. Traffic Study
8. Supplemental Traffic Study
9. Canopy Elevations
10. Mixed Use 2035 Comprehensive Plan Lightfoot Land Use Description

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.