



GOOCHLAND COUNTY DEPARTMENT OF COMMUNITY DEVELOPMENT

REZONING APPLICATION: Goochland County - Oilville RZ-2009-00006

DATE: June 28, 2010

APPLICATION SUMMARY

Application filed by Goochland County requesting rezoning of approximately 132 acres from B-1 (Business, Limited) and A-2 (Agricultural, Limited) to B-3 (Interstate, Commercial) further identified as Assessor's Parcel Nos. 45-1-0-2-0, 45-1-0-1-E, 33-1-0-4-0, and 33-1-0-11-0 (GPIN# 6798-01-4678, 6788-91-6438, 6798-12-4047, and 6798-13-9790) in the Oilville Village and Dover Magisterial District. The properties are located along the east line of Oilville Road (St. Route 617) from approximately 330 feet north of Broad Street Road (U.S. Route 250) to the Oilville Road/Hanover Road intersection. Interstate 64 divides the properties, and they abut the north and south lines of Interstate 64 and the existing interstate interchange.

Goochland County has initiated this application and serves as the applicant. Dover Associates, LLC owns approximately 116 acres of the subject property which represents the majority of the land under consideration. The remaining approximately 16 acres are owned by Garland Anderson and Erle P. Anderson.

Approval of this rezoning application is intended promote economic development in the County by providing a significant amount of B-3 district zoning at the I-64/Oilville Road interchange.

All of the properties are within Oilville Village. Most of the subject area is recommended for Commercial on the Oilville Village Land Use Plan map. There is a small area recommended for Mixed Use, and a portion of the subject property is designated as being within the 100-year floodplain.

COMPREHENSIVE PLAN & ZONING

Zoning

To a depth of five hundred feet, most of the subject property's frontage along Oilville Road is currently zoned B-1. The remainder of the property is zoned A-2. The existing B-1 zoned area totals approximately 31 acres. Approval of this application would provide a total of approximately 132 acres of B-3, Interstate Commercial, zoning at this location.

The basic purpose of the B-3 zoning district is to provide for general commercial activity in close proximity to interstate interchanges in order to meet the local and regional commercial needs at a higher intensity than would otherwise be permitted. Intended uses may include hotels, motels, restaurants, and conference centers as well as uses permitted in the B-1 district.

Comprehensive Plan

The subject area is included on the Oilville Village Land Use Plan map. Most of the subject area is recommended for Commercial. A small area in the northern portion of the subject area is recommended for Mixed Use, which encourages a combination of land uses such as retail, retail

service, and office which exhibit high quality site and architectural design, promote interconnectivity, and minimize impacts on adjacent properties. A portion of the subject property is designated 100 Year Floodplain. These areas are characterized by very limited or no development due to the location of the 100-year floodplain as defined by FEMA and restrictions set forth in Zoning Code for the Floodplain District (F-1). Extra precaution is required to protect both the environment and public health and safety.

The I-64/Oilville Road interchange has been recommended for commercial growth since the inception of the County’s first Comprehensive Plan in 1976. Rezoning the acreage encompassed by this application would move the County closer to realizing the goals of the Comprehensive Plan. As noted earlier, the proposed interchange commercial zoning district supports convenience stores, restaurants, motels and hotels, conference centers, service stations and other uses intended to serve the traveling public and is consistent with the Goochland 2028 Comprehensive Plan recommendation. One of the 2028 Comprehensive Plan strategies for Oilville Village recommends developing commercial uses within one-half mile of the interchange; this proposal is consistent with this strategy.

TRAFFIC WAYS/VEHICULAR

The subject properties are located along the east line of Oilville Road and abut the northeast and southeast quadrants of the I-64 interchange. A traffic impact study (TIS) was prepared by one effected property owner, Dover Associates, in July 2009, and the TIS was revised in February 2010 to include the adjoining properties to the south owned by the Andersons. VDoT reviewed the study (see attachment) and identified several intersections that would need to be addressed to alleviate traffic congestion associated with the proposed development of the property.

Existing Conditions

Existing Traffic Counts

(Source: 2008 VDoT Jurisdiction Report, Daily Traffic Volume Estimates, Goochland County)

Roadway	From	To	Segment Length	*AAWDT
Oilville Road	Broad Street Rd	I-64	0.72	9,800
Oilville Road	I-64	Pony Farm Rd (Rte 702)	0.25	5,200
Oilville Road	Pony Farm Rd (Rte 702)	Hanover Rd (Rte 620)	0.20	3,900
Hanover Road	Oilville Rd	Shallow Well Rd	0.80	1,000

*Average Annual Weekday (Monday-Thursday) Traffic - 2008 Estimates

Existing (2008) traffic movements with delays considered unacceptable (Level of Service E,F).

- Unsignalized intersection of Broad Street Rd. at Fairground Rd.:
 - northbound left/right turn lane group operates at LOS F during AM peak hour
- Unsignalized intersection of I-64 ramp at Oilville Rd.:
 - westbound left/through/right lane group operates at LOS F during PM peak hour

Proposed Development

Approval of this application and subsequent development activities would profoundly increase traffic in this area. The applicant is responsible for addressing traffic impacts attributed to

proposed development in addition to an equitable share of the cost of addressing existing, below standard roadway/traffic conditions that would further deteriorate with the proposed development. Additional funding to address traffic impacts may be obtained as other properties in this area develop, from VDoT, or from other sources. Roadway improvements provided by developer(s) should be phased in a reasonable manner as a project builds out. At full build out, the TIS projected the following:

Total Primary (New) Trips: Full Build Out (2014) of Total Development:

Average weekday trips: 26,381	Entering: 13,191	Exiting: 13,190
AM peak hour trips: 1,071	Entering: 726	Exiting: 345
PM peak hour trips: 2,542	Entering: 1,108	Exiting: 1,434

In the TIS, the 2014 build-out analysis includes proposed improvements which include turn lanes, one roundabout, and one traffic signal. With proposed improvements, there would remain 24 traffic movements with delays considered unacceptable (LOS E, F) and 9 traffic movements at LOS D.

Goochland County Priority Improvements

Considering existing roadway and traffic conditions, steady increases in annual traffic growth rates, and proposed development in this area, County staff prioritized needed roadway improvements into three subcategories: Existing Conditions, Impacts of Proposed Development, and Long Term Considerations. (This analysis presumes the developer will install right turn lanes with full width storage and appropriate taper as required by VDoT.). The improvements detailed below are necessary:

- To address existing, below standard roadway/traffic conditions;
- To alleviate impacts directly related to the proposed development;
- Because they are recommended for Oilville Village via the 2028 Comprehensive Plan, the Major Thoroughfare Plan, overlay district regulations, or other County regulations or policies;
- Because they are customary for this type/scale development in Goochland County.

Priority Improvements to Address Existing Conditions

County staff identified the following roadway improvements as the most critical to address existing traffic impacts, accommodate annual traffic growth, and improve traffic safety:

1. Widen Oilville Road bridge from existing two-lane cross-section to three-lane cross-section;
2. Install southbound left turn lane at the eastbound I-64 ramp (requires bridge widening)
3. Dedicate right-of-way along Oilville Rd. to accommodate ultimate cross sections:
 - a. five-lane roadway from Broad Street Road to Pony Farm Drive, and
 - b. three-lane roadway north/east of Pony Farm Drive
(note: there appears to be sufficient existing right-of-way for these improvements)
4. Construct Oilville Road to the following (interim – not ultimate) cross sections
 - a. five-lane roadway from Broad Street Road to I-64, and
 - b. three-lane roadway north of I-64
5. Improve substandard Park-and-Ride Lot

Priority Improvements to Address Impacts of Proposed Development

Based on traffic studies (current and previous) reviewed by County staff and consistent with other development projects in the County, staff anticipates the following roadway improvements will be necessary to address traffic impacts identified and attributable to the proposed development. Construction of the following improvements should correspond to impacts generated by site development:

- ◆ Install one traffic signal north of I-64 serving a main entrance
- ◆ Install one traffic signal at the westbound I-64 ramp (in lieu of roundabout)
- ◆ Southbound left turn lane on Oilville Road at Pony Farm Road/Site Drive #1
- ◆ Southbound left turn lane on Oilville Road at Site Drive #3
- ◆ Southbound left turn lane on Oilville Road at Site Drive #4
- ◆ Northbound right turn lane at the eastbound ramp
- ◆ Westbound left turn lane at the westbound ramp
- ◆ Northbound left turn lane at the westbound ramp (requires bridge widening)
- ◆ Westbound right turn lane at the westbound ramp
- ◆ Eastbound right turn lane at the eastbound ramp
- ◆ Provide a stub road connection to serve parcel 6798-41-0491

Priority Improvements to Address Long Term Transportation Planning Considerations

County staff identified the following roadway improvements as important considerations for long term transportation and land use planning. These long term improvements should be taken into consideration with any development takes place in this area:

1. Widening the bridge to a five-lane cross-section.
2. Preliminary engineering for an interchange redesign for the existing tight diamond (to be constructed by VDOT)
3. Maintain a substantial building setback for future interchange expansion
4. Sidewalks/Bikeways along Oilville Road

Proffers

As of the preparation of this staff report, no proffers are included with this application. One effected property owner, Dover Associates, has indicated their intent to provide up to \$600,000 for roadway improvements to address traffic impacts. To mitigate the impacts of the proposed development, County staff recommends funding be allocated to the following roadway improvements:

- A. Construct Oilville Road to the interim cross section:
 - a. five-lane roadway from Broad Street Road to I-64
 - b. three-lane roadway from I-64 to Hanover Road
- B. Widen existing bridge from existing two lane cross-section to three lane cross-section;
- C. Install southbound left turn lane at the I-64 Eastbound Ramp (*Requires bridge widening*);
- D. Install traffic signal at Pony Farm Road/Site Drive #1;
- E. Install roundabout or traffic signal at intersection of Oilville Road at Interstate 64 westbound ramps.

The cost and construction of roadway improvements should be phased to correspond to the traffic impacts generated as property develops.

UTILITIES

In the short term, all properties would be served by private wells and private septic tank systems. There have been studies undertaken which include a recommendation for a new utility district which would feature central well and sewer systems. These studies are expected to be advanced as part of the future development of the area. Central well and sewer systems would have to be installed in order to develop the property as contemplated.

FIRE/EMS

No comments were received.

PUBLIC SAFETY (SHERIFF/STATE POLICE)

No comments were received.

SCHOOLS

No comments were received. This application does not include a residential component; therefore, no impact to the public school system is anticipated.

ENVIRONMENTAL

Groundwater

A Ground Water Study was submitted with the application. Based on proposed uses presented in the most recent traffic study and VDH (Va. Dept. of Health) water demand estimates for each use, Phase I is estimated to use almost 35,000 GPD (gallons per day), and Phase II is estimated to use over 220,000 GPD. The study discusses a proposed maximum water use range of 150,000 to 300,000 GPD but only analyzed the impacts at the lower end of the range. Therefore, the estimated water use in the study may be inconsistent with the full build-out of proposed uses.

According to the groundwater study, a combination of 3-5 high yield wells would be needed, with each pumping at least 20 GPM (gallons per minute) to achieve a rate of 150,000 GPD. The study states that high well yields (>50 GPM) are possible with fracture trace analysis, but given the average daily well yield in the area, this may be difficult to achieve. According to the ODW (Office of Drinking Water), existing public wells in the vicinity for Seiberts BP* and the Oilville Office Park are pumping 4-6 GPM and 15 GPM, respectively. (*The well yield data for Seiberts BP from the State conflicts with information in the Hydrogeologic Study.)

There has been discussion regarding the construction of a public waterworks facility once a significant amount of development takes place. Until a predetermined threshold is reached, individual wells would be installed to serve businesses. Individual wells are permitted by local VDH offices, *unless* they serve water to the public (i.e., water fountains, fountain drink machines, etc.). Any business serving tap water to the public must adhere to regulations and standards set forth by the State.

Detailed studies will be required by the ODW prior to the permitting and construction of a public waterworks facility. The information required for the permitting process would include, but is not limited to: analysis of water quality, test wells, financing, fire flow, and wastewater disposal. Any potential impacts to existing wells would be addressed during this process.

Whether served by individual wells or a public waterworks system, the incorporation of low-impact development techniques are recommended to protect the watershed's pre-development conditions, such as:

- Onsite stormwater treatment- allow runoff to be filtered and permeate the ground's surface by using features such as rain gardens, pervious pavers, vegetated buffers, and bio-retention basins
- Use water saving fixtures and systems to reduce consumption (i.e., rain harvesting systems for non-potable uses, waterless urinals, low-flow toilets)

Suitability for Septic Systems

Proposed development will use private septic systems until public sewer is available. The Drainfield Suitability Analysis study area consisted of a portion of the subject area (50 acres) defined by Oilville Road to the west, Colonial Pipeline to the north, a stream to the east, and I-64 to the south. Onsite sewage systems will be limited to this area until public sewer is available. A good percentage of the soils in the study area are ranked as "good" to "fair" for drainfield use.

VDH requires facilities with sewage flows greater than 1,200 GPD to be permitted for a mass drainfield. Given the proposed water demand and land uses, all of the proposed facilities at this site would require a mass drainfield. These drainfields require an in-depth analysis due to the elevated risk to the public health and will be permitted individually by VDH. Alternative treatment systems will be required for most commercial facilities to reduce effluent strength and drainfield area size. Goochland requires a 100% reserve drainfield, which is more stringent than the VDH regulations of 50%. Site-specific soil evaluations and individual VDH permits would be required prior to construction.

Streams and Wetlands

A perennial tributary runs along the south and southeast borders of the property. An intermittent stream feeds to the perennial stream on the northern tract. There are most likely wetlands associated with those streams, particularly within floodplain areas.

As proposed, development may not impact streams on the property. The floodplain itself provides a protective buffer area around the perennial tributary to the south. Should development encroach near the stream and wetlands, it is highly recommended there be a 100-foot setback from the top bank of perennial streams and contiguous wetlands and a 50-foot setback from intermittent streams.

Floodplain

The 100-year floodplain is located along the tributary to Horsepen Creek. Approximately 13.5 acres of the area proposed for rezoning is located within the 100-year floodplain. Generally, no buildings, structures, or drainfields are permitted in this area.

DESIGN OVERLAY AND/OR VILLAGE

The subject properties are in the Oilville Village and within the Oilville Village Overlay District. Designs and plans for future development will be subject to review by the Design Review Committee.

HISTORIC AND CULTURAL RESOURCES

According to County records, a cemetery named "CSA Grave Site" is located south of I-64, in the floodplain area near the tributary to Horsepen Creek. Prior to construction activities, the exact location of the cemetery should be flagged so that it is not disturbed. The applicant must continue to provide access to the cemetery for family members and for persons engaging in genealogy research. Any future plans to disturb burials would require a court order or an archaeological permit from the Virginia Department of Historic Resources.

CODE/ENFORCEMENT/MAINTENANCE

There are no code enforcement issues.

SPECIAL CIRCUMSTANCES/DEVELOPMENT

Central well and sewer systems would have to be constructed in order to develop the property as contemplated with this application.

FISCAL IMPACT

Approval of this rezoning application is intended promote economic development in the County by providing a significant amount of B-3 district zoning at the I-64/Oilville Road interchange. As this application is presented, with Goochland County serving as the applicant, approval of this application would have no immediate fiscal impact. However, development of the 132 acres as contemplated would create significant commercial growth which would add significantly to and diversify the County's tax base and create substantial employment opportunities.

CUMULATIVE PLANNING IMPLICATIONS

- The Broad Street Road/Oilville Road/Interstate 64 interchange is critical component of the County's roadway system. Identifying resources to address impacts to County roadways facilitated with this application is critical to ensure a safe, well-designed roadway network.
- Approval of this application would rezone two quadrants of the Oilville Road/I-64 intersection. The quality and intensity of development proposed with this application would set a precedent for future development proposals in this area.
- The subject property is in a sparsely developed area of the County recommended for commercial and mixed use in the comprehensive plan. The rezoning and development of this property may serve as a catalyst for additional commercial development.

STAFF RECOMMENDATIONS

Staff supports the proposed action in that the application is consistent with the adopted Comprehensive Plan in terms of land use and zoning, However, staff feels that the by-right status of the proposed action will challenge all parties to address future traffic needs as well as any other development related matters that would be addressed in a typical rezoning process.