

# REZ-2024-100950 Joseph B McCutcheon Jr

Staff Report for Board of Supervisors Public Hearing Prepared January 10, 2025

This report is prepared by the Henrico County Planning Staff to provide information to the Planning Commission and the Board of Supervisors to assist them in making a decision on this application. It may also be useful to others interested in this land use matter.

## I. PUBLIC HEARINGS:

Planning Commission:	July 11, 2024	Recommended for Approval
Board of Supervisors:	August 13, 2024 September 10, 2024 October 8, 2024 November 12, 2024 January 28, 2025	Deferred at Applicant's Request Deferred at Applicant's Request Deferred at Applicant's Request Deferred at Applicant's Request Pending (deferral requested to March 11, 2025)

# **II. IDENTIFICATION AND LOCATIONAL INFORMATION:**

Request:	Amend proffers accepted with C-72C-83 related to recreational space to allow for the development of new single-family homes.		
Existing Zoning:	R-3AC One-Family Residence District (Conditional)		
Acreage:	1.50 acres		
Location:	The west line of Valley Side Drive at its intersection with Farm Creek Drive.		
Magisterial District:	Fairfield		
Comprehensive Plan Recommendations:	Suburban Residential 2 (SR2), Environmental Protection Area (EPA)		
Parcel No.:	805-737-7793		
Zoning of Surrounding Properties:	North:R-3AC Residential District (Conditional)South:R-3AC Residential District (Conditional)East:R-3AC Residential District (Conditional)West:A-1 Agricultural District		

# III. SUMMARY OF STAFF REPORT:

This is a request to amend Proffer #2 accepted with rezoning case C-72C-83 regarding recreational space, to allow the development of new single-family homes in the Maplewood Farms subdivision. The applicant is also adding a new proffer to limit the number of homes to three. All other proffers accepted with that case, including but not limited to lot standards and access, would remain unchanged.

The wooded site is zoned R-3AC One-Family Residence District (Conditional), and the 2026 Comprehensive Plan recommends Suburban Residential 2 (SR2) and Environmental Protection Area (EPA). The subject site was set aside for recreational use with Proffer #2 accepted with C-72C-83, which requires at least 1.5 acres within the subdivision to serve the recreational needs of residents. The subject property was not developed for recreational uses and has remained unimproved. Staff notes that due to the existing topographical factors, development of the site is anticipated to be challenging but may be accommodated in a manner similar to adjacent lots. The request is not anticipated to negatively impact the surrounding neighborhood, and if feasible, the development of additional single-family homes would be consistent with the subdivision's Suburban Residential 2 (SR2) designation.

This request was recommended for approval by the Planning Commission at their July 11, 2024, public hearing. The Board of Supervisors deferred this request at their August 13, 2024, hearing at the request of the applicant to allow time for a community meeting, which was held on August 29, 2024, with 30 residents in attendance. Concerns raised by those in attendance included the intensification of use, the overall feasibility of the development with existing site topography, existing environmental features, and the size and character of proposed homes. The Board of Supervisors deferred this item at their September 10 and October 8, 2024, public hearings at the request of the applicant to provide time to address these issues. Staff has since received new information identifying likely wetlands and Resource Protection Area (RPA) on the site as shown on the attached exhibit, raising questions regarding the amount of buildable area on this property. Staff recommends deferral of this case until the applicant can conduct field delineation of environmental features on the property to evaluate the developability of the site. In light of this new information, if it is determined that wetlands and Resource Protection Area (RPA) are present on the site and have a significant effect on the developability of the property, staff would no longer be in support this of request. The Board of Supervisors deferred this item at their September 10. October 8. and November 12. 2024. public hearings at the request of the applicant to provide time to address these issues. Staff has received new information regarding the location and extent of wetlands and Resource Protection Area (RPA) on the site. This new information has been incorporated into an updated concept plan, which indicates the potential developable area would be able to adhere to the code required setbacks and buffers, including those related to the RPA. The applicant has requested an additional two-month deferral to the March 11, 2025, Board of Supervisors public hearing in order to continue working on the case, meet with residents and bring the new concept plan to the community

# IV. LAND USE ANALYSIS AND IMPLICATIONS:

The 1.50-acre subject property is located on the west line of Valley Side Drive at its intersection with Farm Creek Drive in the Maplewood Farms subdivision. The parcel was zoned R-3AC One-Family Residence District (Conditional) in 1984 as part of rezoning case C-72C-83, which rezoned 60.5 acres from A-1 Agricultural District to R-3AC to allow for the development of the Maplewood Farms subdivision. The area rezoned R-3AC was part of a larger application that included the rezoning of areas planned for townhomes and multifamily dwellings. The parcel is currently wooded with no structures and has a significant topographical element of a 15-foot decline in slope moving westward

across the property. Single-family homes zoned R-3AC are located to the north, south, and east, and the Chickahominy Bluff unit of the Richmond National Battlefield Park borders to the west.

The subject site was set aside for recreational use with Proffer #2 accepted with C-72C-83, which required at least 1.5 acres within the subdivision to serve the recreational needs of residents. The subject property was never developed for recreational uses and has remained unimproved due to its challenging topographical features, limiting recreational benefits, and the potential presence of wetlands in its southeastern corner. Additionally, there has been no documented demand to develop this parcel for recreation needs and the county has provided additional amenities in the community for such purposes in recent years. The site also has a history of dumping violations, and the proposed development could aid adjacent neighbors with this issue. All applicable proffers accepted with the 1984 case would remain unchanged, including proffers related to lot requirements and access. The proposed development of the property into lots for single-family homes would therefore be consistent with the R-3AC zoning, and the surrounding Maplewood Farms development.

In addition to the proffer removing the recreation area requirement, the applicant has submitted a proffer and concept plan that provide additional information on the potential lot layout and number of anticipated lots. The proffers limit development to three new homes, which would allow a density consistent with the adjacent subdivision. The concept plan also provides additional clarity regarding the overall developability of the site due to the presence of several existing easements on the property. Future development of the site may trigger the need to relocate these drainage easements, located in the northern portion of the site. Additionally, new information provided by the Department of Public Works identifies the possible presence of wetlands and Resource Protection Area (RPA) at the rear of the property that would impact the buildable area of the property and could require further review and possible Army Corps of Engineers and DEQ permits. Staff recommends the applicant conduct field delineation of environmental features on the property to evaluate the developability of the site and confirm the amount and location of these features. Should these environmental features be confirmed, the staff believes this area would be more suitable as a recreational space. The applicant has also conducted field delineation of environmental features on the property to evaluate the developability of the site and has confirmed the amount and location of the wetlands and RPA present. A new concept plan has been submitted detailing the verified wetlands, RPA, and proposed placement of two single-family homes instead of the three homes previously proposed. This new, unproffered concept plan is attached and dated October 8, 2024. In light of this new information, staff believes that the site does contain enough buildable area within these constraints to constitute two single family homes while taking into account buffers and neighborhood compatibility standards. Staff notes the proffers would need to be updated to reflect the revised plan.

The site is designated Suburban Residential 2, (gross residential density should not exceed 3.4 units per acre) on the 2026 Comprehensive Plan. The proposed residential use is consistent with this designation. All other applicable proffers accepted with the 1984 case would remain unchanged, and the remainder of Maplewood Farms would continue to meet proffered requirements accepted with C-72C-83. The proposed use is also consistent with the pattern of development in the surrounding neighborhood.

This request was recommended for approval by the Planning Commission at their July 11, 2024, public hearing. The Board of Supervisors deferred this request at their August 13, 2024, hearing at the request of the applicant to allow time for a community meeting, which was held on August 29<sup>th</sup>, 2024, with 30 residents in attendance. Concerns raised by those in attendance included the intensification of use, the overall feasibility of the development with existing site topography, and the size and character of proposed homes. The Board of Supervisors deferred this item at their September 10 and October 8, 2024, public hearings at the request of the applicant to provide time

to address these issues. Staff has since received new information identifying likely wetlands and Resource Protection Area (RPA) on the site as shown on the attached exhibit, raising questions regarding the amount of buildable area on this property. Staff recommends deferral of this case until the applicant can conduct field delineation of environmental features on the property to evaluate the developability of the site. In light of this new information, if it is determined that wetlands and Resource Protection Area (RPA) are present on the site and have a significant effect on the developability of the property, staff would no longer be in support this of request. The Board of Supervisors deferred this item at their September 10. October 8. and November 12. 2024, public hearings at the request of the applicant to provide time to address these issues. Staff has received new information regarding the location and extent of the wetlands and the Resource Protection Area (RPA) on the site. The applicant has submitted an RPA delineation plan that has been validated by the Department of Public Works (DPW). This new information indicates the potential developable area would be able to adhere to the code required setbacks and buffers, including those required by DPW for the RPA. This is documented in the attached exhibit, which illustrates the site layout and identifies the buildable area on the property. The applicant has requested an additional two-month deferral to the March 11, 2025, Board of Supervisors public hearing in order to continue working on the case, meet with residents and bring the new concept plan to the community

### V. COMPREHENSIVE PLAN ANALYSIS:

#### Comprehensive Plan Recommendation:

The 2026 Comprehensive Plan recommendation for the site is Suburban Residential 2, gross residential density should not exceed 3.4 units per acre. This request is consistent with this designation.

#### Vision, Goals, Objectives, and Policies:

This request is consistent with the following Goals, Objectives and Policies of the 2026 Comprehensive Plan:

- Infrastructure/Service Provision & Growth Coordination Objective 6: The county will encourage the sensitive infill development of vacant or underutilized parcels in more developed areas of the county to more efficiently utilize existing public facilities.
- Land Use and Community Character Objective 3: The county will encourage new growth and development that takes into account location and availability of infrastructure and services.
- Land Use and Community Character Objective 10: The county will use development design guidelines and standards to enhance, promote and protect a high-quality community identity and aesthetic.

#### VI. PUBLIC SERVICE AND SITE CONSIDERATIONS:

#### Major Thoroughfare and Transportation:

Traffic Engineering has no objections to this request

#### Drainage:

All proposed improvements must comply with all applicable Public Works plan of development requirements. Land disturbance greater than 2500 sq feet will require an Environmental Compliance Plan. The site must comply with applicable stormwater quality and quantity requirements. Analyze and provide solutions to minimize drainage impacts on downstream properties. Traffic Engineering will determine if any right-of-way dedication or road improvements are required. Based on information in the County's GIS, there appears to be 100-year floodplain

present on the site. It appears there may be an SPA Stream and/or an RPA stream on the property. Based on GIS, Waters of the U.S. and/or hydric soils are present (indicating possible wetlands). Corps of Engineers and DEQ permits may be required. There may be restrictions within existing non-County utility easements.

#### Public Utilities Services:

Water and Sewer are available.

#### Schools:

This rezoning case is proposing the removal of Proffer #2 to allow development of up to a maximum of 4 single family detached dwelling units.

School Level	School Name	2023 Membership	Functional Capacity	Student Yields
Elementary	Harvie	489	624	0.98
Middle	Fairfield	873	1,348	0.59
High	Highland Springs	1,898	2,028	0.86
* At Develop	ment Buildout	Total St	udents:	2.43

Based on September 30, 2023, membership and capacity figures shown above, Harvie Elementary is currently at 78.4% capacity. The analysis shown above indicates the proposed development would potentially yield 0.98 elementary students. Harvie Elementary is not currently in danger of being over capacity and is not projected to become over capacity in the next five years.

Fairfield Middle is currently at 64.8% capacity. The analysis shown above indicates the proposed development would potentially yield 0.59 middle school students. This school is not currently in danger of being over capacity and is not projected to become over capacity in the next five years.

Highland Springs High is currently at 93.6% capacity. The analysis shown above indicates the proposed development would potentially yield 0.86 high school students. Highland Springs High is nearing 100% functional capacity. With this development and others in the Varina and Fairfield magisterial districts, capacity relief measures such as trailers, programmatic adjustments, redistricting, and others, will need to be considered.

#### Community Revitalization:

No Comments

*Fire:* No Comments

#### Police:

Based on the information provided, the Police Division has no comments on this case.

#### Libraries:

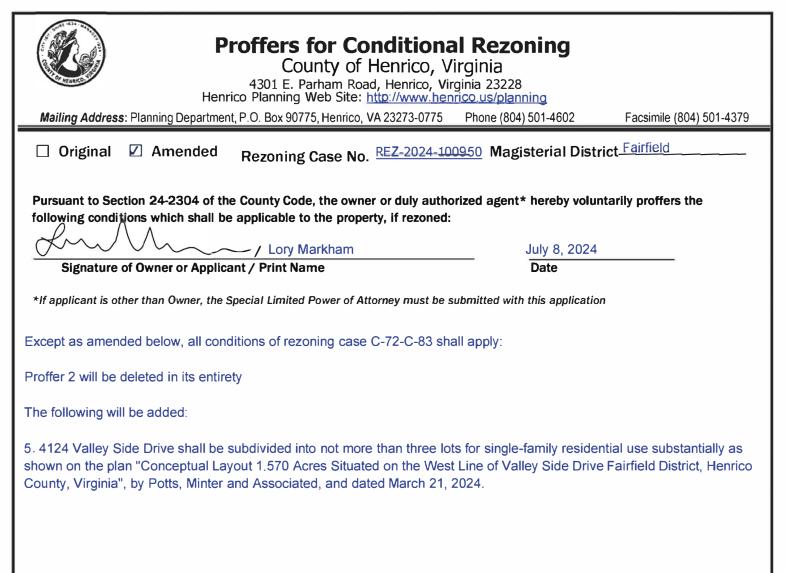
This request falls within the service area of the Fairfield Area Library that was part of the 2016 bond referendum. This 44,803 sq. ft. facility, opened in October 2019, offers expanded meeting, study, and conference room space; digital media lab; enhanced children's and teens' space plus a drive-up pickup/drop off services. As these types of developments continue to be built and the population in the area continues to grow, Fairfield Area Library can meet the increased service demands.

#### Recreation and Parks:

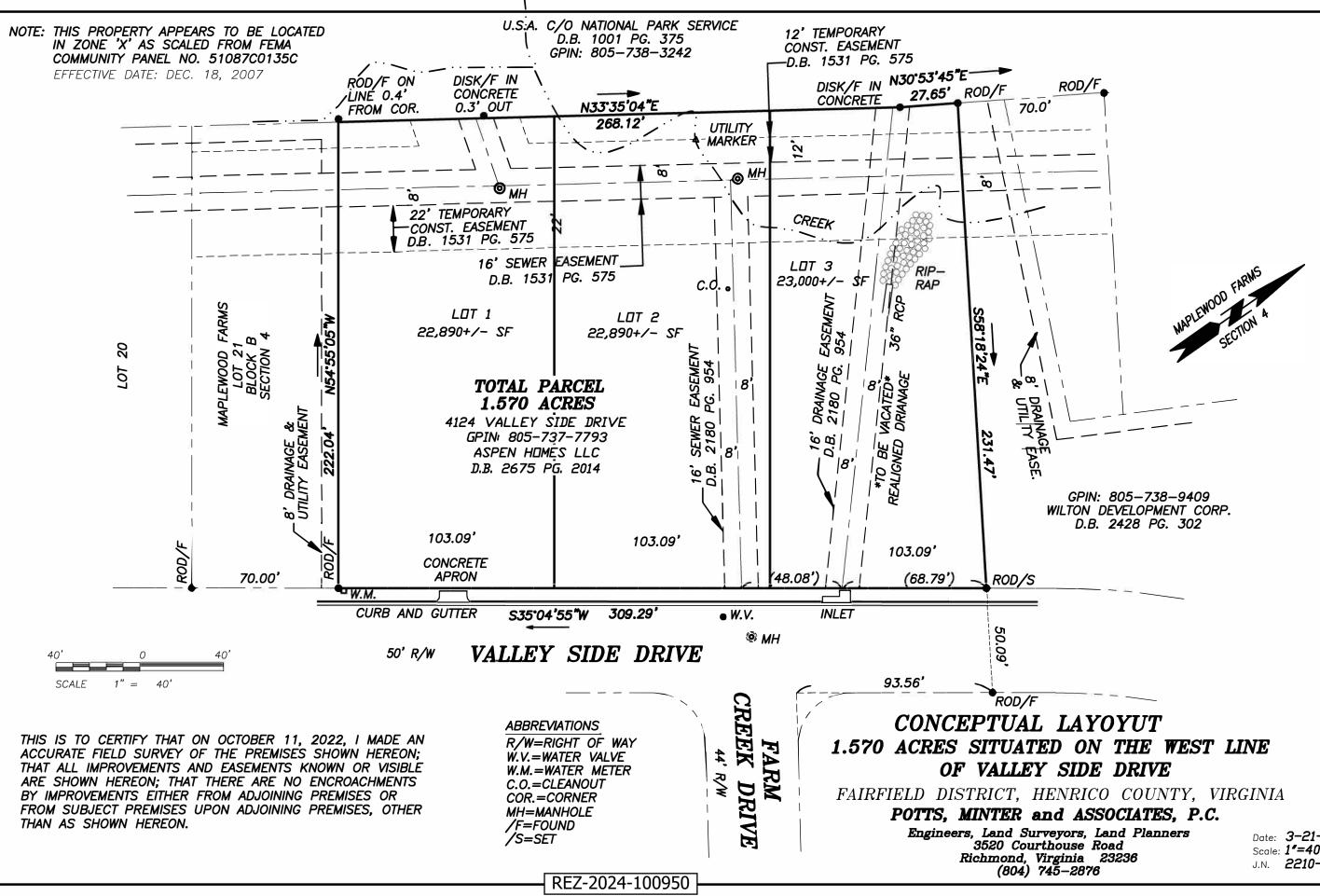
No park or recreation facilities, historical, or archeological impact. The parcel is adjacent to Chickahominy Bluffs Richmond National Battlefield. The parcel falls within the Civil War battlefield area identified by the Virginia Department of Historic Resources as: 042-5479 Beaver Dam Creek Battlefield-for information only.

#### Topography and Land Characteristics Adaptability:

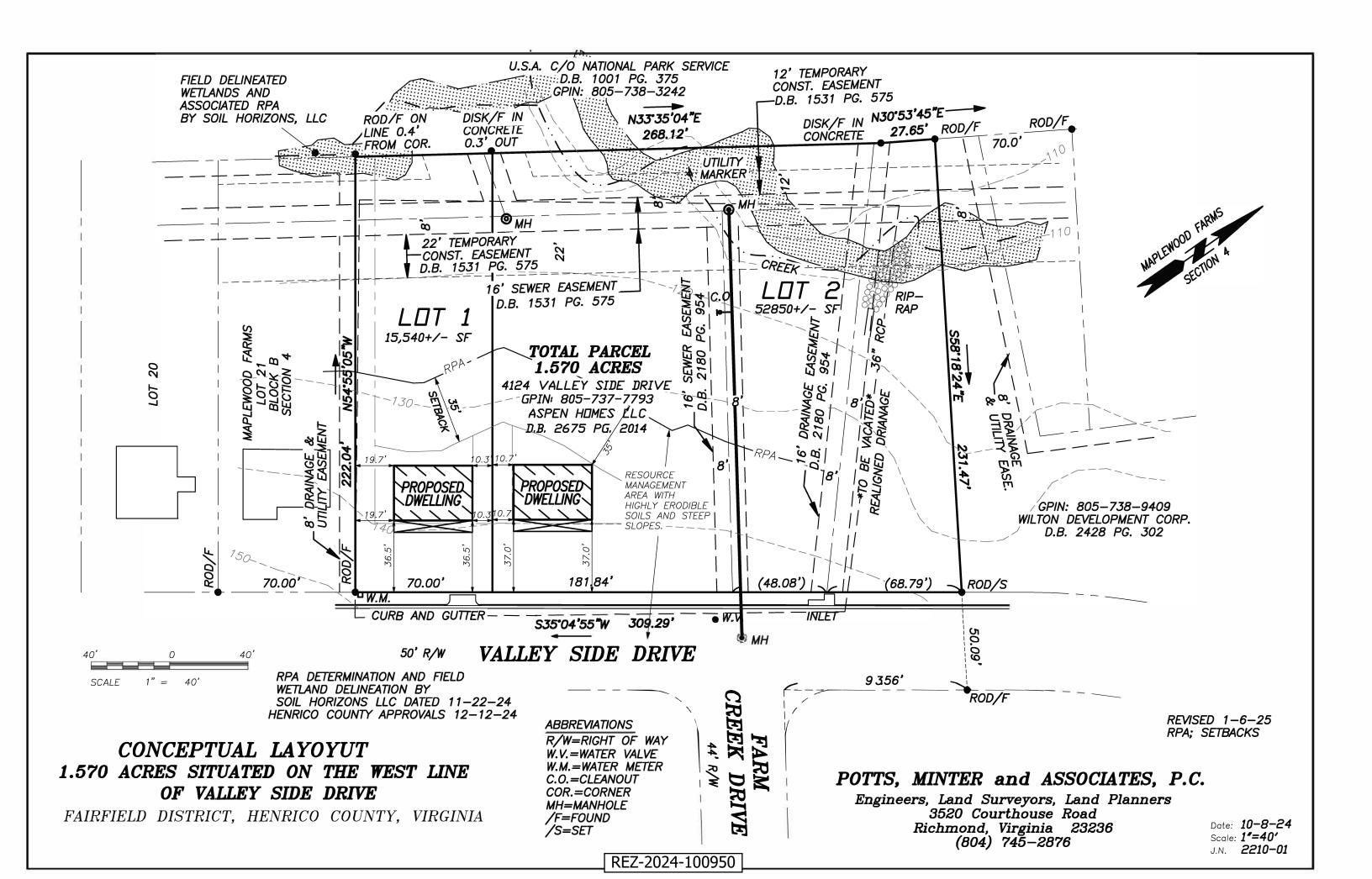
Challenging topography along Valley Side Drive, potential environmental features to the rear of the subject property, and existing easements could impact the amount of buildable area and overall density.



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Date: **3-21-24** Scale: 1'=40' J.N. 2210-01





FRANK A. FAISON County Manager

# COMMONWEALTH OF VIRGINIA COUNTY OF HENRICO April 2, 1984

Re: Conditional Rezoning Case C-72C-83

Maplewood Farm General Partnership c/o Mr. Charles J. Keck Keswick Farm Midlothian, Virginia 23113

Gentlemen:

The Board of Supervisors at its meeting on March 28, conditionally rezoned a portion of your property from A-1 Agricultural to R-3A One Family Residence District. The Board of Supervisors deferred the R-5 General Residence and RTH Residential Townhouse District portion of your request to June 27, 1984 at 7:00 p.m.

The property rezoned to R-3A District is described below:

Part of Parcel 7-A1-1

Beginning at a point on the N. line of Neale Street said point being 1068.17' east of Mechanicsville Turnpike (U.S. 360); thence N.  $31^{\circ}$  07' 20" E., 160.0' to a point; thence S.  $58^{\circ}$  52' 40" E., 440.0' to a point; thence N.  $31^{\circ}$  07' 20" E., 490.0' to a point; thence N.  $8^{\circ}$  34' 00" E., 350.0' to a point; thence N.  $35^{\circ}$  39' 52" E., 650.0' to a point; thence N.  $52^{\circ}$  45' 20" W., 29.04' to a point; thence N.  $39^{\circ}$  15' 00" E., 377.50' to a point; thence N.  $36^{\circ}$  38' 00" E., 97.66' to a point; thence S.  $52^{\circ}$  45' 20" E., 1279.96' to a point; thence S.  $38^{\circ}$  02' 00" W., 494.96' to a point; thence S.  $37^{\circ}$  40' 30" W., 696.47' to a point; thence S.  $38^{\circ}$  02' 00" W., 793.02' to a point at the northern right of way line of Neale Street; thence along the northern right of way line of Neale Street N.  $58^{\circ}$  52' 40" W., 440.0' to the point of beginning, containing 60.5 acres.

The Board of Supervisors accepted the following proffered conditions which further regulate the above described property in addition to all applicable provisions of Chapter 22, Code of Henrico (Zoning Ordinance). They are as follows:

- 1. At least two street intersections shall be provided along the north line of Neale Street to serve the area zoned for single-family development.
- 2. A site of at least 1.5 acres in area, conveniently located within the development, shall be set aside to serve the recreational needs of residents.
- 3. All lots fronting on or otherwise abutting Neale Street shall meet lot width and lot area requirements of the R-3 District (80 ft. width; 11,000 sq. ft. area).

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Maplewood Farm General Partnership Page 2 April 2, 1984

4. No more than 50 building permits for single-family dwellings shall be requested in the calendar year 1984 and no more than 75 such permits shall be requested in each succeeding year. No more than 100 building permits shall be requested for apartment units or combination of apartments and townhouses in a single year. Units not constructed in one year under this phasing plan may be added to the number permitted for the following year. However, no more than 200 dwellings of all types shall be constructed in a single calendar year.

The Planning Office has been advised of the action of the Board of Supervisors and will revise its records and place a copy of the substituted proffered conditions in the Conditional Zoning Index.

Sincerely,

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Frank A. Faison County Manager

cc: Clerk, Board of Supervisors Supervisor, Real Estate Assessment Conditional Zoning Index Mr. James C. Park Mr. and Mrs. Charles J. Keck



WILLIAM F. LaVECCHIA, P.E. County Manager

# COMMONWEALTH OF VIRGINIA

July 3, 1984

Re: Conditional Rezoning Case C-72C-83

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Maplewood Farm General Partnership c/o Mr. Charles J. Keck Keswick Farm Midlothian, Virginia 23113

Gentlemen:

The Board of Supervisors, at its meeting on June 27, 1984, accepted your amended proffered conditions and conditionally rezoned your property from A-1 Agricultural to R-5 General Residence and RTH Residential Townhouse Districts.

The property conditionally rezoned is described as follows:

Part of Parcel 7-Al-l:

A-1 to RTH:

Beginning at a point on the N. line of Neale Street, said point being 928.17' east of the E. line of Mechanicsville Turnpike (U.S. Route 360); thence N.  $31^{\circ}$  07' 20" E., 500.00' to a point; thence N.  $13^{\circ}$  02' 58" W., 364.27' to a point; thence S.  $85^{\circ}$  03' 39" E., 790.00' to a point; thence S.  $08^{\circ}$  34' W., 350.00' to a point; thence S.  $31^{\circ}$  07' 20" W., 490.00' to a point; thence N.  $58^{\circ}$  52' 40" W., 440.00' to a point; thence S.  $31^{\circ}$  07' 20" W., 160.00' to a point on the N. line of Neale Street; thence N.  $58^{\circ}$  52' 40" W., 140.00' along the N. line of Neale Street to the point of beginning, containing +- 12.7 acres.

Part of Parcel 7-A1-1:

A-1 to R-5:

Beginning at a point lying north and east of the intersection of the N. line of Neale Street and the E. line of Mechanicsville Turnpike (U.S. 360) as follows: S.  $58^{\circ}$  52' 40" E., 928.17' along the N. line of Neale Street; and N.  $31^{\circ}$  07' 20" E., 500.00'; and, N.  $13^{\circ}$  02' 58" W., 364.27' to said point of beginning; thence, N.  $53^{\circ}$  37' 38" W., 330.00' to a point; thence N.  $36^{\circ}$  22' 22" E., 772.43' to a point; thence N.  $57^{\circ}$  20' 56" E., 324.40' to a point; thence S.  $52^{\circ}$  45' 20" E., 880.00' to a point; thence S.  $35^{\circ}$  39' 52" W., 650.00' to a point; thence N.  $85^{\circ}$  03' 39" W., 790.00' to the point of beginning, containing +- 21.0 acres.

The Board of Supervisors accepted the following amended proffered conditions which further regulate the above described property in addition to all applicable provisions of Chapter 22, Code of Henrico (Zoning Ordinance). They are as follows:

1. No building shall be located within 50 feet of the common property line with Chickahominy Bluffs National Park.

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- 2. No parking areas or driveways (including turnarounds) shall be located within 20 feet of the common property line noted in Proffer 7.
- 3. A six-foot fence shall be installed along the common property line of Maplewood Farm and Chickahominy Bluffs National Battlefield Park. The applicant agrees to cooperate with the National Park Service Staff in formulating a Plan of Development for land adjacent to the Park prior to submission of same to the Henrico County Planning Commission.
- 4. No development of properties zoned R-5 or RTH and located north of Neale Street shall be undertaken unless and until a dedicated public roadway is constructed by the owner in accordance with County of Henrico requirements which serves directly properties zoned R-5 and RTH and which intersects the east line of Mechanicsville Turnpike as an extension of Evans Road.
- 5. No development of properties zoned R-5 and RTH shall be undertaken unless and until traffic signalization is installed at the intersection of Neale Street and Mechanicsville Turnpike.
- 6. Should the County of Henrico determine at any time during the development of Maplewood Farm that traffic conditions at the intersection of Neale Street and Mechanicsville Turnpike are such that remedial action must include the construction of a street generally parallel to and north of Neale Street so as to intersect Mechanicsville Turnpike at Evans Road, then such street shall be constructed by the owner or developer in accordance with County requirements.

The Planning Office has been advised of the action of the Board of Supervisors and will revise its records and place a copy of the amended proffers in the Conditional Zoning Index.

Sincerel Seem Dr W. F. La Vecchia, P.E., County Manager

cc: Clerk, Board of Supervisors Supervisor, Real Estate Assessment Conditional Zoning Index Mr. James C. Park

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