



COUNTY OF HENRICO, VIRGINIA

STAFF REPORT

SIA-2024-100163
Spring Park Trailhead for Fall Line Trail

**DETERMINATION OF BEING SUBSTANTIALLY IN ACCORD
WITH THE COMPREHENSIVE PLAN**

HENRICO COUNTY PLANNING COMMISSION
March 14, 2024

Prepared by:

HENRICO COUNTY PLANNING DEPARTMENT
February 29, 2024

SIA-2024-100163
Spring Park Trailhead for Fall Line Trail
Substantially In Accord Report
February 29, 2024

SUMMARY OF STAFF COMMENTS

At the request of the Department of Public Works, the Planning Department, in coordination with other county divisions and departments, conducted a Substantially In Accord (SIA) study to determine if a proposed trailhead for the forthcoming Fall Line Trail (FLT) is substantially in conformance with the county's adopted Comprehensive Plan.

The proposed site, consisting of approximately 1.686 acres, comprises parcels 782-743-4837, 782-743-5732, and a portion of 782-743-7635. It is located at the southeast corner of Lakeside Avenue and Park Street, just north of Interstate 95 in the Fairfield District. The County owns all three parcels. Parcel 782-743-4837 includes the former Bank of America building owned by the County. The County will be leasing the former bank building to Sports Backers, who are planning to relocate their headquarters to this location directly along the Fall Line Trail.

The facilities at the Spring Park Trailhead will include a paved parking lot, wayfinding, picnic tables and benches, and a two-stall restroom facility. The site would be a major trailhead along the FLT – Park Street Phase and the point of entry into Henrico County from the City of Richmond. SIAs for three other trailheads at Athens Avenue (SIA2022-00003), Mountain Road (SIA2023-00003), and Longdale Recreation Facility (SIA2023-00002), have previously been approved.

The 2026 Comprehensive Plan's recommended future land use of the site is Commercial Arterial (CA), Suburban Residential 2 (SR2), and Environmental Protection Area (EPA). The site is zoned B-2 Business District, R-6C General Residence District (Conditional), and R-4 One-Family Residence District. Through proper design and impact mitigation measures, creating a trailhead on the subject site would not be inconsistent with current and recommended land uses. It would be of a similar level of intensity to the uses permitted by the site's existing zoning, consistent with the existing Spring Park Historic Site located on the western portion of the site, and compatible with surrounding uses if properly designed. It would meet the increasing service demands of the area and help fulfill the vision, goals, objectives, and policies of the 2026 Comprehensive Plan. Therefore, staff recommends that the Planning Commission find the proposed property "substantially in accord" with the Henrico County 2026 Comprehensive Plan.

PURPOSE

This report has been prepared to assist the Henrico County Planning Commission in making a determination whether the proposed public/government use of the property is "substantially in accord" with the County's 2026 Comprehensive Plan. Because the Plan does not recommend a public land use for the subject parcel, §15.2-2232A of the Code of Virginia mandates a "substantially in accord" finding be submitted to and approved by the Planning Commission prior to the use of the property for a public purpose.

The Code of Virginia, §15.2-2232A specifies:

Whenever a local planning commission recommends a comprehensive plan or part thereof for the locality and such plan has been approved and adopted by the governing body, it shall control the general or approximate location, character and extent of each feature shown on the plan. Thereafter, unless a feature is already shown on the adopted master plan or part thereof or is deemed so ..., no street or connection to an existing street, park or other public area, public building or public structure, public utility facility or public service corporation facility other than railroad facility,... whether publicly or privately owned, shall be constructed, established or authorized, unless and until the general location or approximate location, character, and extent thereof has been submitted to and approved by the commission as being substantially in accord with the adopted comprehensive plan or part thereof... .

BACKGROUND

The Fall Line Trail is a proposed 43-mile north-south shared-use regional trail that will traverse seven localities from Ashland to Petersburg. The FLT will generally run within property formerly known as the “Richmond-Ashland Railway,” also referred to as “Part of Old Richmond-Ashland Carline” in old property cards of record. The Richmond-Ashland Railway was a segment of electric trolley rail that operated between Richmond and Ashland from 1919 to 1938 along the former Richmond & Chesapeake Bay Railway, which used electric Pullman cars. The Pullman cars had previously run the route from 1907 to 1917. Virginia Electric Power obtained the strip of property after the end of the streetcar era. Major electrical transmission lines run through the strip currently. Sections of the trail will follow the old Richmond-Ashland Railway line and connect to existing trails. The Virginia Department of Transportation worked with impacted localities and local residents to determine the route between 2019 and 2020 and has now entered the design and construction phases throughout the different jurisdictions. This facility would be the Spring Park trailhead, connecting the Park Street and Lakeside Community Trail sections of the Fall Line Trail.

The Spring Park Trailhead will be the point of entry in Henrico County from the City of Richmond. The Fall Line Trail will include a 12-foot-wide asphalt shared-use path from Bryan Park across Lakeside Avenue to Park Street and into Spring Park. Additionally, a pedestrian hybrid beacon will be installed for the crossing of Lakeside Avenue to provide a safe bicycle and pedestrian crossing. From the Spring Park Trailhead, the Fall Line Trail will continue eastward towards Dumbarton Road along Upham Brook as Phase 1 of the Lakeside Community Trail.

SITE CHARACTERISTICS

The three-parcel site is located on the southeast corner of Lakeside Avenue and Park Street. The parcel closest to Lakeside Avenue and Park Street intersection is developed with a single-story bank building with a drive-through facility. A portion of the building lies within the City of Richmond. The building is currently unoccupied and will be leased by the County to the Sports Backers organization, who are planning to relocate their headquarters to this location.

The furthest parcel to the east, only a portion of which is part of this site, is the location of Spring Park. An SIA for the park was completed in 1997 and was approved by the Board of Supervisors on July 9, 1997. The park was developed under POD-071-97 as Young Spring. Spring Park is listed on the Virginia Department of Historic Resources as Spring Park (043-6282). Henrico County dedicated the park on August 30, 1997. The archaeological site Springhouse is listed as eligible for historical recognition and would not be impacted by this project.

The site is generally flat, and two soil types are represented on the property: Urban Land and Chewacla and Riverview soils (partially hydric, somewhat poorly drained, low shrink-swell potential, and not highly erodible). Most of the site and its immediate vicinity are within the 100-year floodplain, and some wetland is present.

The Department of Public Utilities (DPU) has indicated that the proposed site is served by County water and sewer and presents no conflict.

ZONING AND EXISTING LAND USES

The parcel is zoned B-2 Business District, R-6C General Residence District (Conditional), and R-4 One-Family Residence District. Public recreation facilities are allowed in these districts. The site is bordered on the west by Lakeside Avenue, a four-lane divided roadway across which is the Bryan Parkway subdivision, zoned B-2 and R-4. The site is bordered on the north by Park Street, a local access road that connects to Bloomingdale Avenue. Park Street serves Truist Bank located at the northeast corner of Lakeside Avenue and Park Street, the parking lot of this site, as well as the single-family residences of the Bloomingdale subdivision zoned R-4. To the east is Spring Park, and to the south is Upham Brook and a natural vegetation buffer alongside Interstate 95.

The site's access to an intersection with a median break along Lakeside Avenue provides good access and circulation opportunities. Any future development should be sensitive to the parking demands specific to anticipated activities. Due to nearby residences, the location and configuration of lighting and parking facilities should be evaluated to maximize tree preservation, and supplemental planting for screening should be anticipated in key areas. Any proposed signage would be reviewed and approved under a sign permit.

A final design for the trailhead has yet to be completed; however, the preliminary designs provided by the Department of Public Works indicate the site would include a paved parking lot, wayfinding, picnic tables and benches, and a two-stall restroom facility. The restroom facility is proposed to be a 20 x 25' modular building fronting Park Street. The current conceptual plan incorporates key elements of the 1997 Young Spring POD, the existing spring, and its stone wall. The plan of development will also provide for the construction of public access to the identified historic Spring Park site. The Department of Public Works will continue to coordinate design with the Development Review and Design Division (DRD), and a final site plan will need to be submitted to DRD for this layout after the SIA is completed.

2026 COMPREHENSIVE PLAN

The subject site is largely designated SR2, Suburban Residential 2, and EPA, Environmental Protection Area, with a small portion designated CA, Commercial Arterial, as shown on the 2026 Future Land Use Plan. The proposed expansion of recreational uses would not be inconsistent with these designations. With proper design and impact mitigation measures, the proposed trailhead could be constructed in a manner compatible with uses in the surrounding area, and would be most consistent with the following Goals, Objectives, and Policies of the 2026 Comprehensive Plan:

- Infrastructure/Service Provision & Growth Coordination Goal 5: The county will have public services and infrastructure that are provided to areas of the County in a fair and equitable manner.
- Infrastructure/Service Provision & Growth Coordination Objective 5: Select sites for county facilities to maximize equal opportunities for service to all residents.
- Infrastructure/Service Provision & Growth Coordination Objective 9: Design public facilities to set the best possible example for private development and encourage community pride and identification.
- Transportation Objective 3: Promote the development and implementation of multimodal transportation facilities with appropriate intermodal connectivity in order to meet the needs of a demographically diverse population.
- Recreation, Parks, Open Space & Cultural Resources Siting and Acquisition Policy 3.c: Explore opportunities for public-private collaboration to provide cultural, arts and recreational facilities.
- Recreation, Parks, Open Space & Cultural Resources Siting and Acquisition Policy 3.f.: Explore additional public/private partnerships to provide cultural, arts and recreational facilities.
- Bicycle Facility Policy 1: Facilitate bicycle travel along all planned and existing designated, long-distance bicycle routes in the county (Rtes 1, 76 and VA Capital to Capital Trail) through use of signage, shared lanes, bike lanes and shared use paths.
- Public Facilities & Utilities General Facility Policy 5: Locate and design public facilities in a manner that minimizes disruption to established land uses.

2026 MAJOR THOROUGHFARE PLAN AND SITE ACCESS

Lakeside Avenue is a divided Major Collector (44'- 80' ROW) as designated on the 2026 Major Thoroughfare Plan, and Park Street is an undivided access road connecting to Bloomingdale Avenue and serving the adjacent neighborhood. The Draft Bike Plan under evaluation for the 2045 Comprehensive Plan establishes a shared-use path along Park Street to continue eastwardly for the FLT route.

The subject parcel is located 1.2 miles south of Fire Station 5 at 6911 Lakeside Avenue. Response times will fall within acceptable ranges for a suburban area. Access to this site is excellent via the established roadways.

CONCLUSION

It is essential to identify sites for necessary public facilities and services in advance of growth and development before the quantity of available land diminishes. After reviewing the proposed location in the context of existing and recommended land uses, adjacent existing and planned development, the transportation system, and other critical site characteristics and considerations, staff concludes that the proposed use of this site as a trailhead for the Fall Line Trail presents no apparent conflict with the intent of the adopted 2026 Comprehensive Plan. To this end, the proposed Spring Park Trailhead for the Fall Line Trail is deemed to be "substantially in accord" with the vision, goals, objectives, and policies of the 2026 Plan.



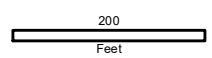
SUBJECT PROPERTY

CITY OF RICHMOND

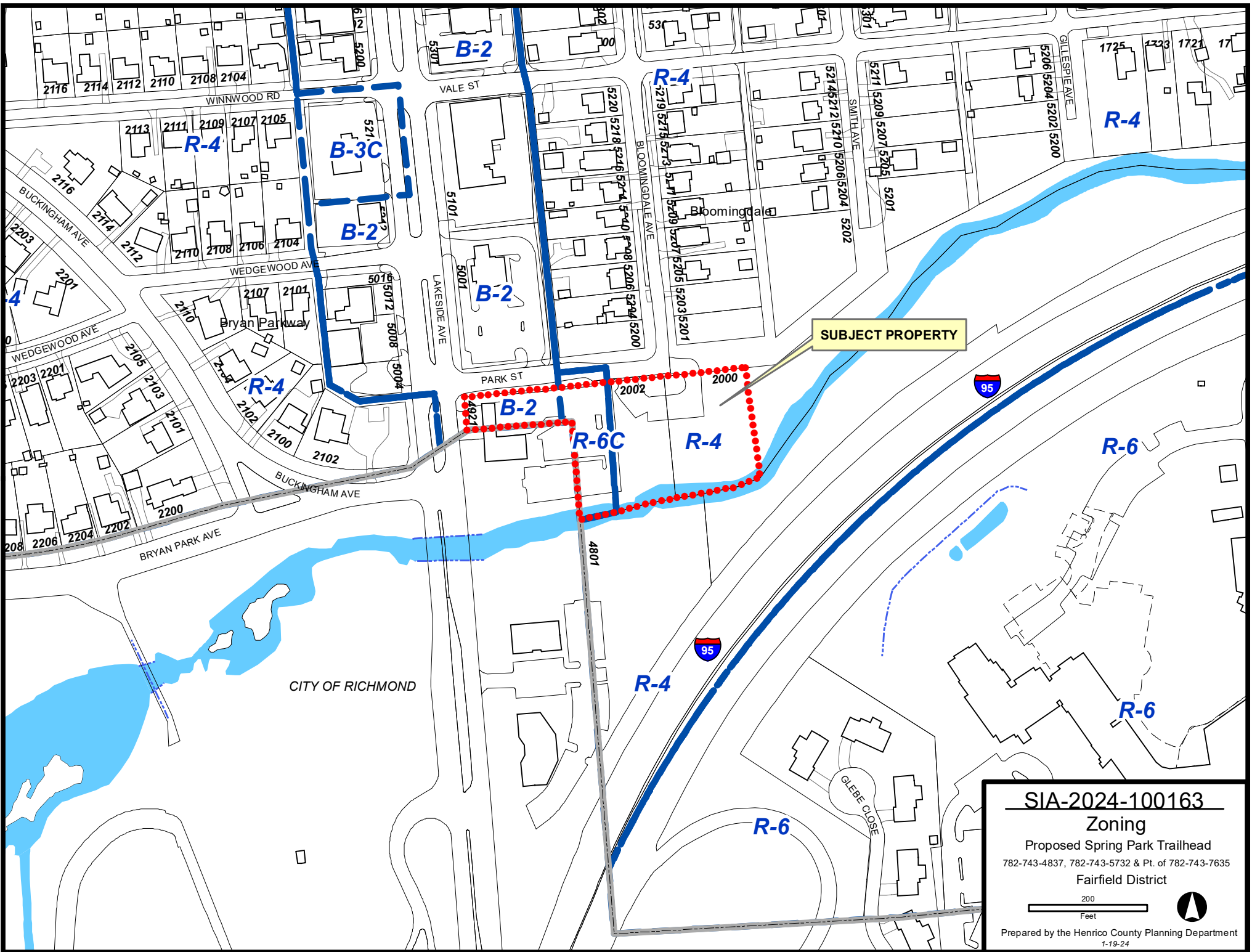
SIA-2024-100163

Aerial 2022

Proposed Spring Park Trailhead
782-743-4837, 782-743-5732 & Pt. of 782-743-7635
Fairfield District



Prepared by the Henrico County Planning Department
1-19-24



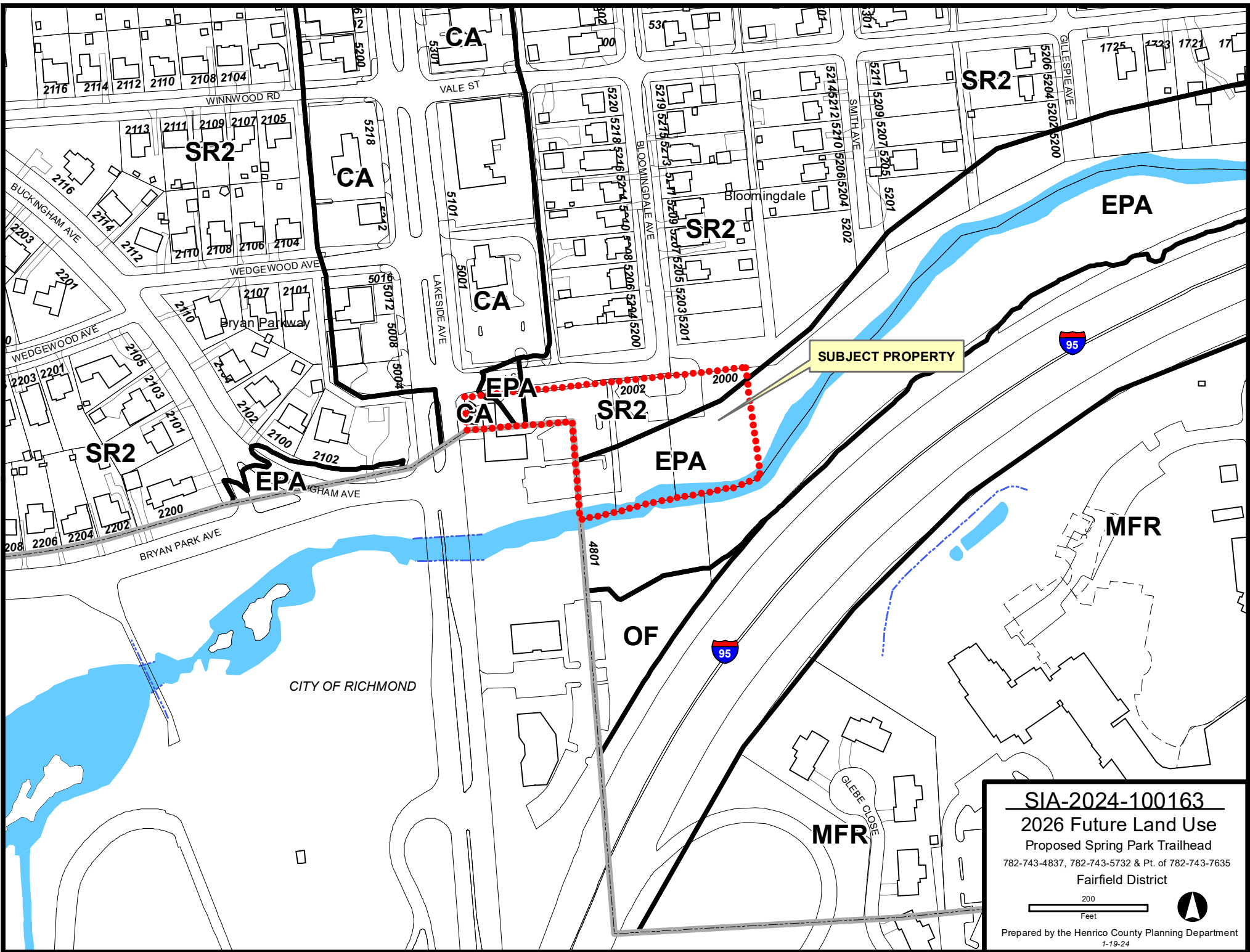
SUBJECT PROPERTY

CITY OF RICHMOND

SIA-2024-100163
Zoning
 Proposed Spring Park Trailhead
 782-743-4837, 782-743-5732 & Pt. of 782-743-7635
 Fairfield District

200
 Feet

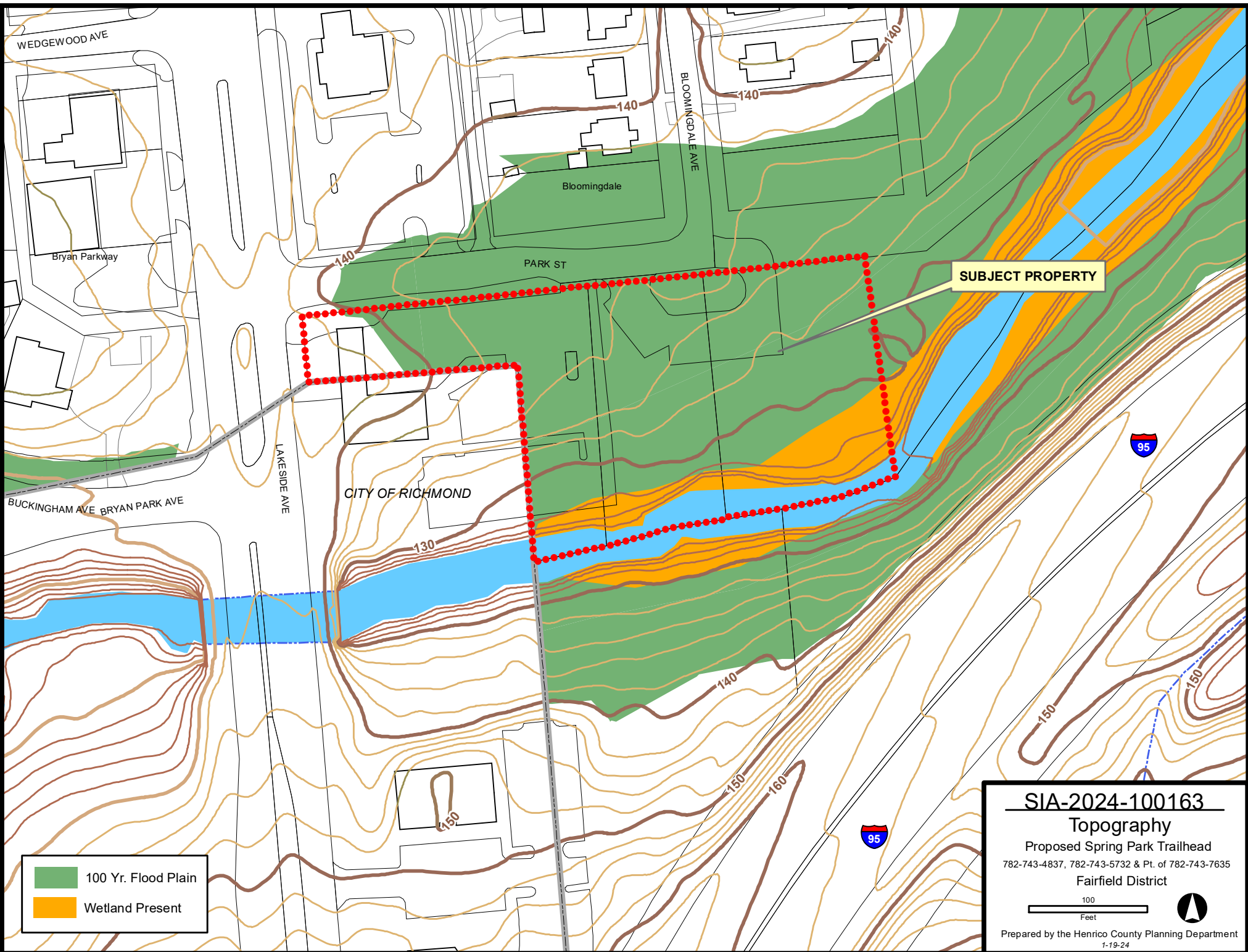
Prepared by the Henrico County Planning Department
 1-19-24

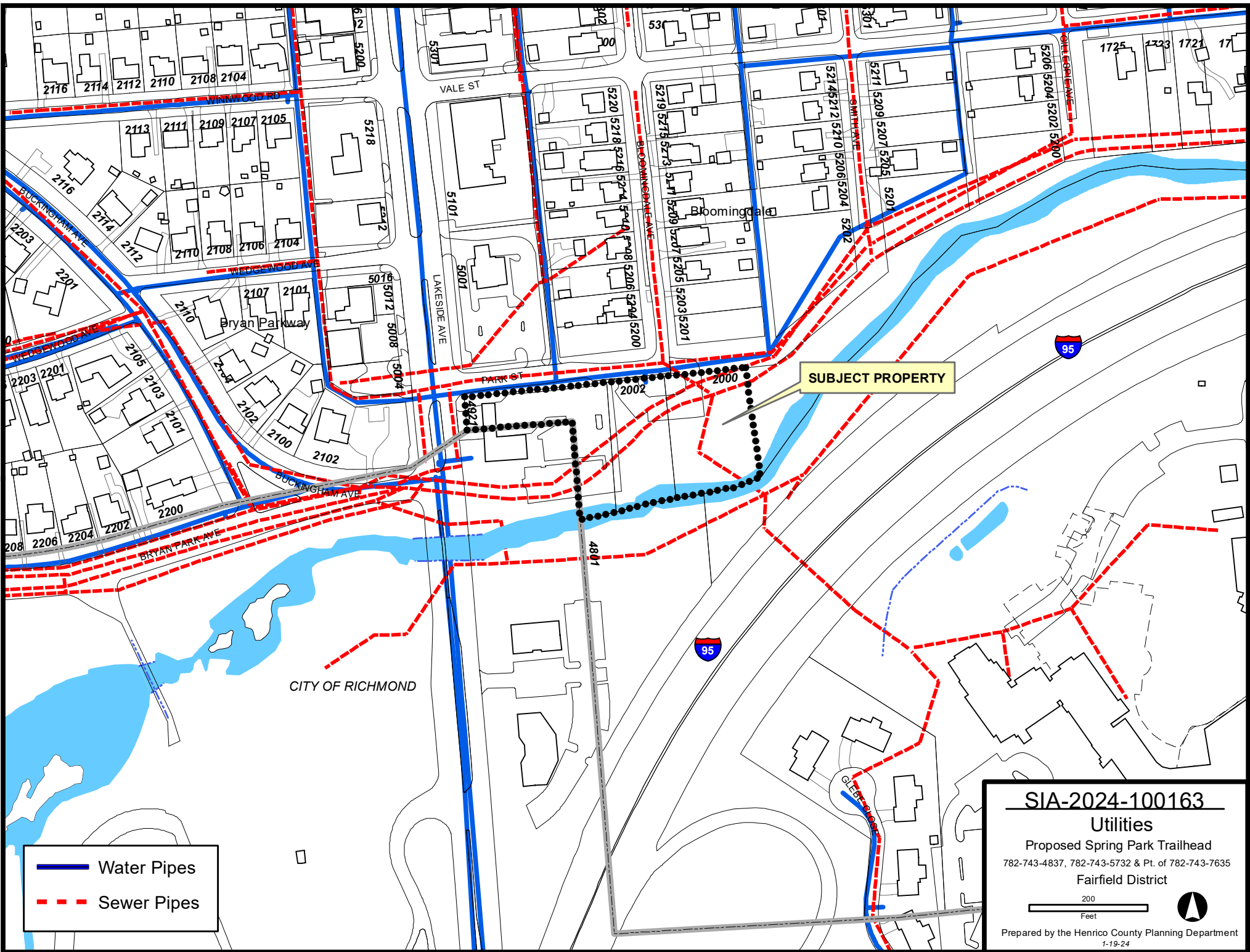


SIA-2024-100163
2026 Future Land Use
 Proposed Spring Park Trailhead
 782-743-4837, 782-743-5732 & Pt. of 782-743-7635
 Fairfield District

200
 Feet

Prepared by the Henrico County Planning Department
 1-19-24



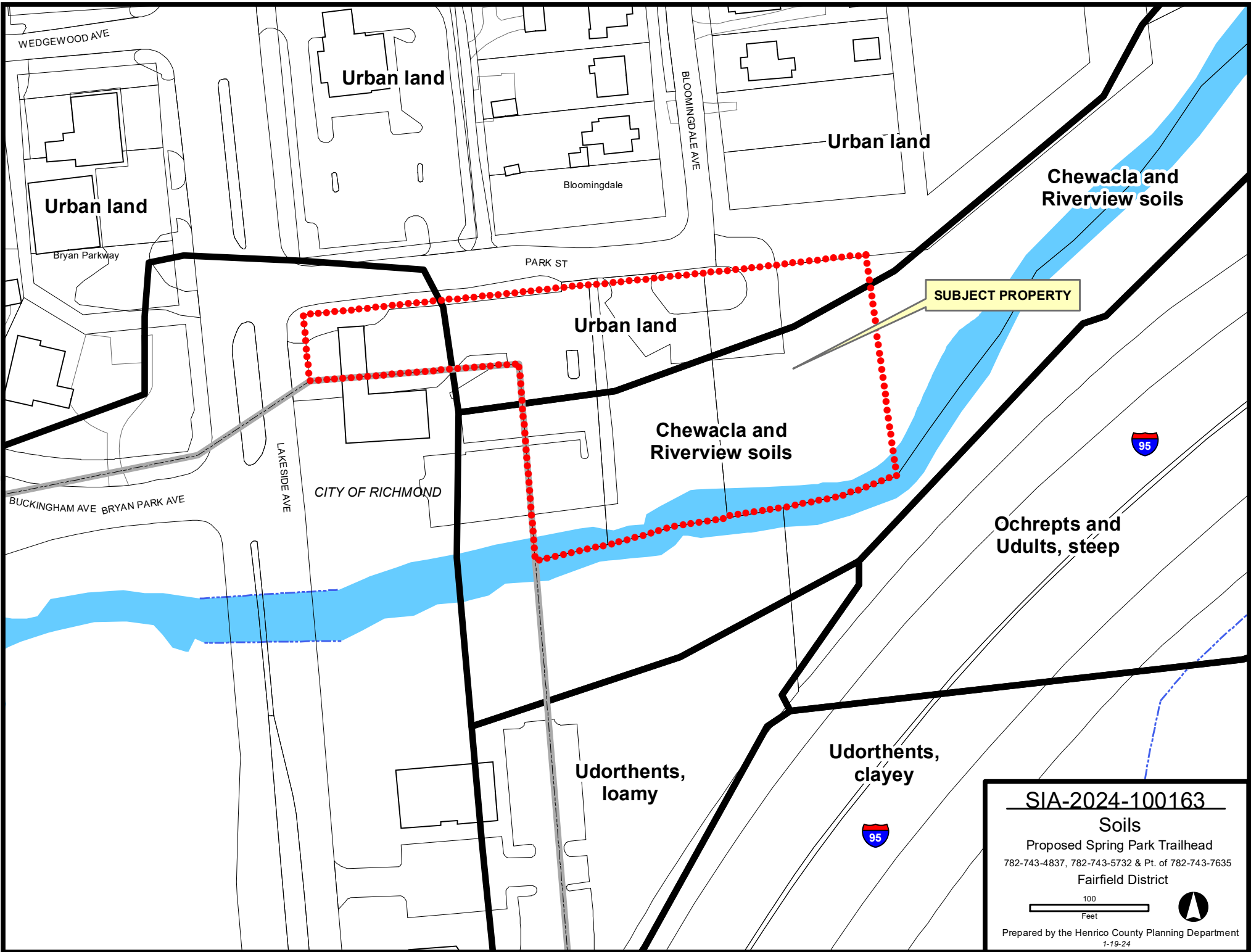


— Water Pipes
- - - Sewer Pipes

SIA-2024-100163
Utilities
 Proposed Spring Park Trailhead
 782-743-4837, 782-743-5732 & Pt. of 782-743-7635
 Fairfield District

200
 Feet

Prepared by the Henrico County Planning Department
 1-19-24

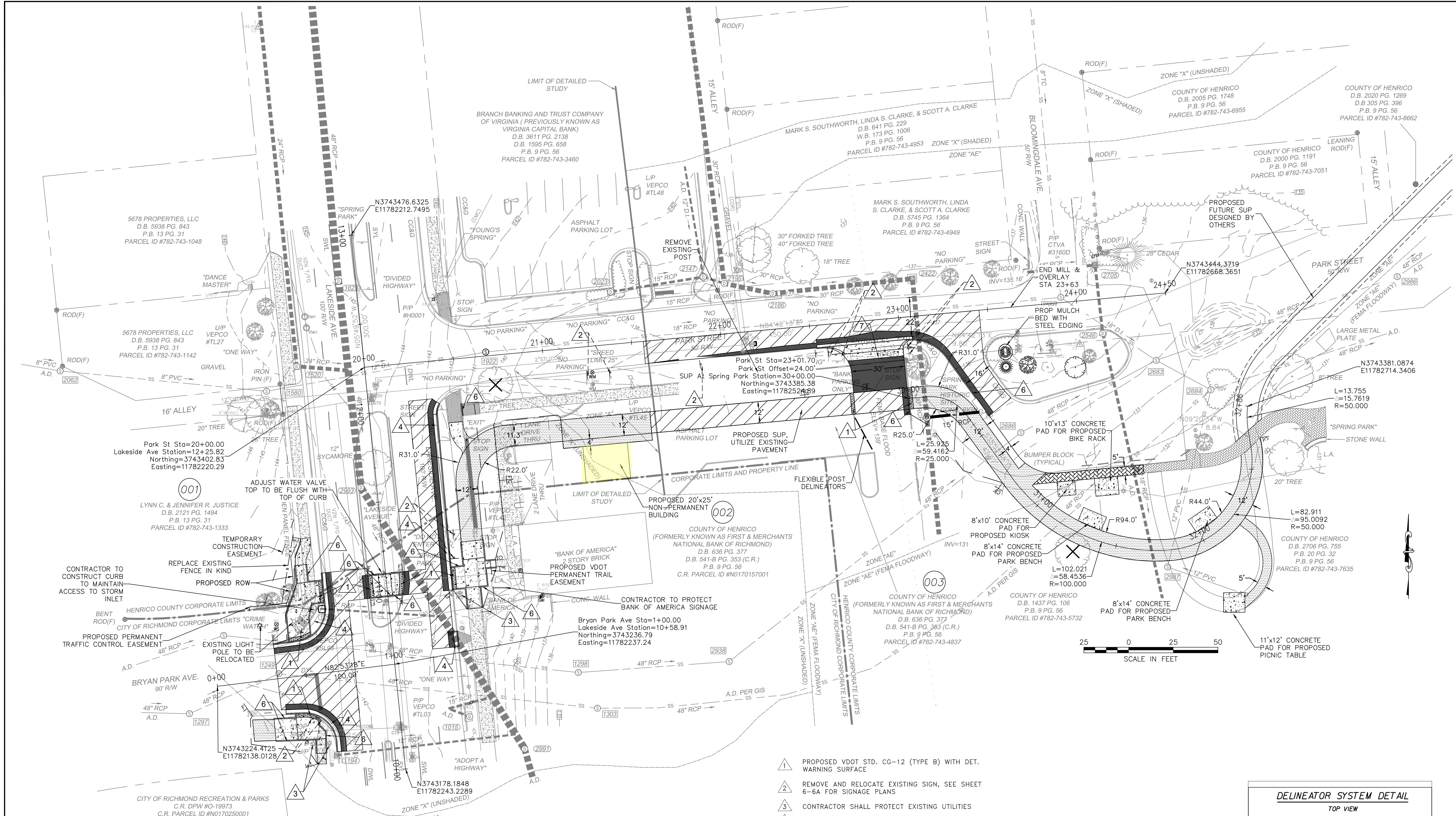


SUBJECT PROPERTY

SIA-2024-100163
Soils
Proposed Spring Park Trailhead
782-743-4837, 782-743-5732 & Pt. of 782-743-7635
Fairfield District

100
Feet

Prepared by the Henrico County Planning Department
1-19-24



LANDSCAPE LEGEND

- x1 THUJA OCCIDENTALIS 'THUSID4' - EMERALD PETITE CEDAR - 2.5" CALIPER (BALL & BURLAP OR CONTAINER)
- x1 LAGERSTROEMIA INDICA 'DYNAMITE' - DYNAMITE CRAPE MYRTLE - 5'-6" TALL (BALL & BURLAP OR CONTAINER)
- x1 PLATANUS x ACERIFOLIA 'BLOODGOOD' - BLOODGOOD LONDON PLANETREE - 4'-5" TALL (BALL & BURLAP OR CONTAINER)
- MULTIPLE(±22) VINCA MINOR 'BOWLES'S VARIETY' - LESSER PERIWINKLE - (1 GALLON; 12" OC)
- PERIWINKLE MULCH BED WITH STEEL EDGING (INCLUDING GROUND PREPARATION)
- REMOVE EXISTING TREE (2)

NOTES:

1. 4"x8" SMOOTH DOWELS AT APPROXIMATELY 12" C/C TO BE PLACED IN ALL CONCRETE AREAS ADJACENT TO ABUTTING CONCRETE AND DRAINAGE STRUCTURES TO PREVENT SETTLEMENT (TYP.)
2. SAW CUT TO BE CONSIDERED INCIDENTAL AND INCLUDED IN THE COST OF OTHER PAY ITEMS.
3. IF PROPERTY PINS ARE DISRUPTED THEY MUST BE REPLACED BY A LICENSED SURVEYOR.
4. FOR STRUCTURES IN SIDEWALKS, NON-SKID COVERS ARE TO BE USED.
5. EXISTING LIGHT POLES TO BE RELOCATED TO BE RELOCATED/REPLACE PRIOR TO CONSTRUCTION SO THE CONFLICT WITH THE SIDEWALK/SHARED USE PATH WILL NOT BECOME A CHANGE ORDER AFTER CONSTRUCTION HAS STARTED.

Proposed Design Legend

- Pavement Mill and Overlay
- Proposed Asphalt Shared Use Path
- Proposed Full Depth Asphalt Pavement
- Proposed Concrete (7" DEPTH)
- Proposed Stamped Concrete (7" Depth)
- Proposed Permanent Easement
- Proposed Temporary Easement
- Proposed Right-of-Way

DELINEATOR SYSTEM DETAIL

TOP VIEW

12" MAX

SIDE VIEW

6' C/C SPACING

REFLECTIVE SHEETING

ANCHORING HOLES

30'-36"

40' (APPROX) CURB UNIT

MAX. 3.5"

NOT TO SCALE

SCALE IN FEET

0 25 50

DATE: MAY 2023	ENGINEER: JPA	CHECKED: ABS	JOB#: 21088
FALL LINE TRAIL PEDESTRIAN ACCOMMODATIONS AT SPRING PARK HENRICO COUNTY, VIRGINIA			
PLAN REVISIONS:	SHEET 3	SCALE 1" = 25'	PLAN SHEET
2100 EAST CARY STREET, SUITE 309 RICHMOND, VIRGINIA 23223 (P) 804 782-1903 (F) 804 782-2142 RUMMEL, KLEPPER & KAHL, LLP <small>Engineers/Construction Managers/Planners/Scientists</small>			

RESOLUTION
PCR-5-24
SIA-2024-100163
Spring Park Trailhead for Fall Line Trail
SUBSTANTIALLY IN ACCORD WITH THE COMPREHENSIVE PLAN

WHEREAS, Section 15.2-2232A of the Code of Virginia requires the Planning Commission to review and to consider whether the general or approximate location, character and extent of major public facilities are substantially in accord with the County's Comprehensive Plan; and,

WHEREAS, the Planning Commission has reviewed the Spring Park Trailhead for Fall Line Trail Site for conformance with the County's 2026 Comprehensive Plan; and,

WHEREAS, a report dated February 29, 2024, presented by the Planning staff to the Planning Commission found the proposed use would be consistent with the adopted Plan; and,

WHEREAS, the Planning Commission has reviewed the staff recommendations and finds the proposed use will further the Goals, Objectives and Policies of the Comprehensive Plan that identify the need for new public services and facilities based on projected and planned growth in accordance with the 2026 Future Land Use map; and,

WHEREAS, the Planning Commission finds the proposed site can be designed to be compatible with the surrounding area,

NOW, THEREFORE, BE IT RESOLVED, the Henrico County Planning Commission finds the proposed Spring Park Trailhead for Fall Line Trail Site to be substantially in accord with the County's Comprehensive Plan.

Planning Commission Action

Approved: Resolution approved

Moved by: Jaron N. Dandridge

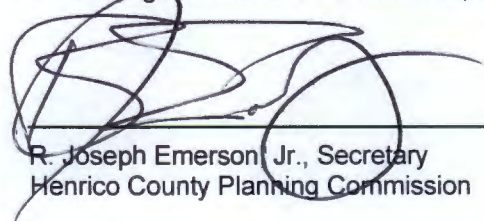
Seconded by: William M. Mackey, Jr.

Vote: 5-0

Abstention: Tyrone E. Nelson

Absent: None

Certified to be a true copy of the Spring Park Trailhead for Fall Line Trail recommendation of the Planning Commission on March 14, 2024.



R. Joseph Emerson Jr., Secretary
Henrico County Planning Commission