

# **DRAFT**

## **Glen Allen**

### **Small Area Study**



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## **Introduction**

In February 2016, the Planning Department began a small area study to examine what is generally considered the center of the Glen Allen area of Henrico County. This study was prompted by a general concern by citizens for preserving the area's existing character.

The 2026 Comprehensive Plan for the county identifies Focus Areas with unique characteristics requiring special planning consideration above and beyond the land use policies contained elsewhere in the Plan. The area examined in this study would be most consistent with the Existing Character Protection Areas identified in the Plan. They are defined as corridors or neighborhoods exhibiting a distinctive natural or built character that contributes to the identity of the surrounding area or the county as a whole. They were typically identified because the protection and enhancement of their qualities would be important to the general welfare of the community.

The objective of this process is to prepare recommendations for the study area that will ensure continued high-quality development consistent with the existing village character. This information should assist the Board of Supervisors and the Planning Commission in their decisions concerning current and future rezoning and development applications.

## **Study Area**

The boundaries of the study area were based on several factors including a concentration of older structures, civic uses, and historic character plus natural and property boundaries. The existing zoning and land use patterns along with the future land use recommendations of the 2026 Comprehensive Plan were also considered.

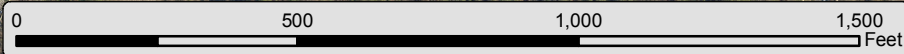
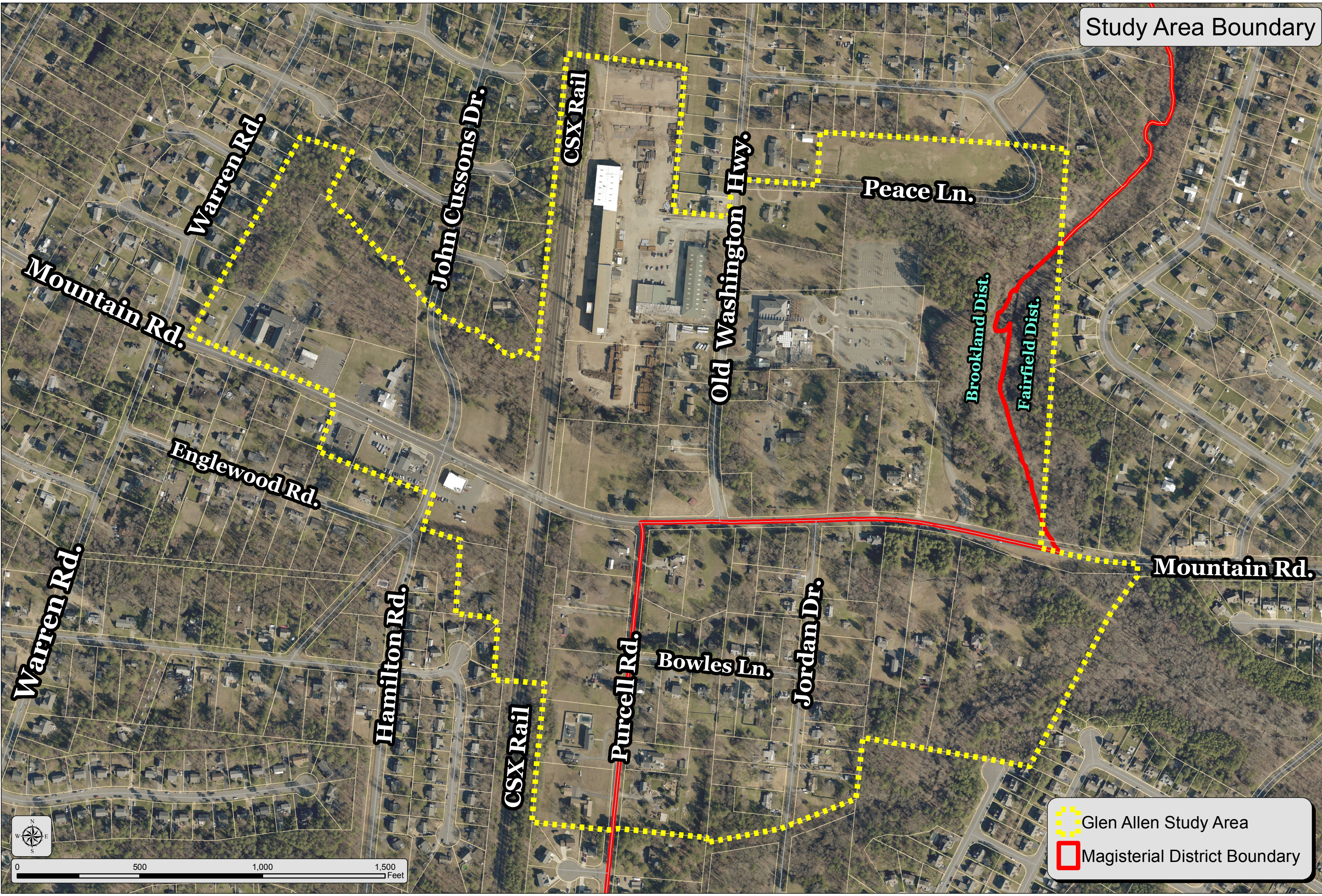
The study area, shown with a yellow line on Map 1, comprises properties within and surrounding what is considered the core of the Glen Allen area. The properties along Mountain Road generally between Warren Road and just east of the entrance to the Glen Allen Cultural Arts Center form the spine of the study area. Included in this area, west of the CSX rail line, are civic and commercial uses. East of the rail line is more residential in nature with several additional civic uses.


Other properties included in the study area along Old Washington Highway north of Mountain Road, are industrially zoned but also include residential and civic uses. Additionally, the residential neighborhood to the southeast of the intersection of Mountain Road and the CSX rail line was included in the study area due to the age and historic character of many of the structures.


The extended Mountain Road corridor from Staples Mill Road to Woodman Road contains additional older historic structures, but due to the distances between these properties and the intermingling of newer structures the study area was focused on the village core. The other uses surrounding the study area are all residential in nature, with the majority of them being newer than what is generally considered historic.

The study area crosses magisterial district boundaries and includes part of the Brookland Magisterial District and the Fairfield Magisterial District. The districts are split along Mountain Road from the eastern boundary to Purcell Road and then south along Purcell Road.

Study Area Boundary



 Glen Allen Study Area

 Magisterial District Boundary

## **Glen Allen History**

The study area contains many structures with historical significance in both architecture and events. Fifteen sites, as shown on Map 2, are included within or in close proximity to the study area.

Prior to being settled by colonists, the Glen Allen area was the hunting ground of the Chickahominy Indians. Mountain Road itself was originally used as an Indian trail. Glen Allen was known as Mountain Road Crossing when rail service began in 1836, and consisted of a few dwellings, large stretches of forested land and patches of Indian corn and tobacco. The area was first referred to as Glen Allen during the Civil War. The name came from the homestead of the widow Mrs. Benjamin Allen, who operated a post office for neighbors out of her home. Military dispatches referred to the area as “Allen’s Crossing” because the Allen property was a landmark for soldiers.<sup>1</sup>

Glen Allen was the site of significant events, people, and buildings throughout the 19<sup>th</sup> and 20<sup>th</sup> centuries. Between 1824 and 1825, John Walker built Walkerton Tavern at 2892 Mountain Road to serve those travelling Mountain Road (then known as Louisa Court House Turnpike).<sup>2</sup> It was later used as a grocery store in the 1850s, and a post office in the 1870s, after its purchase by the Hopkins family. Today, the structure represents the largest and only brick 19<sup>th</sup> century tavern still standing in Henrico, and is listed on the National Register of Historic Places.<sup>3</sup>



**Figure 1 - Walkerton Tavern**

In 1836, the Richmond Fredericksburg and Potomac (R. F. & P.) Railroad began operation, passing through Glen Allen. The railroad became an important component of Glen Allen, and began to change its rural character.<sup>4</sup>

In 1865, the only remnant of Confederate authority in the area was the Glen Allen post office, which had been established in 1864. At the time, 100 families lived within two miles of the post office. After Erasmus Hopkins was appointed postmaster in 1873, the post office was moved to Walkerton Tavern, which had been purchased by the Hopkins family before the war.<sup>5</sup>

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<sup>1</sup> Henrico County. Names & Places in Henrico. <http://henrico.us/about-henrico/history/government/names-places-in-henrico/#GLEN%20ALLEN>

<sup>2</sup> Manarin, L. H. & Peple, C. (2011). The History of Henrico County.

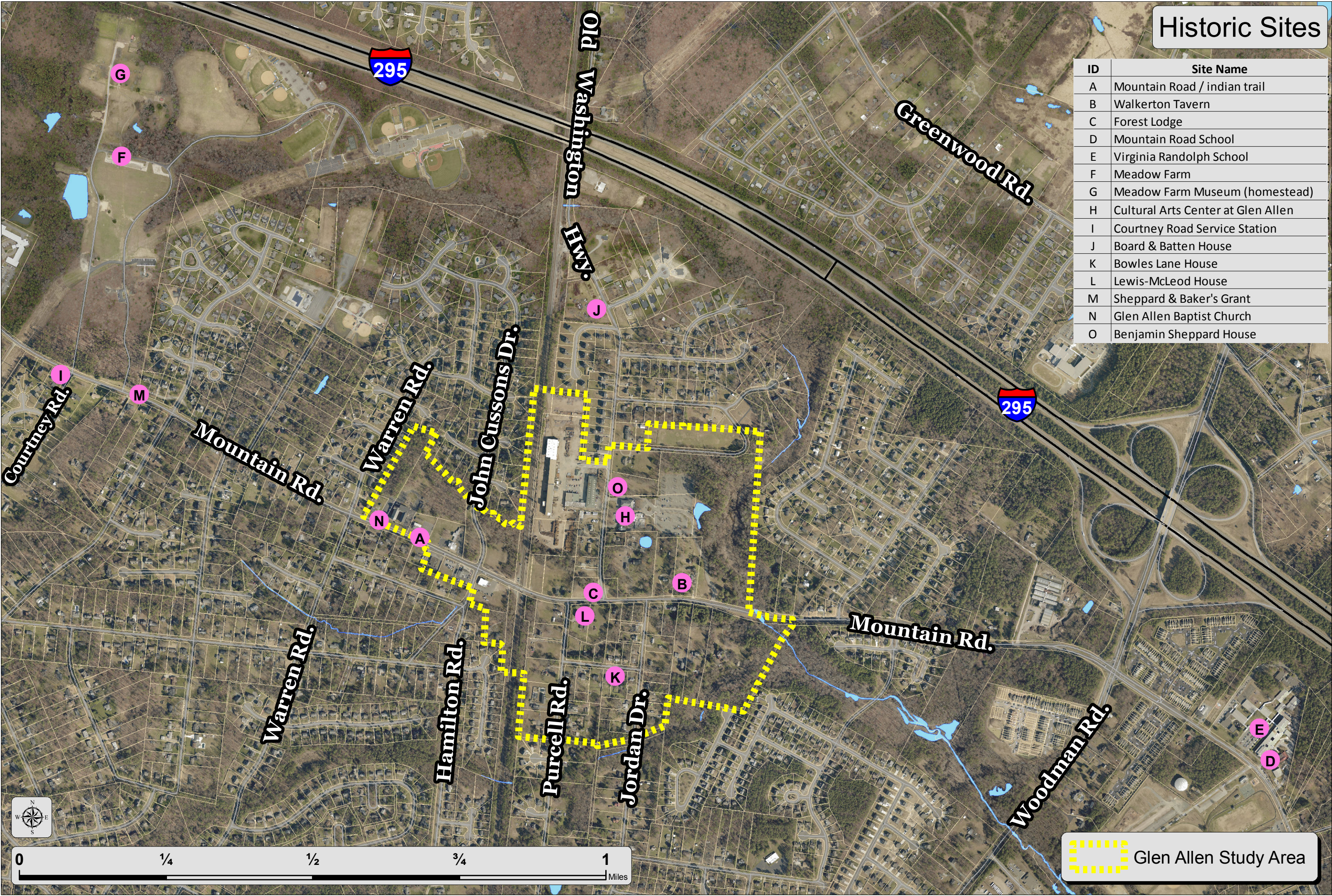
<sup>3</sup> Walkerton Roadside Marker

<sup>4</sup> Henrico County Public Relations and Media Services (2011). A State of Mind: The History of the Glen Allen Community. [http://henrico-va.granicus.com/MediaPlayer.php?publish\\_id=256](http://henrico-va.granicus.com/MediaPlayer.php?publish_id=256)

<sup>5</sup> Manarin, L. H. & Peple, C. (2011). The History of Henrico County.

# Historic Sites

ID	Site Name
A	Mountain Road / indian trail
B	Walkerton Tavern
C	Forest Lodge
D	Mountain Road School
E	Virginia Randolph School
F	Meadow Farm
G	Meadow Farm Museum (homestead)
H	Cultural Arts Center at Glen Allen
I	Courtney Road Service Station
J	Board & Batten House
K	Bowles Lane House
L	Lewis-McLeod House
M	Sheppard & Baker's Grant
N	Glen Allen Baptist Church
O	Benjamin Sheppard House



Captain John Cussons, an Englishman by birth, served as editor and publisher of a local paper and as a scout in the Confederate army before settling in Glen Allen and



**Figure 2 - The Forest Lodge Cupola**

marrying Mrs. Susan Sheppard Allen. In the late 1870s, John Cussons built a 135-room resort hotel in Glen Allen called Forest Lodge. The resort was located on a 1,000-acre tract and included a hunting preserve, lakes, boat houses, and gardens. When the hotel failed to attract out of state visitors, Cussons was forced to close the operation after only two or three years.<sup>6</sup> Today, only the cupola remains and was moved to a parcel at the corner of Mountain Road and Old Washington Highway.

In 1886, Elizabeth Jane Holladay started the first public school in the Glen Allen area in her home. Today, Holladay Elementary School is named after her.<sup>7</sup> The school later moved to a one-room school house on the north side of Mountain Road (just west of where it intersects with Lambeth Road today).<sup>8</sup> By the early 20<sup>th</sup> century, the majority of schools throughout the county were one-room structures, including the Old Mountain Road School, a one-room school for African American children established by Virginia Estelle Randolph. With the help of the County School Superintendent Jackson Davis, Miss Randolph became the first Jeanes Supervisor Industrial Teacher in Henrico County Schools in 1908. She worked with other African American schools and teachers to improve those schools and develop the industrial arts. In addition, Virginia Randolph began the tradition of Arbor Day when she gathered students to plant 12 trees in 1908, ten of which are still standing and were named the first National Historic Trees in Virginia. In 1915, a school on Mountain Road was named for Virginia Randolph (later replaced after a fire in 1929) and was the only African American high school in the county. The Home Economics Cottage was converted to a museum in 1970 in Miss Randolph's honor, and later became a National Historic Landmark.<sup>9</sup>

Glen Allen is home to the first dedicated recreational area in the county. In the mid-1970s, Mrs. Elizabeth Adam Crump donated Meadow Farm to the county, which was dedicated as a park during the 1975/76 fiscal year. The original house (built in 1810) was preserved as Meadow Farm Museum. A portion of the farm property was also set aside for a nursing home.<sup>10</sup>

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<sup>6</sup> Manarin, L. H. & Peple, C. (2011). The History of Henrico County.

<sup>7</sup> Henrico County. Reconstruction and Beyond. <http://henrico.us/about-henrico/history/ourhistory/reconstruction-and-beyond/>

<sup>8</sup> Smead, S. and Wagner, M. (1994). An Update of the Inventory of Early Architecture and Historic and Archeological Sites, County of Henrico, Virginia.

<sup>9</sup> Manarin, L. H. & Peple, C. (2011). The History of Henrico County.

<sup>10</sup> Manarin, L. H. & Peple, C. (2011). The History of Henrico County.

In the 1990s, the vacant Glen Allen Elementary and High School building, which had been constructed in the early 20<sup>th</sup> century and expanded several times, was converted to the home of the Cultural Arts Center at Glen Allen. It opened in 1999.<sup>11</sup>

In addition to places and events described above, Glen Allen is home to several additional examples of historic architecture, including:

- The Courtney Road Service Station, which was built in 1925, represents a prototype of the “house with a canopy” style filling station which originated in 1916 by Standard Oil of Ohio. This historic service station is the only restored early 20<sup>th</sup> century service station in Henrico County. It once served as a social hub for the Glen Allen area. (See “I” on Map 2)
- The Board and Batten House on Old Mountain Road, built in 1912, represents a rare example of board-and-batten siding. It served as a switchman’s residence owned by RF&P railroad in the early 20<sup>th</sup> century. (See “J” on Map 2)
- The Bowles Lane House, built in 1829 and located south of Mountain Road, is a rare mid-19<sup>th</sup> century home with a Victorian façade, probably the largest of its kind in rural Henrico. (See “K” on Map 2)
- The Lewis-McLeod House, built in 1921, is a Georgian revival home which was built for Dr. Alexander McLeod.<sup>12</sup> (See “L” on Map 2)

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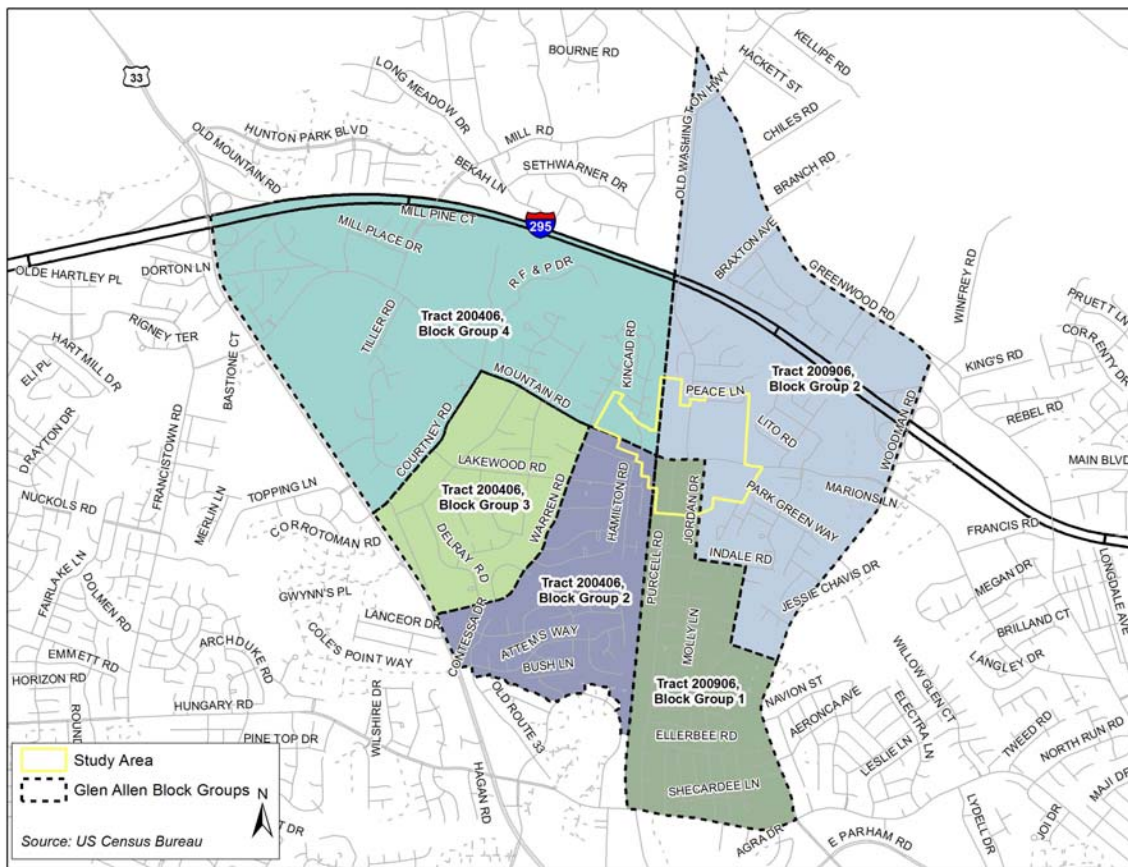
<sup>11</sup> Manarin, L. H. & Peple, C. (2011). The History of Henrico County.

<sup>12</sup> County of Henrico, Virginia (1998). Inventory of Early Architecture.

## Demographics

The demographics of the Glen Allen study area can be approximated by looking at the combined statistics of the five adjacent census block groups, using the most recent five-year American Community Survey data (2010-2014). As shown on Map 3, the census block groups go beyond the study area, but data from those block groups does provide some overall trends. The population of the block groups in the study area is approximately 9,500, or just over 3% of the total county population. The overall population density is somewhat higher than the county as a whole, at 2.88 persons per acre (compared to 2.1 countywide). The slightly higher density can be attributed to this area being an established community that is mostly built out, and thus lacks the large, undeveloped tracts more common in eastern areas of the county.

Total dwelling units in the census block groups represent approximately 2.6% of the county's housing stock. Dwelling units in this area are predominantly owner-occupied, with very low vacancy rates. The majority of housing in the area was built in the 1980s and 1990s, and in general is slightly newer than that of the county as a whole. Owner-occupied housing also tends to have higher values than the county median value. Residents of the area are also likely to have been in their home longer than countywide residents, and households are more likely to be occupied by families (especially es), with very few householders living alone.



## **Zoning**

The study area is comprised of land zoned in a variety of districts as shown on Map 4, Glen Allen Study Area Zoning map. The general categories include conservation, residential, commercial, and industrial. The origins of the zoning classifications in this area include those established with the 1960 Comprehensive Rezoning conducted by Henrico County and those created by owner requests in subsequent years.

The 1960 Comprehensive Rezoning assigned zoning categories for the majority of the land within the boundaries of the study area and was conducted at the direction of the County Board of Supervisors in conjunction with the Planning Commission, Planning Department, and the citizenry. These areas include the majority of the residentially zoned properties and the industrially zoned properties. Some of the properties designated residential, commercial and industrial by the 1960 action were generally designated as the same general use category but then new zoning districts were assigned based on the intensities of the existing uses.

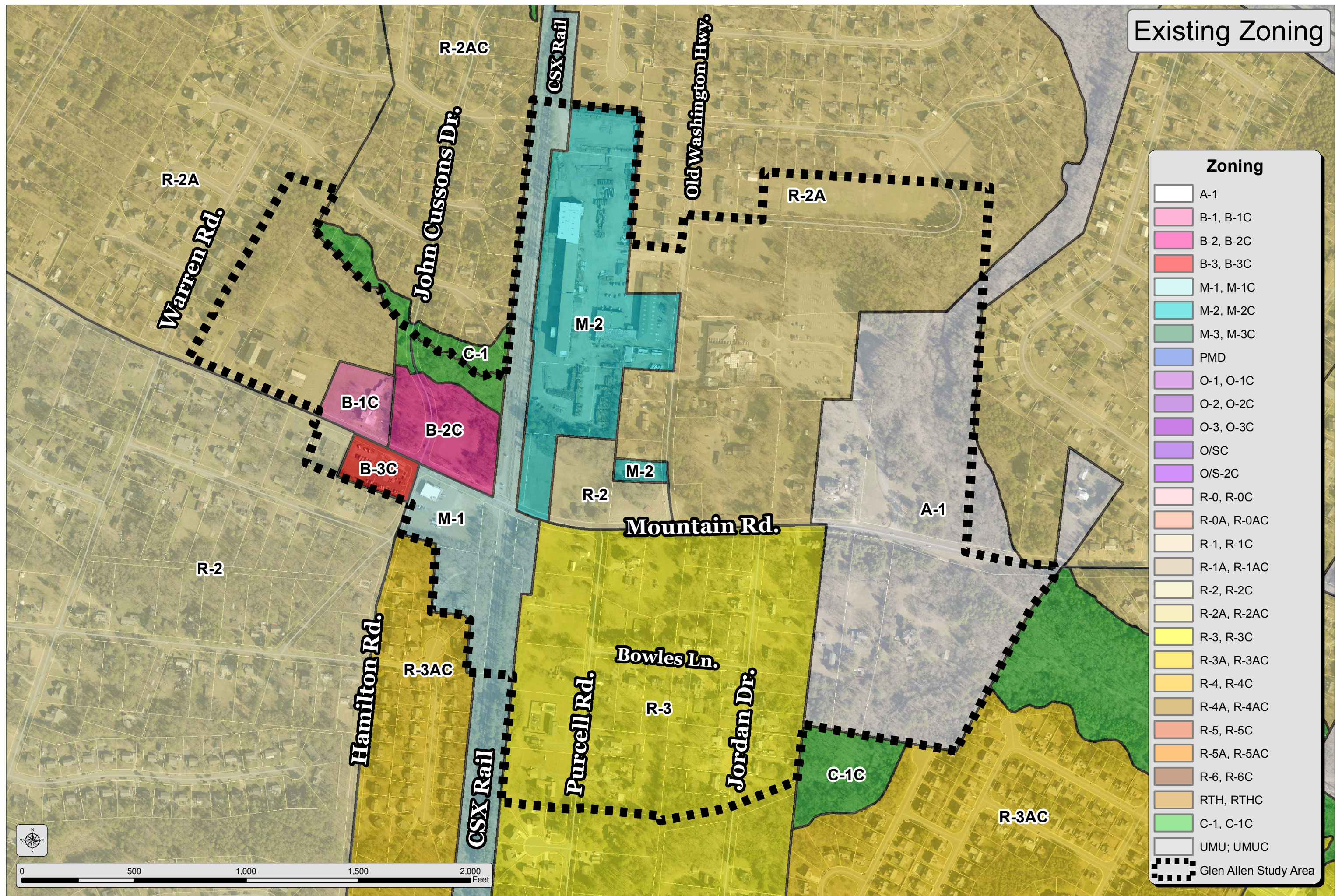
Subsequently, numerous rezoning cases have changed the initial zoning designations made with that action. Many of the designations approved after 1978 have a “C” as part of their zoning classification. This denotes a conditional zoning was approved by the Board of Supervisors. A conditional case means that additional conditions, or proffers, above and beyond the restrictions outlined by the zoning ordinance have been voluntarily placed on the property at the behest of the applicant/land owner. These proffers are typically utilized to mitigate potential impacts from the uses allowed by the new zoning category. The specifics of the conditions for all of the properties can be found in the office of the Planning Department.

The Conservation District, C-1, zoned portions of the study area are concentrated along the northern boundary to the west of the railroad tracts. The Conservation District designation allows primarily agricultural uses with the intent for as little development to occur as possible. In the case of the C-1 zoned properties in this area they closely correspond with environmentally sensitive areas.

Residentially zoned properties, including those zoned in the R-2, R-2A, and R-3 One-Family Residential Districts, are all located on the outer edges of the study area. These districts primarily allow detached single family homes. All of the properties zoned residential in the study area have no proffered requirements for development beyond what is included in the County’s Zoning Ordinance.

Commercially and industrially zoned properties are located in the central portion of the study area along the Mountain Road and the CSX rail line. B-1C, B-2C and B-3C Business District zoned properties are located on the north and south side of Mountain Road west of the railroad. The CSX rail line and other properties along its corridor are zoned M-1, Light Industrial, and M-2, General Industrial Districts. As with the residentially zoned properties, those zoned industrial are not subject to any conditions beyond the zoning ordinance. In addition to industrial uses, any commercial uses would be legally allowed in these districts.

## Existing Zoning



## **Existing Land Use**

The majority of existing uses in the study area have not been recently developed. New users may have occupied properties, but the overall pattern of uses has seen little change since the 1990s. The most recent changes include the Glen Allen Cultural Arts Center and the Virginia Cliff Inn which were developed in the 1990's.

Generally, non-residential uses are located along Mountain Road west of the railroad, the east side of the railroad, and Old Washington Highway. The residential uses are predominantly located southeast of the intersection of Mountain Road and the CSX rail line. Vacant properties, lacking a defined pattern, are spread throughout the study area. The existing land uses, shown on Map 5, are more fully described below.

### ***General Commercial***

The retail uses are concentrated around the intersection of Hamilton Road/John Cussons Drive and Mountain Road. Currently a grocery store, a structure with several retail establishments, and a gas/service station are operating in that portion of the study area. In 2015, Dollar General, the first national chain store to locate in the study area, received approval for their Plan of Development at the northwest corner of this intersection. An additional parcel at the northeast corner of the intersection is zoned for commercial uses, but is currently vacant. The closest large concentration of commercial uses, other than what is currently in the area, is in the Staples Mill Road corridor just over a mile to the west.

### ***Residential Uses***

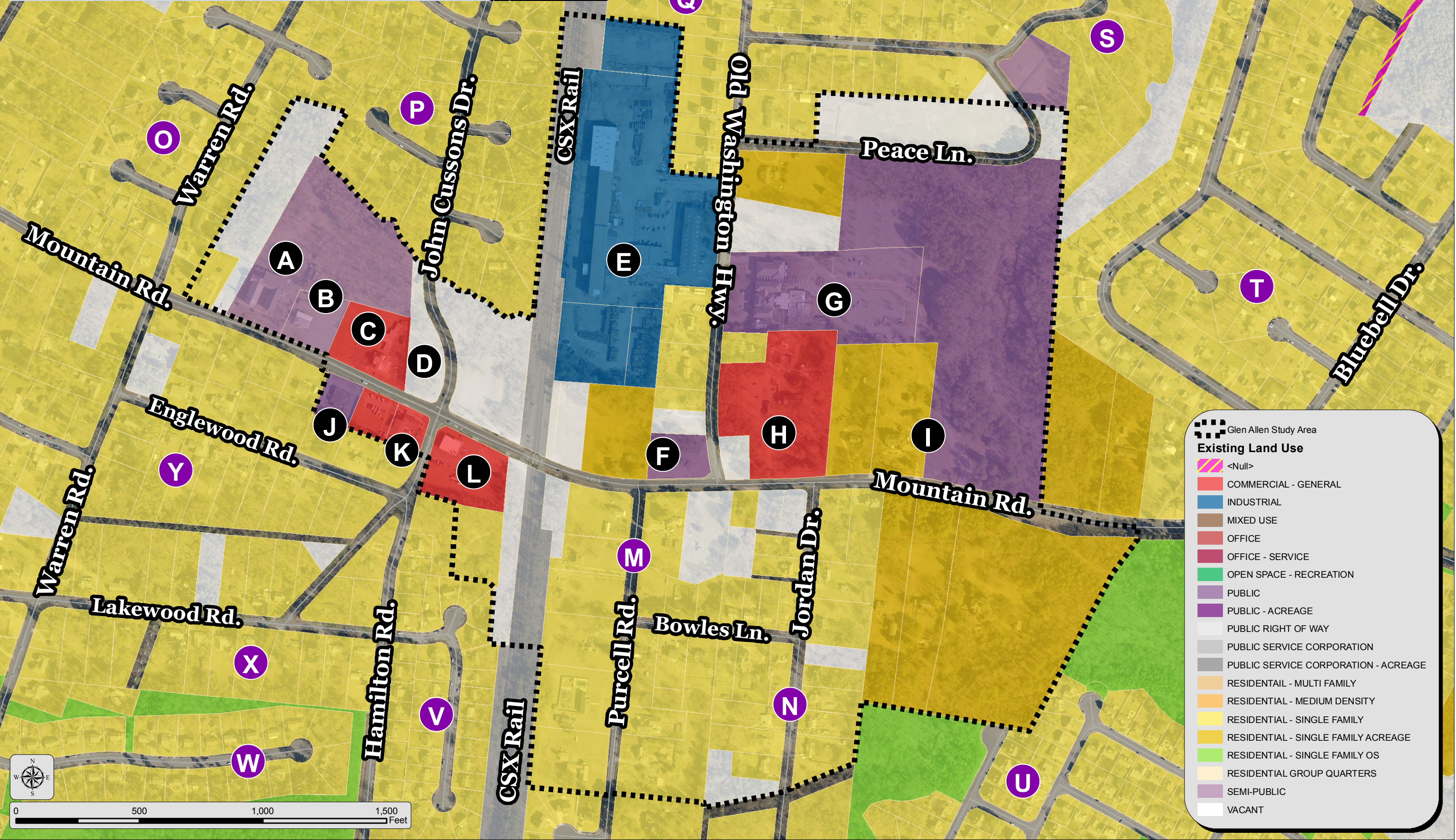
Residential uses are dispersed throughout the study area and wholly consist of detached single-family style dwellings. The Glen Allen Park and Glen Allen Heights subdivisions are located to the southeast of Mountain Road's intersection with the rail line. Other residential properties are not in subdivisions and are primarily located along Mountain Road and Old Washington Highway. The lot sizes for the properties both within and outside of the recorded subdivisions vary greatly in size and add to the character of the development pattern in the area. Additionally, the study area is surrounded by various single-family subdivisions on all sides.

### ***Civic Uses***

Civic uses in the Study area consist of the Glen Allen Baptist Church, Masonic Lodge #131, a post office, and the Glen Allen Cultural Arts Center. The church and Masonic temple are located in the most western portion of the study area. The post office is located just to the east of these two uses on the south side of Mountain Road. The Glen Allen Cultural Arts Center has access to both Mountain Road and Old Washington Highway. Its main access is on the north side of Mountain Road near the eastern boundary of the study area. Two historic properties in the area are also owned by the county. The property at the northwest corner of Mountain Road and Old Washington Highway contains the copula of the Forest Lodge resort hotel. Walkerton Tavern, as described in the history section, is situated on the north side of Mountain Road just east of the access for the Cultural Arts Center.

ID	Site Name	ID	Site Name	ID	Subdivision Name	ID	Subdivision Name
A	Glen Allen Baptist Church	G	Cultural Arts Center at Glen Allen	M	Glen Allen Park	S	Robin's Nest
B	Glen Allen Masonic Lodge #131	H	Virginia Cliffe Inn	N	Glen Allen Heights	T	Laurel West
C	Old Glen Allen Shops	I	Walkerton Tavern	O	Brookley East	U	Mountain Glen
D	Dollar General (future)	J	Glen Allen Post Office	P	Deer Springs	V	Glen Allen Oaks
E	Stromberg Metal Works, Inc.	K	Glen Allen Service Center	Q	Allen's Crossing	W	Bretton Woods
F	Forest Lodge Cupola	L	Glen Allen Market	R	Haley's Hollow	X	Laurel Glen
						Y	Forest Lodge Acres

Existing Conditions



Glen Allen Study Area

**Existing Land Use**

<Null>

COMMERCIAL - GENERAL

INDUSTRIAL

MIXED USE

OFFICE

OFFICE - SERVICE

OPEN SPACE - RECREATION

PUBLIC

PUBLIC - ACREAGE

PUBLIC RIGHT OF WAY

PUBLIC SERVICE CORPORATION

PUBLIC SERVICE CORPORATION - ACREAGE

RESIDENTIAL - MULTI FAMILY

RESIDENTIAL - MEDIUM DENSITY

RESIDENTIAL - SINGLE FAMILY

RESIDENTIAL - SINGLE FAMILY ACREAGE

RESIDENTIAL - SINGLE FAMILY OS

RESIDENTIAL GROUP QUARTERS

SEMI-PUBLIC

VACANT

## **2026 Comprehensive Plan Recommendations**

The Board of Supervisors adopted the Henrico County Vision 2026 Comprehensive Plan (the Plan) on August 11, 2009. In preparing the Plan, existing uses and zoning within the study area were used to help identify the future land use recommendations shown on the Glen Allen Area Study 2026 Future Land Use Map, Map 6. The uses recommended for the study area by the Plan include the following:

### ***Office (OF)***

The Plan recommends Office (OF) for the portion of the study area generally delineated by the northern study boundary, Old Washington Highway, Mountain Road, and the CSX rail line. This designation can be comprised of a variety of office uses including professional, administrative, and medical offices. Other uses, such as studios for artists, child care centers, and banks are also permitted at varying intensities within office districts. Its appearance in this area reflects the desired use if the existing homes in this area transitioned to non-residential uses and if the existing industrial uses were to be replaced.

### ***Commercial (CC)***

The Commercial Concentration (CC) designation is centered around the intersection of Mountain Road and Hamilton Road/John Cussons Drive. Commercial Concentration recommends retail and/or wholesale sales and service establishments with coordinated design, shared parking areas, and shared points of access to a roadway. The portion of the study area where it appears reflects the existing commercial uses and those vacant properties zoned for commercial uses.

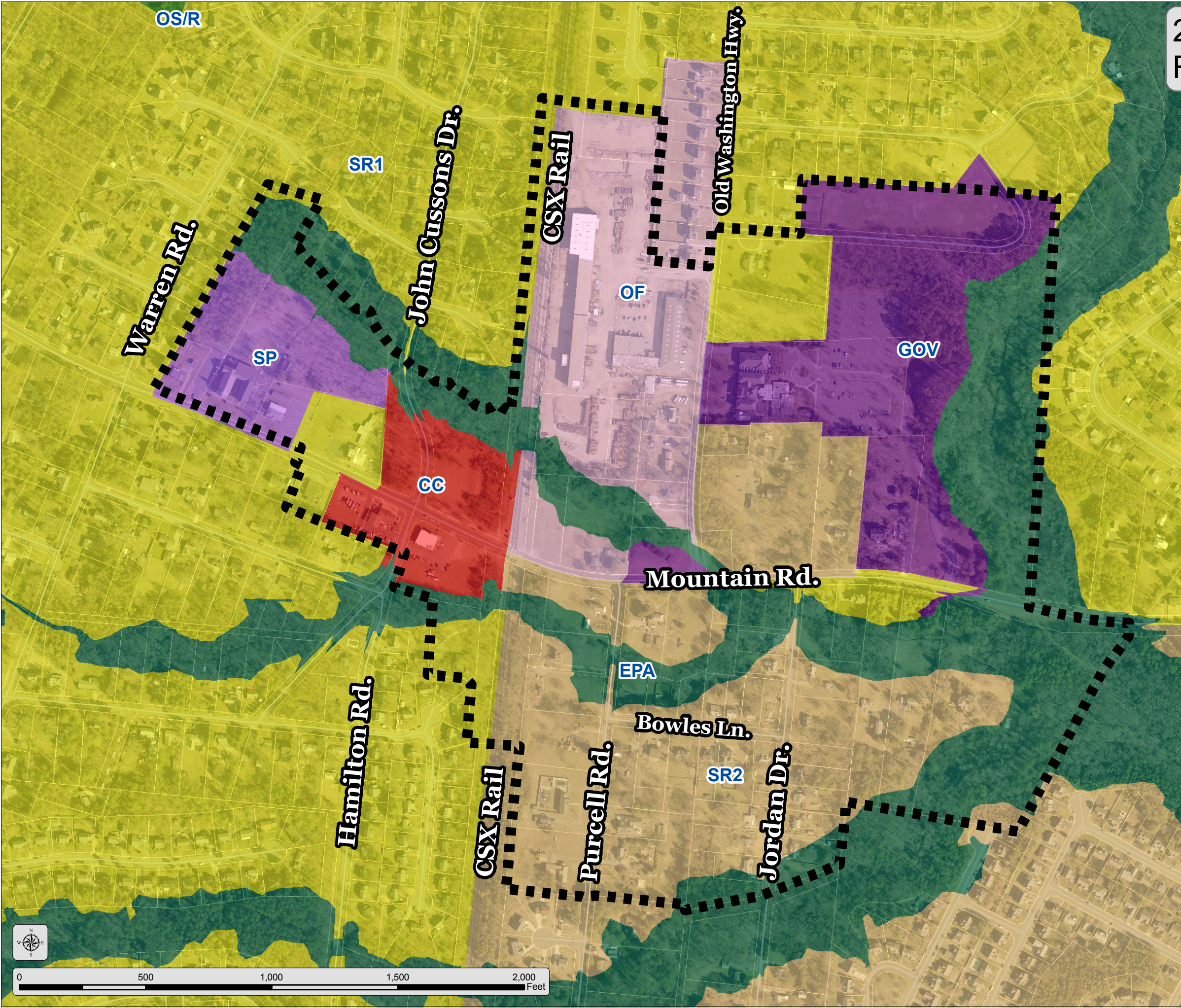
### ***Residential (SR1, SR2)***

The Plan recommends Suburban Residential 1 (SR1) and Suburban Residential 2 (SR2) for portions of the study. Suburban Residential applies to existing and future residential neighborhoods and are limited to detached single-family residential uses. Suburban Residential 1 and Suburban Residential 2 neighborhoods should not exceed densities of 2.4 and 3.4 units per acre respectively. With the exception of two properties north of the Glen Allen Cultural Arts Center and the residential properties west of the railroad, all portions of the study area recommended for residential uses are recommended for Suburban Residential 2.

### ***Civic (GV, SP)***

The Plan recommends Government (GOV) and Semi-Public (SP) for several properties in the study area. Government designated properties in the Plan include a variety of non-recreational public uses and facilities that are government owned. The Glen Allen Cultural Arts Center, Walkerton Tavern, and the property containing the Forest Lodge copula are all designated Government in the Plan. Semi-Public uses can include a variety of quasi-public uses and facilities including but not limited to private schools, churches, nursing and convalescent care facilities and hospitals. The Glen Allen Baptist Church and the Masonic Lodge #131 are designated SP.

# 2026 Future Land Use Recommendations



**2026 Future Land Use**

	Environmental Protection Area - (EPA)
	Open Space/Recreation - (OS/R)
	Prime Agriculture - (PA)
	Rural Residential - (RR)
	Suburban Residential 1- (SR1)
	Suburban Residential 2 - (SR2)
	Urban Residential - (UR)
	Multi-Family Residential - (MFR)
	Suburban Mixed Use - (SMX)
	Traditional Neighborhood Development - (TND)
	Urban Mixed Use - (UMU)
	Office - (OF)
	Office/Service - (O/S)
	Commercial Concentration - (CC)
	Commercial Arterial - (CA)
	Light Industry - (LI)
	Planned Industry - (PI)
	Heavy Industry - (HI)
	Government - (GOV)
	Semi-Public - (SP)
	Glen Allen Study Area



### ***Environmental Protection (EPA)***

The Plan recommends Environmental Protection Area (EPA) along the 100-year floodplain within the study area. Two narrow areas of EPA flow along unnamed streams from west to east and combine prior to merging into the EPA area designated for North Run.

In addition to recommendations for land uses, the 2026 Comprehensive Plan contains a transportation chapter which includes the County's Major Thoroughfare Plan (MTP). This plan recognizes and differentiates among a hierarchy of roads such as expressways, arterials, and collectors. It also contains a map illustrating future road improvements. The 2026 MTP Map, adopted as part of the 2026 Comprehensive Plan, illustrates existing and proposed county roadways having a designated functional classification. Significant roads in the Study Area are listed under the designations below. All other roads in the study are considered Residential Collectors or Local Roads and do not appear in the MTP.

### ***Major Collector***

Collector roads provide both access and service for local traffic movements within residential neighborhoods, commercial areas and industrial areas. The collector system may penetrate neighborhoods, collecting traffic from the local streets throughout the area and channeling it to higher-level roads. Major collectors provide a slightly higher level of mobility and a slightly lower level of access than minor collectors. The function of major collectors is to collect and distribute traffic between local streets and arterial roads. Mountain Road is designated as a Major Collector.

### ***Minor Collector***

These roads generally provide the same service as major collector roadways; however, minor collectors provide for a slightly lower level of mobility and a slightly higher level of access than major collectors. The function of minor collectors is to collect and distribute traffic between local streets and arterial roads. Both Old Washington Highway and Purcell Road are designated as Minor Collectors in the study area.

## **Environmental**

North Run is the only named body of water in the study area. It runs generally along the eastern edge of the Glen Allen Cultural Arts Center property southward under Mountain Road. Eventually North Run merges with Upham Brook almost four miles to the southeast near the intersection of Hilliard Road and Brook Road. The merged bodies of water then flow on to the Chickahominy River.

Areas of 100-year flood plain generally follow North Run along the eastern side of the study area. This and several other areas surrounding several unnamed streams can be seen on the 2026 Future Land Use Map shown as Environmental Protection Areas (EPA). While EPA designated land in the 2026 Plan generally coincide with known 100-year flood plain, additional studies should be conducted to determine the exact extents of the flood plain and its effect on any buildable areas.

The study area contains relatively flat topography with the exception of land adjacent to the previously mentioned environmental features. Because much of the study area has been developed at this time, topographic features would not be expected to significantly impact future development or redevelopment in the area.

## **Public Infrastructure and Services**

In addition to understanding the current uses in the study area, an analysis of the existing public and private infrastructure that serves the area is necessary in order to determine potential impacts on these services by future development. The study area is well served by public infrastructure and facilities. New or expanding developments could take advantage of existing infrastructure in the vicinity, but depending on the scale and location of development, county services could be significantly impacted. Adequate infrastructure is in place for development under the existing zoning; however, potential impacts to services and facilities would be closely evaluated with any rezoning or development plan brought forward. Advance consideration should be given to land acquisition and capital improvement funding to ensure any growth within the study area is commensurate with continuing the current level of public services and facilities serving the community.

### ***Transportation***

The road network within the study area does not have many components due to its small size. The east/west axis of vehicular transit is dominated by Mountain Road and the north/south axis is Old Washington Highway and Purcell Road. The remainder of the road network is mainly made up of a small grid pattern in the southeastern portion of the study area and a variety of residential roads linking to the surrounding neighborhoods. Highway interchanges with I-64 are located to the east and west on Woodman Road and Staples Mill Road respectively.

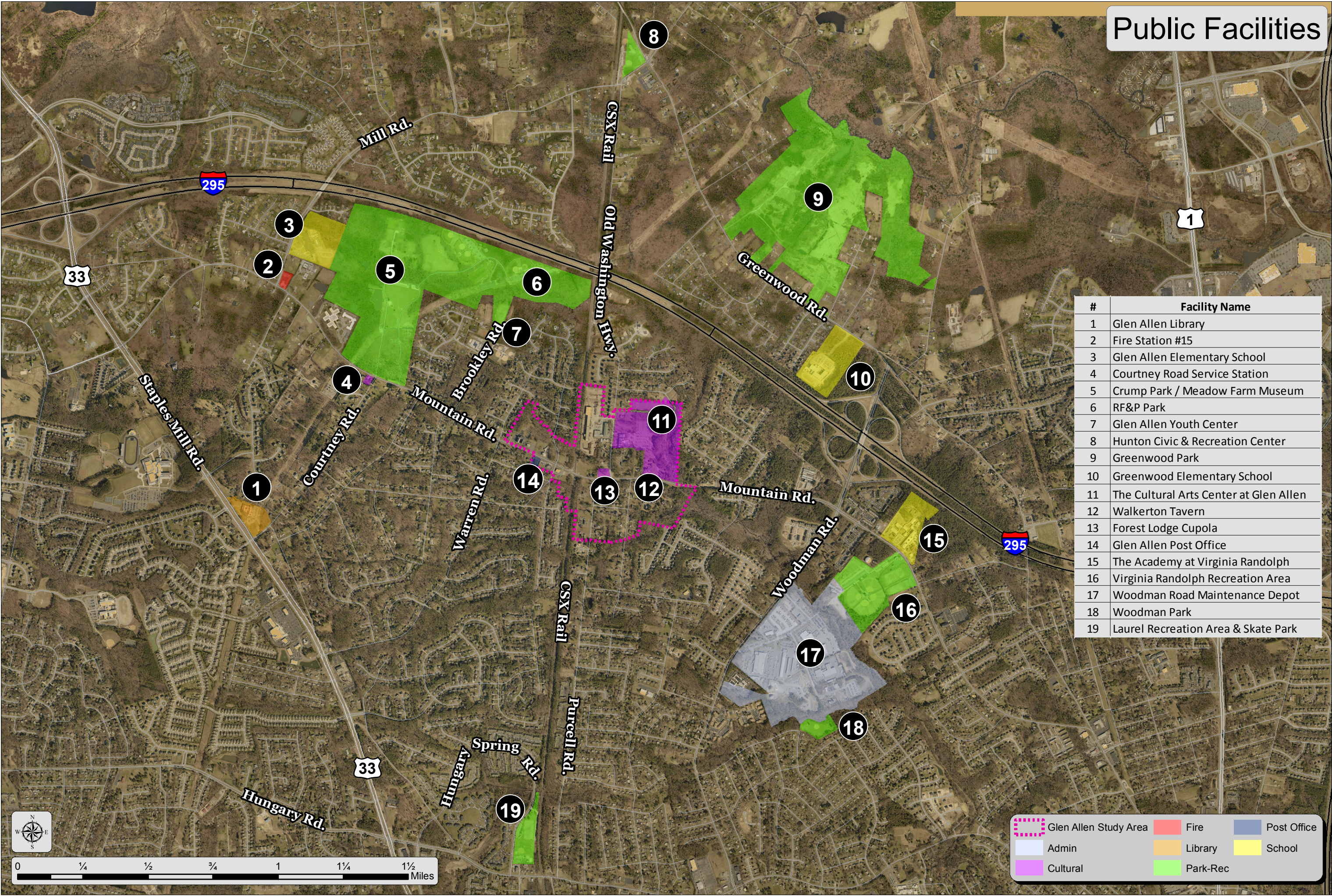
There are currently no mass transit facilities, including bus routes, within the Glen Allen Study area. With the relatively low density of development, it is not expected any mass transit facilities would be added at any time in the near future.

U.S. Bike Route 1 runs generally north/south through the study area on Old Washington Highway and Purcell Road with a small jog on Mountain Road. This is part of a cross-country bike route of sign designated roads, which will run along the eastern seaboard from Maine to Florida.

A CSX rail line running north/south through the study area carries both freight and passenger traffic. The closest passenger rail stop is the Amtrak station several miles to the south near Staples Mill Road and Glenside Road. The industrially zoned land along the western side of Old Washington Highway has access to freight transport along the CSX rail line.

Any anticipated traffic generation from significant new development or redevelopment would require detailed traffic studies to analyze specific roads and intersections. Without detailed traffic studies, it is difficult to determine the full impact to the transportation network in this area of the county. Increased development would be anticipated to impact existing roadway capacity as well as any planned or existing mass transit facilities.

# Public Facilities



### ***Public Utilities***

The study area is currently served by public sewer and water systems owned and maintained by Henrico County. The study area is within the Strawberry Hill sewer pumping station (SPS) basins as identified by the Department of Public Utilities. Development which differs from the future land uses identified for this area could have impacts to water and sewer service within the study area. The area is served by multiple trunk lines all flowing by gravity through the study area.

### ***Public Schools***

The study area is served by several school attendance zones. For the 2016-2017 school year, the study area would be served by Glen Allen Elementary School, Greenwood Elementary School, Hungary Creek Middle School, and Glen Allen High School. Students in the Glen Allen High School district are able to attend specialty programs at other Henrico County High Schools and therefore may not necessarily attend the school this area is zoned for. Some of the zoned schools are near or over capacity; however, projects approved in the Henrico County CIP and redistricting efforts currently underway would relieve current and anticipated capacity needs for schools serving this area. Should development occur in other portions of the school zone additional facility expansions or new schools may be needed to address future capacity needs to accommodate additional growth.

### ***Fire, Police, and Emergency Services***

Fire Station #15 provides service to the areas located adjacent to or within the study area. The station is located at the intersection of Mill Road and Mountain Road, approximately one and a quarter mile to the west of the study area. This station is equipped with both fire and ambulatory apparatus. The study area is located in Police District II, which is headquartered at the county's Public Safety Building on E. Parham Road.

Any increase in residential and nonresidential density could impact capital and operational requirements for fire, police, and emergency services. Additionally, an increase in development could lead to additional traffic on Mountain Road and could potentially lengthen the response time for police officers and other emergency services.

### ***Recreation, Parks, and Cultural Facilities***

Two county facilities, The Cultural Arts Center at Glen Allen and Walkerton Tavern, are located within the study area. The Cultural Arts Center states its mission is to inspire and enrich our community by offering exceptional performances, classes, and visual arts exhibits. In addition to its arts offerings the center does rent meeting space along with catering capabilities and a gift shop. At over 50,000 square feet, it acts as a hub of activity not just for the Glen Allen community, but the county as a whole. Walkerton Tavern is run by the county's Recreation and Parks Division and

offers a variety of programming throughout the year. It can also be rented for private events and meetings and shares a parking facility with the Cultural Arts Center.

In addition to these facilities located within the study area, two more facilities run by the County's Recreation and Parks Division are located just to the west. Both the Meadow Farm Museum at Crump Park and RF&P Park are both located at 3400 Mountain Road. Crump Park features a variety of facilities for family enjoyment including picnic areas and a fishing pond. The Meadow Farm Museum located at the park is a living history farm site and museum focusing on the rural south. According to their website, seasonal activities in the farmhouse, barn, doctor's office, blacksmith forge, kitchen, fields, and pastures are available on selected weekends. RF&P park located alongside Crump Park is programmed as an athletic facility, but does have four restored train cars for viewing. The Glen Allen Stadium is utilized by several organizations for league and tournament play.

### ***Public Libraries***

The Glen Allen Area Library is the closest library facility, and is located on Staples Mill Road at its intersection with Courtney Road approximately 1.5 miles from the study area.

## Conclusions

In order to develop a set of recommendations for the Glen Allen Study Area, it is first important to look at the information previously presented in this report and derive some conclusion regarding the challenges and opportunities which have made themselves apparent.

### *Existing Character*

One of the primary motivations behind the study of this area was to get a better understanding of its history and character. As outlined earlier in the document, the history of the community, dating more than 150 years ago, is not in doubt. There are many elements of this history that are still present and their continued preservation will only add to the sense of place in the future.

The prevailing architectural character of the older structures, such as Walkerton Tavern and some of the older homes, is Colonial with some Victorian structures. General characteristics of the Colonial style include a focus on symmetry, a central front entry, multi-pane windows, and cornice embellishments. Other features may include dormered windows on upper floors, a steep side-gabled or hip roof, a portico, and symmetrically located chimneys. When taken in the context of Virginia, Colonial is traditionally thought to be Southern or Mid-Atlantic Colonial, which have many of the general characteristics of this style, but can utilize either brick or wood style siding. In very early areas such as Jamestown and Williamsburg, the colonial style could also be considered First Period Colonial, which due to the time it was developed was a very basic style.

Victorian architecture was developed in the mid to late 19<sup>th</sup> Century during the reign of Queen Victoria. This type of architecture came in many styles including Italianate, Gothic Revival, and Queen Anne. While there were many styles of Victorian homes they all had similar characteristics, but most notably, the high level of detail allowed by the industrial age and the plentiful availability of materials.

Newer development has not always been consistent with the original Colonial and Victorian character. If this trend continues it could endanger the cohesiveness which is important to maintaining the identity and



**Figure 4 - Walkerton Tavern is an example of Colonial Style Architecture in the study area.**



**Figure 3 – The Bowles Lane House, located in the study area, is an example of the Queen Ann Victorian style of architecture.**

character of the study area. Additionally, few structures appear taller than two stories except those with basement and attics visible from the roadway.

Beyond the physical character of the structures, the overall environment is an important component for the area. All of the roadways are two lanes with the exception of the core non-residential district west of the rail line, which has a central turn lane. While the shoulders are harder and in some cases include curb and gutter in the more heavily traveled section of Mountain Road, the rest of the roadways utilize open ditches giving them more of a rural feel.

The characteristics of front yards are also split between the residential and non-residential properties. Non-residential properties tend to have minimal utilitarian landscaping with a shallower front yard. The residential properties tend to have deeper front yards. Depending on their age they may have a front yard more shallow than what is currently allowed by today's County Zoning Ordinance. Currently, signage is not consistent throughout the study area. Signage can be a unifying characteristic of a district and can help to be an indentifying factor in place making.

Overall, the study area has a more village or rural character than what exists in many other portions of the western half of the County. Development or redevelopment has the possibility to threaten or dilute this existing character or it could embrace it and enhance what is already there and make this area identifiable.

### ***Opportunities for New Development***

The largest threat to the existing character of the study area would be new development, whether it is the development of a currently vacant site or the redevelopment of an existing property. Since there are few parcels that are truly undeveloped within the study area, most of the threat would come from redevelopment. The most visible property that is still undeveloped would be the 4-acre parcel located northeast of the intersection of Mountain Road and John Cussons Drive. The parcel is currently zoned B-2C, and the proffers accepted on the property have some limitations on what could be developed. As the properties on the other corners of this intersection, this parcel is recommended for Commercial Concentration in the Comprehensive Plan, and its zoning is consistent with that. While the proffers for this property do mention any building being Colonial or Victorian in design, other factors could lead to a diminished sense of cohesiveness for the area if not developed in a manner consistent with the existing characteristics.

Because there are few parcels which have no structures or other improvements within the study area, most of the threat would come from redevelopment. Redevelopment could occur in several ways. A property could have existing zoning without further restrictions or it could go through the rezoning process. There are several properties which are zoned without restrictions that could be redeveloped inconsistently with the characteristics of the area. The primary concern would be with the properties zoned M-1 and M-2, Light Industrial and General Industrial Districts. These properties located along the railroad have the potential to be redeveloped for a wide range of uses, including high intensity industrial uses, as long as they meet other aspects of the County's Zoning Ordinance, such as

setbacks, transitional buffers and parking. In addition to the industrially zoned land there are other opportunities for subdivision on existing residential lots to allow the development of additional housing units.

Other properties are currently zoned and occupied for residential uses, but are recommended for alternative future land uses in the Comprehensive Plan. This recommendation is meant to provide guidance if a change of use were to be proposed in the future through the rezoning process. In this circumstance the Planning Commission and Board of Supervisors would be able to review the proposal and give their approval or denial. This process allows for much greater scrutiny when deciding the impact on the character of the study area. However, recent legislation approved by the 2016 General Assembly would potentially restrict the ability of localities to have these issues addressed through the rezoning proffer process. In order to provide assurance that it is addressed it would need to be outlined in the County's Zoning Ordinance.

While this is the largest threat it is also a great opportunity to solidify the character of the area. Using the proper methods consistent with the Code of Virginia the existing character could be maintained and enhanced. This may allow the promotion of an acceptable architectural style, but other positive aspects of the built environment could be continued throughout the study area. This would create a more identifiable district and could strengthen the community identity which already exists.

## **Recommendations**

It is the recommendation of county staff that the Planning Commission and Board of Supervisors take several actions to reflect the findings of this analysis. The first action would be to amend the 2026 Future Land Use Map to reflect the specific recommendations described in this section. Secondly, add a Special Focus Area to the Comprehensive Plan to help guide development of properties subject to rezoning requests. Lastly, would be to develop and adopt an overlay district to become part of the Henrico County Zoning Ordinance. The combination of these three actions, as detailed below, would help to preserve and strengthen the existing character of the Glen Allen Study Area.

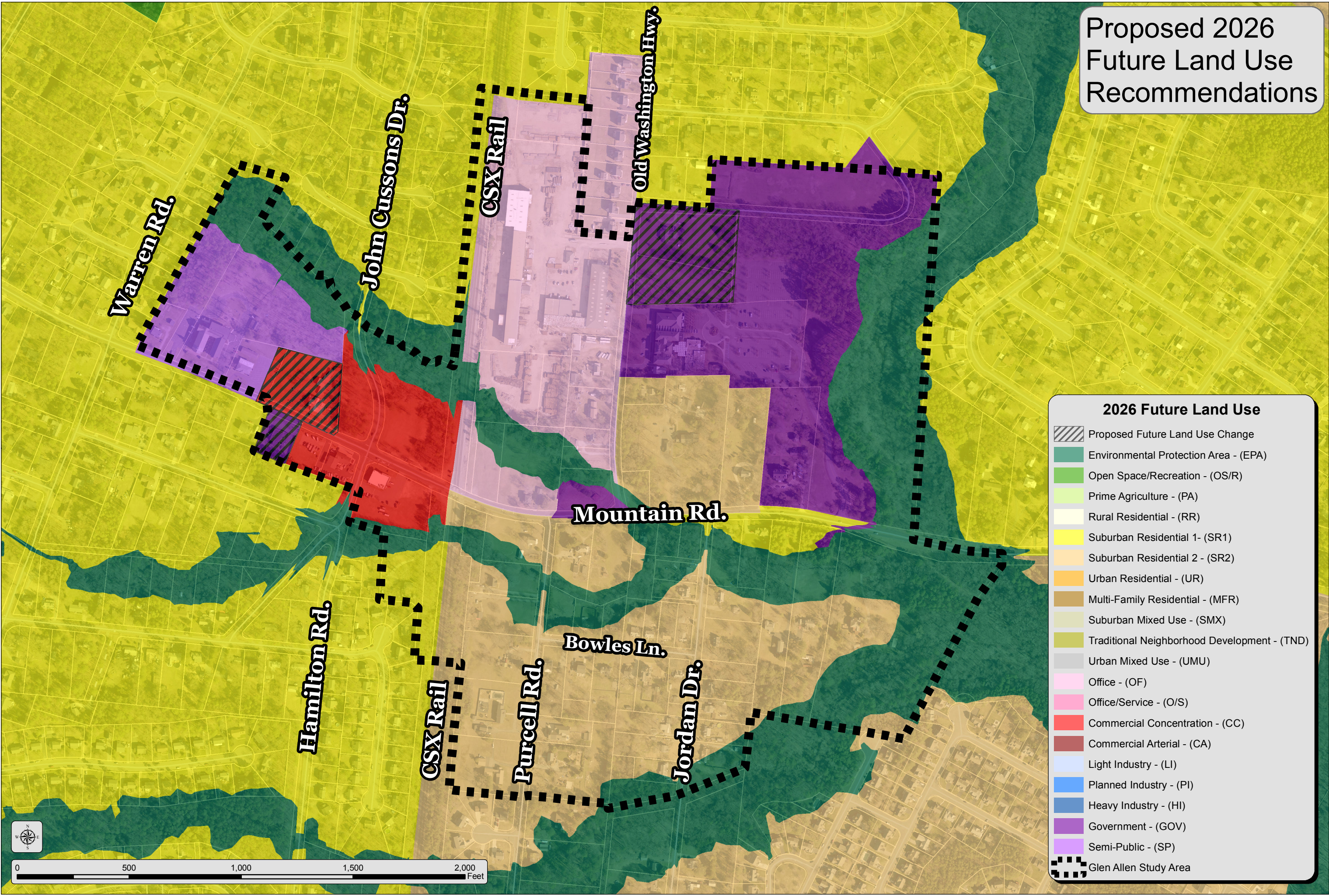
### ***Recommended Future Land Uses***

Based on review of the existing conditions and an analysis of potential land use impacts of zoned land, the Proposed Future Land Use Recommendation Map was developed. This map contains three recommended changes to the Future Land Use Map located in Chapter 5 of the 2026 Comprehensive Plan.

- Since the adoption of the comprehensive plan in August of 2009, the County has purchased two additional properties along Old Washington Highway immediately north of the Glen Allen Cultural Arts Center for their use. To reflect this change of ownership and use these two properties should have a future land use recommendation of Government (GOV).
- In April, 2011 a requested change of zoning designation from R-2A, One-Family Residential District, to B-1C, Business District was approved by the Board of Supervisors. To be consistent with this change of zoning designation, the recommended future land use should be changed from Suburban Residential 1 (SR1) to Commercial Concentration (CC) to match other adjacent business designations.
- The Glen Allen Post Office located at 3017 Mountain Road is not owned by the United States government as some other post offices are. It is owned by a private individual and is currently zoned R-2, One-Family Residential District. Because of this zoning designation it was originally listed as Suburban Residential 1 (SR1) in the 2026 Comprehensive Plan, but because of its continued use as a post office the designation should be changed Government (GOV).

It is the recommendation of county staff the recommended future land uses in these three locations within the study area be amended on the Future Land Use Map in Chapter 5 of the 2026 Comprehensive Plan consistent with the proposed changes shown on Map 8.

Proposed 2026  
Future Land Use  
Recommendations



### ***Special Focus Area***

The second recommendation is to amend the 2026 Comprehensive Plan to add Glen Allen as an Existing Character Protection Area to the list of Special Focus Areas in Chapter 7. This would include adding the following vision, goals, and objectives to provide guidance for future development as plans and proposals are brought forth for consideration. Development Guidelines for new development in the Glen Allen Existing Character Protection Area are also recommended to be added to the 2026 Comprehensive Plan to help direct new development in this area. Additionally, the Special Focus Area Map should be amended to reflect the geographic boundaries of the study area as presented in this document.

The proposed vision, goals and objectives should ensure quality development consistent with that which exists and provide protections for existing uses. They should also provide a framework for future redevelopment that maximizes flexibility in order to retain and attract business development, while protecting and strengthening the existing character.

#### **Vision**

The existing “rural village” character of this area should be preserved and expanded through infill and redevelopment. The historic and cultural resources within Glen Allen should be preserved and included as a focal point for expansion of the rural village character. New development/redevelopment should be done in a manner to respect the scale and style of the existing development to create a cohesive character.

#### **Goals**

The study area will have:

Goal 1: A vibrant neighborhood with a well maintained housing stock for a wide range of home owners.

Goal 2: Appropriate infill, where land is available, consistent with the existing development.

Goal 3: Transportation infrastructure which allows for the efficient movement of traffic within and through the area without being over intensive and degrading the rural village character.

Goal 4: Appropriate physical and use transitions from uses adjacent to the study area to ensure the protection of the existing village.

Goal 5: Open spaces that enhance the appearance of the study area and provide active and passive recreational opportunities for residents, workers and visitors.

Goal 6: Residential neighborhood with a strong identity and sense of civic pride.

## **Objectives**

The following objectives will guide the county in review of development proposals and the development of initiatives to benefit existing development within the study area.

The county will:

1. Encourage enhanced pedestrian and other non-vehicular connections across major arterials and connecting with the surrounding neighborhoods. A pedestrian circulation plan could be conducted to further identify areas of opportunity for enhanced pedestrian facilities.
2. Examine the potential for neighborhood identification techniques such as, but not limited to, entrance wayfinding signage. Entrance signage could help to demark the boundaries of the Glen Allen area and wayfinding signage can help to tie all the sites of interest within the area together.
3. Utilize enhancement buffering on residential properties along main thoroughfares converted to non-residential uses to further demark the boundaries of the remainder of the residential neighborhood. Buffers could consist of both vegetative and hardscape materials.
4. Encourage residents to work with the County's Department of Community Revitalization to organize and conduct community cleanups and disseminate the Homeowner's Enhancement Guide.
5. Encourage the retention of existing government services, as well as the creation of other civic spaces that encourage residents to gather.
6. Encourage environmentally conscious development that utilizes new construction techniques to reduce impacts to the natural environment.
7. Encourage the introduction of multi-modal transportation options. This could include pedestrian and bicycle facilities internal and external to neighborhoods.

## **Development Guidelines**

In order to implement this plan's vision for the area, the following development guidelines are recommended. These guidelines will help ensure any new residential or commercial development in this area is done in a manner consistent with the quality of existing development and other mixed-use developments in the County, while providing protection to the surrounding residential areas. The guidelines include general concepts and recommendations specifically oriented toward pedestrian travel, architecture, site design, open space, and residential properties.

1. The use of common or complementary colors, exterior finish materials, landscaping, signs and architectural styles are encouraged in order to give new developments a unified appearance.

2. Parking should be placed behind or to the side of businesses. Any parking areas should include landscaping and canopy trees sufficient to ultimately shade a substantial portion of the parking area.
3. Buffers should be established between single-family residences and other types of development. These buffers may include existing vegetation, enhanced landscaping, fences, walls or any combination of these. They should be sufficient to block headlights from parking areas, help dissipate noise from commercial activities, and prevent uncontrolled pedestrian movement between single-family residences and commercial uses.
4. Stormwater management facilities, when not located completely underground, should be designed and utilized as a water feature amenity and/or designed and landscaped to make them an integral part of the development, such as with fountains and/or landscaped bioretention facilities with underground storage.
5. To promote the village concept, forward placement of buildings in close proximity to the road is encouraged.
6. Buildings should be oriented toward the street and provide pedestrian oriented amenities that enhance the streetscape and project. These include, but are not limited to, covered entries, porches, brick and textured walkways leading to adjacent sidewalks, and decorative fenestration and lighting.
7. Freestanding signs should be low and monument-style, rather than mounted on poles, unless the design of the signs is such that it serves as an architectural feature complementing the adjacent buildings.
8. Existing mature trees and vegetation should be maintained and incorporated into the site design where possible.
9. Quality roofing material should be used on all buildings (tile, concrete tile slate, dimensional asphalt, fiberglass shingles, or metal standing seam).
10. Building walls visible from existing or planned residential property should provide a finished appearance towards the residential area with high quality façade materials, windows, public entrances and other features to avoid the appearance of a blank wall.
11. Decorative lighting should be provided to enhance the area by creating character and charm. Onsite lighting should be of a consistent style and reduced height.
12. Encourage the development of infill properties to be consistent with the scale and style of existing development. New development should articulate rooflines and vary heights to reduce mass and enhance pedestrian orientation along the street. Standard corporate architecture is discouraged.

### ***Overlay District***

In addition to amending the 2026 Comprehensive Plan to change future land use discrepancies and add a Special Focus Area for Glen Allen, county staff recommends the creation of an overlay district for a portion of the Study Area to be adopted as part of the County's Zoning Ordinance. The adoption of an overlay district would allow those portions of the guidelines allowed by the Virginia Code to be more than just guidance. Additionally, it would include any properties which do not need to go through the rezoning process to be developed or redeveloped.

The portion of the study area denoted on Map 9 as a potential overlay district includes the properties, which if improperly developed could have the greatest impact on the existing character. Any overlay district should address the following components of the existing character of the area:

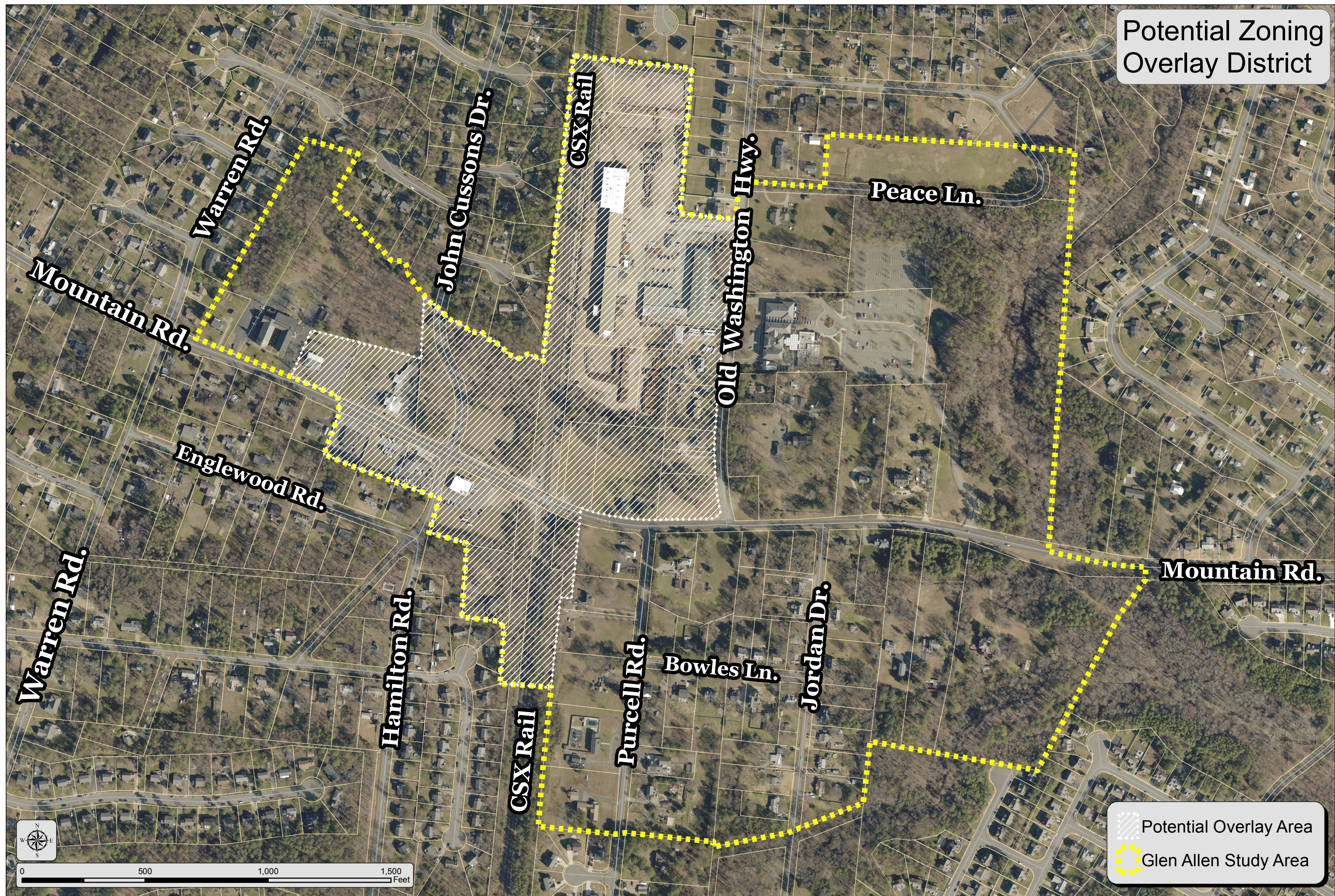
#### **Uses**

The review of proposed uses within the study area is an important aspect of the code which can be addressed more specifically in an overlay district. Overlay districts can build on the zoning ordinance by further restricting uses from being allowed in the area outlined by the study. While it would not affect existing businesses, this can help to address the future uses allowed on existing zoned properties so they can be consistent with those which already exist in the study area. Additionally, it can help to protect the character of the area by restricting the use of incompatible features such as attention getting devices and outdoor sound amplification, as has been previously done in the County's West Broad Street Overlay District.

#### **Lighting**

Lighting is another element important to defining an area. Not only is the height of lighting of consequence in the relationship to other uses, but the style of the lighting can affect the overall appearance and character of an area.

## Potential Zoning Overlay District



### **Streetscapes**

The appearance of any district from the roadways is an essential aspect to preserving a certain character in a district. Properties in the core area with predominantly non-residential uses have reduced setbacks and are different than the residential areas. They are also different from newer commercial areas in the county in that the buildings are closer to the roadway and the landscaping is meant to enhance the buildings and not to screen them.

### **Building Orientation**

The manner which a building relates to the roadways can be a very important aspect of an area's character. This can be especially true when determining the orientation of a corner lot. Examining the existing pattern of building orientation can be key to determining how this aspect of development can promote a village identity in the future.

### **Signage**

Consistency of signage is another element as important to the character of the study area as the structures themselves. Consistency can be determined by size, style and even the color scheme. Not only is signage for businesses important, but signage denoting the entrance to an area can provide visual clues to the borders of a defined area. Wayfinding signage can also be useful to help unify and provide visibility to sites of interest in the Glen Allen area.

### **Enhanced Transitional Buffers**

The relationship of different uses is at the basis of what a zoning ordinance should accomplish. One way to soften any conflicts is through the use of transitional buffers. Once the allowable uses have been determined for an overlay district, the relationship between those uses should be explored.

### **Building Size and Modulation**

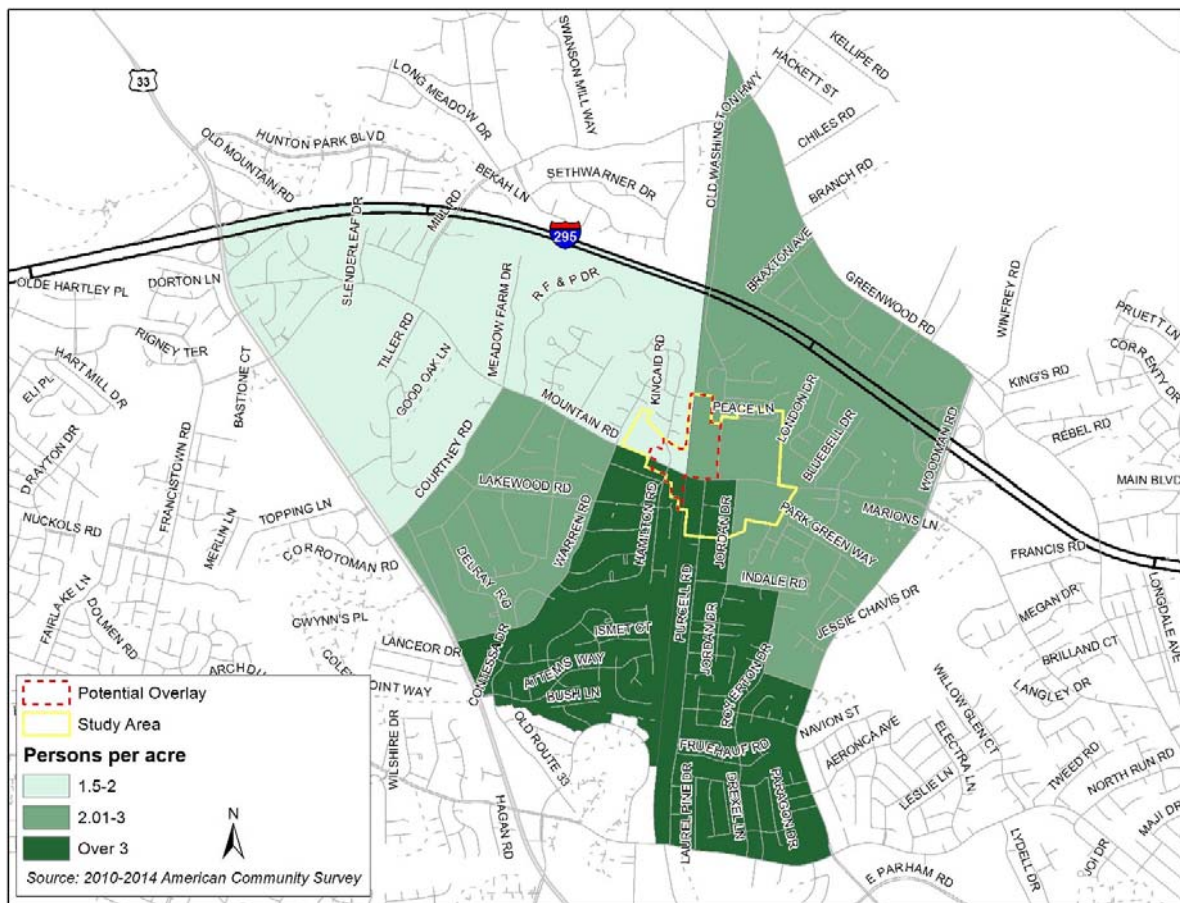
The size of a building and its consistency with other structures within an overlay district in this aspect can enhance or detract from the clarity of character. Where smaller buildings are normal, but a larger building is mandated, the modulation of elements can allow it to maintain that relationship with normal size building for an overlay district.

## Appendix A – Demographics

For the purposes of conducting a demographic analysis, it was necessary to look at Census block groups, resulting in a geographic area that extends beyond the boundaries of the Glen Allen study area. These demographics are meant to provide a general picture of population and household composition in the area, and compare those characteristics to the county as a whole.

### *Population*

The five census block groups that contain the Glen Allen study area had an estimated population of approximately 9,500 in the 2010-2014 American Community Survey, representing just over 3% of the county's population, on approximately 2.1% of the county's acres. The block group study area has a population density slightly higher than that of the county, at approximately 2.88 persons per acre, compared to 2.01 persons per acre countywide. This is largely a factor of the Glen Allen area being more or less fully developed with single-family subdivision and townhome lots, and lacking the large acreage lots common in eastern areas of the county. As indicated in Figure 1, the majority of the study area had a population density in excess of two persons per acre, with the southern portion of the area above 3 persons per acre.

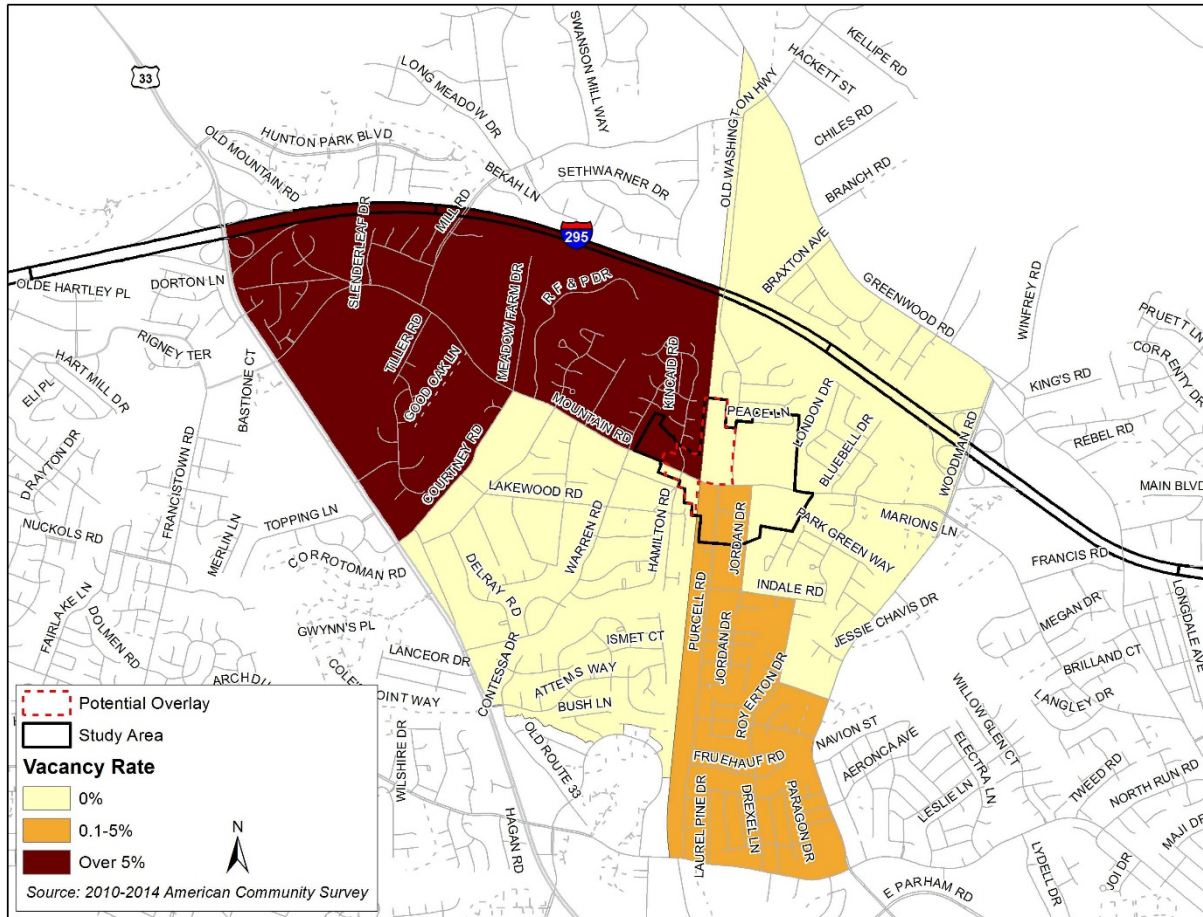


**Figure 1 - Population Density by Block Group**

## Housing

According to the 2010-2014 American Community Survey, the study area contains approximately 3,486 housing units, representing approximately 2.6% of the county housing stock. Vacancy rates were lower for the study area than the county, at about 2.0% for the study area and 7.5% for the county.

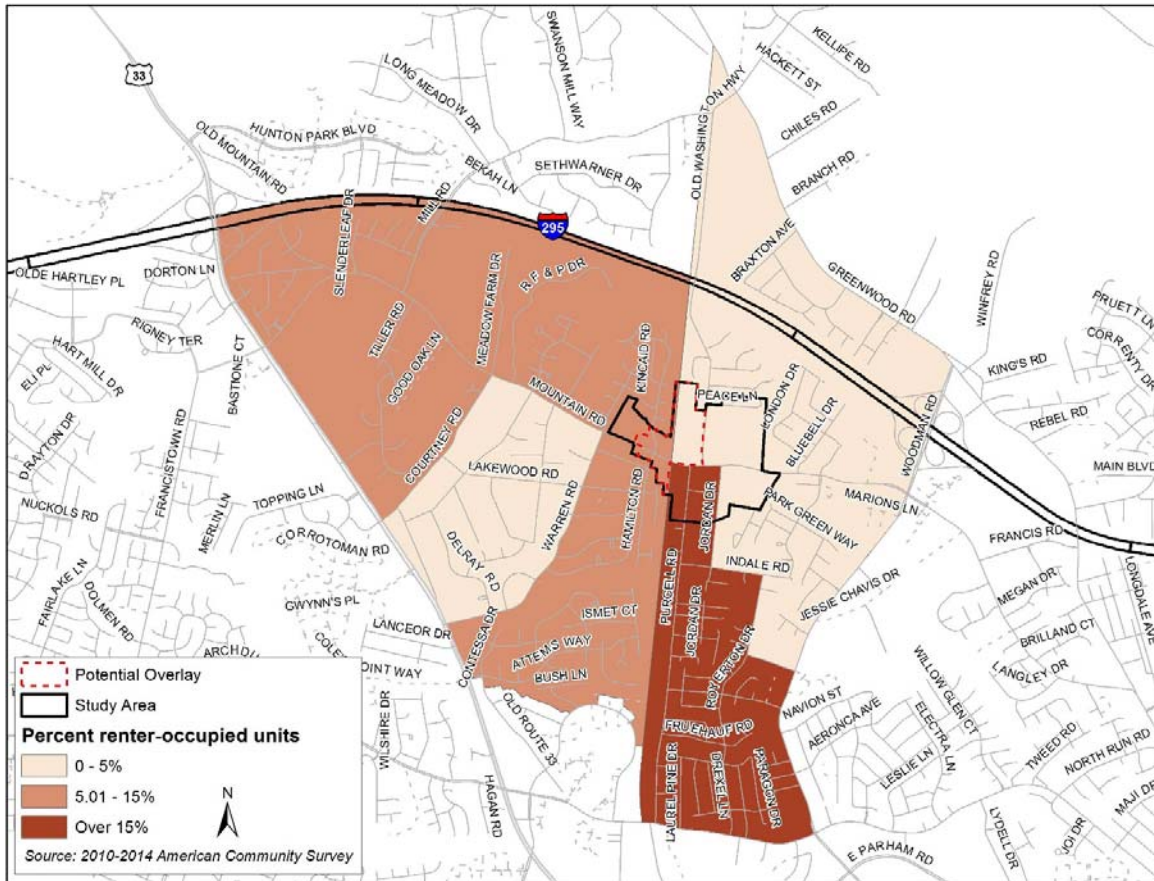
As displayed in Figure 2, the vacancy rate of the study area varies, from very low/no vacancies in the central block groups to a vacancy rate just over 5% in the westernmost block group of the study area.



**Figure 2 - Vacancy Rate by Block Group**

The majority of the housing units in the study area are owner-occupied, and owner-occupied units make up a larger proportion of occupied housing in the study area than countywide. Less than 12% of occupied dwelling units are rented, compared with over 36% countywide.

Within the study area, the highest concentrations of renter-occupied households were found in the southernmost block group containing denser residential developments such as townhomes, where at least 5% of occupied households were rented. Figure 3 shows the geographic distribution of renter-occupied housing.



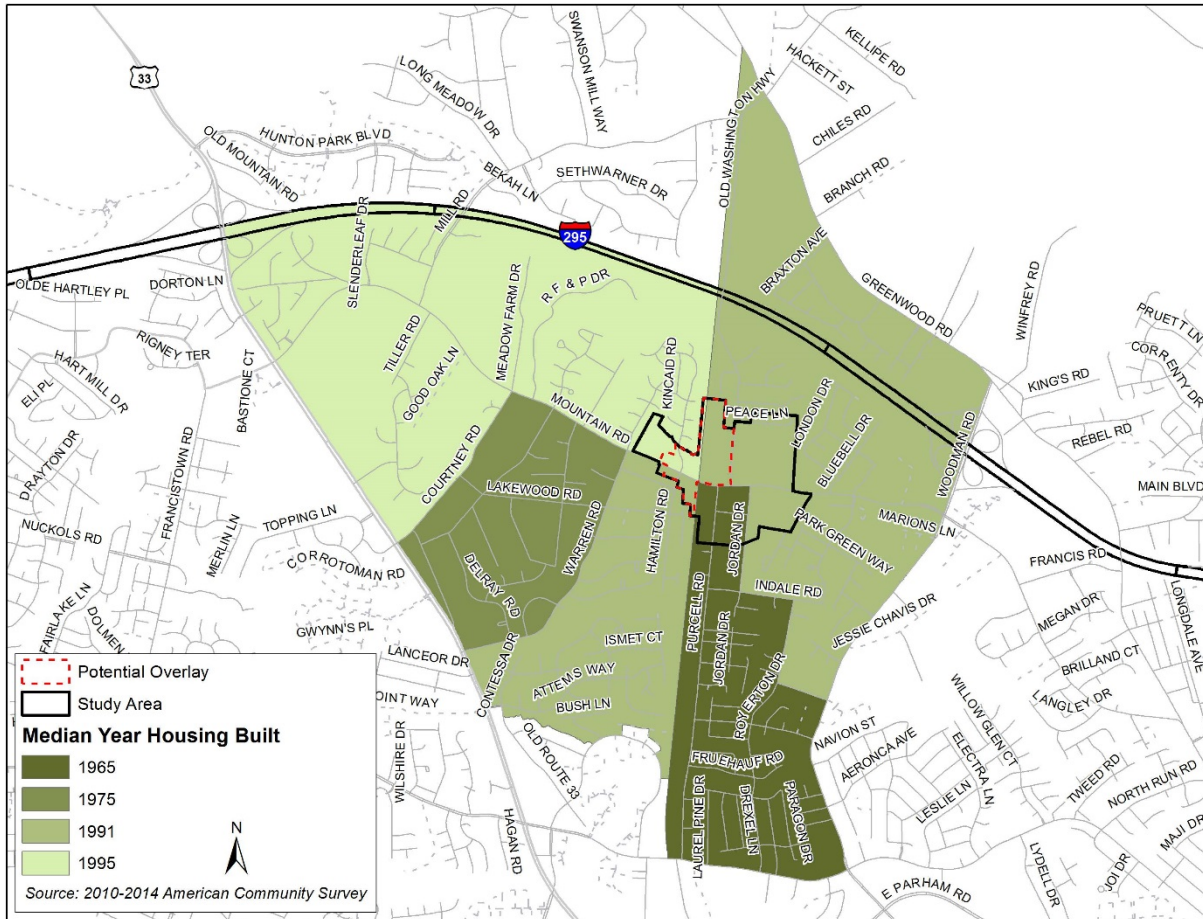
**Figure 3 - Renter Occupied Units by Block Group**

In looking at the age of residential structures, the study area's composition differed slightly from the overall county housing stock. In general, the county's proportion of pre-1970 housing stock is higher than that of the Glen Allen study area, while the study area has a larger proportion of housing built 1980 or later, except for homes built in the 2000-2009 decade. Table 1 shows this data by decade.

**Table 1 - Age of Structures**

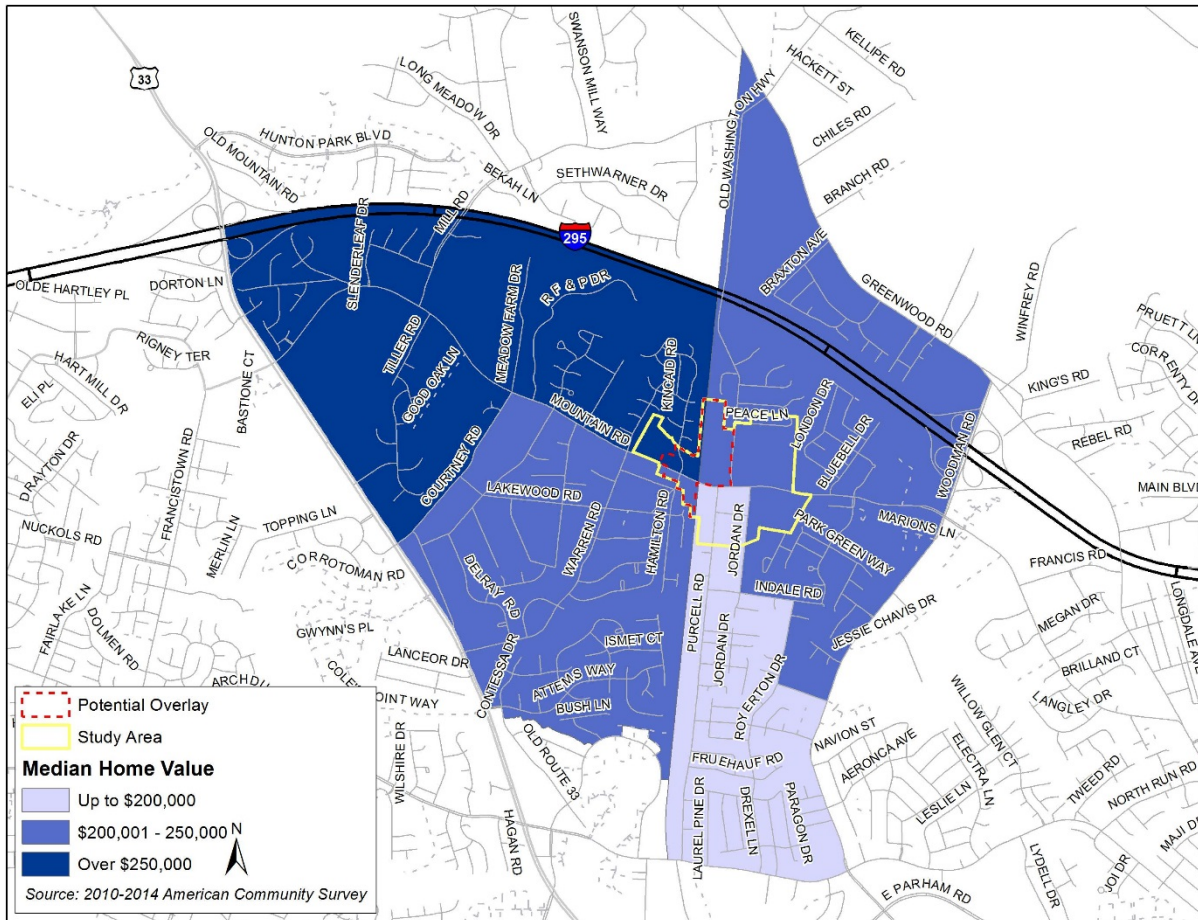
Area	Year Structure Built								
	2010 or later	2000 to 2009	1990 to 1999	1980 to 1989	1970 to 1979	1960 to 1969	1950 to 1959	1940 to 1949	1939 or earlier
<b>Glen Allen Study Area</b>	3.10%	7.97%	31.24%	21.46%	14.00%	6.34%	9.27%	4.19%	2.44%
<b>County</b>	1.11%	16.45%	17.07%	17.98%	14.89%	11.32%	13.46%	5.06%	2.67%

Newer residences are found primarily in the westernmost block group, where newer neighborhoods like Holladay Hill and Hunton Meadows are located. Older subdivisions, like Laurel Park and Woodman Terrace, are located in the southern end of the study area. The geographic distribution of age of homes can be seen in Figure 4. For comparison, the median year residential structures were built countywide is 1981.



**Figure 4 - Age of Housing by Block Group**

The block group study area in general experienced higher home values than the county (based on median values of owner-occupied units). A weighted median of the home values for the relevant block groups indicates a median home value of just under \$242,000, compared to a countywide median of \$217,300. The geographic distribution of home values is shown in Figure 5. In general, median home values coincided with the age of dwellings.



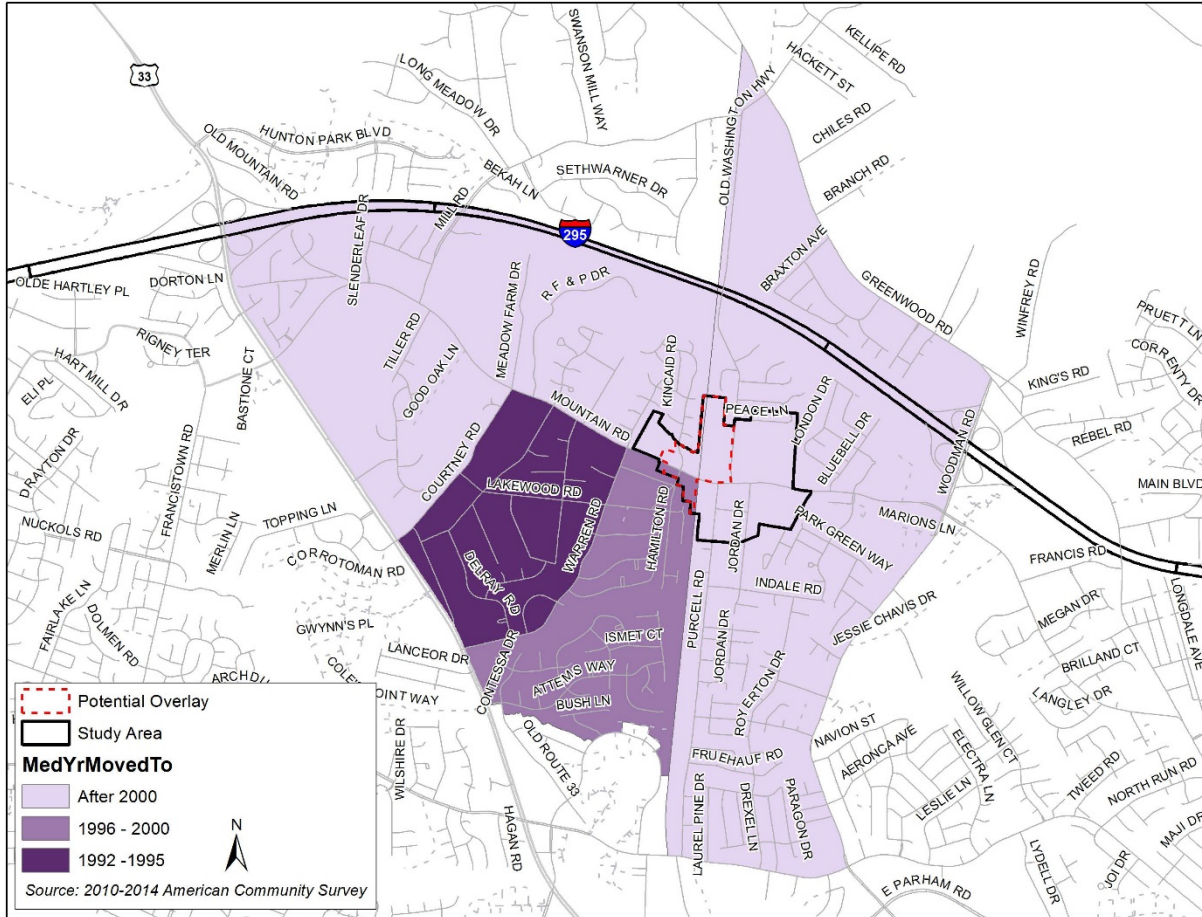
**Figure 5 - Median Home Value by Block Group**

The length of time residents have been in their home differed slightly between the study area and the overall county. In general, the Mountain Road area had lower proportions of those who had moved prior to 1969 and after 2010, and a higher proportion of those who had moved to their current home in the 1980s and 1990s. Details are provided in Table 2.

**Table 2- Tenure of Householders**

Area	Year Householder Moved Into Home					
	2010 or later	2000 to 2009	1990 to 1999	1980 to 1989	1970 to 1979	1969 or earlier
<b>Glen Allen Study Area</b>	12.39%	41.29%	24.98%	13.82%	5.45%	2.08%
<b>County</b>	26.65%	42.48%	15.63%	7.68%	3.74%	3.82%

Geographically, newer residents in the study area coincided with the newer subdivisions of the westernmost block group. They also tend to occur in block groups with medium-density residential developments, which tend to have higher turnover than single-family homes. Details are shown in Figure 6.



**Figure 6 - Tenure by Block Group**

Household types differed slightly between the study area and the overall county, with the study area having a larger percentage of family households, as well as married-couple family households, and fewer single-occupant households than the overall county. Details of household composition are shown in Table 3.

**Table 3 - Household Composition**

	Study Area		County	
	#	%	#	%
<b>Total Households</b>	3,415		123,821	
<b>Family households</b>	2,666	78.07%	80,049	64.60%
<b>Married-couple family</b>	2,172	63.60%	56,121	45.30%
<b>Other family</b>	494	14.47%	23,928	19.30%
<b>Nonfamily households</b>	749	21.93%	43,772	35.40%
<b>Householder living alone</b>	649	19.00%	36,482	29.50%