

SP-2025-00006  
Woolen Mills Industrial  
Fill in Floodplain

---

Board of Supervisors  
Public Hearing  
January 14, 2026



## Request and Background

### **SP-2025-00006 Request:**

Parcel 07700-00-00-040B2

Grading activities, including 1.346 acres of Fill in the Floodplain  
Fill would be approximately 19% of the 7.08 acres total site

### **Background:**

**SP202400026** A special use permit request was submitted to allow 1.496 acres of fill in the flood plain.

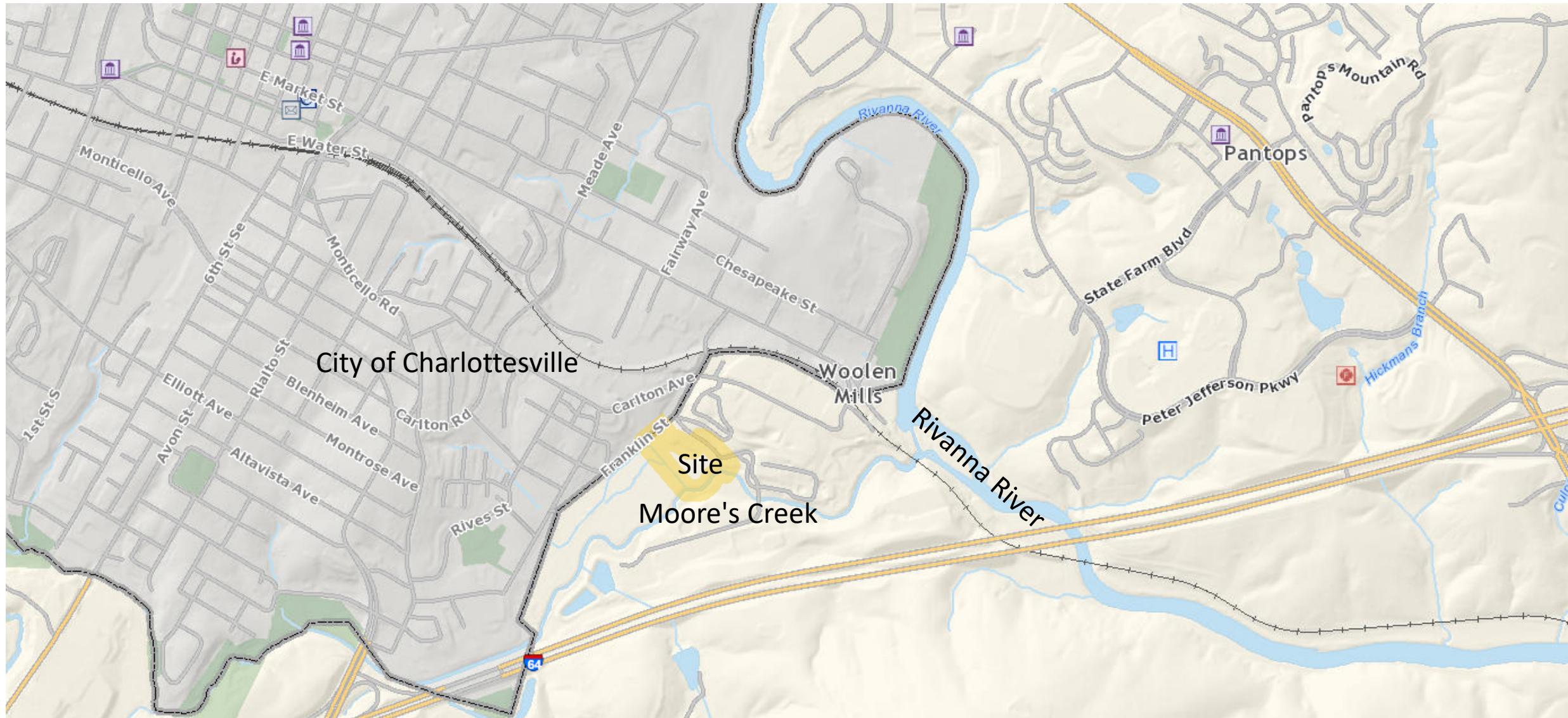
A public hearing was held at the Planning Commission on April 22, 2025 and the PC voted to recommend approval by a vote of 4:3.

A public hearing was held at the Board of Supervisors on June 4, 2025 and the motion to approve did not pass with a vote of 3:3.

**SP199700039** A special use permit was approved on 07700-00-00-04000 to allow fill in the floodplain adjacent to the subject parcel and Moore's Creek Lane. Parcel 07700-00-00-040B2, subject of this special use permit, is the residue of that parcel.

**SDP201600076** A site plan was approved later amended (SDP202000029) the Woolen Mills Industrial Park currently under construction 50,470. A floodplain development permit was approved (FDP202000039) to allow a by-right stormwater management facility to serve the industrial park on 07700-00-00-040B2.

# Vicinity Map



# Location

7.08 acres total site

Site

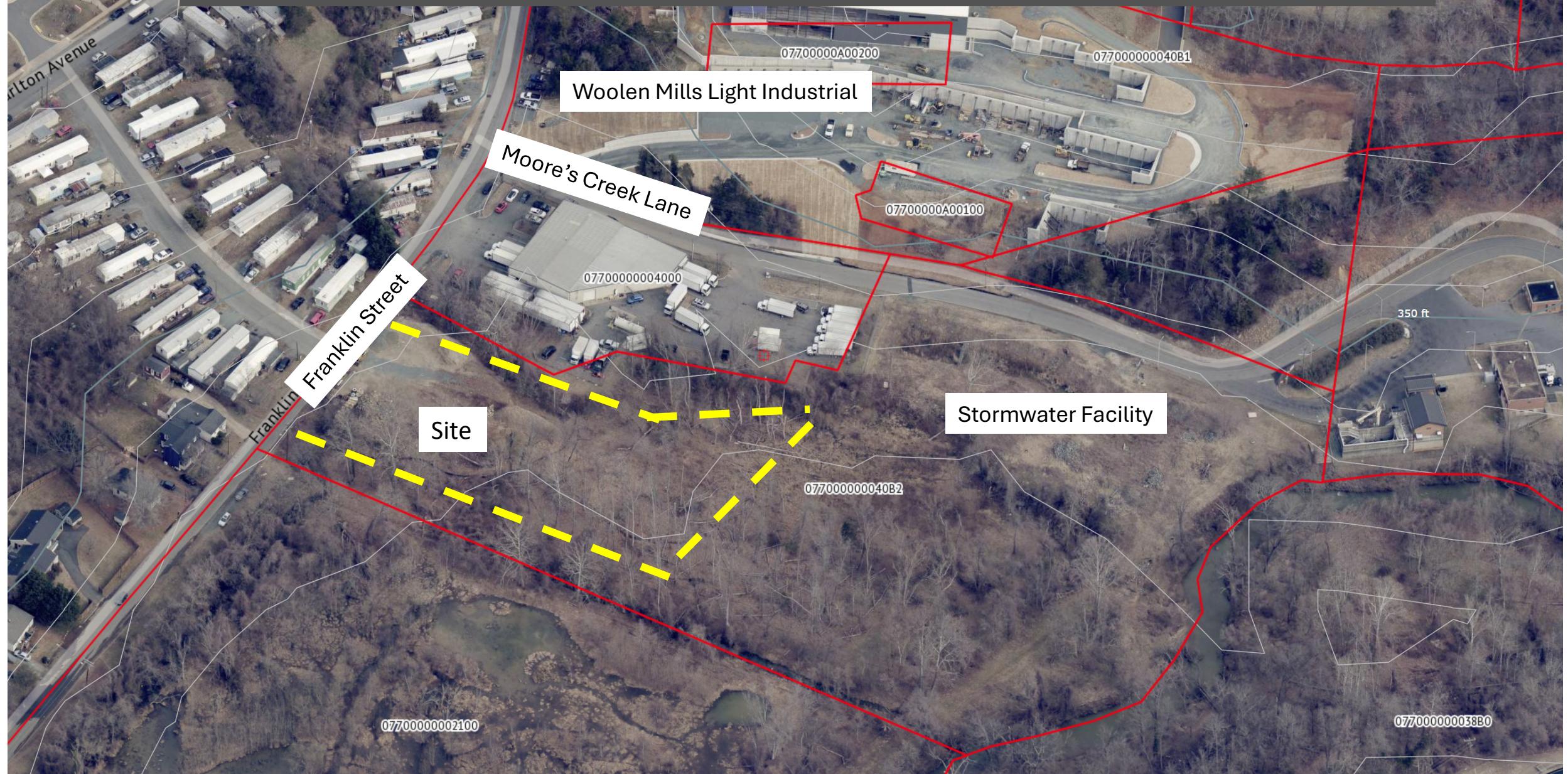


Request is for Fill in the  
Floodplain is 1.346 acres

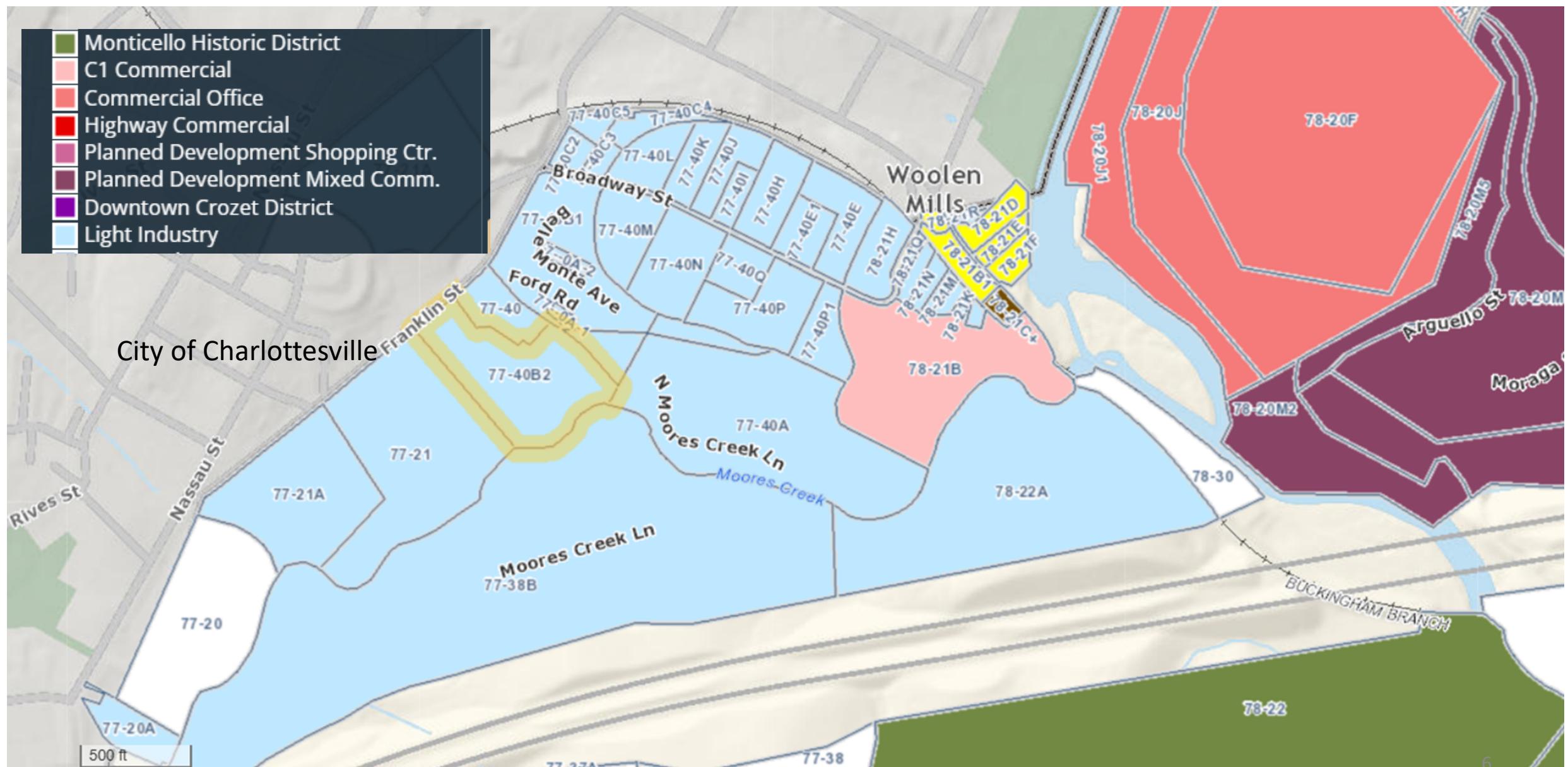
Approx. Fill Area



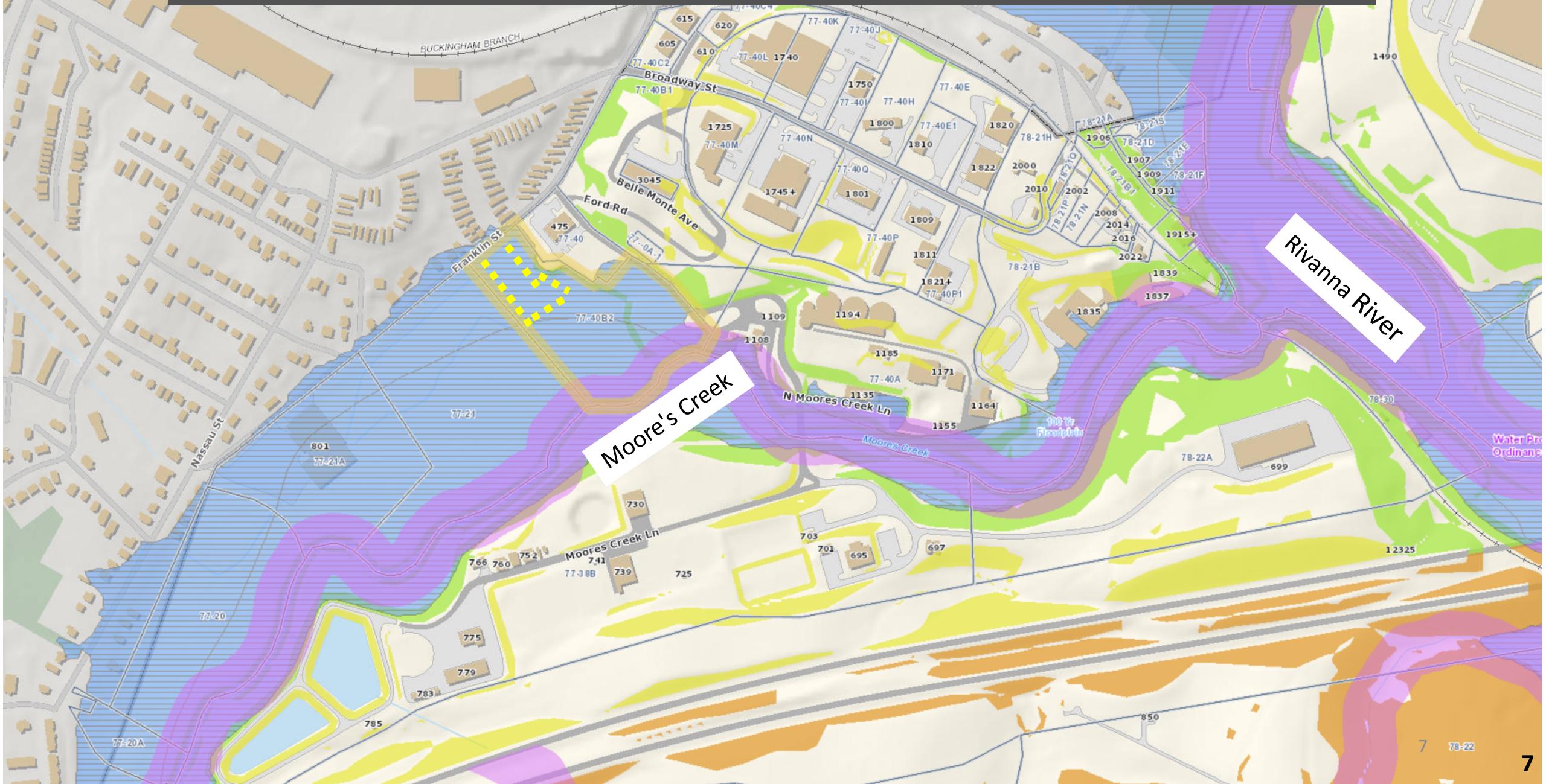
# Location



# Zoning Map



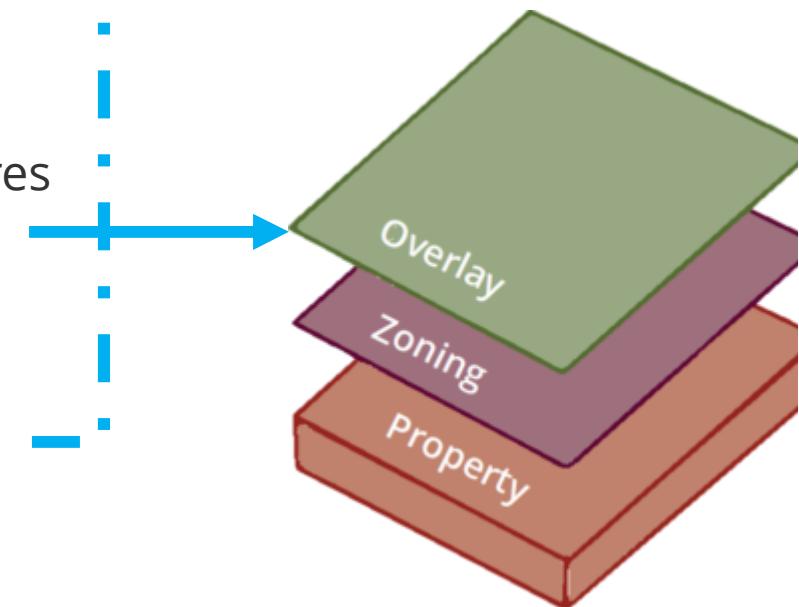
# Flood Hazard Overlay District



# Zoning Districts and Special Use Permits

## Flood Hazard Overlay –

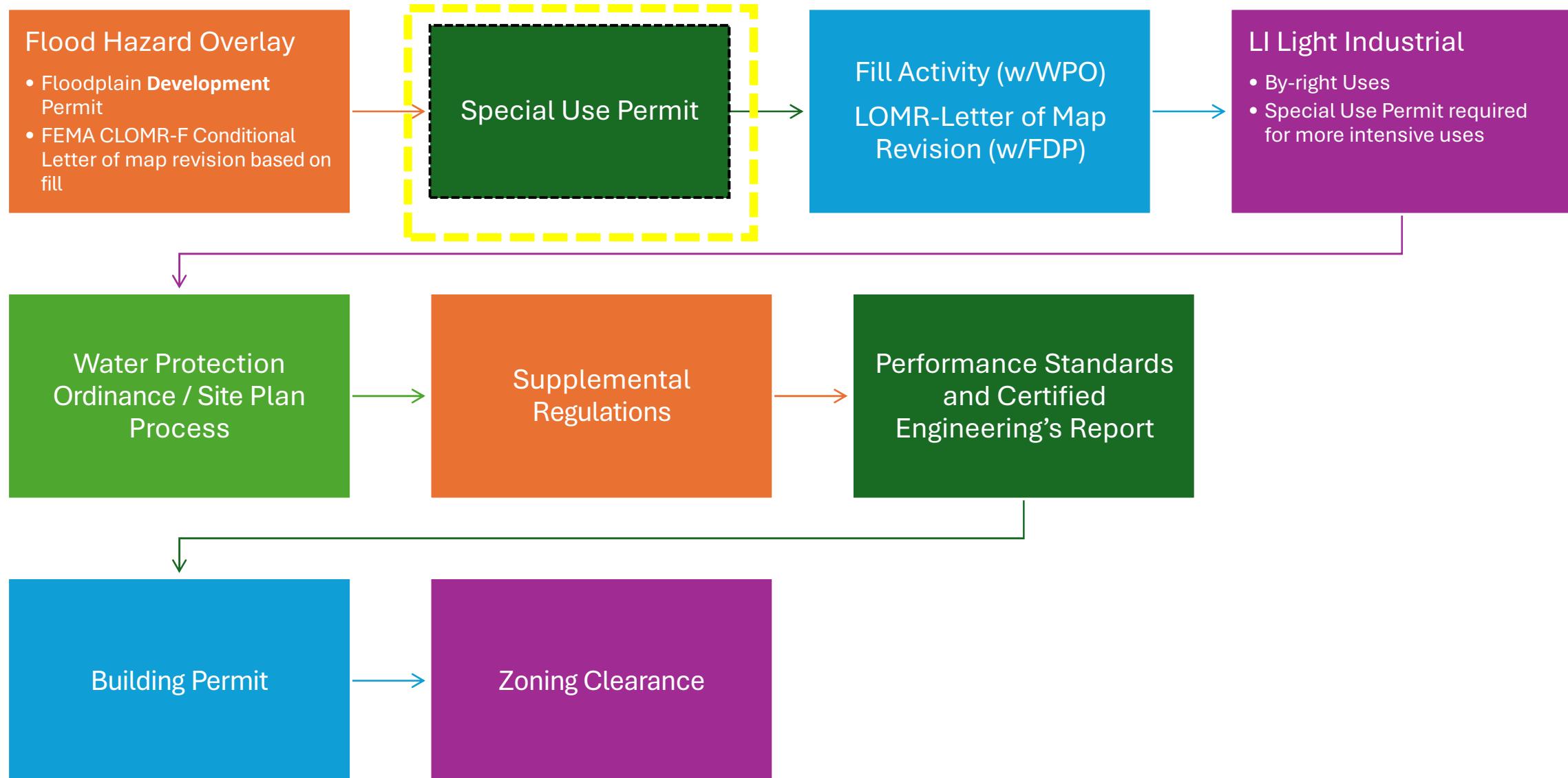
- Agricultural, Natural Resources, and Recreational Uses and Structures
- Flood and Water Related Uses and Structures
- Stream Crossings
- Grading Activities, including fill



## LI - Light Industrial – industrial, office, and limited commercial uses

- Manufacturing/Processing/Assembly/Fabrication/Recycling
- Storage/Warehousing/Distribution/Transportation
- Laboratories/Research and Development/Experimental Testing

# Regulatory Process



# Special Use Permit Criteria

## Factors for Consideration (Chapter 18 Section 33.40):

### **1. No substantial detriment.**

Whether the proposed special use will be a substantial detriment to adjacent parcels.

### **2. Character of the nearby area is unchanged.**

Whether the character of the adjacent parcels and the nearby area will be changed by the proposed special use.

### **3. Harmony.**

Whether the proposed special use will be in harmony with the purpose and intent of this chapter, with the uses permitted by right in the district, with the regulations provided in Section 5 as applicable, and with the public health, safety, and general welfare.

### **4. Consistency with the Comprehensive Plan.**

Whether the proposed special use will be consistent with the Comprehensive Plan.

# Comprehensive Plan



# Economic Development and Broadway Blueprint

Site is within the Broadway Blueprint area, which seeks to serve and preserve the Light Industrial character and opportunities of Broadway

Small-scale light industrial land provides options for small-scale industrial and other producers, and service providers requiring support space. These are growth spaces for small businesses and growing startups to scale.

Activates existing but undeveloped light industrial zones land. (Goal 5 of the Economic Development Strategic Plan)



ECONOMIC VITALITY GOAL



LAND USE GOAL



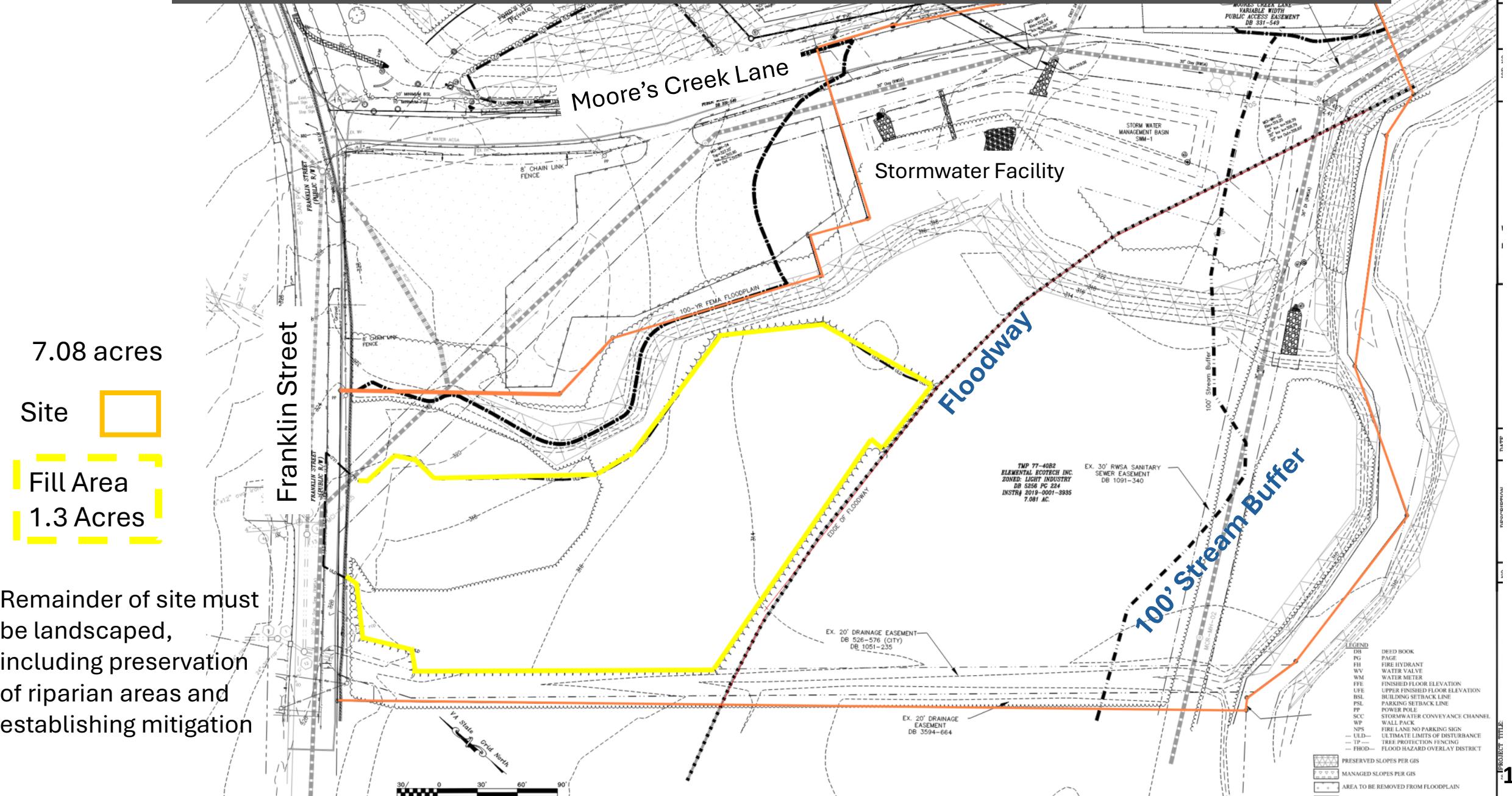
CONNECTIVITY GOAL



PLACEMAKING GOAL



# SP-2025-0006 Concept Plan



# Floodplain Limits

100-YR FLOODPLAIN = 1% ANNUAL CHANCE RAINFALL EVENT FLOODPLAIN  
500-YR FLOODPLAIN = 0.2% ANNUAL CHANCE RAINFALL EVENT FLOODPLAIN

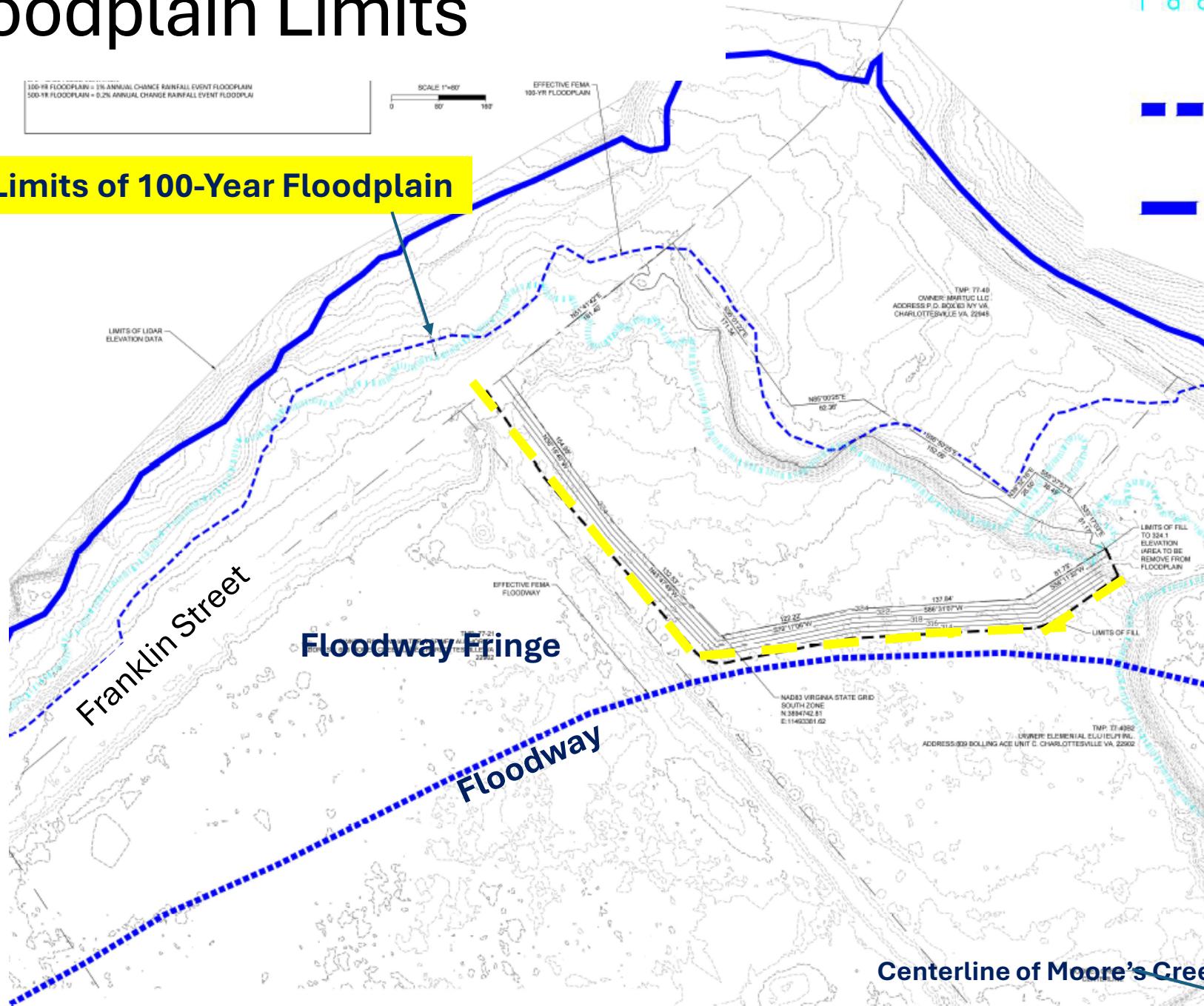
SCALE 1"=80'  
0 80' 160'

EFFECTIVE FEMA  
100-YR FLOODPLAIN

1 2 3 4 5

100-YR COUNTY WIDE MAP UPDATE  
FLOODPLAIN

Limits of 100-Year Floodplain



100-YR FEMA MAPPED  
FLOODWAY

100-YR FEMA MAPPED  
FLOODPLAIN LIMITS

Site is an ineffective flow area of the Floodway Fringe:

**Floodway fringe**- The portion of the floodplain subject to a one percent or greater chance of flooding in any given year that lies between the regulatory floodway and the outer limits of the special flood hazard area depicted on the Flood Insurance Rate Map.

Conveyance areas are those portions of cross sections through which floodwaters flow. An area adjacent to a floodplain where floodwater collects as a pond of standing water is not a conveyance area. Inundated areas adjacent to flowing floodwaters, but through which floodwaters are not conveyed, are referred to as **ineffective flow areas** (also as non-conveyance areas).

**The regulatory floodway will not be impacted.** The channel of a river or other watercourse and the adjacent land areas that must be reserved in order to discharge the base flood without cumulatively increasing the water surface elevation more than one foot.

# Flood Hazard Overlay-Fill in Floodplain

## Sec. 30.3.14 Encroachment standards; fill in the floodway fringe. Add 13

**A. *Minimize obstruction.*** The fill shall be designed and constructed to minimize obstruction to and effect upon the flow of water such that:

- (i) the fill will not, in the opinion of the floodplain administrator, result in any increase in the base flood elevation above that authorized in section 30.3.13; and
- (ii) no fill is placed in the regulatory floodway.

**B. *Protect against erosion.*** The fill shall be effectively protected against erosion by vegetative cover, riprap, gabions, bulkhead or another method acceptable to the floodplain administrator. Any structure, equipment or material installed to protect against erosion shall be firmly anchored to prevent dislocation due to flooding.

**C. *Non-polluting.*** The fill shall be of a material that will not pollute surface water or groundwater.

**D. *Additional information.*** The floodplain administrator may require any owner to submit additional topographic, engineering and other data or studies as the administrator deems necessary to determine the effect of flooding on a proposed structure or fill, the effect of the structure or fill, or both, on the flow of water during a flood.

**E. *Certification by floodplain administrator.*** No fill activity shall occur before the owner submits a site plan for review, the floodplain administrator certifies that the requirements of subsections (A) through (D), and all other applicable requirements of the Code, have been satisfied.

# Special Use Permit Conditions

1. The fill in the floodplain must be shown on a site development plan and must be in general accord with the Concept Plan titled "SP-2025-00006 Special Use Permit for Fill in the Floodplain Woolen Mills Light industrial Park," except as may be modified in order to meet the requirements of the County's Water Protection Ordinance, as determined by the County Engineer. The site must be filled to at least one-foot above the Base Flood Elevation (BFE).
2. The owner must submit a Virginia Erosion and Stormwater Management Plan (VESMP) application for the fill activity within 6 months of the approved special use permit. Fill activities, including the retaining wall and mitigation plan, must be completed within 2 years of approval of the VESMP application.
3. Fill is limited only to fill already located on the site or abutting parcels.
4. The applicant must apply for a Letter of Map Revision (LOMR) within 6 months of completing fill activities.
5. The applicant must submit and obtain approval of a mitigation plan with the VESMP application specifically for the portion of the property that was formerly proposed as a stormwater management facility and the immediate area surrounding that former facility that was disturbed to establish the storm water flow equalization basin as shown on SDP 2018-00065. Mitigation plant species must be native and listed as appropriate for the "Piedmont" region in the brochure titled "Native Plants for Conservation, Restoration, and Landscaping: Virginia Riparian Buffer Zones," published by the Virginia Department of Conservation and Recreation.
6. Stormwater treatment must be provided on-site and must equal twice the total required phosphorus load reduction.
7. A phase I archeological survey must be conducted prior to approval of the VESMP application for the fill area and any prior disturbed areas.

# Special Use Permit Summary

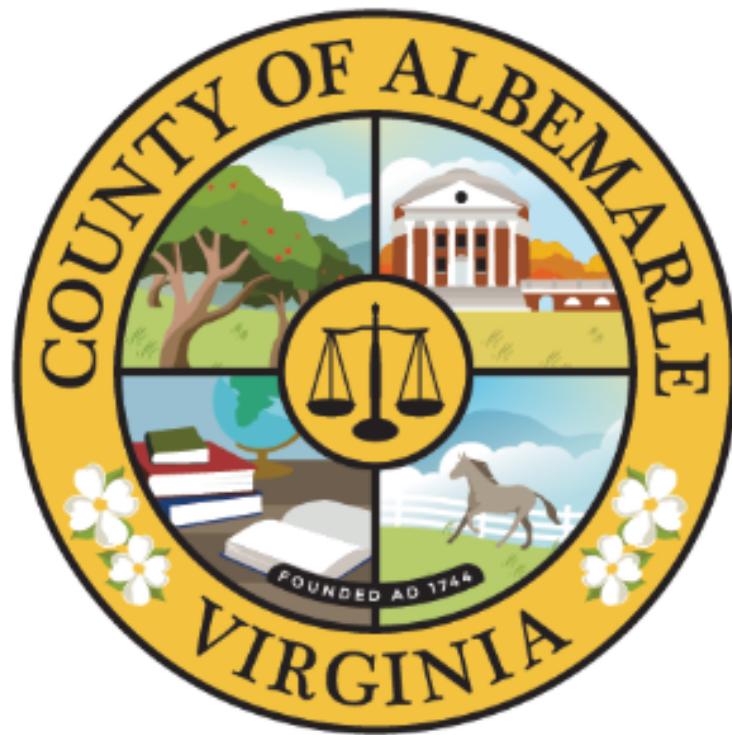
**Staff finds the following positive aspects to this request:**

1. The applicant has shown that fill in the floodplain is possible without raising the flood elevation or detriment to neighboring properties.
2. This will allow use of a property already zoned LI Light Industrial for industrial uses.

**Staff has the following concerns with this request.**

1. The property is designated Parks and Green Systems and industrial use is not consistent with that designation. However, proposed development is limited to 1.3 acres and the majority of the property will remain consistent with the designation.

# Questions?



# Motions for Special Use Permit: SP-2025-00006

To deny SP-2025-00006:

*I move to adopt the resolution to deny SP-2025-00006 (Attachment D).*

To approve SP-2025-00006:

*I move to adopt the resolution to approve SP-2025-00006 with conditions (Attachment E).*

# LI Light Industrial-By-right

***Manufacturing/Processing/Assembly/Fabrication/Recycling.*** means the processing and/or converting of goods, materials or products; the assembly of components, pieces or subassemblies into articles or substances of different character, or for use for a different purpose.

***Storage/Warehousing/Distribution/Transportation.*** means an establishment used primarily for the safekeeping, selling or transferring of saleable goods or raw materials to be incorporated into saleable goods including, but not limited to, storage facilities, call centers, data processing facilities or transit; an establishment used as a privately owned and operated waste transfer station; and towing services and the storage of vehicles in conjunction with that service.

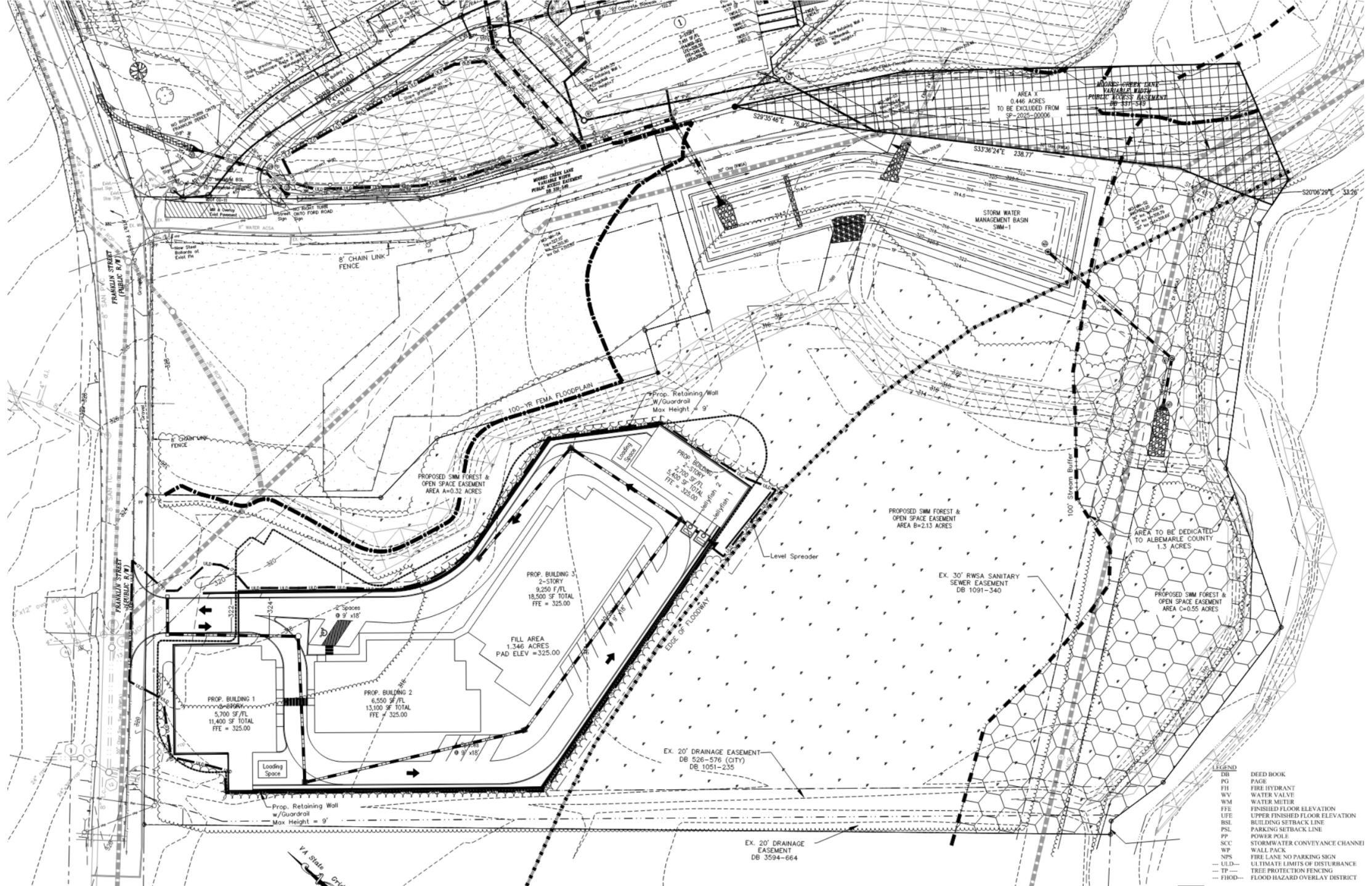
***Laboratories/Research and Development/Experimental Testing.*** means scientific research, testing, investigation or experimentation, the development of prototype products, and/or the assembly or manufacture of prototype products and including, but not limited to, bioscience and medical devices research, development and manufacturing, and information technology and defense security research, development and manufacturing; scientific or technical instruction.

# LI Light Industrial-Uses Prohibited

|  |   |
|--|---|
| Asphalt plant                                  | Manufacture of certain products-acetylene gas, acid, ammonia, bleaching powder, chlorine, detergent and cleaning preparations made from animal fats, explosives, fireworks, fish meal, nitrogenous tankage, paints, varnish, shellac that requires distillation or heating ingredients, vinegar that is not derived from an agricultural product, phosphates, and turpentine. |
| Cement, lime gypsum manufacture processing     |   |
| Foundries                                      |   |
| Inorganic fertilizer manufacture or processing |   |
| Petroleum refining                             | Sludge storage  |
| Pulp or Paper manufacture or processing        | Toxic wastes disposal or storage  |
| Incinerators                                   |   |

# Certified Engineers Report

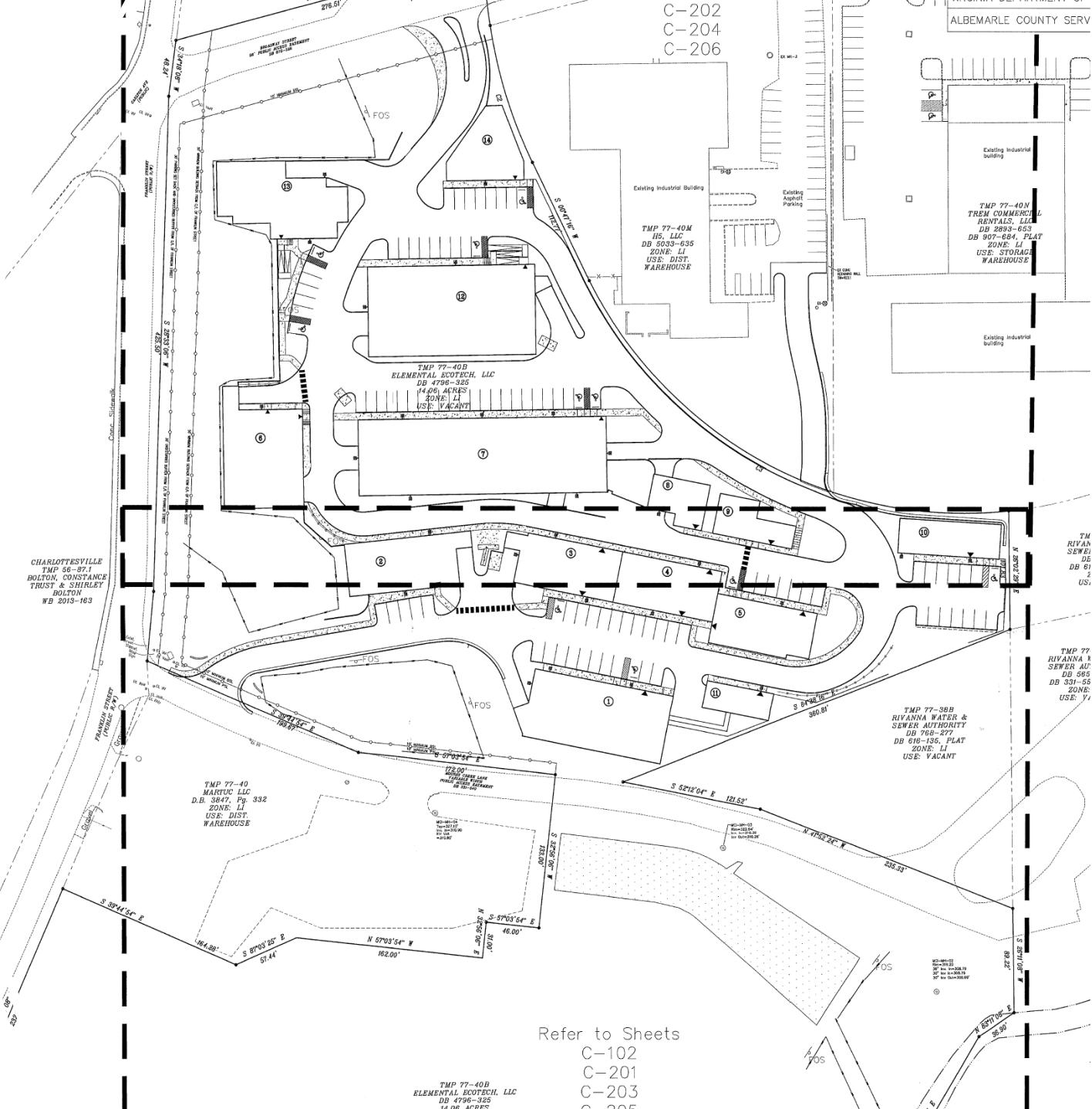
1. ***Nature of the operation.*** A description of the proposed operation, including all machines, processes, and products.
2. ***Emissions and discharges.*** The identification of all by-products or wastes, stating the expected levels of emissions or discharges to land, air, and/or water of any liquid, solid or gas, and the emission of electrical impulses and sound under normal operations.
3. ***Control of emissions and discharges.*** Descriptions and specifications as to how emissions and discharges will be treated and the equipment and practices that will be used to control emissions and discharges.
4. ***Other information.*** Any state or federal permits, readings, measurements, plans or documentation necessary to demonstrate that the proposed use will comply with this chapter, other requirements of the Code and all applicable state and federal laws:
  - (a) ***Air emissions.*** Air emissions subject to the applicable regulations of the State Air Pollution Control Board and the Virginia Department of Environmental Quality.
  - (b) ***Water discharges.*** Water discharges subject to the applicable regulations of the State Water Control Board and the Virginia Department of Environmental Quality.
  - (c) ***Radioactive materials and radiation emissions.*** Radioactive materials used in conjunction with, and radiation emissions from, a use that is subject to the applicable regulations of the State Board of Health and all applicable requirements arising from all agreements between the Commonwealth of Virginia and the United States of America, and any department or agency thereof, pertaining to radioactive materials or radiation emissions, and all interstate compacts pertaining to radioactive materials or radiation emissions to which the Commonwealth of Virginia is a party. Any radioactivity or radiation that would adversely affect the navigation or control of aircraft shall comply with the current regulations of the Federal Aviation Administration.
  - (d) ***Flammable, hazardous and explosive materials.*** Flammable, hazardous and explosive materials used in conjunction with a use shall comply with the applicable requirements of the county fire marshal and the Virginia Department of Environmental Quality.
  - (e) ***Disposal of waste and spill containment.*** The disposal of waste and the containment of spills in conjunction with a use shall comply with the applicable requirements of the county fire marshal. Any use required by section 5 to provide a waste management plan shall provide a plan that demonstrates that waste will be disposed of only in strict compliance with state and federal regulations.
  - (f) ***Mosquito control plan.*** Any use required by section 5 to provide a mosquito control plan shall provide a plan that demonstrates how mosquitoes will be controlled.



1150

|      |                                |
|------|--------------------------------|
| DB   | DEED BOOK                      |
| PG   | PAGE                           |
| FI   | FIRE HYDRANT                   |
| WV   | WATER VALVE                    |
| WT   | WATER TOWER                    |
| FFE  | UPPER FINISHED FLOOR ELEVATION |
| BSL  | BUILDING SETBACK LINE          |
| PSL  | PARKING SETBACK LINE           |
| PO   | POLYLINE                       |
| GCC  | STORMWATER CONVEYANCE CHANNEL  |
| WP   | WALL PACK                      |
| NPS  | PIPE LINE NO PARKING SIGN      |
| ULD  | ULTIMATE LIMIT OF DISTURBANCE  |
| TP   | TREE PROTECTION FENCING        |
| THOD | FLOOD HAZARD OVERLAY DISTRICT  |

# SDP2020-29



Refer to Sheets

C-102

C-201

C-203

C-205

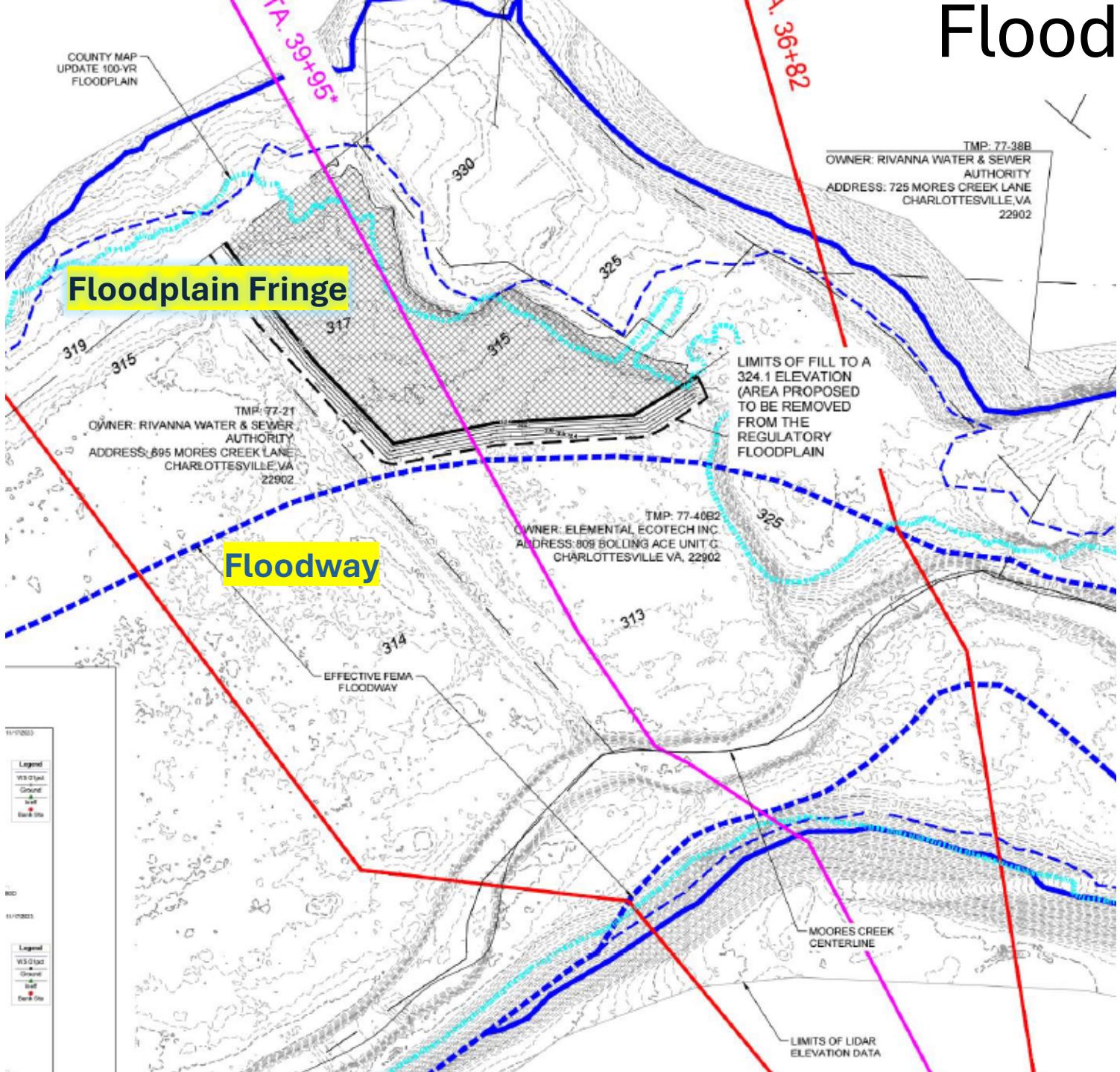
C-206

# SDP2018-6

## Previous stormwater location



# Flood Hazard Overlay



Site is an ineffective flow area of the Floodway Fringe:

**Floodway fringe**- The portion of the floodplain subject to a one percent or greater chance of flooding in any given year that lies between the regulatory floodway and the outer limits of the special flood hazard area depicted on the Flood Insurance Rate Map.

Conveyance areas are those portions of cross sections through which floodwaters flow. An area adjacent to a floodplain where floodwater collects as a pond of standing water is not a conveyance area. Inundated areas adjacent to flowing floodwaters, but through which floodwaters are not conveyed, are referred to as **ineffective flow areas** (also as non-conveyance areas).

***The regulatory floodway will not be impacted.***

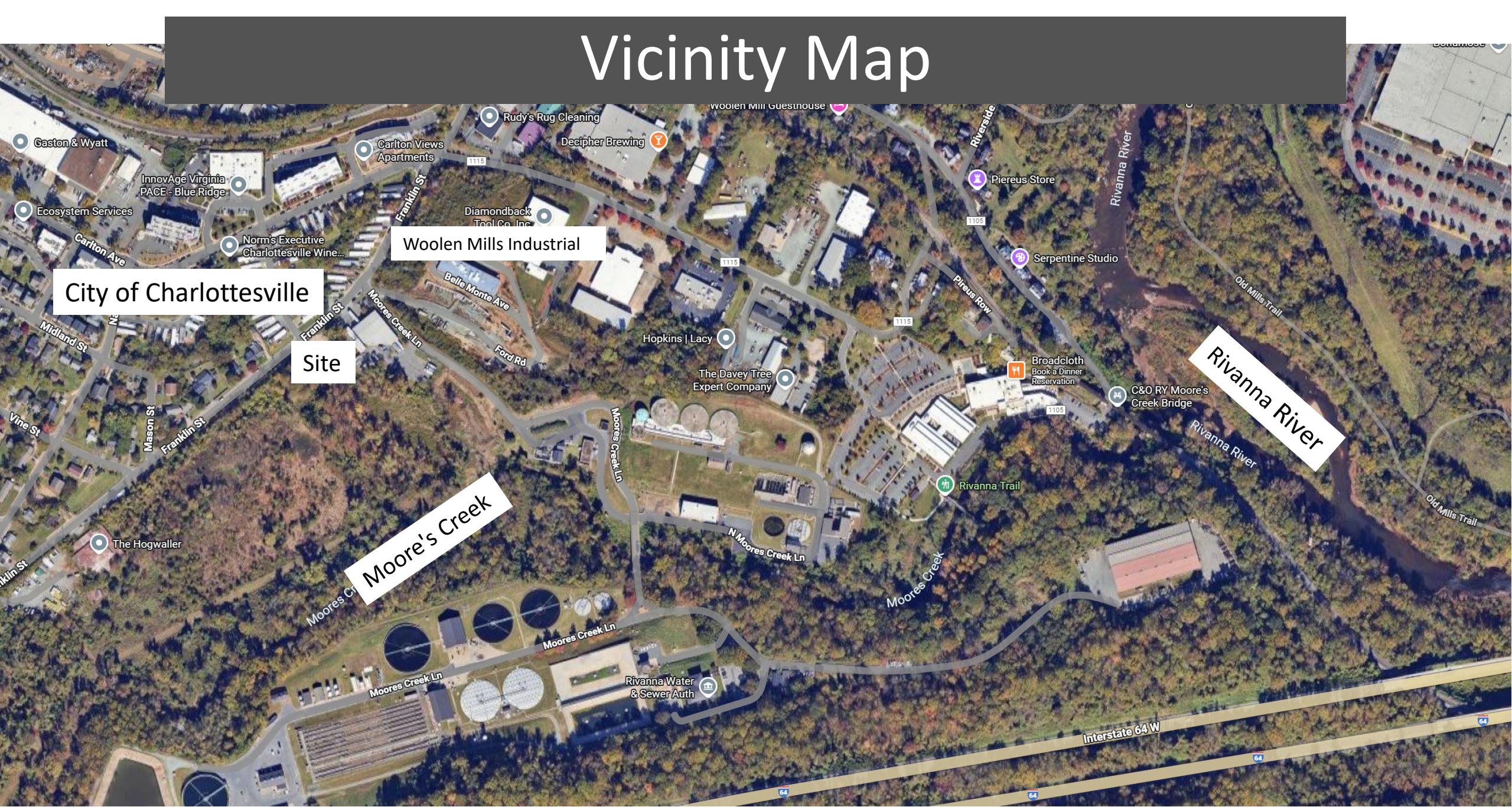
The channel of a river or other watercourse and the adjacent land areas that must be reserved in order to discharge the base flood without cumulatively increasing the water surface elevation more than one foot.

# Floodplain – Backwater Conditions

*Placing fill in a backwater area may not cause a rise in the floodplain because backwater areas are typically low-energy zones with minimal flow connectivity to the main river channel during normal or flood conditions. Here are some common backwater characteristics.*

1. **\*\*Hydraulic Isolation\*\***: Backwater areas, such as oxbow lakes or wetlands, are often disconnected or have limited interaction with the main river's flow. Adding fill in these areas doesn't significantly alter the main channel's capacity to convey floodwaters, so the floodplain's water levels remain unaffected.
2. **\*\*Low Flow Velocity\*\***: These areas experience stagnant or slow-moving water, meaning they don't contribute substantially to floodwater movement. Fill placement here may have no impact on the overall flood dynamics.
3. **\*\*Floodplain Storage\*\***: The floodplain's storage capacity is primarily determined by the main channel and adjacent low-lying areas actively involved in floodwater conveyance. Backwater zones often lie outside this active zone, so modifying them with fill doesn't reduce the floodplain's ability to store or convey water.

# Vicinity Map



# Floodplain with Backwater

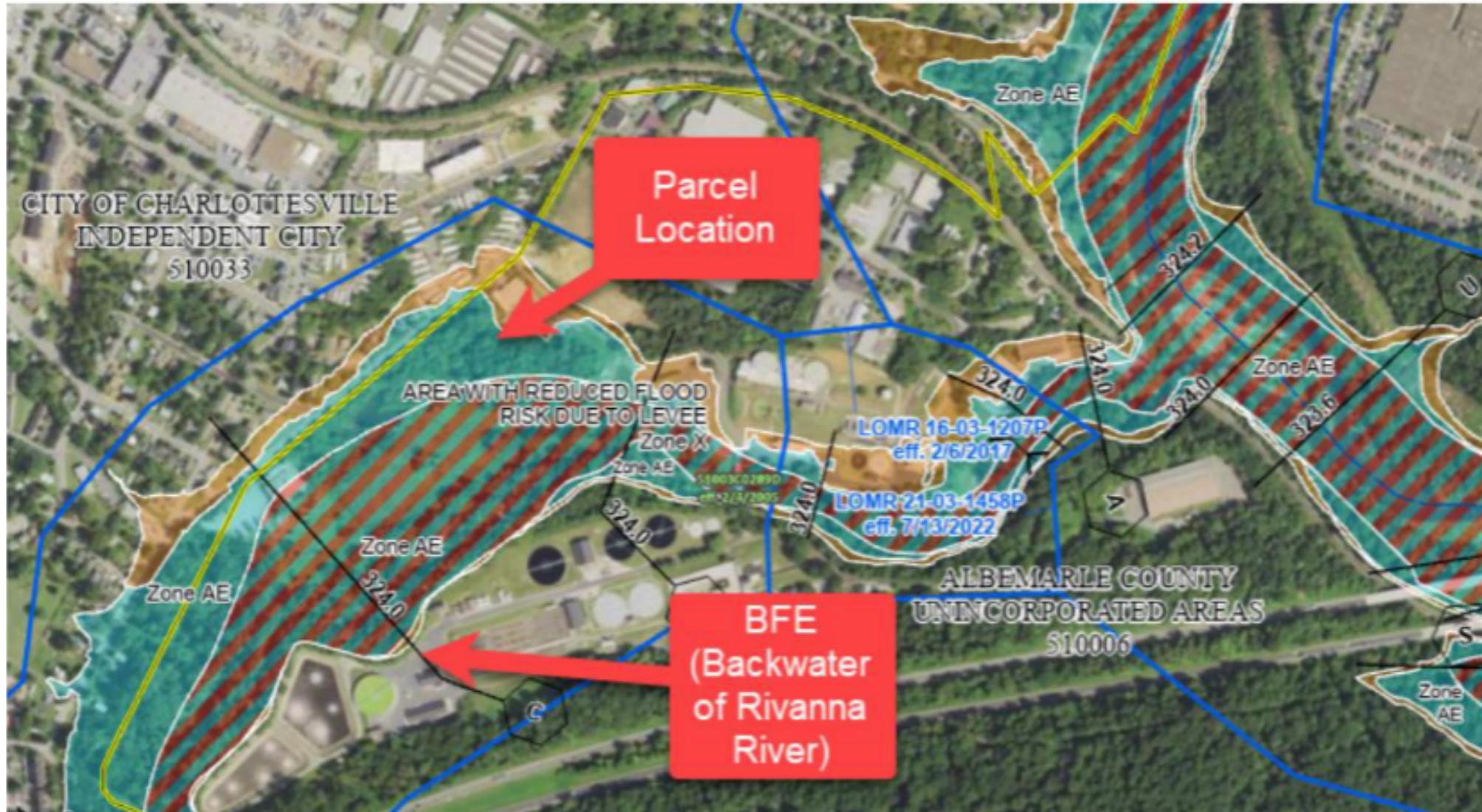


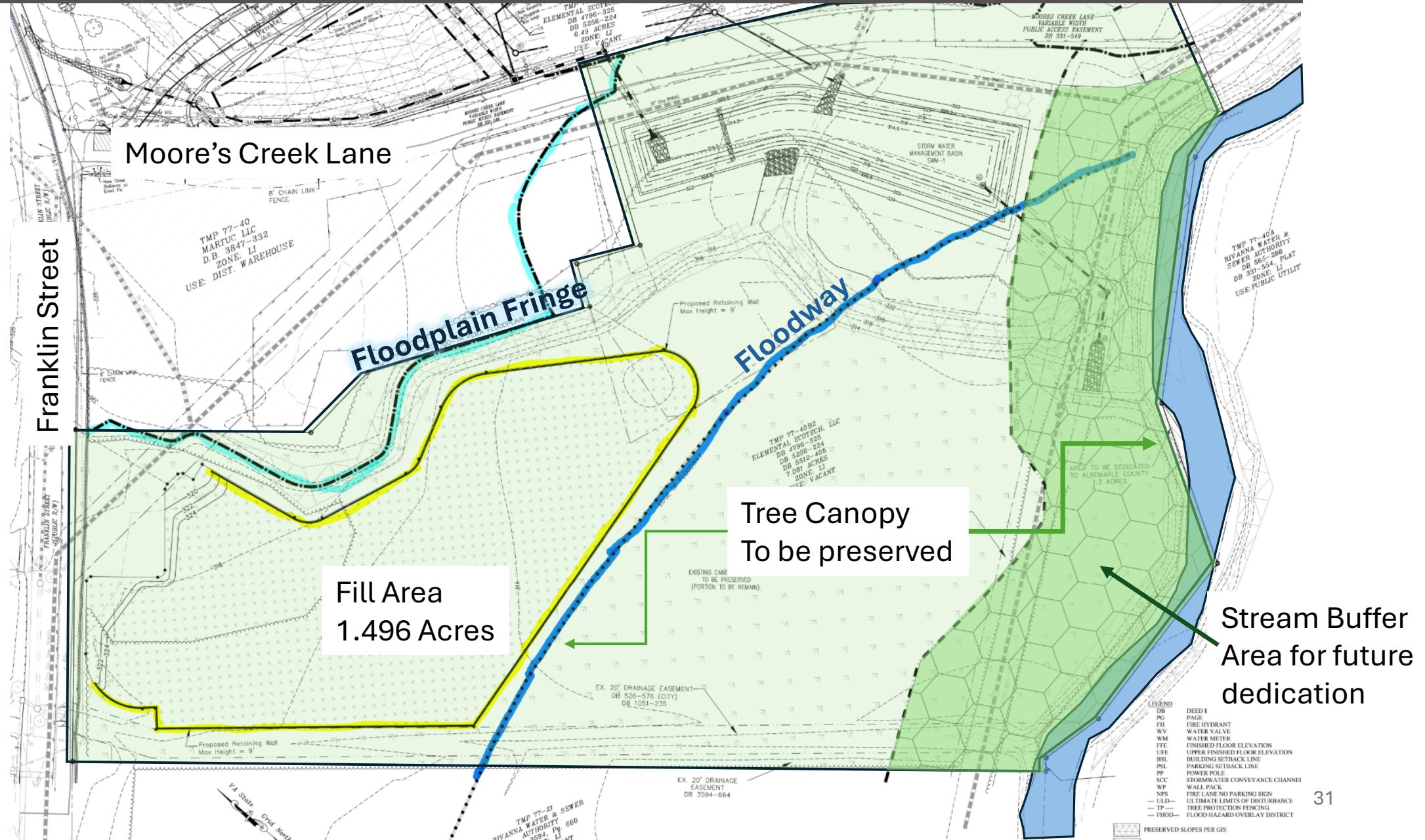
Figure 2: Base Flood Elevations from Rivanna River Backwater

# Floodplain without Backwater



Figure 6: Resulting 100-YR WSEL With Addition of Ineffective Flow Area in Cross Section 3995.50

# SP202400026 Concept Plan



# Public Comments

---

- Rivanna River and Moore's Creek impacts
- Recreational value of stream corridor and visitors to area
- Watershed protection
- Benefits of floodplain
- Cumulative floodplain changes
- Wetlands and habitat impacts
- Historic Resources
- Run-off and stormwater management from additional impervious on Franklin
- Comment in support



Looking north on Franklin St. and adjacent industrial



Looking south on Franklin St.



Looking west to residential in City

