



GREENE COUNTY PLANNING DEPARTMENT
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**Greene County Planning
Staff Report Summary
Board of Supervisors
October 13, 2026**

Project Name: SUP#26-004, Riverstone Church

Staff: Jim Frydl, Planning Director

Stephanie Golon, Deputy Planning Director

Request: Special Use Permit for a church and a private educational institution

STATUS

Grange Commons LLC requests a Special Use Permit to establish a church and a private K-8 school on Tax Map Parcels 40A-1-1 and 40A-1-2, totaling approximately 23.85 acres. The proposal includes utilizing the existing 6,557-square-foot barn for a portion of the church and school operations, constructing a 7,000- to 8,000-square-foot addition, and installing associated parking and playground areas. The applicant states the proposed use is compatible with the Rural Area designation and A-1 zoning district, will operate primarily as a church with weekday educational activities under the church's ministry, and will have traffic impacts comparable to other permitted or special uses within the Agricultural zoning district.

- **Acreage and Zoning:** 23.85 acres zoned A-1
- **Tax Map Parcel #:** 40A-1-1 & 2
- **Location:** Intersection of Route 29 and Fredericksburg Road
- **Character of Property:** The current property is rolling fields with a newly constructed barn. The parcel currently has a zoning certification for a by-right farmers market.
- **By-Right Use:** A-1 zoning designation allows detached single-family, agricultural operations, farm wineries, breweries, farmers market, agricultural events, public schools, and public recreation areas.
- **Use of Surrounding Properties:** Route 29 and The Grange subdivision
- **Future Land Use Designation:** Rural
- **Factors to Consider:**
 - Additional location for assembly.
 - Consistent with the review criteria for a special use permit in the zoning ordinance.

- Provides an additional recreational and educational location within the county.
- Current volume of traffic along Route 29 South during peak hours.

The property currently contains a 6,557-square-foot barn and has an approved zoning certification (ZC#24-040) for a farmers market on TMP 40A-1-1, a use permitted by right in the A-1 zoning district. The current SUP request is separate from that zoning certification and proposes to utilize the existing barn for church and private educational institution activities, construct an approximately 7,000- to 8,000-square-foot addition, and provide associated parking and playground areas. Approval of the SUP would authorize these additional uses and would not, by itself, supersede otherwise lawful by-right uses or the existing zoning certification.

AUTHORITY UNDER VIRGINIA CODE AND ZONING ORDINANCE

As stated in the Greene County Zoning Ordinance (Article 16-2), the Planning Commission and Board of Supervisors shall consider but not be limited to the following guidelines when reviewing and acting upon a special use permit.

- a. The use shall not tend to adversely change the character and established pattern of development of the area or community in which it wishes to locate.
- b. The use shall be in harmony with the uses permitted by right under a Zoning Permit in the zoning district and shall not affect adversely the use of neighboring property.
- c. The requested or related conditions shall be such that the use will not hinder or discourage the appropriate development and use of adjacent land and buildings or impair the value thereof.
- d. Due consideration shall be given to the suitability of the property for the use applied for with respect to trends of growth or change; the effect of the proposed use upon the community; requirements for transportation, school, parks, playgrounds, recreational areas; conservation of natural resources, preservation of flood-plains, and encouraging the most appropriate use of the land. In all cases the Planning Commission and Board of Supervisors will adhere to the intent of the applicable County Zoning Ordinance and the Comprehensive Plan.

COMPREHENSIVE PLAN

The Greene County Comprehensive Plan identifies this parcel as a rural area.

Places of assembly and community gatherings are beneficial county resources that positively impact the community. In addition, our community's recreational areas help achieve several of the goals in the plan.

INDEPENDENT IMPACT STUDY

The following agencies (see agency comments) were consulted regarding the church and a private educational institution and did not identify additional impacts:

- Public water/private sewer: Greene County Water and Sewer and VDH
- Virginia Department of Transportation
- Emergency Services
- Building Official

Traffic

Public comments have raised concerns that additional traffic from the proposed use could affect roadway safety. While the use will generate additional trips, increased traffic does not necessarily mean the roadway will become unsafe. VDOT considers roads within its system safe for public travel. Staff has therefore reviewed available traffic volumes, roadway capacity, and documented crash data to provide an objective assessment of the potential impact of the proposed use.

Intersection Safety and Crash History

The available crash data within the selected study area indicates 31 crashes occurred between 2017 and 2023, including multiple injury crashes, with 18 crashes occurring in 2022 and 2023 alone. VDOT installed the J-turn in 2024 as a safety improvement intended to reduce conflict points at the intersection. The available data show no crashes in 2024 and one property-damage-only crash in 2025 following installation. While the post-installation period is still limited, the available data indicate a substantial reduction in reported crashes since the J-turn was installed. Please see the attached map for additional information.

Volume to Capacity Comparison

Fredericksburg Road is classified as a rural minor collector. The Greene County Comprehensive Plan established a planning-level capacity benchmark of 14,600 average annual daily trips (AADT) at Level of Service E for a two-lane, unsignalized, undivided rural minor collector (Transportation Chapter, Table 16, Greene County Comprehensive Plan). Current 2025 VDOT traffic-count data indicate that the segment of Fredericksburg Road between Dundee Road and U.S. Route 29 carries approximately 2,100 vehicles per day. Using the capacity methodology contained in the Comprehensive Plan, the current volume-to-capacity ratio is approximately 0.14, meaning the existing traffic volume represents approximately 14 percent of the study's capacity benchmark. The Comprehensive Plan identifies a V/C ratio of 0.91 or greater as approaching capacity and 1.0 as being at capacity. Based on this planning-level comparison, current traffic volumes do not indicate that this segment of Fredericksburg Road is approaching roadway capacity.

Table 16: Road Classification and Level E Capacity

VDOT classification	Number of lanes	Signal/ spacing	Divided/Undivided	Capacity at Level of Service E
1 - Rural Interstate (n/a for Greene)	4	n/a	divided	63,000
2 - Other Principal Arterial	4	<2 signals/mile	divided	34,200
2 - Other Principal Arterial	4	>2 signals/mile	divided	32,200
6 - Rural Minor Arterial	2	signalized	undivided	14,900
6 - Rural Minor Arterial	4	signalized	divided	31,200
6 - Rural Minor Arterial	2	unsignalized	undivided	27,500
6 - Rural Minor Arterial	4	unsignalized	divided	58,300
7 - Rural Major Collector	2	signalized	undivided	14,600
7 - Rural Major Collector	4	signalized	divided	30,900
8 - Rural Minor Collector	2	unsignalized	undivided	14,600

Riparian Buffer and Stormwater Protections

The proposed development area is separated from the river by two existing riparian buffers. In addition, a permanent open space easement is located along the river, restricting clearing and development within that area and providing long-term protection of the riparian buffer. Any development of the property would also be subject to applicable state and local stormwater management requirements addressing both the quantity and quality of runoff leaving the site. Required stormwater management measures are intended to control post-development runoff and reduce the discharge of sediment, nutrients, and other pollutants. These existing protections, together with applicable stormwater management requirements, provide measures to address potential impacts from the proposed development on the river and surrounding water resources.

Emergency Management Services

EMS has provided guidance and identified considerations related to the proposed assembly use. Many of these comments are recommendations that can be addressed during the site plan review process. During the Planning Commission public hearing, the Commission recommended requiring an emergency-only access for EMS, subject to VDOT approval. Staff subsequently coordinated with both EMS and VDOT regarding this recommendation, and their comments and guidance are included in the attached packet for the Board's consideration.

RECOMMENDATIONS

At the September 16, 2026 public hearing, the Planning Commission recommended approval (3-1 vote) with the following conditions:

1. The assembly and associated private educational institution may be located within the existing barn and the building addition substantially as shown in the approved application and site plan. Any further expansion beyond that approved shall require amendment of this SUP.

2. The property may be used for assembly, educational, and related accessory uses as represented in the application. Any expansion or substantial modification of site operations that materially increases off-site impacts, including traffic, parking demand, noise, lighting, or site circulation, shall be subject to applicable zoning requirements.
3. Maximum occupancy shall not exceed the capacity approved by the Building Official and Fire Marshal.
4. Access to the site shall be limited to the approved entrance(s) as reviewed by VDOT.
5. Any improvements required by VDOT shall be completed prior to issuance of a Certificate of Occupancy.
6. A minimum number of off-street parking spaces shall be provided in accordance with zoning requirements and as shown on the concept plan parking layout.
7. Regular activities shall occur between 7:00 a.m. and 10:00 p.m.
8. School operations shall be limited to weekdays between 7:00 a.m. and 10:00 p.m.
9. Outdoor events exceeding customary activities shall require prior zoning approval.
10. Outdoor lighting shall be fully shielded and directed downward to minimize impacts on adjacent properties.
11. Outdoor amplified sound shall be prohibited except for temporary special events authorized by the County.
12. Existing vegetative buffers shall be maintained along property boundaries adjacent to residential uses.
13. No commercial activities unrelated to the uses as represented in the application shall occur on the property.
14. The use shall not interfere with adjacent agricultural operations, including normal farming practices.
15. Enrollment for the private school shall not exceed 125 students unless otherwise approved by the Board of Supervisors.
16. Student drop-off and pick-up activities shall be managed on-site without queuing onto public roads.

17. No outdoor athletic fields with lighting shall be established without further SUP approval.
18. The SUP shall become null and void if the approved use ceases for a continuous period of 24 months.
19. Any substantial change in the nature or intensity of the approved use shall require amendment of the Special Use Permit.
20. Any and all structures shall comply with all applicable County, Health Department, Building Code, and Fire Code requirements.
21. If permitted by VDOT regulations, an EMS entrance will be designed and built during the site plan process. (PC Recommended)

PROPOSED MOTIONS

1. In accordance with the Greene County Zoning Ordinance, public necessity, convenience, general welfare, and good zoning practice, I move to approve SUP#26-004 for TMP 40A-1-1 & 2 as submitted by the applicant.
2. In accordance with the Greene County Zoning Ordinance, public necessity, convenience, general welfare, and good zoning practice, I move to approve SUP#26-004 for TMP 40A-1-1 & 2 as submitted with the following conditions:
 1. The assembly and associated private educational institution may be located within the existing barn and the building addition substantially as shown in the approved application and site plan. Any further expansion beyond that approved shall require amendment of this SUP.
 2. The property may be used for assembly, educational, and related accessory uses as represented in the application. Any expansion or substantial modification of site operations that materially increases off-site impacts, including traffic, parking demand, noise, lighting, or site circulation, shall be subject to applicable zoning requirements.
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21. If permitted by VDOT regulations, an EMS entrance will be designed and built during the site plan process. (PC Recommended)

3. In accordance with the Greene County Zoning Ordinance, public necessity, convenience, general welfare, and good zoning practice, I move to deny SUP#26-004 for TMP 40A-1-1 & 2 as submitted by the applicant.

(List any reason for denial).

4. I move to defer action on this application
until_____.

Date

(List any reason to defer).