



Phone (540) 967-3430 **COUNTY OF LOUISA** Fax (540) 967-3486  
**COMMUNITY DEVELOPMENT DEPARTMENT**  
www.louisacounty.com

**TO:** Louisa County Board of Supervisors  
**FROM:** Staff, Louisa County Community Development  
**REQUEST:** CUP2026-02, Conditional Use Permit for Farmers' Market  
**APPLICANT:** Zion United Methodist Church  
**OWNER:** Zion United Methodist Church  
**DATE:** April 24, 2026

**REQUEST:** The Board of Supervisors will meet to review the above items Monday, May 4, 2026, at 6:00 P.M. in the Louisa County Public Meeting Room.

INFORMATION SUMMARY	
TAX MAP AND PARCEL #:	51-6
ACREAGE:	5.68
ELECTION DISTRICT:	Green Springs
ZONING:	Split Agricultural (A-2) and Agricultural (A-2 GAOD)
SURROUNDING ZONING:	Agricultural (A-2) and Agricultural (A-2 GAOD)
EXISTING USE(S):	Religious Assembly & Day Care (CUP02-2010)
REQUESTED USE(S):	Conditional Use Permit for Farmers' Market
GROWTH AREA:	Zion Crossroads
FUTURE LAND USE(S):	Split Low Density Residential and Mixed Use

**OWNER/APPLICANT:**

Zion United Methodist Church  
David McWilliams

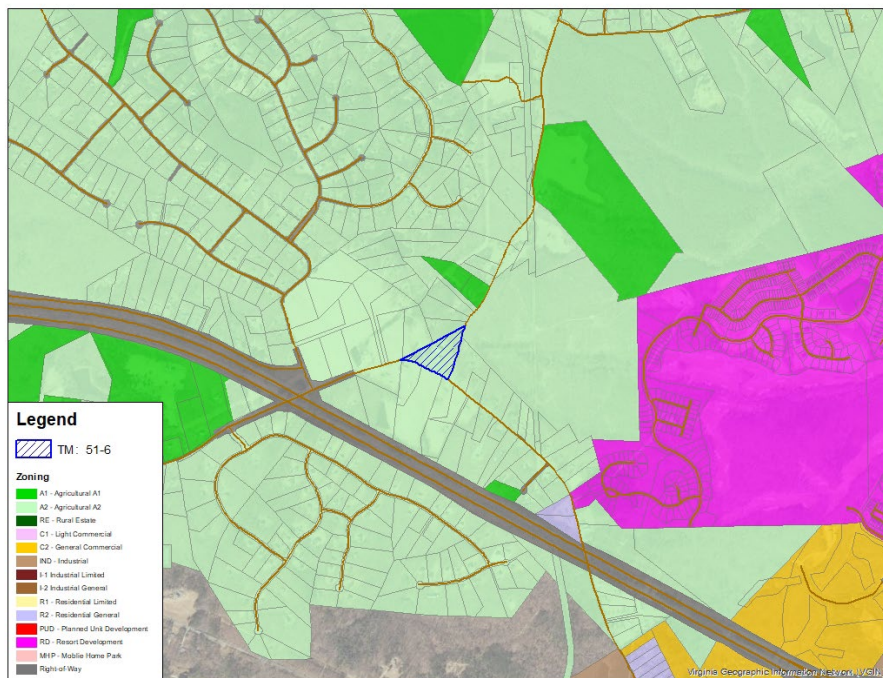
**PROPERTY LOCATION:**

The property is located at the intersection of Zion Road (Route 627) and Columbia Road (Route 615), and is further identified as tax map parcel 51-6, in the Green Springs Election District. The subject property is located in the Zion Crossroads Growth Area and is designated as Low Density Residential and Mixed Use on the 2040 Louisa County Comprehensive Plan Future Land Use Map.

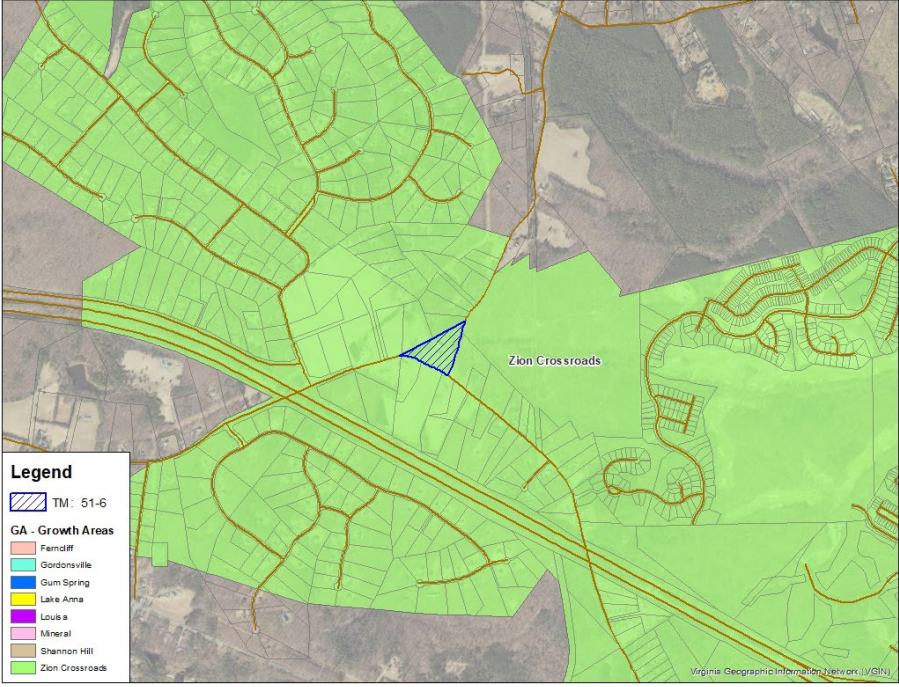
**BACKGROUND INFORMATION:**

Zion United Methodist Church has been in Louisa County on Zion Road for the last hundred years. Currently, the church is focused on building a strong sense of community, and in addition to its religious function, it also offers preschool five days a week, an afterschool program, and a food pantry twice a month. The Conditional Use Permit request would allow the applicant to operate a community-based Farmer’s Market. In 1996 Louisa County citizens with land zoned Agricultural (A) were given a choice for their property to be rezoned Agricultural (A-2) or Agricultural (A-1). The Board of Supervisors rezoned the subject property Agricultural (A-2) during the mass rezoning in 1996.

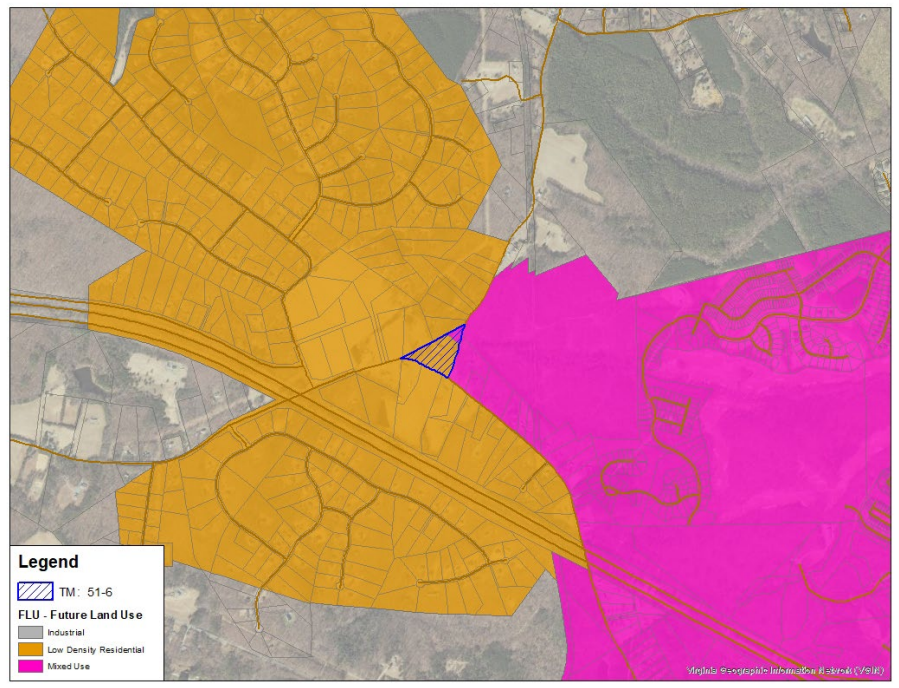
**Exhibit A: Zoning Map**



### Exhibit B: Growth Area Map



### Exhibit C: Future Land Use Map



## CONFORMANCE REVIEW:

### I. 2040 Louisa County Comprehensive Plan

The Rural Values and Character section 3.1.1 of the Louisa County 2040 Comprehensive Plan (the “2040 Plan”) states that “agriculture is a vital part of the economy” and the Guiding Principles of the 2040 Plan, states that there should be a focus on “broadening the tax base by establishing businesses.” The applicants proposed Farmers’ Market would provide a venue for agriculture-based businesses that are vital to the economy of Louisa County. Additionally, the proposed farmers’ market use supports goal one of the Vision Statement of the 2040 Plan which calls for the preservation and protection of “our rural heritage and natural resources.”

### II. Agricultural Preservation Review

This request has no negative impact on agricultural land preservation in Louisa County. The farmers’ market will be held on facilities that are already established—the church's parking lot. The Church will not be building any additional structures on the facility or performing any activities that inhibit land preservation in the county. In fact, the farmers’ market will provide an agricultural benefit to the community as it will allow residents to obtain fresh produce and farm goods from local producers who chose to sell their products through the market. The farmers’ market could provide food to county residents who may be less fortunate and in need of assistance. As a result, it is staff’s opinion that there are no negative impacts on land preservation, but many positive impacts on the county as a whole.

### III. Louisa County Land Development Regulations

Section 86-151. Agricultural (A-2) district – Statement of intent; policy guidance:

*(a) The agricultural (A-2) district is provided to allow for the compatible mixture of agricultural uses and limited residential development in rural areas and protect and retain the rural open character of the countryside. Very low density residential uses are allowed along with agricultural uses that are compatible with residential activity to provide for community cohesion in the rural areas and encourage land use interdependence. Zoning standards are also included to ensure the co-existence of these uses with each other. The creation of lots fronting on existing state roads or federal highways is strongly discouraged.*

*(b) Agricultural (A-2) district uses range from agricultural to neighborhood oriented commercial and community services. The use of development setbacks, shared access, reverse-front lots and roadside buffers are encouraged to retain the rural character of the county along-side the open farm activities prevalent in the county.*

Section 86-356. Agricultural (A-2) district within the growth area overlay district – Statement of intent; policy guidance:

*(a) The agricultural (A-2) district within the growth area overlay district is provided to allow for the compatible mixture of agricultural uses and limited residential development in rural areas and protect and retain the rural open character of the countryside. Very low density residential uses are allowed along with agricultural uses that are compatible with residential activity to provide for*

*community cohesion in the rural areas and encourage land use interdependence. Zoning standards are also included to ensure the co-existence of these uses with each other. The creation of lots fronting on existing state roads or federal highways is strongly discouraged.*

*(b) Agricultural (A-2) District within the growth area overlay district uses range from agricultural to neighborhood oriented commercial and community services. The use of development setbacks, shared access, reverse-front lots and roadside buffers are encouraged to retain the rural character of the county along-side the open farm activities prevalent in the county.*

Section 86-154. Permitted Uses - With Conditional Use Permit and Section 86-359. Permitted Uses - With Conditional Use Permit enables the issuance of a conditional use permit for *farmers' market* which is defined as follows:

***Farmers' market.*** *A public market at which farmers and other vendors may conduct the retail sale of: fresh fruits and vegetables; other food-related items; and agricultural/horticultural products which are home grown, homemade, and/or home produced. The sale of livestock is not permitted. Sale locations may be indoor or outdoor, occupied by several different temporary tenants on a short term or daily basis.*

#### **IV. 2024 Public Facilities Impacts Review**

The Board of Supervisors adopted a Public Facilities plan on February 20, 2024, as an amendment to the 2040 Comprehensive Plan adopted August 5, 2019. The Plan aims to ensure that development impacts are adequately assessed and mitigated, to promote sustainable growth and to preserve the community's well-being. As Louisa County grows, the pressure on public facilities and services intensifies. The county expects proposed developments to consider the impacts on Public Facilities and to mitigate the impacts of the development. This mitigation can take various forms, such as impact fees, infrastructure improvements, land dedication, and other items, ensuring that the burden of growth does not disproportionately fall on existing residents and businesses in the County.

*This application has therefore been evaluated to determine if it impacts the following areas:*

##### **Administration**

Community Development staff and the Applicant believe there would be a minimum level of impact to Administration. Community Development Department staff is currently involved in the Conditional Use Permitting Process and would also be involved in future site plan reviews, development permit reviews, and inspections.

##### **Fire & EMS**

Applicant believes there would be minimal impact from approval of the Conditional Use Permit and will take steps to limit fire safety concerns and tripping hazards.

##### **Law Enforcement**

Community Development staff and the Applicant believe there would be minimal impact from approval of the Conditional Use Permit. The Applicant will alert the Sheriff's office about which weekends the farmers' market will occur.

##### **Parks and Recreation**

Community Development staff and the Applicant do not believe approval of the Conditional Use Permit will have an impact to parks and recreation.

### **Schools**

Applicant believes approval of the Conditional Use Permit will impact schools positively as the proposed farmers' market would provide nutritious food for families in our community who suffer from food insecurity.

### **Solid Waste**

Community Development staff and the Applicant believe that while the Conditional Use Permit will generate some increase in solid waste production, the impact to solid waste facilities will be minimal.

## **NEIGHBORHOOD MEETING RESULTS:**

A neighborhood meeting was held in the Louisa County Public Meeting Room on March 11, 2026. No citizens attended this meeting.

## **CONSIDERATIONS FOR EVALUATION:**

In determining imposed conditions, the governing body shall take into consideration Sec. 86-43. - Intent, requirements, conditions and procedures of Division 5 – Conditional Use and may impose reasonable conditions that:

- (1) *Abate or restrict noise, smoke, dust or other elements that may affect surrounding property.* **This has been addressed by the Louisa County Land Development Regulation Chapter 51-Noise.**
- (2) *Establish setback, side and front yard requirements necessary for orderly development and to prevent traffic congestion.* **This has been addressed by the Louisa County Land Development Regulation section Sec. 86-364. - Yard regulations, Sec. 86-159. - Yard regulations, Sec. 86-115. - Setback regulations for buildings and structures—Generally, and Sec. 86-116. - Setback regulations for buildings and structures, growth area overlay districts.**
- (3) *Provide for adequate parking and ingress and egress to public streets or roads.* **The applicant is responsible for obtaining any necessary entrance permits from VDOT.**
- (3) *Provide adjoining property with a buffer or shield from view of the proposed use if such use is considered detrimental to adjoining property.* **This property is an existing church and a cemetery.**
- (4) *Tend to prevent such use from changing the character and established pattern of development of the community.* **The proposed farmers' market would offer a venue for agriculture-based businesses, preserving the rural character of the county all while allowing the property to continue with its existing religious assembly use.**

**PLANNING COMISSION MEETING RESULTS:**

A Planning Commission Meeting was held in the Louisa County Public Meeting Room on April 9, 2026, at 7:00PM at which no citizen other than the applicant spoke. The applicant requested an adjustment to condition 6, Outdoor Music, to clarify that all amplified music will be indoors, rather than all music being indoors. The Planning Commission therefore revised Condition 6 after discussion with the applicant. The Planning Commission had additional discussion with the applicant about their Vendor Agreement and requested that the applicant make the times match what was being requested in the CUP and advised the applicant to include compliance with the Virginia Department of Health in their Vendor Agreement. The applicant thus revised the Vendor Agreement between the Planning Commission and Board of Supervisors. Additional discussion between the Planning Commission and staff included how Condition 9 (Guiding Procedures), would be memorialized and it was decided that a copy of the Guiding Procedures would be included in the approval letter.

**PLANNING COMISSION RECOMMENDED CONDITIONS:**

The Planning Commission recommends eleven (11) conditions listed below for the Board of Supervisors Consideration:

1. Lighting. All design and use of exterior lighting shall comply with the International Dark-Sky Association and shall be labeled as such on the site plan sketch.
2. Noise. Sound shall not exceed levels of 65dB during daytime and 55dB at night when measured at the property line.
3. Permits. The applicant and/or vendors shall secure all necessary permits and approvals from the Louisa County Community Development Department, the Virginia Department of Transportation (VDOT), and the Virginia Department of Health (VDH) as applicable.
4. Land Disturbance. If land disturbance, which includes the addition of gravel, asphalt, or the grading of land, meets or exceeds 10,000 square feet of area, an erosion and sediment control plan must be prepared and submitted to the County for review and approval, prior to any land disturbing activities commencing on-site.
5. Fireworks. The use of fireworks associated with the farmers’ market is prohibited.
6. Outdoor Music. There will be no amplified outdoor music. All amplified music will be indoors, abiding by Chapter 51 – Noise of the County Code.
7. Cemetery. The market manager will be responsible for ensuring respectful use of the church cemetery for the duration of the Farmers’ Market.
8. Vendors. The Farmers’ Market will only accept vendors in accordance with the county definition in County Code 86-13 “Farmers’ Market.” They will not permit mass produced or multi-level marketing items.
9. Guiding Procedures. The Farmers’ Market will abide by the Guiding Procedures included within their application (copy attached).
10. Inspections. The Board of Supervisors or their designated representative shall have the right to

inspect the site at any reasonable time without prior notice.

11. Permit Revocation. Violation of any conditions contained herein shall be grounds for revocation of the Conditional Use Permit.

**ENCLOSURES (1):**

Enclosure 1: Application