

GENERALIZED DEVELOPMENT PLAN - NARRATIVE

Applicant: Rappahannock Development Group, LLC
1016 Charles Street, Fredericksburg, VA 22401

Owners: Lafayette Commons, LLC; and Sheri L. Kornegay

**** (Applicant & Owners are hereafter known collectively as the “Applicant”) ****

Representative: Charles W. Payne, Jr., Hirschler Fleischer;
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Project Name: “Lafayette Commons”

Property: Spotsylvania County Tax Parcels 24-A-49A, 24-A-57, 24-A-59, 24-A-60, 24-A-61, 24-A-62, consisting of approximately 27.526 acres, known as 111 Wakeview Drive, 3103 Lafayette Boulevard, 0 Village Drive and three unaddressed lots (collectively, the “Property”)

Date: June 26, 2019

GDP: Generalized Development Plan, entitled “Lafayette Commons”, prepared by Bowman Consulting, dated March 2019, as last revised June 10, 2019, attached hereto as Exhibit A (“GDP”)

Rezoning Request: From R-1 to MU-2 and MU-3

Rezoning File No.: R19-00____

1. Project Overview

The Applicant proposes rezoning the Property from the Residential 1 District (“R-1”) to the Mixed Use Residential Townhouse District (“MU-2”) and the Residential Mixed Use District (“MU-3”). Section 23-6.28.1 of the County’s Zoning Ordinance states that the purpose of the MU zoning district is to create “a flexible approach to development, to include infill and redevelopment, by allowing a variety of interrelated and compatible commercial, office, residential, civic, recreational, and entertainment uses in a pedestrian-oriented neighborhood setting based on, but not limited to the following principles:

- (1) Connectivity of road networks, including connectivity of new local streets with existing local streets;
- (2) Connected pedestrian networks and pedestrian-friendly road design;
- (3) Reduced front and side yard building setbacks;

- (4) Mixed-use neighborhoods, including mixed housing types; and
- (5) Respects the character of adjacent properties and surrounding neighborhoods. ”

The purpose of the proposed rezoning is to allow a development consisting of two hundred seventeen (217) new single family attached dwelling units, plus commercial uses authorized under the MU-3 zoning district, all as generally shown on the GDP. In addition to detached houses and attached houses, the MU-2 sub-district permits townhouses. The MU-3 sub-district includes provisions for limited retail and office uses. The proposed commercial development has a F.A.R. of 0.25. The proposed residential development has a density of 8.31 dwelling units per acre. The GDP reflects 15% of each MU-2 lot as open space, which meets the 15% open space minimum per lot required for the MU-2 district. Additional open space will be used for active and passive recreation, buffering, stormwater facilities and preservation of natural areas.

As described in more detail below under Section 3 of this narrative, the Applicant’s proposal conforms to the policies established by the County’s Comprehensive Plan dated November 14, 2013, as last updated May 22, 2018 (the “Comp Plan”). Furthermore, the proposal will result in minimal impacts on public facilities and services, and impacts, if any, related to roads, schools, fire rescue and parks will be offset through improvements and cash proffers. In this regard, we have included with this application (as discussed in more detail below) a proffer analysis prepared by MuniCap, Inc., which is entitled “Lafayette Commons Spotsylvania County, VA SB 549 Proffer Analysis”, dated June 20, 2019, attached hereto and marked as Exhibit B (“Proffer Analysis”) and a proffer statement, which reflects the findings in the Proffer Analysis.

The Applicant also conducted a traffic impact analysis, which was prepared by Bowman Consulting, dated June 6, 2019, and entitled “Traffic Impact Analysis Lafayette Commons Spotsylvania County, Virginia”, which is attached hereto, marked as Exhibit C, and described in more detail below (“TIA”).

In addition, MuniCap, Inc. performed a fiscal impact analysis (“FIA”) for the project. The FIA dated June 26, 2019, and entitled “Lafayette Commons Development Spotsylvania County, VA Fiscal Impact Analysis”, is attached hereto and marked as Exhibit D, and included with this application. The FIA, as described in more detail below, provides that the residential portion of the project will generate (onsite and offsite) positive net tax benefits of over \$30,100.00 on an annual basis.

2. Project Location

The Project will be developed on six (6) parcels of land, totaling approximately 27.526 acres. The Project is situated in the Battlefield voting & Lee Hill magisterial districts. The Project is located along Lafayette Boulevard across from the intersection with Hudgins Road. The Property is also within the Airport Protection Overlay District and a portion of the Property is located in the Highway Corridor Overlay District. To the west of the Property is existing commercial parcels and Lafayette Boulevard. Across Lafayette Boulevard is a single-family detached subdivision known as “Roseland”, zoned R-1. To the east of the Project is a single-family detached subdivision known as “Spotswood North,” zoned R-1. To the North of the Project is a single-family detached subdivision known as “Spotswood Village,” zoned R-1 and vacant land

which is proposed Noah's Landing Subdivision, zoned R-1 (proposed to rezone to PDH-8). To the south is a single-family detached subdivision known as "Spotswood Estates," zoned R-1.

Given all of the above, the Applicant's proposal is compatible with existing uses in the area and will enhance the area's housing stock while maintaining the area's character and enhance additional commercial uses in this corridor. Additionally, the Applicant's proposal is in line with the Comp Plan (as described below) and the purpose of the MU district which is to provide "a flexible approach to development, to include infill and redevelopment, by allowing a variety of interrelated and compatible commercial, office, residential, civic, recreational, and entertainment uses in a pedestrian-oriented neighborhood setting."

2.1 Site Access

Access to the Project Site will be provided via Lafayette Boulevard. All site access locations will be coordinated with Spotsylvania County and the Virginia Department of Transportation. Please refer to the GDP for a depiction of site access location.

2.2 Environmental Characteristics

The Project's design will minimize the impact to the natural topography and mature vegetation located on the Property. Based on a preliminary environmental assessment by Bowman Consulting, there are 750 linear feet of perennial streams and an RPA on the site. There are approximately 0.15 acres of wetlands within the Project, and approximately 134 linear feet of non-perennial streams. The Applicant will perform all applicable studies for endangered species as is typically necessary for state and federal permitting for the project prior to final site plan approval.

2.3 Cultural and Historic Resources

The Property is not located in the County's Historic Overlay District. The Applicant did retain Dutton + Associates, LLC (D+A) to complete a cultural resources assessment of the Property dated April 2019 and entitled "Phase IA Cultural Resources Assessment of the ±9.8-Hectare (±24.18-Acre) Lafayette Commons Project Area," which is attached hereto and marked as Exhibit F. The assessment includes background research and field reconnaissance of the Project area.

The architectural assessment revealed a single dwelling greater than 50 years of age within the project area. It was determined that this property is an undistinguished example of a typical mid-twentieth century suburban dwelling. It does not embody distinctive characteristics or possess significant or unique architectural or design features and limited research revealed no known significant historical associations. Therefore, the subject property was not recommended not eligible for inclusion in the NRHP.

Further, pedestrian reconnaissance revealed no historic surface features, and subsurface testing revealed woodland soils with a shallow A horizon that appears to have been somewhat depleted by the clear-cutting that occurred on the property between 2008 and 2011.

Based on its location near the headwaters of Deep Run, and the presence of a small lithic scatter that was previously recorded just outside of the project area along this same drainage, there is a moderate potential for small lithic scatters on the landforms overlooking Deep Run, but the prehistoric site potential for the remainder of the project area is low.

The project area has been wooded for most of its history, and no historic structures are recorded within the property until the 1940s. Although it is located within ABPP study areas for two Civil War battles, the project area was separated from the main battlefield by major geographic features. There is a moderate probability for resources associated with the battle along the avenue of approach of Lafayette Boulevard, but the historic potential of the remainder of the project area is low.

3. Planning and Zoning

3.1 Zoning District and Ordinance

The Project Property is currently zoned Residential 1 (R-1). The surrounding parcels are also zoned R-1 and C-2. The Property currently has access to water and sewer. Thus, by-right the Property zoned R-1 could yield eighteen (18) single family detached dwelling units.

As mentioned above, the portion of the Property bordering Lafayette Boulevard is within the Highway Corridor Overlay District. One purpose of this Overlay District is to promote "...a bicycle and pedestrian friendly environment..." complete with sidewalks and safe pedestrian crossings, which this Project will assist with by providing a sidewalk along the Lafayette Boulevard frontage and a crosswalk at the proposed traffic signal.

3.2 Comprehensive Plan Analysis

The County's Comp Plan's Future Land Use Map classifies the Property as part of the "Mixed Land Use" designation. The Mixed Land Use category is intended to provide for a variety of land uses in a compact, walkable community with a more dense development pattern. The Mixed Land Use category encompasses a variety of uses, including higher density residential development. The intensity of the development within the mixed-use category varies and includes smaller projects that are or will be integrated into a larger mixed use area. The Applicant wishes to develop the Property as a MU-2 district for residential and a MU-3 district for proposed commercial uses. The Applicant's residential density is 8.31 units to the acre and the commercial FAR is 0.25, all as shown on the GDP, which is in line with what is allowed under the applicable zoning districts. Thus, the Applicant's proposed development aligns with the County's future land use goals.

The County has outlined its goals for future development and land use in its Comp Plan, which is designed to encourage the most appropriate use of land, water, and resources within the County, consistent with citizens' interests. The Comp Plan supports development that promotes job creation and benefits the economy. Further, the County generally expects residential developments to pay for themselves and demonstrate that they will not have a significant impact

on the existing infrastructure or resources. In this regard, the Applicant anticipates that homes within the Project will average between 1,640 and 2,300 s.f. and sell for between \$260,000 and \$300,000.

In further regard to the foregoing, the Project will generate new jobs within the County and positive tax revenues both onsite and offsite. The FIA, as described in more detail below, provides that the residential portion of the project will generate (onsite and offsite) positive net tax benefits exceeding \$30,100, on an annual basis at full build-out. In addition, given the commercial development within the project, additional revenues will be generated for the County. Thus, the development will promote the County's economic and positive tax generation goals.

For purposes of the above and this application, the proposed Project: (i) is already compatible as a good transition with the existing uses in the area; (ii) will enhance the area's housing stock while maintaining the area's character; and (iii) as noted is fiscally positive.

Specifically, the proposed Project meets the following Mixed Land Use policies:

2. Appropriate transitions in scale of building and/or buffering should be provided from mixed land use developments to adjoining existing developments.

The project will consist of new housing surrounded by older neighborhoods, commercial parcels along Lafayette Boulevard and vacant land. The new single family attached homes' heights will conform to the applicable County zoning ordinance requirements. The project will also include adequate set-backs and buffering in the areas shown on the GDP.

5. The County should support public open space and pedestrian accommodations integrated throughout the development.

Project will provide open space for onsite active and passive recreational amenities and pedestrian accommodations, all as shown on the GDP.

9. The County should support a diverse housing mix with a range of housing sizes and types that meet the needs of citizens throughout all stages of life and income levels.

The project contributes to a diverse housing mix in an area ripe for redevelopment and infill development by providing new single-family attached homes, as encouraged by the Comp Plan. These homes are located on smaller lots to address the current demand for quality homes with less lot maintenance by the homeowner.

11. Quality open spaces should be integrated into developments and may include passive and active areas, pavilions, walking paths, gardens, forested areas, and lakes, among other features.

The project will include open space to include an amenity area with potential trail.

The Property is also located within the County's Primary Development Boundary ("PDB"), which is the area within the County that is intended for future higher-density residential growth. The Comp Plan states that public water and sewer will be provided to properties within the PDB. Thus, the proposed rezoning from R-1 to MU-2 and MU-3 is consistent with the goal of locating higher-density residential growth within the PDB, as well as the Property's utilization of public utilities.

The County's Transportation Plan seeks to maintain an efficient transportation system using available and expected resources, while maintaining functional and effective transportation systems that keep pace with future growth. Policies include (1) maintaining acceptable levels of service on public roads; and (2) ensuring that new development does not degrade levels of service and mitigates its impact on the transportation network through ensuring connections within and between developments that offer alternative routing of traffic. The Thoroughfare Plan lists the Lafayette Blvd (1 Business) Project, which will widen Lafayette Boulevard from the Spotsylvania Co/Fredericksburg City Line to Jefferson Davis Highway to a 4-lane divided road, as a planned road improvement project.

As noted above, the Applicant did perform a TIA. The TIA studied six intersections and concluded the following:

- The proposed development is expected to generate 121 trips (38 in and 83 out) during the morning peak hour and 156 trips (99 in and 57 out) during the evening peak hour.
- The results of the traffic signal warrant analysis at the intersection of Lafayette Boulevard and Hudgins Road/Site Driveway indicate that the installation of a traffic signal is warranted at this location. The traffic signal warrant is satisfied with only the residential portion of this site developed.
- The results of the capacity analysis with the proposed traffic signal at the intersection of Lafayette Boulevard and Hudgins Road/Site Driveway indicate that the proposed traffic signal would alleviate the capacity constraints observed in the Build Conditions.
- The new signal was coordinated with the existing coordinated network along Lafayette Boulevard. This coordination and associated retiming of all the signals in the corridor resulted in improved levels of service at each intersection with the proposed signal in place.
- The results of the auxiliary lane analysis at the intersection of Lafayette Boulevard and Hudgins Road/Site Driveway indicate that the following improvements are necessary:
 - Installation of a Northbound Right Turn Lane (100 feet storage)
 - Installation of a Southbound Left Turn Lane (100 feet storage)
 - Installation of a Northbound Left Turn Lane (125 feet storage)
- Based on the results of this traffic analysis, the proposed Lafayette Commons Development is projected to have no significant or minimal impact on the existing roadway system, provided the following improvements are implemented:
 - Installation of a traffic signal at Lafayette Boulevard and Hudgins Road/Site Driveway
 - Coordinate the new traffic signal with the existing traffic signals located on the Lafayette Boulevard corridor

- Optimize the offsets and timings at all signalized intersections along the Lafayette Boulevard corridor.

The Project aligns with the County’s transportation goals, as it will not further degrade the current transportation level of services. The Project will improve Lafayette Boulevard in this area and will add approximately 0.09091 acres of new dedicated right of way along Lafayette Boulevard, as shown on the GDP. Based on the TIA, the Applicant is also proposing to provide the following to properly accommodate the Project, as well as any potential future traffic at this intersection:

- Installation of a Northbound Right Turn Lane (100 feet storage)
- Installation of a Southbound Left Turn Lane (100 feet storage)
- Installation of a Northbound Left Turn Lane (125 feet storage)
- Installation of a traffic signal at Lafayette Boulevard and Hudgins Road/Site Driveway
- Coordinate the new traffic signal with the existing traffic signals located on the Lafayette Boulevard corridor
- Optimize the offsets and timings at all signalized intersections along the Lafayette Boulevard corridor.

Again, these improvements and dedications further the transportation goals of the County’s Comp Plan. The Applicant’s proposed roadway improvements will mitigate the impacts of the development such that it does not have a negative impact on the area transportation network.

The Applicant’s proposal to develop single family attached residences plus commercial is in line with the Comp Plan. Thus, we believe the Comp Plan’s future land use policies support the proposed use of single family attached residential dwellings plus commercial at this location all as provided above.

3.3 *Community Meeting*

As part of the Rezoning Application process, Applicant attended a Pre-Application meeting with Spotsylvania County Staff on May 16, 2019. Additionally, Applicant and its representatives hosted a Community Meeting for the Project on May 23, 2019 at Salem Baptist Church to introduce and discuss the project with surrounding property owners. We addressed questions from members of our community and Exhibit E attached hereto provides a list of attendees.

4. **Construction**

The Applicant anticipates close collaboration with Spotsylvania County during the permitting process to identify and manage environmental conditions and design criteria specific to the Project. Through the permitting process, Applicant will implement all required mitigation measures and Best Management Practices (BMPs) as determined by Spotsylvania County and regulatory agencies.

Should the County approve this rezoning request, construction is anticipated to begin in early 2020. The Applicant anticipates that all lots will be constructed within six to seven years of any rezoning approval, subject to market conditions. Phasing of this project is not anticipated at this time.

4.1 Site Preparation

The Property has one existing dwelling, which will be removed prior to construction. The rest of the site is currently undeveloped, but has been subject to previous land disturbance. Construction of the Project would begin with installation of erosion and sediment controls, and clearing and grading within the limits of construction.

4.2 Construction Workforce

The Applicant's goal is to retain local on-site workforce, which will consist of various skilled trades, supervisory personnel, support personnel, and construction management personnel.

Pursuant to the FIA, the Project is anticipated to generate an estimated 157 new jobs during the construction phase, and \$5,194,923.00 in new labor wages.

5. Public Facilities

5.1 Fire and Rescue

The proposal will have minimal impact on the County's fire and rescue facilities. The proposed roads and building setbacks will allow for adequate travel space within the project for emergency access to the improvements. Fire and Rescue Station 4, located approximately 1.2 miles south of this site, will provide the Property with necessary emergency services. As detailed on the attached proffer statement, cash proffers will also offset any impacts the project may have on public safety facilities.

5.2 Schools

The Property is located in the Spotswood Elementary, Battlefield Middle and Massaponax High school districts. The County's most recently adopted Capital Improvement Plan does not include any construction projects specific to these schools.

Based on County estimates of 0.5716 students per dwelling unit (for single family attached), the Project's 217 dwelling units will generate a net of 116 school-age children above the by-right (e.g. 217 less 18 by right single family detached units) units at full build out. As there is existing capacity in all schools sufficient to accommodate the projected students, there is no impact that exceeds capacity in those schools and therefore no cash proffers for school facilities.

5.3 Parks, Buffers and Open Space

Portions of the Property will be maintained as open space. The open space will be used for active and passive recreational amenities, stormwater facilities and preservation of natural areas. As detailed on the attached proffer statement, cash proffers will also offset any impacts the project may have on parks and recreation facilities.

All buffers, landscaping, and setbacks will be as generally provided on the GDP and will conform to the applicable Zoning Ordinance requirements.

5.4 *Water & Sewer*

The Property will be serviced by the existing sewer line and the existing 12” water main located along Lafayette Boulevard, as shown on the GDP, with access to be constructed during buildout. These utility lines will be extended throughout the proposed development. The proposed development will be served by a temporary pump station and force main, which will be abandoned at such time that gravity sewer is extended along Deep Run to the Property.

5.5 *Transportation*

The Property abuts Lafayette Boulevard, which is a two (2) lane public road classified as a minor arterial road. Access to the Property will be provided from Lafayette Boulevard. Applicant is contract purchaser of Tax Map Number 24-A-50, an existing C-2 parcel, through which access road to Lafayette for Property will be constructed. Roads constructed within the project will be private.

The project will generate 1,588 vehicle trips on a daily basis, including 85 vehicle trips during the a.m. peak hour and 116 vehicle trips during the p.m. peak hour. A VDOT 527 analysis was not required for this project because the trip generation potential was below 5,000 daily trips, but a County traffic analysis was provided.

6. Housing

The project will enhance the County’s stock of new, single-family detached dwelling units in this area of the County. With an anticipated average sales price between \$260,000 and \$300,000 per unit, and an approximate size of 1,640 to 2,300 sq. ft., the proposal meets market expectations for this area of the County. Further, the projected value for units should enhance surrounding property values. We believe that all lots will be developed within six to seven years of any rezoning approval (subject to market conditions).

7. Fiscal Impact Analysis

The FIA includes an analysis for revenue projections of the project at full build-out, both for on site development and off-site expenditures from residents of the project (see Exhibit D). The total revenue generated from the project was then compared with expected County costs to provide services to the residents of the proposed development.

For the 217 new homes at the site, the total real property tax resulting from the project is estimated to be about \$436,285.00 annually in current dollars. In addition, the personal property tax resulting from the project is estimated to be \$267,211.00 annually in current dollars. The sum of all of the on-site tax revenues that could be expected to flow to the County from the project annually after build-out is over \$729,402.00 each year in current dollars.

In addition to the on-site fiscal impact, the project is estimated to generate \$143,650.00 in taxes off-site for the County annually after build-out and occupancy. As mentioned above, the Project would generate approximately 157 new jobs during the construction phase, resulting in about \$5,194,923.00 in employee earnings.

The project is expected to result in 217 new households with an estimated 2.41 persons per household for a total of 523 people, with 126 school pupils. The total annual tax-supported cost of the project is estimated to be \$842,939.00 each year in current dollars.

After considering the tax revenues generated by the project and the costs to the County resulting from the project, it is anticipated that the residential portion of this project will generate annually a net revenue surplus (onsite and offsite) after full build-out of \$30,113.00 in current dollars, plus additional to be generated by the commercial uses.

EXHIBIT A

Generalized Development Plan

EXHIBIT B

Proffer Analysis

EXHIBIT C

Traffic Impact Analysis

EXHIBIT D

Fiscal Impact Analysis

EXHIBIT E

Community Meeting Attendees

EXHIBIT F

Phase IA

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