

GENERALIZED DEVELOPMENT PLAN NARRATIVE

Applicant/Owner: Benchmark Road Investments, LLC (“Applicant”)
1109 Charles Street, Fredericksburg, VA 22401

Representative: Charles W. Payne, Jr., Hirschler Fleischer;
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Project Name: “Afton Villas”

Property: Spotsylvania County Tax Parcels 24-A-92A, 36-A-113, 36-A-114, 36-A-115, 36-A-117 & 36-A-117A, consisting of approximately 19.0101 acres, known as 4105, 4107, 4109, 4113, 4121 and 4125 Mine Road (collectively, the “Property”)

Date: January 27, 2020

GDP: Generalized Development Plan, entitled “Afton Villas”, prepared by Garrison Consulting Co., Inc., dated January 20, 2020, attached hereto as Exhibit A (“GDP”)

Rezoning Request: From R-1 & PDH-2 to PDH-5

Rezoning File No.: R20-00_____

1. Project Overview

The Applicant proposes rezoning the Property from the Residential 1 District (“R-1”) and the Planned Development Housing 2 District (“PDH-2”) to the Planned Development Housing 5 District (“PDH-5”). Section 23-6.12.1 of the Spotsylvania County (“County”) Zoning Ordinance states that the purpose of the PDH district is to “encourage innovative and creative design in the development of land for residential and other selected secondary uses. The district regulations are designed to ensure ample provision and efficient use of open space, to promote high standards in the layout, design and construction of residential development, to promote balanced developments of mixed housing types.” The PDH-5 sub-district allows five (5) dwelling units per acre and requires thirty-five (35) percent of the gross area be provided as open space.

The purpose of the proposed rezoning is to allow a residential development consisting of seventy-seven (77) new age-restricted single family attached dwelling units and two (2) single family detached units, all as shown on the GDP. The PDH-5 district includes single-family attached and detached dwellings as permitted uses. The proposed development has a density of 4.156 dwelling units per acre, which is below the maximum density for the PDH-5 district of five (5) dwelling units per acre.

The GDP reflects approximately 11.5622 acres of open space, which accounts for 60% of the Property. This exceeds the 35% open space minimum required for the PDH-5 district. The open space will be used for natural areas and buffers, active and passive recreation, and stormwater facilities.

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 on-site 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 "Afton Villas Spotsylvania County, VA SB 549 Proffer Analysis," dated January 23, 2020, attached hereto and marked as Exhibit B ("Proffer Analysis").

In addition, MuniCap, Inc. performed a fiscal impact analysis of the project ("FIA"). The FIA dated January 27, 2020, and entitled "Afton Villas Spotsylvania County, VA Fiscal Impact Analysis", is attached hereto and marked as Exhibit C, and included with this application. The FIA, as described in more detail below, provides that the project will generate (onsite and offsite) positive net tax benefits of approximately \$230,684 on an annual basis.

Because the project is only seventy-seven (77) new units, a VDOT 527 transportation impact analysis is not required. The Applicant did prepare a turn lane analysis, which is shown on Sheet 4 of the GDP.

2. Project Location

The Project will be developed on six (6) parcels of land, totaling approximately 19.0101 acres. The Project is situated in the Lee Hill magisterial district and the Battlefield voting district. The Project is located along Mine Road, west of the intersection of Mine Road and Lansdowne Road and is within the Airport Protection Overlay District. The Property is bordered on the West by single family homes and a residential subdivision known as "Lee's Headquarters". Across Mine Road to the South of the project is vacant land and a residential subdivision known as "Lee's Hill". To the East is utility land owned by Virginia Electric and Power Company as well as a residential subdivision known as "Artillery Ridge". To the North of the Property is vacant land and single family homes.

The Applicant's proposal is compatible with existing uses in the area and will further enhance the area's housing stock while maintaining the area's character. Additionally, the Project is in line with the purpose of the PDH district in that it develops land for residential use while preserving open space.

2.1 Site Access

Access to the Project site will be provided via Mine Road. 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.

2.2 Environmental Characteristics

The Project's design will minimize the impact to the natural topography and mature vegetation located on the Property. Applicant intends to utilize low impact development methods to address storm water management matters on the site to the extent reasonably practical and feasible for the development of the site. There are no wetlands or streams on the site. 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

Based on review of the Comp Plan and information from the Virginia Department of Historic Resources and the United States Department of the Interior, the Property does not include any cultural resources, including civil war era works or cemeteries. Additionally, the Property is not located in the County's Historic Overlay District.

The approximate limits of the Battle of Fredericksburg Historic District ("District") barely overlay the rear corner of proposed development site, as shown on the GDP. The portion of the District located on this site is contained within proposed open space Parcel A. No clearing or land disturbance is proposed for the portion of Parcel A located within the District.

3. Planning and Zoning

3.1 Zoning District and Ordinance

The Project Property is currently zoned Residential 1 (R-1) and Planned Development Housing 2 (PDH-2). The surrounding parcels are also zoned R-1 and PDH-2. The Property currently has access to water and sewer. Thus, by-right the Property could yield thirty (30) single family detached dwelling units.

3.2 Comprehensive Plan Analysis

The County's Comp Plan's Future Land Use Map classifies the Property as part of the "Low Density Residential" land use designation. The Low Density Residential Land Use category is intended to encourage single family attached and detached residences typical in a suburban area inside of the Primary Development Boundary ("PDB"), to be served by public water and sewer. Low density residential districts permit up to four (4) dwelling units per acre. The Applicant wishes to develop the property as an PDH-5 district, which allows five dwellings per acre. The Applicant's density is 4.156 units to the acre, as shown on the GDP, and as allowed under the applicable zoning district. Although the density of the Project is slightly higher than recommended under the Comp Plan, it is a good transition between uses, and it is located within the PDB which encourages greater density.

The proposed project furthers multiple objectives of the Comp Plan, including creating local jobs and being fiscally sustainable. Further, the Comp Plan encourages, and the project provides, a diverse and affordable housing mix, including a variety of housing types and sizes that meet the needs of citizens throughout all stages of life and income levels.

Further, the proposed age restricted use will have a lesser impact to county services, especially schools. In addition, the residents of this proposed project will typically not travel during peak am and pm travel hours (e.g. average age of resident living with age-restricted communities is typically of retirement age of 65 years or older), thus minimizing impacts to the immediate transportation corridors. Further, the proposed use will improve and offer an alternative housing stock in the immediate area.

This Project also addresses the following Guiding Principles and Policies as outlined in Chapter 1 of the Comp Plan:

- A. Spotsylvania County is a “business friendly” community and local job creation is a priority.
- B. 2. b. Active adult communities, with their diminished impact on County services, should be supported.
- C. 1. The County should support a diverse housing inventory, providing a mix of units that can accommodate housing needs for all stages of life. This would involve a range of housing from affordable units for young families just entering the housing market in the form of condominiums, townhouses, and small single family homes to larger homes, and active adult and assisted care facilities.

As noted above, the Comp Plan supports development that promotes job creation and benefits the economy. From an economic development perspective, the proposed rezoning 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 project will generate (onsite and offsite) positive net tax benefits exceeding \$230,684 on an annual basis at full build-out. Thus, the development will promote the County’s economic goals.

The Project also meets the following Residential Land Use Policies outlined in the Comp Plan:

2. Residential uses within the Primary Development Boundary should provide inter- and intra-development pedestrian paths to link adjoining subdivisions and form a cohesive residential area and alternative transportation and recreational opportunities.

Project will provide a pedestrian sidewalk along Mine Road, as shown on the GDP.

3. Residential infill development should maintain the neighborhood character established by the existing subdivisions.

Project will include 77 age-restricted single family attached units, which will be a new and enhanced housing stock to this area.

8. Promote the provision of a diverse housing mix by encouraging a range of housing sizes and types that meet the needs of citizens at all income levels throughout all stages of life.

Project will include 77 age-restricted single family attached units, which will be a new and enhanced housing stock to this area.

For purposes of the above and this application, the proposed Project: (i) is already compatible with the existing uses in the area, providing a good transition; (ii) will enhance the area's housing stock while maintaining the area's character; and (iii) as noted is fiscally positive and will help support the retail and commercial businesses in the area. Further, the development intends to mitigate the impact on existing residences by the use of appropriate buffering, as well as scenic buffering within the open space areas along some of the property lines.

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 and PDH-2 to PDH-5 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. The Project aligns with the County's transportation goals, as it will not further degrade the current transportation level of services.

The County's Thoroughfare Plan includes the Mine Road project, which will widen the road to a four-lane divided road from Jefferson Davis Highway to Lansdowne Road. The Project will improve Mine Road in this area and will add approximately 0.4641 acres of new dedicated right of way along Mine Road, plus additional offsite right of way area across Mine Road. The Applicant is also proposing to install left and right turn lanes with tapers, as shown on the GDP, to properly accommodate the Project, as well as any potential future traffic at this intersection. Roads constructed within the project will be private and the expected daily trips will not degrade the level of services at applicable intersections.

The Applicant's proposal to develop a new, more modern age-restricted single-family attached home stock to this location is in line with the Comp Plan, as it will promote a more diverse housing inventory in this area. In addition, the proposed use will also allow aging adults within the County and immediate area to downsize their current residences, and remain in the County or area, thus allowing them to remain close to family members, services and their communities. Thus, we believe the Comp Plan's future land use policies support the proposed use of single family attached residential dwellings 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 October 31, 2019. Additionally, Applicant and its representatives hosted a Community Meeting for the Project on December 9, 2019 at Fredericksburg Academy to introduce and discuss the project with surrounding property owners. We addressed questions from members of our community and Exhibit D attached hereto provides a list of attendees.

4. Construction

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

Construction is anticipated to begin in the fall of 2021 and we believe all lots will be constructed within three years, subject to market conditions. The Project will be developed in two sections, all as shown on the GDP. Market demand will dictate the timing of those two sections.

4.1 Site Preparation

The Property has four existing dwellings, three of which will be removed prior to construction. One dwelling unit will remain and be located on “Revised TM 36-A-117A” as shown on the GDP. A new dwelling unit will be built to replace one of the removed units and be located on “Revised TM 36-A-117” as shown on the GDP. The rest of the site is currently undeveloped, but has been subject to previous land disturbance. Construction of the Project would begin with initial clearing and grading (if required). Access to the Project site would be improved to appropriate construction standards. Road corridors would be surveyed, cleared, and graded to bring equipment, materials, and workers to the areas under construction. Buried electrical lines, and the locations of other facilities may be flagged and staked to guide construction activities. BMPs for stormwater and erosion control would be installed during the site preparation phase and prior to significant grading activities.

4.2 Construction Workforce

Our 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 174 new jobs during the construction phase, and \$6,913,518 in new labor income.

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 1.5 miles northwest 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 fire and rescue facilities.

5.2 *Schools*

The Property is located in the Spotswood Elementary, Battlefield Middle and Massaponax High school districts. The proposed rezoning will not impact schools as no school aged children may reside within the SFA Units of the Project, and the two single-family detached units will only generate 1.14 school children. Therefore, this Project will actually reduce school children by sixteen (16) pupils from the by-right use and no cash proffers will be offered.

5.3 *Parks, Buffers and Open Space*

Approximately 60% of the Property will be maintained as open space. The open space will be used for natural areas, active and passive recreational amenities and stormwater facilities. The open space areas will provide scenic buffering along many of the property lines, as depicted on the GDP. As detailed on the attached proffer statement, cash proffers will offset any additional impacts the project may have on park 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 8” gravity sewer line that serves the neighboring Artillery Ridge development and the existing 12” water main located along Mine Road, as shown on the GDP. These utility lines will be extended throughout the proposed development.

5.5 *Transportation*

The Property abuts Mine Road, which is a two (2) lane public road classified as a major collector road. Access to the Property will be provided from Mine Road. Roads constructed within the project will be private. Applicant will provide both a left turn lane and a right turn lane on Mine Road at the proposed entrance to the subdivision. In accordance with the Comp Plan, Applicant will also dedicate right-of-way along Mine Road for a total right-of-way width of 125’, as shown on the GDP.

The project will generate 292 VPD of overall trips on a daily basis, including 15 during a.m. peak hours and 20 during p.m. peak hours. As shown below, this Project will be a reduction in traffic versus the by-right use:

	<u>Daily VPD</u>	<u>AM Peak Hour</u>	<u>PM peak hour</u>
Current Zoning	310	23	31

Afton Villas	285	15	20
% Reduction	8%	35%	35%

A VDOT 527 analysis was not required for this project because the trip generation potential was below 5,000 daily trips.

6. Housing

The project will enhance the County’s stock of new, single family attached dwelling units in this area of the County. Also, as noted above this will provide a new diversity of housing stock to the immediate area. With an anticipated average sales price of \$290,000 to \$310,000 per unit, 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 three to four 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 C). 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 new homes at the site, the total real property tax resulting from the project is estimated to be about \$164,728 annually in current dollars. In addition, the personal property tax resulting from the project is estimated to be \$96,048 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 \$270,086 each year in current dollars.

In addition to the on-site fiscal impact, the project is estimated to generate \$50,611 in taxes off-site for the County annually after build-out and occupancy. As mentioned above, the Project would generate approximately 174 new jobs during the construction phase, resulting in about \$6,913,518 in employee income.

The project is expected to result in 77 new households with an estimated 2.0 persons per household for a total of 154 people, with no school pupils. The total annual tax-supported cost of the project is estimated to be \$90,014 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 this project will generate annually a net revenue surplus (onsite and offsite) after full build-out of \$230,684 in current dollars.

EXHIBIT A

Generalized Development Plan

EXHIBIT B

Proffer Analysis

EXHIBIT C

Fiscal Impact Analysis

EXHIBIT D

List of community meeting attendees

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