



Thornburg Village

Mixed- Use
Rezoning

Applicant: Lid, LLC & IWG Thornburg, LLC

Property: Spotsylvania County Tax Parcels 63-12-C, 63-12-D, 63-12-E, 63-A-27, 63-A-32, 63-A-33, and 63-A-37

Address: 6306 & 6242 Jefferson Davis Hwy
and 5624 & 5630 Morris Road

±98.3 acres located in the
Berkeley Voting District
October 19, 2020

PROPOSAL

The Applicant proposes to rezone seven (7) parcels totaling approximately 98.3 acres of land from A-2, Agricultural 2 District, and C-3, Commercial 3 Highway District to Commercial 3, C-3, Highway District and Planned Development Housing, PDH-5, District, to allow for a mixed-use development near the intersection of Jefferson Davis Highway (Route 1) and Morris Road. The Zoning Ordinance Section 23-19.1 states that the purpose of the C-3 zoning district is to provide areas of general commercial activity to meet local and regional needs. 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, as stated in Zoning Ordinance Section 23-6.12.1. The Planned Development Housing district regulations are designed to promote balanced developments of mixed housing types, to promote high standards in the layout, design, and construction of residential development, and, to promote the efficient use of open space.

The Property is located in the area of the County known as Thornburg. Thornburg is generally located at the intersection of Jefferson Davis Hwy (Route. 1) and Route 606, which is named Morris Road west of Route 1 and Mudd Tavern Road east of Route 1. The Property is located west of Route 1, approximately 850 feet south of the intersection of Route 1 and Morris Road.

The proposal is for a mixed-use development consisting of approximately 84,000 to 128,000 square feet of nonresidential use that include retail, and employment uses that are supportive of the proposed residential area and the surrounding community., 212 single family attached residential units, and 162 single family detached residential units, as shown on the GDP. Approximately 14.5 acres, primarily along the Route 1 frontage, are proposed to be rezoned to C-3, Commercial 3 Highway District to accommodate the proposed commercial, retail, and employment uses. The rest of the property, approximately 83.7 acres, is proposed to be rezoned to Planned Development Housing, PDH to accommodate the single family attached and single family detached homes proposed. The PDH district encourages the use of mixed housing types and the PDH-5 subdistrict limits the overall density to 5 dwelling units per acre. The proposed development has a density of 4.6 dwelling units per acre. The GDP reflects approximately 38% open space, 3% more than the requirement of 35% open space in the PDH-5 subdistrict.

Establishing an implementable land use plan for the subject property requires careful consideration of the Comprehensive Plan, Land Use goal that is mapped for the area, providing transitions between the most recently developed residential and commercial properties that abut the property, and respecting the historical crossroads that formed Thornburg. The subject proposal meets these goals, first by building on the existing identity “Thornburg.” Thornburg already has an identity with a “sense of place” that should be the foundation of the expanding community. The GDP addresses the need for transitions between existing single-family detached units to the north and west of the proposed community, and the existing commercial retail uses located to the east and south. In addition to respecting the existing residential and nonresidential in the area, the proposal will provide housing at several price points, which will complement the mixed-use character of the community overall.

This application includes a General Development Plan that describes the physical constraints of the property, the proposed layout of the streets, interconnections to the abutting community, locations of the variety of uses proposed, and areas of the property that are environmentally sensitive that are being preserved. Additional studies include:

- Fiscal Impact Analysis titled Thornburg Mini Town Center prepared by MuniCap Incorporated, dated August 12, 2020 (Exhibit A)
- Proffer Justification titled Thornburg Mini Town Center, prepared by MuniCap Incorporated, dated August 12, 2020 (Exhibit B)
- Traffic Impact Analysis titled Thornburg Mixed-Use Center prepared by Ramey Kemp and Associates dated September 21, 2020 (Exhibit C)

Along with this narrative, all of the elements of the application package provide a comprehensive and detailed description of the proposal and demonstrate that the applicant's attention to offering a development proposal that will benefit the residents of the county.

COMPREHENSIVE PLAN FUTURE LAND USE

The Comprehensive Plan establishes a Primary Development Boundary (PDB) where development is encouraged through the provision of public water and sewer. The Comprehensive Plan states that land within the PDB is intended to develop with higher residential densities and more intensive non-residential uses than those outside of the boundary. The Property is located within the PDB, supporting the proposed density and the Property's utilization of public utilities.

The Comprehensive Plan's Future Land Use Map classifies the Property as including both Employment Center and Commercial designation. The majority of the property proposed for rezoning is designated Employment Center. The Employment Center Land Use category is intended to be the primary location for new Class A offices, office campuses, a balance of light industrial and heavy industrial uses, and distribution centers. The contiguous area of this Employment Center Land Use designation is over 4,000 acres and it extends almost five miles along the Rte. 1 and I-95 corridors, from Massaponax High School to the southern border of the county.

The Employment Center is described in the Comprehensive Plan as being "the economic driver for the County in the future." However, non-residential uses, both Employment and Commercial in general, are undergoing a radical transformation as a result of technological advances. The amount of land and building area once needed for the conduct of business and commerce has been continually shrinking for the past decade. Transactions and research can now be conducted as easily on a desktop from home, or on a mobile device in a coffee shop, or in shared work space centers as in a dedicated office space. The trend away from centralized employment locations has been accelerated by the COVID 19 pandemic. Some sources estimate that business and personal use of technology advanced to 5 years in the first half of 2020. This trend has greatly diminished the demand for office and employment campus locations. Electronic data storage has made accessing files from locations remote from traditional employment destinations eliminated the dependency on "hard copy" files. have greatly reduced the building areas

needed for record keeping. Consumer demand for restaurants, entertainment, and recreational uses that provide “experiences” has replaced the past commercial paradigm for large retail display areas in commercial buildings. Medical services have also become less centralized and are increasingly choosing locations near their clients like shopping centers and in areas previously consider retail destinations, and food and retail businesses previously found in the retail centers are increasingly conducting a large percentage of their businesses on-line with direct delivery to the customer.

The area designated for the Employment Center land use in this area appears to exceed demand for all types of office, and industrial uses that are encouraged within the land use category. Transitions between the broad range of uses permitted in the category could complicate future growth and would certainly negatively impact the identity of Thornburg. For example, an industrial use such as distribution center would overwhelm the existing commercial uses clustered at the crossroads and redefine the character of the area. Therefore, Thornburg Village proposes extending the traditional pattern of commercial use and services located at the crossroads, with residential uses clustered near the commercial core formed at the intersection. This provides a mix of uses in which residential and commercial complement one another. Adding residential in the manner proposed will increase the viability of the existing commercial uses and create opportunities for new commercial uses that create jobs without changing the character of Thornburg. Addition, the new residential area will provide a better transition to the existing adjoining residential community.

The Commercial Land Use category is intended to have a variety of retail and office uses such as shopping centers, restaurants, and medical facilities. The majority of Spotsylvania County’s existing commercial developments are located along the Route 1 corridor., The area proposed to provide commercial uses in Thornburg Village within a C-3, Commercial Highway District is consistent with the land use plan designations and existing uses in the corridor.

PROPOSED LAND USE

The subject property is currently zoned C-3, Commercial and A-2, Agricultural and is proposed to be rezoned to C-3, Commercial and Planned Development Housing, PDH-5. The property is made up of seven parcels which collectively has approximately 680 feet of frontage on Jefferson Davis Highway (Route 1) and approximately 340 feet of frontage on Morris Road. The property is currently undeveloped; however under the existing zoning, it could yield eleven (11) single family detached dwelling units by-right. There is an existing structure on TM 63-A-27 that will be removed prior to development. The proposal is for a mixed-use development consisting of 212 single family attached units, 162 single family detached units, approximately 84,000 square feet of commercial/retail space, and 128,000 square feet of employment center, as generally depicted on the GDP. There is a market in this area for new single family attached and detached housing.

The Property is located west of Route 1, approximately 850 feet south of the intersection of Route 1 and Morris Road. The Property abuts commercial uses including a shopping center and multiple motor vehicle affiliated uses (tractor trailer training center, repair shop, auto mall) to the northeast and southeast. The Property abuts the existing residential Taverneer subdivision to the northwest.

The maximum number of dwelling units allowed with the proposed zoning of PDH-5 is 418 lots. The Applicant is proposing to develop 374 lots, with a density of 4.6 dwelling units per acre.

Access to the Property will be provided from two proposed entrances, one proposed full access intersection on Jefferson Davis Highway and one existing right-in/right-out driveway on Morris Road at Taverner Lane. All buffers, landscaping, and setbacks will be as generally provided on the GDP and will conform to the applicable Zoning Ordinance requirements for the PDH district. Approximately 38% of the Property will be maintained as open space. The open space will be used for stormwater management facilities and natural areas.

COMMUNITY DESIGN

The proposed mixed-use development is designed and laid out to serve as a transition between existing commercial and residential uses along the growing development corridor of Jefferson Davis Highway (Route 1). The commercial uses are situated appropriately at the front of the proposed development closest to Route 1. The residential uses transition from the commercial corridor toward the existing single-family detached homes on Taverner Lane. Screening areas and preservation of existing vegetation are proposed throughout the community to transition between the residential and commercial uses. The open space areas will provide buffering along property lines. The residential portion has intentional open space and park areas. Sidewalks are proposed throughout the development to allow for pedestrian connectivity from the homes to the common amenity areas, planned employment center, and proposed commercial uses.

CULTURAL RESOURCES

Based on review of the Comprehensive Plan and information from the Virginia Department of Historic Resources and the United States Department of the Interior, the Property does not have any cultural resources, including cemeteries. Additionally, the Property is not located in the County's Historic Overlay District.

ECONOMIC DEVELOPMENT AND FISCAL IMPACT ANALYSIS

A Fiscal Impact Analysis was prepared by MuniCap titled "Thornburg Mini Town Center" dated August 12, 2020 (Exhibit A). The proposed development is estimated to generate approximately \$893,445 annually and \$39,093,246 over the next 30 years.

PUBLIC SERVICES

Level of service impacts on Schools, Public Safety, and Recreation are addressed in the attached analysis prepared by MuniCap, Inc. entitled "Thornburg Mixed-Use Development Spotsylvania County, Virginia – Proffer Justification Narrative" (Exhibit B). These impacts can be addressed through voluntary monetary contributions pursuant to 15-2-2303.4 of the Code of Virginia. The total number and mix of SFD and SFA, and the mix of nonresidential uses were adjusted slightly during the finalization of the GDP. Final adjustments to the data will be provided as the application progresses through the review process.

FIRE & RESCUE

Fire and Rescue Station 8, located approximately one mile from this site, will address emergency service required to support the community. A per unit monetary contribution is being proffered as part of

this application to offset estimated public service impact, as found appropriate in the Fiscal Impact Analysis provided with this rezoning application.

In addition, a countywide Fire Training & Logistics Center is shown in the Capital Improvement Plan (“CIP”) and includes an allocation on a per capita basis. As detailed in the FIA included with this application, cash proffers totaling \$5,308 are proposed to go toward the Fire Training & Logistics Center.

SCHOOLS

The Property is located in the Riverview Elementary, Thornburg Middle and Post Oak Middle (split districts) and Spotsylvania High school districts. The projected school students that will be located at the development do not exceed existing enrollment capacities and do not represent an additional need for Spotsylvania County Public Schools facilities

PARKS & OPEN SPACE

Approximately 38% of the Property will be maintained as open space. The open space will be used for stormwater management facilities, buffering, community open space, and passive recreation. The Fiscal Year 2021 Capital Improvement Plan does not include any allocation of costs to Parks and Recreation. As such, no impacts to Public Parks Facilities have been calculated.

WATER AND SEWER

The Property is within the Primary Development Boundary and will be serviced by public water and sewer.

ENVIRONMENT

The Property is currently undeveloped and wetlands have been identified and mapped and are shown on Sheets 4 and 5 of the GDP. Much of the existing wetlands are being preserved as part of the 38% open space. There is an existing stream located in the southeast corner of the Property with a Resource Protection Area (RPA) boundary. The project’s design will minimize the impact to the natural topography and vegetation located on the Property. Stormwater management, including Best Management Practices, will be provided as a part of the site development for each user, as shown on the GDP.

HOUSING

The proposed development will meet a need in this area of the County. The homes will provide a new diversity of housing type to the immediate area and the proposal meets market expectations for this area of the County. Further, the projected value for units should enhance surrounding property values.

TRANSPORTATION

A Traffic Impact Analysis (“TIA”) was prepared by Ramey Kemp & Associates, Inc. and is included with this application as Exhibit C. The total number and mix of SFD and SFA, and the mix of nonresidential uses were adjusted slightly during the finalization of the GDP. Final adjustments to the

data will be provided as the application progresses through the review process. The project will generate 5,719 vehicle trips daily. After internal capture rate and pass-by trip rates were considered, the net new external vehicle trips per day is 2,974, including 283 trips during AM peak hours, and 293 trips during PM peak hours.

The Property abuts Jefferson Davis Highway (Route 1) and Morris Road. Access to the Property will be provided from two entrances, one proposed full access intersection on Jefferson Davis Highway and one existing right-in/right-out driveway on Morris Road at Taverner Lane. The Property is planned to be well connected for both vehicular and pedestrian traffic to the existing infrastructure and surrounding uses. Roads constructed within the project will be both public and private. The private roads will be maintained by the homeowner's association. Sidewalks are proposed throughout the site to facilitate pedestrian connectivity from the residences to the commercial, retail, and employment uses. A future interparcel connection is proposed to TM 63-12-B1 and 63-12-B2 to allow for access if and when that property is developed. Two interparcel connections are also proposed from Taverner Lane which will allow the residents of the existing community direct access onto Route 1.

COMMUNITY MEETING

Pursuant to County requirements, the Applicant and its representatives held a community meeting on April 24, 2019 at Dominion Raceway to introduce and discuss the project with surrounding property owners. We addressed several questions from members of our community and believe the meeting went well. Exhibit D attached hereto provides a copy of the community meeting notice that was sent to the surrounding property owners.