

GENERALIZED DEVELOPMENT PLAN NARRATIVE

Applicant/Owner: Thornburg, LLC (“Applicant”)
107 Juliad Court
Fredericksburg, VA 22406

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Project Name: “Thornburg Commons” (“Project”)

Property: Spotsylvania County Tax Parcels 63-A-35 & 63-A-35C, consisting of approximately 59.21 acres (collectively, the “Property”)

GDP: Generalized Development Plan, titled “Thornburg Commons – Generalized Development Plan – Tax Maps 63-A-35 and 63-A-35C” prepared by The Kniseley Group, Inc., dated September 1, 2020, attached as **Exhibit A** (“GDP”)

Rezoning Request: From A-2 to PDH-5

Date: October __, 2020

File No.: R20-_____

1. Project Overview

The Applicant proposes rezoning the Property from the Agricultural 2 District (“A-2”) to the Planned Development Housing District (“PDH-5”) in order to construct a residential development composed of single-family detached and single-family attached dwelling units. Section 23-6.12.1 of the Spotsylvania County (“County”) Zoning Ordinance (“Code”) states that the purpose of the PDH zoning district is to “encourage innovative and creative design in the development of land for residential and other selected secondary uses.” The PDH-5 district is 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 that 35% of the gross area be provided as open space.

The purpose of the proposed rezoning is to allow a residential development consisting of 157 single-family detached and 62 single-family attached dwelling units, all as shown on the GDP. The PDH-5 includes both single-family detached and single-family attached dwelling units as

permitted uses under Code § 23-6.12.2. The proposed development has a density of 3.7 dwelling units per acre, which is below the maximum density for the PDH-5 sub-district of five (5) dwelling units per acre. The GDP reflects approximately 23.51 acres of open space, which accounts for 39.7% 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, stormwater facilities, and active and passive recreation including a 2.5 acre multi-use community park and play field, one multi-age group tot lot located within the townhouse area, a 0.50 acre dog park with picnic shelter, a community garden with 5-foot asphalt trail, and 8-foot wood chip nature trail .

The Applicant has also submitted with this application a Voluntary Proffer Statement (“Proffer Statement”), as provided more particularly in the application.

As a general description of the Project, we have enclosed illustrative renderings, attached as **Exhibit B**, which depict the proposed general architectural design, features, and materials for the Project (“Renderings”).

As described in more detail below under Section 3 of this narrative, the Applicant’s proposal conforms to the policies established by Spotsylvania County’s Comprehensive Plan dated November 14, 2013, as last updated May 22, 2018 (the “Comp Plan”). Further, 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., titled “Thornburg Commons, Spotsylvania, VA - SB 549 Proffer Analysis,” dated September 4, 2020, attached and marked as **Exhibit C** (“Proffer Analysis”).

Because the Project is only 219 units, a VDOT 527 transportation impact analysis is not required. However, the Applicant did conduct a County traffic impact analysis, which was prepared by Ramey Kemp Associates, dated September 9, 2020, and titled “Thornburg Commons – Revised Traffic Impact Analysis (TIA),” (“TIA”), attached as **Exhibit D**, and described in more detail below.

In addition, MuniCap, Inc. performed a fiscal impact analysis of the project. The analysis, dated September 4, 2020, is titled “Thornburg Commons, Spotsylvania County, VA – Fiscal Impact Analysis,” (“FIA”) and attached and marked as **Exhibit E**, 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 over \$215,000 on an annual basis, totaling \$8,496,551 over a thirty (30) year period.

2. Project Location

The Property consists of two (2) parcels, totaling approximately 59.21 acres of land. The Property is situated in the Berkeley voting and magisterial districts, and is located on the south side of Morris Road west of Taverneer Subdivision and west of U.S. Route 1, within the Chesapeake Bay Preservation Area Overlay District. The Property is bordered on the north by Morris Road. Across Morris Road are residential properties zoned A-2. To the west is an

excavating business, zoned A-2, farmland and residential development. To the east of the Property is the Taverneer Subdivision, zoned A-2 and Taverneer Lane. To the south is Blue Star Lane and beyond that, vacant property zoned A-2.

The Applicant's proposal is compatible with existing and future intended uses in the area and will enhance the area's housing stock while maintaining the area's character. Additionally, the Applicant's proposal is in line with the purpose of the PDH-5 district which is to provide low-density detached, single family dwelling units at a density of 5 units or less per acre.

2.1 Site Access

Primary access to the Project site will be provided by one full movement driveway on Morris Road, and one stub-out to the adjacent parcel to the west, all in accordance with the GDP. 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 ECS Limited, there are no wetlands or resource protected areas 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 a 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 contain any cultural resources, including civil war era works or cemeteries. Additionally, the Property is not located in the County's Historic Overlay District.

3. Planning and Zoning

3.1 Zoning District and Ordinance

The Property is currently zoned A-2. Surrounding parcels are also zoned A-2. The Property currently has access to public water and sewer. All buffers, landscaping, and setbacks will be as generally provided on the GDP and will conform to the applicable zoning ordinance requirements. By-right, the Property could yield 29 residential dwelling units.

3.2 Comprehensive Plan Analysis

3.2.1 The Property's location and future land use classification support approval of the Project.

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 as a place where residents can live, work, shop, and play by providing 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 traditional neighborhoods and higher-density residential. Because the Property's future land use is anticipated for mixed land use purposes, the proposed 219 new homes fulfills the County's objectives for the area's future development.

3.2.2 Project's location within Primary Development Boundary supports approval of rezoning.

Not only has the Property been designated for future mixed land use—which includes residential neighborhoods like the proposed Project—but the Property also lies within the County's Primary Development Boundary, which additionally supports approval of the Project. The County has established the PDB for purposes of directing the timing and location of new development within a defined area in which public water and sewer will be provided. Land within the PDB is intended to develop with higher residential densities and more intensive non-residential uses than outside the boundary. The Property's location within the PDB accords with the County's goal of situating new development at a higher intensity within this boundary. Additionally, the Project's use of public utilities further satisfies the County's goal for location of new development. Therefore, both the Property's location and use of public utilities supports the proposed use and density.

3.2.3 The Project should be approved because it satisfies multiple overarching Comp Plan development goals.

Finally, not only is the Property situated in the PDB, but the proposed use satisfies multiple overarching Comp Plan goals for future development, further providing support for approval of the Project. Specifically, the Comp Plan states that (1) the County is a business friendly community and that local job creation is a priority; (2) the County strives to be fiscally sustainable; and (3) the County is family friendly and encourages mixed use communities.

3.2.3.1 Spotsylvania County is a "business friendly" community and local job creation is a priority.

The Project furthers the County's goal of promoting business in the community by creating which will add approximately 31 jobs to the local economy and generate over \$800,000 in wages, thereby achieving the County's goal of job creation. The Comp Plan supports development that promotes job creation and benefits the economy. Further, the County generally expects development to demonstrate that it will not have a significant impact on the existing infrastructure or resources. Not only is the Project expected to have minimal impact on existing resources, but it will generate positive tax revenues both onsite and offsite.

3.2.3.2 Spotsylvania County is fiscally sustainable.

The County strives to be fiscally sustainable, and as part of that goal, aims to achieve a 70/30 mix of residential to commercial and industrial development. As part of achieving fiscal sustainability, the County requires developments seeking increased residential density to address impacts specifically attributable to the proposed development and provide sufficient information to fully evaluate its impacts. Not only will the Project add 219 new homes to the County's housing stock in furtherance of the County's residential goals, but it will also help the County achieve its fiscal goals by creating over \$217,000 in annual revenue, and any impacts to County resources and infrastructure will be offset by cash proffers and improvements, as detailed in the Applicant's Proffer Analysis.

3.2.3.3. Spotsylvania County is a family-friendly community.

As part of its family-friendly objective, the County anticipates that new development should support mixed use communities with varied housing types, civic buildings, shops, and active and passive recreation opportunities.

The Project satisfies this objective by its location in an area planned for future mixed use development and its addition of 219 new homes to the area. The new single-family attached and detached homes with a variety of community based amenities will attract new families to the area and help create the mixed-use community envisioned by the County while helping the County achieve its goal of a 70/30 mix of residential to commercial and industrial development.

In sum, the Project aligns with the County's overarching development goals both by adding to the County's stock of diverse housing while creating a significant number of new jobs and generating tax revenue for the County.

3.2.4 Project meets multiple Mixed Land Use policies.

Not only does the Project satisfy the Comp Plan's overarching objectives, but it also meets multiple goals for the development of mixed land use identified in the Comp Plan. Specifically, the Project meets the following Mixed Land Use policies:

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

The proposed Project provides ample buffering and open space between the new development and the existing developments as shown on the GDP. In this regard, a 50-foot wide road frontage buffer is provided across the Morris Road frontage in accordance with current county standards. Although no buffering is required by county standard between single-family detached developments, the Project provides a 25-foot wide open space area along the perimeter of the property to the east, south and west to provide additional separation between existing and proposed dwellings.

3.2.4.2 Vehicular and pedestrian connections should be made to adjoining developments at appropriate locations, including at existing interparcel access points.

There is an interparcel connection shown from Community Drive to Parcel 63-A-35A and there is not an interparcel connection required to the Taverner subdivision. In addition, the residents of Taverner desire we not connect to this development.

3.2.4.3 A grid pattern of connected streets should be supported. Cul-de-sacs should be discouraged and only employed in rare instances.

The Project is largely laid out in a grid pattern, with a minimal number of cul-de-sacs, thereby conforming to this policy of creating connected streets.

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

The Project supplies plenty of open space in a pedestrian-friendly neighborhood. In addition to the many amenities described in Sections 1 and 5.3, the Project includes sidewalks throughout, as well as a shared use path along Morris Road, all of which aligns with the County's goals for providing open space and pedestrian accommodations.

3.2.4.5 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's development of both single-family detached and attached housing meets the County's goal of supporting a diverse housing mix that meets the needs of citizens throughout all stages of life and income levels. The housing mix of townhomes and single family detached will be attractive to both first time and new homebuyers, including seniors. The home price ranges are estimated to be \$260,000 to \$400,000.

3.2.4.6 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 includes approximately 40% of open space (which exceeds the zoning district minimum) and satisfies this policy by providing numerous quality open spaces throughout the development, including a dog park, multi-use community park and play field, community garden, wood chip nature trail, tot lot, shared use path, and asphalt trail.

3.2.5 Project meets Comp Plans transportation goals.

The Project also aligns with the County's transportation goals, as it will not further degrade the current transportation levels of service ("LOS") and the expected daily trips will not degrade the LOS at applicable intersections. Where the Project will impact traffic, improvements have been recommended in order to mitigate the effect.

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 LOS on

public roads; and (2) ensuring that new development does not degrade LOS and mitigates its impact on the transportation network through ensuring connections within and between developments that offer alternative routing of traffic. As demonstrated below, the Project satisfies both of these policies.

As noted above, the Applicant performed a TIA, which evaluated the following intersections:

1. U.S. Route 1 at Morris Road/Mudd Tavern Road
2. Morris Road at Taverneer Lane/Private Driveway
3. Morris Road at Proposed North Site Driveway

The TIA was performed in order to assess transportation impacts of the proposed site as well as background traffic. Recommendations have been given to accommodate these impacts. The analysis documented here indicates that with the recommended improvements in place, the proposed site is not expected to have an adverse effect on transportation capacity and mobility in the study area. Specifically, none of the evaluated intersections will experience degradation to current LOS at buildout. Minimal delays for left-turn movement (less than 25 seconds) are expected to occur at the Morris Road at Taverneer Lane/Private Driveway during AM peak hours, and moderate delays (between 25 and 50 seconds) during the PM peak hour, with queue lengths less than one vehicle. Capacity analysis for the Morris Road at Proposed North Site Driveway indicates that the minor left-turn movement is projected to have minimal delays (less than 25 seconds) during the AM peak hour and moderate delays (between 25 and 50 seconds) in the PM peak hour.

Based on the trip generation potential of the site, the TIA recommends construction of a site driveway with one ingress and two egress lanes at Morris Road at the Proposed North Site Driveway, as well as one westbound left-turn lane on Morris Road with 200 feet of storage.

Based on the TIA findings and analysis of the Comp Plan, the proposed Project will have minimal impacts on transportation and meets the Comp Plan's transportation goals by maintaining acceptable LOS while mitigating any adverse traffic impacts.

In addition, there is a VDOT/County smart scale project that will significantly improve the Morris Road corridor, to include the expansion of lanes from two to four and traffic control measures such as roundabouts.

3.3 *Community Notice*

As part of the Rezoning Application process, the Applicant reached out to property owners (total of 285) residing within 3,000 feet of the proposed Project site. Given the Covid-19 restrictions, the Applicant was unable to schedule an in-person community meeting, but instead provided both electronic and telephonic communication opportunities to said residents so they could express their concerns or comments. The Applicant included County staff in email responses to those citizens. There were a total of three responses from citizens who were concerned about bringing in townhomes to the area as well as privacy issues.

4. Construction

Applicant anticipates close collaboration with the 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 the County and regulatory agencies.

Construction is anticipated to begin within 24 months of any rezoning approval. Applicant anticipates that all lots will be constructed within 5-7 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 currently has an unoccupied farmhouse and barn onsite, which will be removed during the initial phase of clearing and grading. Access to the Project site will be improved to appropriate construction standards. Road corridors will 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

The Applicant’s goal is to retain local onsite 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 706 new jobs during the construction phase, and \$28,324,645 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 8, located approximately 0.7 miles from the 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 Riverview Elementary, Post Oak Middle and Spotsylvania 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's student generation factors for each of the school types, the Project's 157 single-family detached and 62 single-family attached units will generate a net of 109.193 school-age children above the by-right 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 are offered for school facilities.

5.3 *Parks, Buffers, and Open Space*

The Project will include 23.51 acres, or 39.7%, open space. The open space will provide buffering along many of the property lines.

Portions of the Property will be maintained as open space. The open space will be used for active and passive recreational amenities, including a dog park, multi-use community park and play field, community garden, wood chip nature trail, tot lot, shared use path, asphalt trail, and stormwater facilities, all as shown on the GDP. 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 is located within the Primary Development Boundary, with access to water and sewer facilities. The Property will be serviced by a 8" domestic water line, which will tie in to the existing water service within the existing Morris Road right of way adjacent to the right turn lane into Taverneer Lane, and by a 8" sewer main located across Morris Road to the north and also located within the existing Morris Road right-of-way, both as shown on the GDP.

5.5 *Transportation*

The Property is located on the south side of Morris Road and west of U.S. Route 1. U.S. Route 1 is a four-lane Principal Arterial and Morris Road is a two-lane Minor Arterial. Access to the Property will be provided from Morris Road and from one stub-out to the adjacent parcel to the west of the Project.

The Project will generate 1,914 daily vehicle trips, including 138 vehicle trips during the AM peak hour and 185 vehicle trips during the PM peak hour. These figures do not include the trip generation potential of the adjacent parcel to the west. The TIA does include the adjacent parcel projections in the study. Based on a discussion with the County and VDOT, 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 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 \$260,000 to \$400,000 per unit, the proposal meets market expectations for this area of the County. Further, the projected value for units should enhance surrounding property values. Applicant anticipates that all lots will be developed within 5-7 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 E). 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 219 new homes at the site, the total real property tax resulting from the Project is estimated to be about \$599,783 annually in current dollars. In addition, the personal property tax resulting from the project is estimated to be \$279,166 annually in current dollars. The sum of all of the onsite tax revenues expected to flow to the County from the Project annually after build-out is over \$907,126 each year in current dollars.

In addition to the onsite fiscal impact, the Project is estimated to generate \$201,972 in offsite taxes for the County annually after build-out and occupancy. As mentioned above, the Project would generate approximately 706 new jobs during the construction phase, resulting in about \$28,324,645 in employee earnings.

The Project is expected to result in 219 new households with an estimated 3.04 persons per single-family detached household and an estimated 2.41 persons per single-family detached household for a total of 627 people, with 134.5 school pupils. The total annual tax-supported cost of the Project is estimated to be \$892,083 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 \$217,015 in current dollars.

Draft – 10/16/20

EXHIBIT A

Generalized Development Plan

Draft – 10/16/20

EXHIBIT B

Renderings

Draft – 10/16/20

EXHIBIT C

Proffer Analysis

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EXHIBIT D

Traffic Impact Analysis

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EXHIBIT E

Fiscal Impact Analysis

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