

**GENERALIZED DEVELOPMENT PLAN - NARRATIVE**

Applicant: Jarrell Properties, Inc. (“*Applicant*”)  
1005 Sophia St., Fredericksburg, VA 22401

Agent: James E. Jarrell IV, of Jarrell Properties Inc.

Owner: Thomas Taylor, Pamela Taylor, and the remaining Heirs of the Isaac Taylor Estate by Cassandra J. Terrell as Power of Attorney (“Owners”)

Project Name: “Germanna Terrace”

Property: Spotsylvania County Tax Parcel # 36 – A – 15, consisting of approximately 39.229 acres. (the “*Property*”)

Date: February 16, 2021

GDP: Generalized Development Plan, entitled “Germanna Terrace”, prepared by Monteverde Engineering & Design Studio, dated February 16, 2021, attached hereto as Exhibit A (“*GDP*”)

Rezoning Request: From C-3 & R-2 to R-12

Rezoning File No.: R21 - \_\_\_\_\_

**1. Project Overview**

The Applicant proposes rezoning the Property from the Residential 2 District (“R-2”) and Commercial Highway (“C-3”) to the Residential 12 District (“R-12”). Section 23-6.10.1, of the County’s Zoning Ordinance, states that the purpose of the R-12 zoning district is to “provide for multi-family dwelling units at a density not to exceed twelve (12) dwelling units per acre.” The project is called Germanna Terrace.

The purpose of the proposed rezoning is to allow a development consisting of eighty-six (86) single-family attached dwelling units and three hundred twenty (320) multi-family dwelling units, as generally shown on the GDP. The proposed residential development has a density of 10.85 dwelling units per acre. The GDP reflects more than 54% of the assemblage as total open space, which far exceeds the 25% open space minimum per lot required for the R-12 district. 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 3.2 of this narrative, the Applicant’s proposal conforms to the policies established by the County’s Comprehensive Plan adopted November 14, 2013, as updated June 14, 2016 & May 22, 2018 (the “*Comp Plan*”). Along with its consistencies, the Terrace will result in the expected impacts on public facilities and services. These impacts will be calculated and offset through improvements and cash proffers. In this regard, we have included with this application the following studies and reports:

(1) A Fiscal Impact Analysis for the project, which was prepared by MuniCap, Inc.. The FIA dated

February 16, 2021 and entitled “Germanna Terrace Spotsylvania County, VA Fiscal Impact Analysis”, is attached hereto and marked as Exhibit B, and included with this application. (“*FIA*”) The FIA, as described in more detail below, provides that the project will generate (onsite and offsite) positive net benefits of \$587,750.00 on the first built-out year of the project.

(2) A Preliminary Traffic Analysis, which was prepared by Monteverde Engineering and Design Studio, dated February 12, 2021, and entitled “Germanna Terrace – Preliminary Traffic Analysis”, is attached hereto and marked as Exhibit C, and is included with this application. (“*PTA*”).

(3) A Desktop Review of the Virginia Department of Historic Resources Virginia Cultural Resource Information System, which was prepared by Darby O’Donnell, dated February 9, 2021, and entitled “Connector Road Tract VDHR VCRIS Data”, is attached hereto and marked as Exhibit D, and is included with this application. (“*VDHR*”). The VDHR, as described in more detail below, shows no identified historical architectural resources within the tract, and the project area is not within any identified Civil War districts.

## **2. Project Location**

The Project will be developed on a single parcel of land, totaling approximately 39.229 acres. The Project is situated in the Lee Hill magisterial district. The Project is located off Mills Drive (State Route 17) and Germanna Point Drive, on the future Germanna Connector Road that meets up with Spotsylvania Avenue to the North. This project is located at the center of the exciting Massaponax Commercial and Economic Zone, near these Spotsylvania institutions: Central Virginia Veterans’ Administration Hospital, Spotsylvania Regional Medical Center, and the Germanna Community College – Massaponax Campus (“*Germanna*”). A part of the property is adjacent to the townhome section of the Lee Hill Subdivision.

To the north of the Property is undeveloped land that is zoned CH and R – 2. Everything to the West is CH, except the Western-most boundary of the property that lies directly along the Northbound lane of Interstate 95. The parcels to the south and east of the Property are all R- 2, consisting of the previously mentioned Lee Hill townhomes and Germanna.

Given all the above, the Applicant’s proposal is compatible with existing uses in the area and will enhance the area’s exceedingly needed housing stock for our community’s pre/post child residents and those seeking entry level homes. Germanna Terrace is in the center of the Primary Development District, in an area designated for “Mixed-use” by the Comp Plan. The purpose of the MU district 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.” The businesses and labor centers in the Massaponax area need the support of the future residents at Germanna Terrace. The Property will be neighborhood oriented for the area.

## 2.1 *Site Access*

Vehicular access to the Project Site will be provided via Germanna Point Drive and the future Germanna Connector Road, connecting with Spotsylvania Avenue to the North. A 10' wide multi-modal trail will traverse the Property and serve non-vehicular traffic from Route 17 to 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 location.

## 2.2 *Environmental Characteristics*

The Project's has been laid out to maximize usage of the current lay of the land and to maintain a minimal environmental impact to the site. Based on a preliminary environmental assessment by Envirodata, Inc. , there are perennial and intermittent streams Palustrine forested wetlands and an RPA 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*

The Applicant retained Darby O'Donnell, LLC to complete a cultural resources desktop review of the Property and their report dated February 9, 2021 and entitled "Connector Road Tract VDHR VCRIS Data" is attached hereto and marked as Exhibit D. The assessment includes background research of the Project area. The review revealed the project area is not within any Civil War districts and was depicted as "forested area" in Civil War maps.

# 3. **Planning and Zoning**

## 3.1 *Zoning District and Ordinance*

The Property is currently split zoned Residential 1 (R-2) and Commercial 3 Highway District (C-3). The surrounding parcels are each zoned R-2 and C-3. The Property currently has access to public water and sewer. By-right, the Property could yield thirty-four (34) clustered single family detached dwelling units, as well as a commercial FAR maximum of approximately 203,000 square feet.

## 3.2 *Comprehensive Plan Analysis*

The Comp Plan's Future Land Use Map places the Property in an area designated for "Mixed Land Use". The Mixed Land Use category is intended to provide for a variety of land uses in a walkable, living environment and workplace, supporting a diverse housing mix with a range of housing sizes and types.

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, providing proper transition from one use to another.

The Applicant wishes to develop the Property as a R-12 use. The Applicant's proposed residential density is 10.85 units to the acre, as shown on the GDP. This density is compatible with the higher density anticipated by the Comp Plan. The new units would provide economic support to the increasing number of existing and underutilized commercial assets in this area. 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.

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 diversity of the area's housing stock while maintaining the area's character; and (iii) is fiscally positive for the County.

Germanna Terrace will be in the center of 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 properties shall have access to public water and sewer within the PDB. Thus, the proposed rezoning from C-3 and R-2 to R-12 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 Applicant's TIA studied three intersections and concluded the following:

- The proposed development is expected to generate 155 trips during the weekday morning peak hour and 189 trips during the weekday evening peak hour.
- A portion of the Property is assigned to the dedication of land for the Germanna Connector Road, which will include a ten-foot multi-modal pathway for non-vehicular traffic are proposed, to connect Germanna Point Drive with Spotsylvania Avenue, while on a larger scope providing the ability to drive from Route 1 (Just south of Lee's Parke) to Lafayette Boulevard without travelling on Route 1.

### 3.3 *Community Meeting*

As part of the Rezoning Application process, Applicant attended a Pre-Application meeting with Spotsylvania County Staff on November 16, 2020. Additionally, Applicant met with members of the Lee's Hill Homeowners Association's Board of Directors on several occasions and presented

Germanna Terrace to the Lee Hill property owners at a Lee Hill HOA annual meeting, on November 11, 2019. Although, the Applicant expects to host a Community Meeting for the Project in the future, prior to appearance before a hearing by the Planning Commission, to continue our conversation with the Lee Hill property owners and to engage with additional surrounding property owners. We will address questions from members of our community and after the meeting we will submit 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 late 2022. The Applicant anticipates that all lots will be constructed within seven years of any rezoning approval, subject to market conditions.

##### *4.1 Site Preparation*

The Project is currently undeveloped. Construction of the Project would begin with installation of erosion / 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 851 total jobs during the construction phase, and \$26,699,415.00 in new labor wages, benefits, payroll taxes and proprietor's income.

#### **5. Public Facilities**

##### *5.1 Fire and Rescue*

The proposal will have minimal impact on the County's fire and rescue facilities. The future connector road will allow for improved performance times in the general vicinity of the Property, while Germanna Terrace's grid layout will provide adequate travel space for emergency access to the improvements. Fire and Rescue Station #4, located approximately 1.65 miles North of this site, and Fire and Rescue Station #11, located approximately 3.5 miles East of this site will provide the Property with necessary emergency services.

##### *5.2 Schools*

The Property is in the Lee Hill Elementary, Thornburg Middle and Massaponax High school

districts. Based on County estimates of Single-Family Attached and Multifamily residential units school generation numbers, Germanna Terrace in total, will generate a net of 90 school-age children above the by-right student generation (e.g. 91 less 5 by right single family detached units) units at full build out.

### *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.

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 extending service to an existing 36” public sewer line in Massaponax Creek and the existing 12” public water main located along Germanna Point Drive, as shown on the GDP. These utility lines will be extended throughout the proposed development.

### *5.5 Transportation*

The Property fronts on the Germanna Connector Road, which is a two (2) lane public road, connecting Germanna Point Drive / Route 17 and Spotsylvania Avenue. Access to the Property will be provided from either direction of the Germanna Connector Road. Roads constructed within the View will be private.

The project will generate a total of 2,371 vehicle trips on a daily basis. The net increase of vehicle trips, above those by-right, includes 17 vehicle trips during the weekday a.m. peak hour and 44 vehicle trips during the weekday 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 preliminary traffic analysis was provided.

The Applicant is proposing a robust network of onsite pedestrian sidewalks to bolster Germanna Terrace’s connectivity to the multi-modal pathways, providing potential access to Germanna Community College, restaurants, and commercial.

## **6. Housing**

The project will enhance the County’s stock of new dwelling units in this area of the County. There will be Single-Family Attached units, with an anticipated average assessed value of \$316,000 per unit, and an average size of 1,800 sq. ft. The Project will also include Multifamily units with an anticipated average assessed value of \$131,000 per unit, and an average size of 1,120 sq. ft., satisfying market expectations for this area of the County. We believe that all lots will be developed within 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 B*. 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 406 new residential units at the site, the total real property tax resulting from the project is estimated to be about \$623,469.00 annually in current dollars, *see, Exhibit B, Schedule III-B, "Estimated Real Property Tax Revenues"*. In addition, the personal property tax revenue and fees from vehicles resulting from Germanna Terrace is estimated to be \$552,319.00 annually in current dollars, *see, Exhibit B, Schedule IV, "Total Vehicle Related Tax Revenues"*. The sum of the on-site tax revenues that could be expected to flow to the County from the project annually after build-out is over \$1,499,355.00 each year in current dollars, *see, Exhibit B, Schedule VIII, "Estimated Total Revenues"*.

In addition to the on-site fiscal impact, the project is estimated to generate \$199,984.00 in taxes off-site for the County annually after build-out and occupancy, *see, Exhibit B, Schedule VII-A, "Projected Additional Revenues to Spotsylvania County"*. As mentioned above, the Project would generate approximately 851 new direct and indirect jobs during the construction phase, resulting in about \$26,699,415.00 in new labor wages, benefits, payroll taxes and proprietor's income, *see Fiscal, Appendix F-1, "Total Wages"*.

The project is expected to result in 86 new Single-family attached households with an estimated 2.41 persons per household for a total of 207 people and 320 Multifamily units with an estimated 1.49 person per household for a total of 477 people, *see, Exhibit B, Appendix B, Projected Total Resident Increase, "Total Residents"*. With by-right development student calculations allowing for 19 students, Germanna Terrace produces a net total of 90 students, *see, Exhibit B, Appendix C, "Total Projected Students"*. The total annual tax-supported cost of the project is estimated to be \$911,605 each year in current dollars, *see, Exhibit B, Schedule IX-B, "Projected Additional Expenditures to Spotsylvania County – 30 Years, Cont'd"*.

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 at least \$587,750 in current dollars, *see, Schedule X, "Net Fiscal Impact to Spotsylvania County"*, plus additional revenue to be generated by the supporting of existing and under-patronized offsite commercial properties.

**EXHIBIT A**

Generalized Development Plan



**EXHIBIT B**

Fiscal Impact Analysis

**EXHIBIT C**

Preliminary Traffic Analysis

**EXHIBIT D**

Desktop Review of the Virginia Department of Historic Resources Virginia Cultural Resource