

**Smith Station Crossing**  
Generalized Development Plan Narrative  
May 31, 2022

Applicant: Tricord Inc.  
1143 Heatherstone Drive  
Fredericksburg, VA 22407  
Phone: 540-785-8400

Owner: Denali Capital Group, LLC  
P.O. Box 42150  
Fredericksburg, VA 22404

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

Property: Spotsylvania County Tax Parcels 34-A-96 & 34-1-3 (the  
“Property”)

GDP: Zoning Map Amendment Generalized Development Plan, entitled  
“Smith Station Crossing”, prepared by Sullivan, Donahoe &  
Ingalls, dated, May 31, 2022 and attached as Exhibit A

Rezoning Request: From R-1 to PDH-2

Rezoning File No.: RZ \_\_\_\_\_

The following Generalized Development Narrative provides additional information that can be used in interpreting the Generalized Development Plan (“GDP”) and conditional proffers (“Proffers”) that have been submitted in conjunction with the Smith Station Crossing (“Project”) rezoning application (“Application”). This narrative is not a part of the GDP or the Proffers and shall not be interpreted as being a part of the GDP or the Proffers. It provides some detail as to the likely development of the Property but shall not be interpreted as creating or identifying any uses that are prohibited or restricted in any way other than those restrictions or prohibitions that are specifically identified within the PDH-2 Zoning District or the GDP or the Proffers.

**1. Project Overview & Proposed Use**

The Applicant proposes rezoning the Property from the Residential 1 District (“R-1”) to the Planned Development Housing 2 District (“PDH-2”). The PDH-2 district allows two (2) dwelling units per acre and requires thirty (30) percent of the gross area to be provided as open space. The Property is within the Primary Development Boundary and the proposed use is compatible with the Comprehensive Plan Future Land Use Map recommendation for the area, which is designated as Low Density Residential.

The proposed zoning will allow a residential development that will consist of ninety-nine (99) single family detached dwelling units, all as depicted on the GDP. There is one (1) existing single family detached home (with outbuildings) on Tax Parcel 34-A-96 that will be demolished when the Property is developed. There is one (1) existing single family detached home on Tax Parcel 34-1-3 that will be preserved when the Property is developed. A proposed boundary line adjustment is depicted on the GDP. The PDH-2 district allows single family detached dwelling units as a permitted use. The Project has a density of 1.73 dwelling units per acre, which is below the maximum allowable density of 2 dwelling units per acre. The GDP depicts approximately 37.37 acres of open space. This exceeds the 30% open space minimum required for the PDH-2 district. The open space will be used as a natural area, and for passive and active (trails) recreation, and stormwater facilities.

As described in more detail below, this narrative will illustrate that the Applicant's proposed development conforms to the policies established by the Spotsylvania County Comprehensive Plan dated November 14, 2013, last updated December 14, 2021 ("Comp Plan"). Furthermore, the Proffers, submitted as part of the Application, address impacts on public facilities and services, including transportation, schools, fire and rescue, and parks. A proffer analysis prepared by Municap, entitled "Smith Station Crossing Tricord Inc. Spotsylvania County, VA entitled Proffer Justification Analysis, dated April 5, 2022 is attached as Exhibit B ("Proffer Analysis") for reference.

## **2. Project Location**

The Project will be developed on two (2) parcels of land, totaling approximately 58.50 acres. An existing home will be preserved on approximately 1.48 acres with a boundary line adjustment of Tax Parcel 34-1-3. The Project is located in the Salem voting district. The Project is located on the east side of Smith Station Road approximately .86 of a mile north of Courthouse Road between Woodfield Drive and Holleybrooke Drive. Property to the north ("Holleybrooke" subdivision), south ("Heather Greens" subdivision and scattered single family detached homes) and east ("Breckenridge subdivision) is zoned R-1. Property to the west (across Smith Station Road) includes both "Woodfield" and "Westfield" subdivisions and is zoned RU.

This Project is compatible with the (surrounding) existing uses and properties, will enhance the regions housing stock and maintain the area's residential character. This rezoning proposal is consistent with the purpose of the PDH-2 district which is to provide low density single family detached dwelling units at a density of 2 dwelling units per acre or less. The density of this proposal is 1.73 dwelling units per acre.

### **2.1 Site Access**

The primary access to the Project will be via Smith Station Road. An Interparcel connection will be provided to parcel 34-A-95 as depicted on the GDP. The site access location and proposed driveway connections will be coordinated with Spotsylvania County and the Virginia Department of Transportation.

## 2.2 Environmental Characteristics

The Project's design will minimize impacts on the natural topography and existing vegetation on the Property. Of the 58.50 acres, approximately 37.37 acres will be preserved as open space. Based on a preliminary environmental assessment by SDI, there is approximately 2,140 linear feet of non-perennial stream, 2,737 linear feet of perennial stream and approximately 11.36 acres of RPA on the site as shown on the GDP. There are approximately 2.61 acres of wetlands on the Property. Approximately .22 acres (9,535 square feet) of wetlands are proposed to be impacted. The Applicant will perform all applicable studies as are typically required for state and federal permitting of 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 Department of Historic Resources and the United States Department of the Interior, the Property does not have any cultural resources, including civil war era works or cemeteries. According to the DHR website the Property has been identified as "The Old Burton Place" (DHR ID 088-0311 and Architectural Survey ID 223525). DHR information indicates the house was built circa 1900.

# 3. Planning and Zoning

## 3.1 Zoning District and Ordinance

The Property is currently zoned Residential 1 District (R-1). Surrounding property to the north, east, and south is also zoned R-1. Property to the west (across Smith Station Road) is zoned Rural (RU). The existing houses on the Property are served by well and septic. The Property has access to public water and sewer. By right development would yield 39 single family detached dwelling units.

## 3.2 Comprehensive Plan Analysis

The Comp Plan's Future Land Use Map classifies the Property as "Low Density Residential" designation.

### 3.2.1 County Land Use Goals

The County has outlined its goals for future development and land use within the Comp Plan, with a stated purpose to encourage the appropriate use of land, water, and other resources within the County, consistent with the interests of the citizens of Spotsylvania County. The general objectives of the Comp Plan are to plan for the orderly growth of the County, promote a diverse and vibrant economic base, maximize the use of existing infrastructure and public facilities and the provision of services, accommodate residential growth in a manner that is fiscally responsible, and provide for safe and affordable housing for people of all ages.

The Comp Plan stresses that the County is a “business friendly” community with job creation as a priority. While encouraging growth, this requires residential development that will be built in a fiscally responsible way that is mindful of and takes advantage of existing infrastructure.

### 3.2.2 Future Land Use Designation

The County’s Comp Plan Future Land Use Map classifies the Property as “Low Density Residential”. Low density residential districts permit up to four (4) dwelling units per acre, with lower densities also being appropriate. The Applicant proposes to develop the Property as a PDH-2 district, which allows two (2) dwellings per acre. The proposed density is 1.73 dwellings per acre, all as shown on the GDP, therefore the Applicant’s proposed development is compatible with the County’s future land use goals.

### 3.2.3 The Proposed Use Meets the Comp Plans Stated Land Use Goals

The Comp Plan states that projects seeking increased residential density should address public facility impacts that are specifically attributable to the proposed development. A fiscal impact analysis prepared by Municap, entitled “Smith Station Crossing Spotsylvania County, VA Fiscal Impact Analysis, dated March 24, 2022 is attached as Exhibit C (“Fiscal Impact Analysis”) for reference. The proposed development is compatible with existing uses in the area, and is revenue positive, as will be summarized below.

The Comp Plan also encourages new developments to preserve wherever possible, existing trees and tree buffers should be preserved rather than replacing mature vegetation with new plantings. The proposed development provides for the required buffers along the Property boundary. In addition, the PDH-2 zoning district requires that 30% of the Property shall be preserved as open space. The proposed development meets this requirement and preserves 37.37 acres of open space.

### 3.2.4 The Proposed Use Promotes the County’s Economic Goals

The Comp Plan supports development that promotes job creation and has a positive benefit on the economy of the County. The County promotes a “business friendly” environment supporting projects that will create employment opportunities. The County stresses that residential developments should pay for themselves and demonstrate that they will not have a significant impact on existing infrastructure or resources. Proposed development should be complimentary to existing surrounding infrastructure.

The proposed development will generate jobs within the County with positive tax revenues. The Fiscal Impact Analysis projects the proposed development to generate positive net tax benefits (on and offsite) of \$129,455 on an annual basis at full build-out. The proposed use also furthers the County’s goal of supporting a diverse housing mix, including a variety of housing types and sizes that meet the needs of citizens throughout

all stages of life and income levels. Based on the anticipated pricing of new homes within the Project, property owners will have disposable income that will benefit local businesses. Therefore, the proposed development promotes the stated Comp Plans economic goals.

### 3.2.5 Alignment with the County's Transportation Goals.

The Comp Plan seeks to maintain an efficient transportation system utilizing available and expected resources. The overarching goal of the Comp Plan is to maintain functional and effective transportation systems that will keep pace with growth into the future. The Comp Plan provides guidance for shaping the future of transportation in the County. County policies include the maintenance of acceptable levels of service on public roadways and ensuring that new development does not degrade levels of service (LOS) and mitigates impacts on the surrounding transportation network and encourages connections between developments that provide alternative traffic routing patterns.

Due to the existing neighborhood of Holleybrooke lacking a point of connection, and the preservation of 30% open space, points of connection are not proposed to the north and east. A point of connection to the south is proposed.

In coordination with the County and the Virginia Department of Transportation, the Applicant had a Transportation Impact Analysis (TIA) performed by Davenport Engineering. The final report is entitled Transportation Impact Analysis Smith Station Crossing Spotsylvania County, VA dated March 29, 2022, and is attached as Exhibit D.

The TIA included the following six intersections in the analysis:

- Smith Station Road (SR 628) at Piedmont Drive (SR 673): This signalized intersection currently operates at LOS B during AM and PM peak hours. In the 2025 future no build, the intersection remains at LOS B during both peaks. With the addition of site traffic, the intersection remains at LOS B in both AM and PM peaks. Overall, the increase in delay due to site traffic is 0.3 seconds or less. No improvements are recommended at this intersection at the build out of the proposed development.
- Smith Station Road (SR 628) at Holleybrooke Drive/Autumn Wood Drive: This unsignalized intersection operates at LOS C in AM and PM peaks for both existing and future no build conditions. In future build conditions, LOS C is expected in the AM peak and LOS D in the PM peak. The increase in delay due to the proposed site is only 1.6 seconds in the AM peak and 2.1 seconds in the PM peak. Right and left turn lanes are already in place on Smith Station Road at this location. No improvements are recommended at this intersection at the build out of the proposed development.
- Smith Station Road SR 628) at Proposed Site Access: The proposed site access is located on Smith Station Road approximately 450 feet north of

Toney Road. Based on VDOT turn lane warrant criteria in Appendix F of the Road Design Manual, this site access will warrant a southbound left turn on Smith Station Road with 100 feet of storage and 100 feet of taper. Also, a northbound right turn taper is warranted on Smith Station Road, with 100 feet of taper length. Also, it is recommended to provide separate left and right turn exit lanes from the Site Access to reduce delays exiting the site. With these improvements, LOS B is anticipated in the AM peak hour and LOS C in the PM peak hour. These proposed improvements have been included in the proffers by the Applicant. The Applicant shall also dedicate 0.82 acres of additional right of way along Smith Station Road, as generally shown on the GDP.

- Smith Station Road (SR 628) at Foster Road (SR 629): This unsignalized intersection currently operates at LOS B during the AM peak and LOS C during the PM peak, including for existing, future no build, and future build conditions. Based on VDOT turn lane warrant criteria in Appendix F of the Road Design Manual, this intersection warrants 100 feet of southbound left turn storage on Smith Station Road due to no build traffic volumes. This indicates that a left turn lane is already warranted on Smith Station Road, regardless of the proposed development. In future build conditions, it also warrants 100 feet of southbound left turn storage. The proposed development only adds 0.3 seconds of delay in the AM peak and 1.4 seconds in the PM peak. No improvements are recommended at this intersection due to the proposed development.
- Courthouse Road (VA 208) at Smith Station Road (SR 628): This signalized intersection currently operates at LOS D in the AM peak and LOS E in the PM peak. In future no build conditions, the intersection operates at LOS D in the AM Peak and LOS F in the PM peak. This indicates there are background capacity issues, whether the proposed development is built or not. Also, this intersection has an undesirable alignment, due to an almost 90-degree curve on Smith Station Road located less than 100 feet north of Courthouse Road. This limits visibility on the north leg of Smith Station Road, and there is an existing commercial access located in the curve. In future build conditions, the LOS remains at LOS D in the AM Peak and LOS F in the PM peak. No improvements are recommended at this intersection due to the proposed development.
- Courthouse Road (VA 208) at Foster Road (SR 629): This signalized intersection operates at LOS C during the AM peak and LOS B during the PM peak, both for existing and future no build conditions. In future build, the intersection operates at LOS C during both peaks. The increase in delay due to the proposed development is only 0.4 seconds in the AM peak and 0.2 seconds in the PM peak. Like Smith Station Road at Courthouse Road, this intersection has a nearly 90-degree curve located less than 100 feet north of Courthouse Road. However, this is somewhat mitigated by lateral clearance

which provides a line of sight around the curve, and lower traffic volumes on Foster Road compared to Smith Station Road. No improvements are recommended at this intersection due to the proposed development.

In addition to the proposed improvements, noted above, the Applicant will dedicate approximately 0.82 acres of right of way along Smith Station Road, all as generally shown on the GDP.

The Applicant has also proffered a total of \$960,000 in cash transportation proffers (See Voluntary Proffer Statement-DRAFT) for the future benefit of area transportation improvements.

The improvements, dedications, and cash proffer noted above further the transportation goals of the County's Comp Plan. The improvements proposed at the site entrance, as noted above, will mitigate impacts of the Project such that it does not have a negative impact on the area transportation network.

### 3.2.6 Summary

The Applicant's proposal to develop single family detached dwelling units is consistent with the goals of the Comp Plan. Therefore, the Comp Plan policies support the proposed use at this location. As noted above, the proposed use is compatible with the surrounding properties.

## 4. Construction

The Applicant plans to work closely with Spotsylvania County and other regulatory agencies during the permitting process to identify and manage environmental conditions and design specific to the proposed development. The Applicant will implement required mitigation measures and Best Management Practices (BMPs) as required by Spotsylvania County and other regulatory agencies.

It is anticipated that development of the Property could begin within approximately one (1) year after rezoning approval, with home construction starting shortly thereafter. It is anticipated that all homes would be constructed 3 to 4 years after a rezoning approval, subject to market conditions. Phasing of the project is not anticipated at this time, however, the Project could be developed in 2 phases, subject to market conditions.

### 4.1 Site Development

The Property has two (2) existing single family dwellings. Tax Map 34-1-3 has one (1) existing single family dwelling unit. This dwelling unit will be maintained and a boundary line adjustment will incorporate the Property into the proposed development. Tax Map 34-A-96 has one (1) existing single family dwelling unit and associated out buildings. This dwelling unit and the outbuildings will be demolished. The remainder of the Property is undeveloped. Construction on the Property would begin with initial

clearing and grading (as required). Access to the Property would be improved to appropriate standards for the development. Roads and lots would be cleared, surveyed, and graded along with the installation of utilities and infrastructure. Existing buried utilities would be located flagged, and staked during construction. BMPs for stormwater and erosion control would be installed, according to approved plans, during the site preparation phase (prior to significant grading activities) and would be maintained during construction, until final stormwater facilities are completed.

#### 4.2 Construction Workforce

The Applicant's goal will be to retain a local on-site workforce that would consist of a variety of skilled trades and construction management personnel during the development, along with professional consultants managing the design and permitting that will be required for the proposed development.

The FIA projects that the proposed development would generate an estimated 461 (direct and indirect) jobs during the construction phase and approximately \$23,164,005 in total labor wages.

### 5. Public Facilities

#### 5.1 Fire and Rescue

The proposed development will have minimal impact on the County's fire and rescue facilities. The proposed roads and building setbacks will allow for adequate travel area within the Project for emergency access to the improvements. Fire and Rescue Station #10, located approximately 2.3 miles from the Property, will provide the Project with required emergency services. As detailed in the Voluntary Proffer Statement, cash proffers will offset any direct impacts the Project may have on fire and rescue facilities.

#### 5.2 Schools

The Property is located in the Courthouse Road Elementary, Freedom Middle, and Courtland High school districts.

Based on the County's estimates of 0.572 students per single family detached dwelling unit, the Project's 99 dwelling units will generate a net of 40 school aged children above the by right (i.e. 99 proposed units less 39 by right units equals 60 units evaluated) units at full build out. The Proffer Analysis indicates there is excess capacity at Courthouse Road Elementary, Freedom Middle, and Courtland High School. However, as detailed in the Voluntary Proffer Statement the Applicant has proposed cash proffers to offset any impacts the Project may have on school facilities.

#### 5.3 Parks, Buffers and Open Space



As noted above, approximately 30% of the Property will be maintained as open space and common area. The open space will be used for natural areas, a natural trail system of approximately 3,800 linear feet, a disc golf course, stormwater facilities, and approximately 8,200 linear feet of sidewalks throughout the Project. The Applicant has included cash proffers in the Voluntary Proffer Statement that will offset any additional impacts the Project may have on the County's park facilities.

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

#### 5.4 Water and Sanitary Sewer

The proposed development will connect into an existing 8" gravity sanitary sewer on Chesterwood Drive that serves the neighboring Holleybrooke community and an existing 16" water line located along Smith Station Road. The points of connection are shown on the GDP. The water and sanitary sewer infrastructure will be extended throughout the Property during construction.

#### 5.5 Transportation

The Property is adjacent to Smith Station Road which is classified as a major collector in the Comp Plan. Access to the Property will be provided from Smith Station Road and a potential future connection as shown on the GDP. The roads that are built within the Property will be public.

The project will generate 1,030 vehicle trips on a daily basis (over a 24 hour period), which includes 19 trips entering and 56 trips exiting during the AM peak and 64 trips entering and 37 trips exiting during the PM peak. A VDOT 527 analysis was not required because the trip generation potential is below 5,000 daily vehicle trips. The scope of the TIA prepared by Davenport was agreed to by the Applicant, County staff and VDOT officials.

### **6. Housing**

The proposed development will enhance the County's inventory of new, single family detached dwelling units in this area of the County, and provide a diversity of housing stock in the immediate area to meet market demands. The FIA estimates the current assessed value will be approximately \$356,045 which is complimentary to the surrounding area. As noted above, construction of new homes could be completed with 3 to 4 years after a rezoning, subject to market conditions.

### **7. Fiscal Impact Analysis**

The FIA includes an analysis for revenue projections of the Project at full build out, for both on site development and off site expenditures from residents. The total revenue

generated from the proposed development was then compared with the expected County costs to provide services to the residents of the proposed development.

For the 99 new homes proposed, the total real property tax generated is estimated to be \$285,301 annually in current dollars. Additionally, the personal property tax generated is estimated to be \$151,628 annually in current dollars. The sum of all the on site tax revenues that could be expected to flow to the County from the proposed development annually, upon build out, is expected to be over \$448,941 annually in current dollars.

In addition to the on site fiscal impacts, the Project is estimated to generate \$12,012 in vehicle license fees, utility tax revenues and recordation tax revenue and \$77,349 in taxes off site for the County annually in current tax dollars upon build out. As mentioned above, the proposed development would generate approximately 461 new jobs during construction, which would result in \$55,770,384 of total employee wages.

The Project is expected to result in 99 new Spotsylvania County households with an estimated 3.04 persons per household, totaling 301 residents and an estimated total of 58 school pupils. The total annual tax supported cost of the proposed development is estimated to be \$396,836 annually in current dollars.

After summarizing the tax revenues generated by the Project and the resulting costs to the County, it is anticipated that the proposed development would generate a net surplus annually (on site and off site) after build out of \$129,455 in current dollars.

Exhibit A  
Generalized Development Plan

Exhibit B  
Proffer Analysis

Exhibit C  
Fiscal Impact Analysis

Exhibit D

Transportation Impact Analysis