

**GENERALIZED DEVELOPMENT PLAN - NARRATIVE**

Applicant: USGGB, LLC  
108 Carroll Circle, Fredericksburg, VA 22405

Owner: Edwin Jacobsen

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

Representative: Charles W. Payne, Jr., Hirschler Fleischer;  
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Project Name: “Noah’s Landing”

Property: Spotsylvania County Tax Parcel 24-A-64, with no address assigned,  
consisting of approximately 18.584 acres (the “Property”)

Date: March 11, 2019

GDP: Generalized Development Plan for Rezoning, entitled “Noah’s Landing”,  
prepared by Fairbanks & Franklin, dated February 19, 2019, attached  
hereto as Exhibit A (“GDP”)

Rezoning Request: From R-1 to PDH-8

Rezoning File No.: R19-00\_\_\_

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**1. Project Overview**

The Applicant proposes rezoning the Property from the Residential 1 District (“R-1”) to the Planned Development Housing 8 District (“PDH-8”). 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-8 sub-district allows eight (8) 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 forty-nine (49) single family detached units and fifty-three (53) single family attached units, all as shown on the GDP. The Property is currently vacant. The PDH-8 sub-district includes single-

family attached and detached dwellings as permitted uses. The proposed development has a density of 5.5 dwelling units per acre, which is well below the maximum density for the PDH-8 sub-district of eight (8) dwelling units per acre. The GDP reflects approximately 8.85 acres of open space, which accounts for 47.62% of the Property. This meets the 35% open space minimum required for the PDH-8 district. The open space will be used for natural areas, active and passive recreation, and stormwater facilities. Further, the several elevations attached hereto and marked as Exhibit B depict the proposed general architectural design and building material features for the project (collectively, the “Elevations”).

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 “Noah’s Landing Spotsylvania County, VA SB 549 Proffer Analysis”, dated February 26, 2019, attached hereto and marked as Exhibit C (“Proffer Analysis”).

Applicant conducted a traffic impact analysis, which was prepared by Gorove / Slade, dated February 22, 2019, and titled “Traffic Impact Study Noah’s Landing Spotsylvania, Virginia”, which is attached hereto and marked as Exhibit D, and described in more detail below (“TIA”).

In addition, MuniCap, Inc. performed a fiscal impact analysis of the project (“FIA”). The FIA dated February 28, 2019, and entitled “Noah’s Landing Residential Development Spotsylvania County, VA Fiscal Impact Analysis”, is attached hereto 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 \$102,668 on an annual basis.

## **2. Project Location**

The Project will be developed on one (1) parcel of land, totaling approximately 18.584 acres of land, situated in the Lee Hill magisterial and the Battlefield voting districts. The Project is located off of Lafayette Boulevard, near the intersection of Lafayette Boulevard and Village Drive, in the Airport Protection Overlay District. To the South of the Project is vacant undeveloped residential land, zoned R-1. To the West of the Project is a single family detached home subdivision known as “Spotswood Village”, zoned R-1. To the North of the Project is vacant land and a single family attached home subdivision known “Lafayette Village,” zoned R-2. To the East is single family detached home subdivision known as “Spotswood North,” zoned R-1.

The Applicant’s proposal is compatible with existing 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-8 district which is to provide detached and/or attached single family dwelling units at a density of 8 units or less per acre.

## 2.1 *Site Access*

Primary access to the Project Site will be provided via Marshall Drive, from Village Drive, with secondary access in accordance with County interparcel connection requirements from Normandy Court. All site access locations and driveway entrances 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 disturbance to the stream, RPA and wetlands on the Property. There are approximately 1,000 linear feet of stream, 0.6 acres of wetlands contiguous to the stream, and approximately 5.0 acres of RPA on the site. The roads shown on the GDP are the only proposed land disturbance within the RPA. Stormwater management will be provided in a regional facility at the approximate location shown on the GDP. 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 Virginia Department of Historic Resources online database, the Property appears to be located within the battle of Fredericksburg area, but not the eligible portion. The Property does not have any 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 Project Property is currently zoned Residential 1 (R-1). The surrounding parcels to the west, south and north are also zoned R-1. The parcels to the north are zoned R-2. The Property currently has access to water and sewer. Thus, by-right the Property could yield twelve (12) 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 "Mixed Land Use" designation. The Mixed Land Use category is intended to provide 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 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. The Applicant wishes to develop the property as a PDH-8 district, which allows eight dwellings per acre, but the Applicant's density is 5.5 units to the acre, all as shown on the GDP, which is much less than 8 units to the acre as allowed under the applicable zoning district. Thus, the Applicant's proposed development aligns with the County's future land use goals.

The proposed project furthers multiple objectives of the Comp Plan, including creating local jobs and supporting a diverse housing inventory while addressing alternative transportation options. Specifically, the project addresses the following Guiding Principles and Policies of the Comp Plan:

Spotsylvania County is a family friendly community.

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.

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 \$102,668.00, on an annual basis at full build-out. Further, the proposed use as a development with both detached and attached single family homes also advances the County's goal of supporting a diverse housing mix, including a variety of housing types and sizes that meets the needs of citizens throughout all stages of life and income levels.

Specifically, the proposed Project meets the following Mixed Land Use policies:

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

*The project will consist of new housing surrounded by older neighborhoods, including single family attached and detached homes whose heights will conform to the applicable County zoning ordinance requirements. The project will also include significant set-backs, and buffering in the areas shown on the GDP.*

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

*The Project will provide primary vehicular and pedestrian connections with the existing Lafayette Village development and the adjoining currently undeveloped property, all as shown on the GDP.*

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

*Project will provide open space, onsite active and passive recreational amenities and pedestrian accommodations, all as shown on the GDP.*

4. 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 contributes to a diverse housing mix in an area ripe for redevelopment by providing housing both detached and attached single family homes, as encouraged by the Comp Plan.*

5. Promote the construction of market rate affordable housing units.

*With an anticipated average sales price of \$225,000 per single family attached unit and an average sales price of \$275,000 per single family detached unit, the proposal meets market expectations for this area of the County and introduces new and workforce affordable housing inventory.*

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 will include over 47% open space, as well as two park areas with a basketball court and a playground with benches.*

The Comp Plan's Future Land Use Map establishes a Primary Development Boundary (the "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, and denser development will also be permitted in such locations, including higher density housing. The Property is located within the PDB, supporting the proposed use and density, 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 encouraging joint-use access points for multiple developments, ensuring connections within and between developments that offer alternative routing of traffic.

As noted above, the Applicant did perform a TIA. The TIA studied eight intersections and concluded the following:

- Based on the capacity analysis, the intersections of Jefferson Davis Highway at Lafayette Boulevard/Courthouse Road and at Hudgins Road continued to have overall unacceptable levels of service during at least one of the peak hours. Both intersections will continue to have multiple approaches and lane groups that do not operate at acceptable levels of service during both peak hours. In addition, the intersections of Lafayette Boulevard at Rodes Street/Olde Greenwich Drive, Lafayette Boulevard at Hudgins Road, and Lafayette Boulevard at Harrison Road will continue to each have one lane groups that

failed during the PM peak hour. With the signal timing adjustments of approximately 1 second between the eastbound and westbound approaches at the intersection of Jefferson Davis Highway at Lafayette Boulevard/Courthouse Road would make the intersection operate similarly to the future without development scenario. Furthermore, the intersections of Lafayette Boulevard at Olde Greenwich Drive and Lafayette Boulevard at Alliance Way are coordinated signals yet had different cycle lengths during the PM peak hour based on the Synchro files provided by VDOT. As coordinated signals should have consistent cycle lengths, it is recommended that signal timings at the intersection of Olde Greenwich Drive be adjusted if necessary.

- Based on the queueing analysis, the intersection of Jefferson Davis Highway at Lafayette Boulevard/Courthouse Road will continue to have multiple 95% percentile queues that exceeded the available storage capacity of the existing turn bays.
- Thus, it is anticipated that the proposed development would not adversely impact the traffic operations within the study area.

The Project also aligns with the County's transportation goals, as it will not further degrade the current transportation level of services. Roads constructed within the project will be both public and private and the expected daily trips will not degrade the level of services at applicable intersections.

The Applicant's proposal to develop single family attached and detached residences is in line with the Comp Plan. Thus, we believe the Comp Plan's future land use policies support the proposed use of single family attached and detached 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 4, 2018. Additionally, Applicant and its representatives hosted a Community Meeting for the Project on February 28, 2019 at Spotswood Elementary School to introduce and discuss the project with surrounding property owners. We addressed questions from members of our community and Exhibit F 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. Through 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 late 2019 and we believe all lots will be constructed within three to five 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 is currently undeveloped, but has been subject to previous land disturbance, as it was cleared approximately two years ago. 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 255 new jobs during the construction phase, and \$8,432,200 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 4, located approximately 1.5 miles south 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 County's most recently adopted Capital Improvement Plan does not include any construction projects specific to these schools.

Based on County estimates of 0.572 students per dwelling unit (for single family detached), the Project's 37 detached dwelling units will generate a net of 21 school-age children above the by-right (e.g. 49 less 12 by right units = 37 units evaluated) units at full build out. Based on County estimates of 0.581 students per dwelling unit (for single family attached), the Project's 53 attached dwelling units will generate a net of 31 school-age children units at full build out, for a total of 52 school-age children units at full build out. As there is existing capacity in the elementary school sufficient to accommodate the projected students, there is no impact that exceeds capacity in that school. Although capacity is exceeded at the middle and high schools, since the County's Capital Improvement Plan does include any capital improvements to increase

capacity for the middle or high school facilities, a proffer would be inappropriate under the current proffer legislation. Therefore, no cash proffers are offered for school facilities.

### *5.3 Parks, Buffers and Open Space*

Approximately 47.62% 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. 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 Lafayette Village development and the existing 8” water main located along Normandy Court, as shown on the GDP, with access to both to be constructed during buildout. These utility lines will be extended throughout the proposed development.

### *5.5 Transportation*

Access to the Property will be provided from Marshall Drive via Village Drive. Roads constructed within the project will be public and private. Right of way dedication of 2.154 ac will be provided, as shown on the GDP. In addition, access will be provided via private easement from the Property through Lafayette Village via Normandy Court to Alliance Way to the light at Lafayette Blvd.

The project will generate 899 vehicle trips on a daily basis, including 64 vehicle trips during the a.m. peak hour and 81 vehicle trips during the 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 County traffic analysis was provided.

## **6. Housing**

The project will enhance the County’s stock of new, single family detached and 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 \$225,000 per single family attached unit with the ability to upgrade to \$250,000, and an average sales price of \$275,000 per single family detached unit with the ability to upgrade to \$325,000, the proposal meets market expectations for this area of the County and is workforce affordable. Further, the projected value for units should enhance surrounding property values. We believe that all lots will be developed within three to five 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 102 new homes at the site, the total real property tax resulting from the project is estimated to be about \$300,889 annually in current dollars. In addition, the personal property tax resulting from the project is estimated to be \$99,081 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 \$413,570 each year in current dollars.

In addition to the on-site fiscal impact, the project is estimated to generate \$70,019 in taxes off-site for the County annually after build-out and occupancy. As mentioned above, the Project would generate approximately 255 new jobs during the construction phase, resulting in about \$8,432,200 in employee earnings.

The project is expected to result in 102 new households with an estimated 3.04 persons per single family detached household and an estimated 2.41 persons per single family attached household for a total of 277 people, with 87 school pupils. The total annual tax-supported cost of the project is estimated to be \$980,921 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 \$102,668 in current dollars.

**EXHIBIT A**

Generalized Development Plan

**EXHIBIT B**

Elevations

**EXHIBIT C**

Proffer Analysis

**EXHIBIT D**

Traffic Impact Analysis

**EXHIBIT E**

Fiscal Impact Analysis

**EXHIBIT F**

Community Meeting Attendees

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