

GENERALIZED DEVELOPMENT PLAN - NARRATIVE

Applicant/Owner: Foxcroft Development, LLC
1109 Charles Street, Fredericksburg, VA 22401

Owner: THE OAKS, L.L.C.

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

Representative: Charles W. Payne, Jr., Hirschler Fleischer;
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Project Name: “Foxcroft”

Property: Spotsylvania County Tax Parcels 36-A-87, 36-A-88 & 36-A-89A,
consisting of approximately 11.7383 acres, known as 3725, 3737 & 3743
Lee Hill School Drive (collectively, the “Property”)

Date: May 20, 2019

GDP: Generalized Development Plan, entitled “Foxcroft”, prepared by W W
Webb and Associates, dated May 13, 2019, attached hereto as Exhibit A
 (“GDP”)

Rezoning Request: From R-2 to R-8

Rezoning File No.: R19-00_____

1. Project Overview

The Applicant proposes rezoning the Property from the Residential 2 District (“R-2”) to the Residential 8 District (“R-8”). Section 23-6.9.1 of the Spotsylvania County (“County”) Zoning Ordinance states that the purpose of the R-8 district is to “provide for single-family attached residential dwellings at a density not to exceed eight (8) dwelling units per acre.” The R-8 district requires that twenty-five (25) percent of the gross area be provided as open space.

The purpose of the proposed rezoning is to allow a residential development consisting of eighty-five (85) new single family attached dwelling units, all as shown on the GDP. The R-8 district includes single-family attached dwellings as a permitted use. The proposed development has a density of 7.46 dwelling units per acre, which is below the maximum density for the R-8 district of eight (8) dwelling units per acre.

Please also note that the original development proposal for the Property contemplated a larger combined community with Holland Meadows at 5.2 units per acre. In addition, our proposal, with 7.46 units to the acre is consistent with the surrounding properties to the north, east and south.

The GDP reflects approximately 5.25 acres of open space, which accounts for 46% of the Property. This exceeds the 25% open space minimum required for the R-8 district. The open space will be used for natural areas and buffers, active and passive recreation, and stormwater facilities.

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 "Foxcroft Development Spotsylvania County, VA SB 549 Proffer Analysis," dated May 16, 2019, attached hereto and marked as Exhibit B ("Proffer Analysis").

In addition, MuniCap, Inc. performed a fiscal impact analysis of the project ("FIA"). The FIA dated May 20, 2019, and entitled "Foxcroft Development Spotsylvania County, VA Fiscal Impact Analysis", is attached hereto and marked as Exhibit C, 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 \$53,300 on an annual basis.

Because the project is only eighty-five (85) units, a VDOT 527 transportation impact analysis is not required.

2. Project Location

The Project will be developed on three (3) parcels of land, totaling approximately 11.7 acres. The Project is situated in the Lee Hill magisterial and voting districts. The Project is located along Lee Hill School Drive and is within the Airport Protection Overlay District. The Project is surrounded on three (3) sides by development that consists of single family attached homes and mobile homes, which are uses not currently allowed in R-2. It is bordered on the South by Lee Hill School Drive and across the street is a mobile home park known as "Lee Hill Village Mobile Home Park", zoned R-2. To the West of the Project is a single family detached subdivision known as "Holland Meadows", zoned R-2. To the North is a single family attached subdivision known as "Gleneagle at Lee's Hill", zoned R-2. To the East of the Project is a mobile home park known as "Oaks Mobile Home Park," zoned R-2.

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. Further, it's worth noting that a single family attached development provides an appropriate buffer between single family detached homes and the mobile home parks. Additionally, the Applicant's proposal is in line with the

purpose of the R-8 district which is to provide single-family attached dwelling units at a density of 8 units or less per acre.

2.1 Site Access

Access to the Project site will be provided via Lee Hill School Drive. 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, there are no streams, wetlands or 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

Based on 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 include 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 Project Property is currently zoned Residential 2 (R-2). The surrounding parcels are also zoned R-2. The Property currently has access to water and sewer. Thus, by-right the Property could yield eleven (11) 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 "Low Density Residential" land use designation. The Low Density Residential Land Use category is intended to encourage single family attached and detached residences typical in a suburban area inside of the Primary Development Boundary ("PDB"), to be served by public water and sewer. Low density residential districts permit up to four (4) dwelling units per acre. The Applicant wishes to develop the property as an R-8 district, which allows eight dwellings per acre. The Applicant's density is 7.46 units to the acre, all as shown on the GDP, and as allowed under the applicable zoning district. Although the density of the Project is higher than recommended under the Comp Plan, it is surrounded or nearby other residential uses which are also more intense than recommended by the Comp Plan, and it is located within the PDB which encourages greater density. Plus, the price points anticipated for this project will be oriented toward a work force affordable market, which is needed in the area. Further, the applicant is committed to providing

at least 10% of the units as ADUs (as defined below). The proposed density will allow the Applicant to develop the Project for this purpose.

The proposed project furthers multiple objectives of the Comp Plan, including creating local jobs and being fiscally sustainable. Further, the Comp Plan encourages, and the project provides, a diverse and affordable housing mix, including a variety of housing types and sizes that meet the needs of citizens throughout all stages of life and income levels.

Specifically, the project addresses the following Guiding Principles and Policies of the Comp Plan:

A. Spotsylvania County is a “business friendly” community and local job creation is a priority.

B. Spotsylvania County is fiscally sustainable.

2. Development projects seeking increased residential density and/or non-residential intensity should address impacts that are specifically attributable to the proposed development.

C. 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.

As noted above, 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 \$53,342 on an annual basis at full build-out. Thus, the development will promote the County’s economic goals.

The Project also meets the following Residential Land Use Policies outlined in the Comp Plan:

2. Residential uses within the Primary Development Boundary should provide inter- and intra-development pedestrian paths to link adjoining subdivisions and form a cohesive residential area and alternative transportation and recreational opportunities.

Project will provide a pedestrian sidewalk along Lee Hill School Drive, as shown on the GDP.

3. Residential infill development should maintain the neighborhood character established by the existing subdivisions.

The project will include 85 single family attached units, which will be a new and enhanced housing stock to this area.

9. Promote the construction of market rate affordable housing units rather than units that are subsidized for the initial sale to ensure that housing remains affordable over time.

A minimum of ten percent of the Units on the Property shall be designated as “Affordable Dwelling Units” (“ADU”) to be made available only to a Qualified Purchaser. The annual income of a Qualified Purchaser of an ADU may not exceed one hundred percent of the median family income for Spotsylvania County, Virginia, as of the date the purchase agreement is executed.

As noted above, the introduction of a new single family attached home stock to this location is consistent with the Comp Plan as it will promote a more diverse housing inventory in this area.

For purposes of the above and this application, (i) the proposed development is already compatible with the existing uses in the area, (ii) will enhance the area’s housing stock while maintaining the area’s character, and (iii) as you will note below is fiscally positive. Further, the development intends to mitigate the impact on existing residences by the use of appropriate buffering, as well as scenic buffering within the open space areas along some of the property lines.

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. The Project aligns with the County’s transportation goals, as it will not further degrade the current transportation level of services.

The County’s Thoroughfare Plan includes the Lee Hill School Drive project, which will widen the road to two 12-foot lanes with 6-foot shoulders from Germanna Point Drive to Eagle Drive. The Project will improve Lee Hill School Drive in this area and will add approximately 0.4032 acres of new dedicated right of way along Lee Hill School Drive. Roads constructed within the project will be 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 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 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 March 21, 2019. Additionally, Applicant and its representatives hosted a Community Meeting for the Project on April 29, 2019 at Germanna Community College to introduce and discuss the project with surrounding property owners. We addressed questions from members of our community and Exhibit D attached hereto provides a list of attendees.

Please also note that at the community meeting we presented the possibility of an interparcel connection to Holland Meadows. That connection had been reserved by the developer of Holland Meadows to allow for the continuation of that development to the Project Property. The Project also contemplated the shared use of proposed community amenities between the two developments. At the request of community meeting attendees, the interparcel connection and shared amenities were removed.

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 mid-2020 and we believe all lots will be constructed within three years, subject to market conditions. Phasing of this project is not anticipated at this time.

4.1 Site Preparation

The Property has two existing dwellings, which will be removed prior to construction. The rest of the site is currently undeveloped, but has been subject to previous land disturbance. 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 157 new jobs during the construction phase, and \$5,194,923 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 11, located approximately 2.1 miles southeast 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 Lee Hill Elementary, Thornburg 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 0.5811 students per dwelling unit (for single family attached, "SFA"), the Project's 85 dwelling units will generate a net of 43 school-age children above the by-right (e.g. 85 SFA units less 11 by right units) units 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 for school facilities.

A bus shelter for school children will be provided at the entrance to the Property, as shown on the GDP.

5.3 *Parks, Buffers and Open Space*

Approximately 46% 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 shown on the GDP, a community park with playground, running track and pavilion, will be provided. As detailed on the attached proffer statement, cash proffers will offset any additional impacts the project may have on park facilities.

A six foot high privacy fence will be provided along the property border with Holland Meadows, as shown on the GDP. 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 sewer line that serves the neighboring Holland Meadows development and the existing 8" water main that serves the neighboring Holland Meadows development and the existing water main located along Lee Hill School Drive, 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*

The Property abuts Lee Hill School Drive, which is a two (2) lane public road classified as a minor collector road. Access to the Property will be provided from Lee Hill School Drive. Roads constructed within the project will be private.

The project will generate 494 vehicle trips on a daily basis, including 37 vehicle trips during the a.m. peak hour and 44 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.

A by-right development would only be served by an interparcel connection to Holland Meadows as the VDOT connection to Lee Hill School Drive would be cost prohibitive for so few lots.

6. Housing

The project will enhance the County's stock of new, single family 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 \$280,000 to \$300,000 per unit, the proposal meets market expectations for this area of the County. Further, the projected value for units should enhance surrounding property values. We believe that all lots will be developed within three to four 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 C). 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 85 new homes at the site, the total real property tax resulting from the project is estimated to be about \$213,100 annually in current dollars. In addition, the personal property tax resulting from the project is estimated to be \$104,668 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 \$328,377 each year in current dollars.

In addition to the on-site fiscal impact, the project is estimated to generate \$56,268 in taxes off-site for the County annually after build-out and occupancy. As mentioned above, the Project would generate approximately 157 new jobs during the construction phase, resulting in about \$5,194,923 in employee earnings.

The project is expected to result in 85 new households with an estimated 2.41 persons per household for a total of 205 people, with 49 school pupils. The total annual tax-supported cost of the project is estimated to be \$331,303 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 \$53,342 in current dollars.

EXHIBIT A

Generalized Development Plan

EXHIBIT B

Proffer Analysis

EXHIBIT C

Fiscal Impact Analysis

EXHIBIT D

Community Meeting Attendees

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