

## GENERAL DEVELOPMENT PLAN (GDP) NARRATIVE

Owners:                   Gramm & Bethard, LLC (Safford Auto)  
                              Fields Investments, LLC (Dan Fields)

Co-Applicants:       Gramm & Bethard, LLC       Fields Investments, LLC  
                              8448 Leesburg Pike       3819 Carlyle Ct.  
                              Vienna, VA 22182       Fredericksburg, VA 22408

Date:                    August 2, 2016

GDP:                    “Generalized Development Plan Safford Auto - Fields Investments  
                              Properties,” dated August 2, 2016, prepared by W.W. Webb & Associates,  
                              PLLC (the “GDP”)<sup>1</sup>

Property:               TM23A-2-9, Fields Investments, LLC  
                              (10827 Courthouse Rd. Fredericksburg, VA 22408)  
                              TM23A-2-9A, Fields Investments, LLC  
                              TM23A-2-10, Gramm & Bethard, LLC  
                              TM23A-2-11, Gramm & Bethard, LLC  
                              (10823 Courthouse Rd, Fredericksburg, VA 22408)  
                              TM23-A-139, Gramm & Bethard, LLC

Rezoning Request:    R-1 to C-3

Special Use Request: Commercial Off-Street Parking (Tax Maps 23A-2-10, 11 & 23-A-139 only)

Rezoning File No.:    R16-0007

Special Use permit File No.:   SUP16-0010

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<sup>1</sup> Subsequent to the filing of this application, the Co-Applicants reserve the right to make minor modifications or amendments to the GDP in order to address final engineering, architectural and design issues, and to ensure compliance with federal, state and county regulations, laws and ordinances. Notwithstanding the foregoing, any required adjustments are subject to the approval of the County’s Zoning Administrator.

## **I. Project Overview**

Co-Applicant Gramm & Bethard, LLC (Safford Auto) proposes rezoning Tax Map Parcels TM23A-2-10, 11 & 139 from R-1 to C-3 and a special use permit in order to operate a commercial off-street parking lot for the purpose of storing new car excess inventory, as generally depicted on the GDP. Safford Auto's businesses: Safford Kia, 5204 Jefferson Davis Hwy; Safford Chrysler Jeep Dodge, 5202 Jefferson Davis Hwy; and Safford Fiat, 4535 Lafayette Blvd, are each approximately 1/4 mile from the Property for this rezoning. Currently, Safford Auto's excess new car inventory is stored on a leased parking lot off of Industrial Blvd. (located at 4907 Jefferson Davis Hwy). Safford Auto is the owner of parcels TM23A-2-10, 11 and 139. This application for rezoning will allow this Co-Applicant to sustain and expand its current business operations as there is an obvious growing need and market for auto sales and service businesses in the County. On average, this operation will result in minimal traffic and will only involve Safford Auto employees retrieving cars from the Property when necessary.

Co-Applicant Fields Investments, LLC proposes rezoning Tax Map Parcels TM23A-2-9, 9A to C-3 in order to construct a general purpose commercial building, as generally depicted on the Generalized Development Plan and attached rendering. The owner of Fields Investments, LLC, also owns Commuter Express Inc. (CXI), a vanpool business that is located in Spotsylvania County, and proposes moving Commuter Express to the Property. Currently, Commuter Express Inc. has its office and light maintenance facility located at 4945 Commerce Dr. (Fredericksburg II Warehouses off of Industrial Blvd) a location that has only 3 dedicated parking spaces.

Not unlike Safford Auto, Commuter Express, Inc. will also result in minimal automotive traffic at the Property. Although Commuter Express Inc. currently has approximately 70 vans that shuttle several hundred commuters to Washington DC and other areas each day, all of these vans, (except for 4 extra back-up vehicles) remain parked at VDOT commuter lots when not in use. Also, this business currently only has 3 employees. Finally, almost all of its customers pay the monthly fare by mail, pay online with a credit card, or pay by direct deposit. Only about 4-6 customers come to the office and pay in person each month.

Commuter Express is also planning to expand its business to include a small fleet (6-12 vans) of rental vans after it moves its operation to the Property. Its current location at 4945 Commerce Drive, with only 3 parking spaces, is not adequate for the vanpool or van rental operation and is not an appropriate store front location for van rental customers that will need to personally visit the business office.

The Safford Auto and Fields Investments Properties are adjacent to each other on Courthouse Rd., Rte. 208 and are situated in the Courtland Magisterial District of the County

and the Battlefield voting district. The Safford Auto's Property (TM23A-2-10, 11 & 139) consists of approximately 2.8774 acres. Parcels TM 23A-2-10 & 139 are currently vacant lots and parcel TM 23A-2-11 contains an older small home and detached two-car garage that have been vacant for several years. Fields Investments Property (TM23A-2-9, 9A) consists of approximately .503994 acres (21,954 sq. ft.) and would be reduced to 18,954 sq. ft. after the proffered 15' dedication for the construction of the right hand turn lane. This parcel contains a small home, a detached one-car garage and two small sheds and is currently rented to a residential tenant. The surrounding uses include the SPCA, S&K Home Remodeling, Pro-Build Lumber Yard, Culligan Water Conditioning, and the Gulf Gas station. The uses directly across Rte. 208 include Websites for Anything, Price Auto Sales, and a multi-tenant office building.

The Property (all parcels owned by both Co-Applicants) is currently zoned in the Residential 1 District ("R-1"), which provides for "low density, single-family detached residential uses in a suburban setting." A quick glimpse of the County Zoning Map shows that the majority of the properties surrounding the Property are predominately C-3, a small cluster of C-2, and some residual residential areas remaining on Hood Drive and on the opposite side of Rte. 208.

## **II. Comprehensive Plan**

The Comprehensive Plan's (the "Plan") Future Land Use Map designates the Property as "Commercial Land Use." This designation is intended to encourage a variety of retail and office uses, including, but are not limited to: medical facilities, shopping centers, restaurants, automobile service and sales facilities, and similar uses. The Co-Applicant's proposed redevelopment projects are consistent with this designation in the Plan.

The proposed uses are supported by the Comprehensive Plan's specified Commercial Land Uses policy of encouraging "the retention and expansion of existing business operations." Safford Auto would be unable to sustain and expand its operation without continuing to have a diverse and extensive new car inventory readily available. This is evidenced by the large number of excess new cars stored at its current leased location. Similarly, Commuter Express Inc., an existing Spotsylvania County business, must move to another location to sustain and expand its current business operation. Fields Investments, LLC proposed use of a general office building with 23 parking spaces is more than adequate for Commuter Express Inc.

The proposed GDP and commercial uses also support the Plan's policy of encouraging "interparcel connections to adjoining properties, where appropriate" and to "connect to existing interparcel access points." The proposed GDP includes interparcel connectors available to connect parcels TM23A-2-9, 9A and 10 if appropriate based on a future change in the use of TM23A-2-10, 11 and 139. The proposed GDP also includes completing the constructing of the already half completed interparcel connector between parcels TM23A-2-8 (10829 Courthouse Rd) and parcel TM23A-2-9, 9A (10827 Courthouse Rd) and a shared entrance for these two

parcels. As explained in the next paragraph below, the interparcel connector on TM23A-2-8 ends near the property line between the parcels and was intended by the County to be completed in the future and connected to a joint entrance when TM23A-2-9, 9A (10827 Courthouse Rd) was eventually developed.

Currently, TM23A-2-8 (10829 Courthouse Rd), does not have an entrance except through the Gulf Gas Station by a permanent access easement. This sole entrance through the gas station was intended by the County and VDOT to be temporary until TM23A-2-9, 9A was developed. This fact is shown by the Site Plan approved for the construction of Seals Law Office on TM23A-2-8 (10829 Courthouse Rd). Mr. Seals site plan approval was conditioned on him agreeing to the construction of a joint entrance between these two parcels if and when TM23A-2-9 was developed. A copy of the County's Site Plan approval letter conditioned on the construction of this future joint entrance is attached and marked as Exhibit A. This entrance is part of the proposed GDP and is badly needed as explained below.

This sole entrance for to TM23A-2-8 (10829 Courthouse Rd), through the Gulf Gas Station has been extremely problematic for several reason. First, this entrance is no longer visible from Rte. 208 because its visibility has been completely blocked by the Gulf Gas Station's new used car lot and the placement of a mobile food trailer, picnic tables and a large tent that have been permanently situated on the grass directly next to the entrance to TM23A-2-8 (10829 Courthouse Rd). The Gulf Gas station/check cashing business, used car lot, and food trailer customers now have insufficient places to park so they often park directly across and blocking the entrance to 10829 Courthouse Rd. Despite numerous complaints to the owner of the Gulf Gas station and calls for police intervention, the problem continues. The current tenant at 10829 Courthouse Rd., (GID Industries) has had to repeatedly deal with this frustration since moving their headquarters to that location. Fields Investments, LLC has received numerous calls from contractors hired to work on the building complaining that they have driven by several times and cannot find the entrance to the property. The Seals Law Office conditional Site Plan approval requiring the interparcel connector and shared entrance was a major factor in the decision to purchase the adjacent parcel (TM23A-2-9) by Fields Investments, LLC. The new shared entrance and interparcel connector will significantly help alleviate the problem of accessing the business through the gas station parcel.

Additionally, the Plan designates the Property as within the "Primary Development Boundary." The Co-Applicant's proposed redevelopment projects are also compatible with the goals of the Primary Development Boundary. The proposed use by Fields Investments, LLC will be served by public water and sewer. Also, the conversion from residential to commercial will enhance groundwater protection by utilizing public utilities, and will result in negligible impacts to public utility capacity. In fact, the proposals will result in a net economic benefit for the County due to increase in real property tax revenue and an increase in tax revenue on the proposed business uses.

Finally, The Co-Applicant's combined proffered dedication of real property of substantial value and the proffered substantial monetary cost of constructing the turn lane (the need for which is not generated solely by the rezoning itself) will provide a significant public improvement at no cost to taxpayers. The Rte. 208 speed limit in front of the Property is 45 mph. Currently, accessing the Property requires coming to almost a stop to make a right turn from the right travel lane. This is a very dangerous maneuver in the heavy traffic in that vicinity. Currently, the right turn lane is intermittent along Rte. 208 in that area, but the construction of this 400' turn lane section will connect the largest section of void of the turn lane. It will connect on the west side of the project Property to the existing turn lane in front of S&K Remodeling, Culligan Water and The Shops at Courthouse Rd. And it will connect to the east side of the project Property to right turn lane that currently exist beginning at the Gulf Gas Station. The public safety benefits of the proffered turn lanes and sidewalks far outweigh any benefits of a single entrance serving all of the parcels without the turn lane.

Based on the proposal's economic benefits, minimal impacts on public facilities and services, and minimal impacts on adjacent properties, the proposed development will further the intent of the Comprehensive Plan.

### **III. Land Use**

As noted above, the Co-Applicants propose rezoning the Property from R-1 to C-3. As requested on the County's rezoning application packet, the application includes the following features:

- a) Uses: Parcels TM 23A-2-10 & 139 are currently vacant lots and parcel TM 23A-2-11 contains an older small home and detached two-car garage that have been vacant for several years. Parcels TM23A-2-9, 9A contains a small home, a detached one-car garage, small sheds and is currently rented to a residential tenant. The Co-Applicants propose demolishing the existing improvements and constructing the general purpose commercial building on Parcels TM23A-2-9, 9A and the large parking lot on Parcels TM 23A-2-10, 11 & 139.
- b) Maximum Lot Coverage and Floor Plan Ratio: The C-3 district's maximum FAR is 1.0. The GDP meets this requirement with a FAR of 0.02. The C-3's district's 15% minimum open space requirements result in an 85% maximum lot coverage requirement, which is satisfied by the proposal's 79.2% lot coverage.

c) Buffering, access plan, landscaping and screening, yards and setbacks: All buffers, access, landscaping, screening, yards and setbacks are as provided on the GDP and as described below:

1. Buffers: Street Buffer C is required at the road frontage of the parcels along Courthouse Road - Route 208 which is classified as an arterial roadway. A 10' wide buffer strip is being used on the smaller parcel with the commercial building use resulting in 5-canopy trees and 2-understory trees per every 100 LF. A 20' wide buffer strip is being used on the commercial off street parking use resulting in 4-canopy trees and 1.6-understory trees over every 100 LF. All street buffer trees to be deciduous, not evergreens. In addition to the 20' wide buffer strip, an additional evergreen screening will be placed behind the deciduous trees divided by an aluminum fence to enhance the view shed.
2. Access Plan: The access to the subject parcels is from Rte. 208 as depicted on the GDP. Additionally, the proposal includes cross access through future easement agreement to be created by Fields Investments, LLC to apply permanently to parcels TM23A-2-8 and 9, both of which are owned by Fields Investments, LLC.
3. Landscaping and Screening: All on-site landscaping to be in conformance with Article 6 – Landscaping and Screening of the County's Design Standards Manual and Article 5, Division 5 of the Zoning Ordinance.

Transitional screening 3 is required on the Southeast boundary resulting from being adjacent to a large parcel with R-1 zoning. Transitional screening 3 requires a 50' wide area. A 25' wide area is being provided due to the large parcel being undeveloped for Article 6-7 transitioning screening, General Provisions', D(1) where the proposed development is contiguous to undeveloped land, 50% of the required screening shall be provided within the zoning district and on the lot of the proposed development. The remainder of the screening shall be provided on the contiguous lot at the time that lot is developed.

4. Interior Parking Lot Landscaping: A request for a waiver for the large parking lot within TM23A-2-10, 23A-2-11 and 23-A-139 is necessary. The nature of the parking lot is not for the intended use that DSM 6-6-1 was established for. The public will not have access to subject lot and the Street Buffer-C

along with the fencing and additional evergreen screening and the two evergreen islands just inside the entrance opening will shield the view shed from Courthouse Road.

5. Yards and Setbacks: All yard and setback requirements will be as depicted on the GDP.

d) Maximum Building Height: The building height will not exceed the C-3 district's 75 foot height maximum.

e) Phasing: The Co-Applicants plan to commence construction of the project soon after rezoning approval. However, Co-Applicant's may request demolition permits prior to rezoning and special use approval.

#### **IV. Cultural Resources**

Based on review of the Comprehensive Plan and information from the Virginia Department of Historic Resources and the United States Department of Interior, the Property does not have any cultural resources. Additionally, the Property is not located in the County's Historic Overlay District.

All existing structures have been previously surveyed for historic significance and documented in Department of Historic Resources VCRIS system (088-5325- Ca. 1920 Colonial Revival House, 088-5324). Structures were not considered significant and/ or eligible for National Register.

#### **V. Fire and Rescue**

The proposal will have minimum impact on the County's fire and rescue facilities, and the project provides significantly improved travel space for emergency access to the proposed improvements and existing neighboring improvements.

## **VI. Water and Sewer**

The Property's location within the Primary Development Boundary supports utilization of public utilities. The proposed use by Fields Investments, LLC will be served by public water and sewer. The conversion from residential to commercial will enhance groundwater protection by utilizing public utilities, and will result in negligible impacts to public utility capacity. All necessary approvals for utilizing public utilities will be obtained.

## **VII. Environment**

No environmentally sensitive features, such as resource protection areas, water bodies, or wetlands, are located on the Property. There are, however, three wells that will need to be closed under the observation of the Virginia Department of Health. Existing trees will be removed, though new plantings have been provided on the GDP to the extent feasible. As indicated on the GDP, the proposal will conform to stormwater requirements, and the Co-Applicants intend to utilize low impact development methods to address stormwater management on the Properties.

## **VIII. Transportation**

A traffic impact analysis was completed for both parcels combined and separately. Both studies indicated that no right turn lanes were required using one or two entrances. In place of building the required tapers, a full length turn lane a length of 400'+ is being built to connect the entrance west of the project serving the SPCA to the entrance east of the project serving the Gulf Station. The two entrances combined anticipate a generation of 103 trips per day from the project.

The joint proposal includes proffers for a 15' dedication extending approximately 300' along the entire Rte. 208 frontage of the project Property and an additional 15' dedication extending another 100' along Rte. 208 frontage of the offsite adjacent parcel (TM 23A-2-8) totaling an approximate 400' turn lane improvement.



Additionally, this proposal includes completing the construction of the interparcel connector that currently ends near the property line between TM23A-2-8 and 9,9A, and constructing a shared entrance for these parcels. Also, the proposed GDP includes future interparcel connectors to connect parcels TM23A-2-9, 9A and 10 if appropriate based on a future change in the use of TM23A-2-10, 11 and 139.

**IX. Community Meeting**

The Co-Applicants were not required to hold a community meeting but certified mailings were sent out to the surrounding landowner's within a 1,000 foot radius on August 30, 2016.

## **EXHIBIT A**

### Generalized Development Plan

See attached "General Development Plan, Safford Auto – Fields Investment Property," dated August 2, 2016, and revised January 24, 2017 prepared by W.W. Webb & Associates.