

## **GENERALIZED DEVELOPMENT PLAN - NARRATIVE**

Applicant/Owner: 268 MAIN STREET, LLC  
1309 Franklin Street, Fredericksburg, VA 22401

Representative: Charles W. Payne, Jr., Hirschler Fleischer, 725 Jackson Street,  
Suite 200, Fredericksburg, VA, (540) 604-2108;  
Fax (540) 604-2101; email: cpayne@hf-law.com

Project Name: "The Villas at Salem Church"

Property: Spotsylvania County Tax Parcel 23-3-A, consisting of approximately 6.65  
acres, commonly known as 5715 Ross Drive, Fredericksburg, VA (the  
"Property")

Date: January 29, 2018

GDP: Generalized Development Plan, entitled "The Villas at Salem Church  
Generalized Development Plan for Rezoning", prepared by Fairbanks &  
Franklin, dated November 8, 2017, as last revised January 24, 2018,  
attached hereto as Exhibit A (the "GDP")

Rezoning Request: From R-1 to R-8

Rezoning File No.: R17-0012

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### **I. Project Overview**

The Applicant/Owner proposes rezoning the Property from the Residential 1 District ("R-1") to the Residential 8 District ("R-8"), all in accordance with this rezoning application. Section 23-6.9.1 of the County's Zoning Ordinance states that the purpose of the R-8 zoning district is "to provide for single-family attached residential dwellings at a density not to exceed eight (8) dwelling units per acre."

The Property consists of one (1) parcel totaling approximately 6.65 acres of land subject to this rezoning. The Property is situated in the Chancellor magisterial district and the Courtland voting district. It is located near the intersection of Ross Drive and Salem Church Road, south of the intersection of Salem Church Road and Plank Road. The Property is also located in the Highway Corridor Overlay District. The Property is bordered to the immediate west by single family homes and vacant residential land, to the immediate north and east by single family homes and a SFD residential subdivision known as "Maple Grove", and to the immediate south by Ross Drive. Across Ross Drive are single family homes.

The purpose of the proposed rezoning is to allow a small residential development consisting of 45 age-restricted single family attached dwelling units, all as shown on the GDP. The R-8 sub-district includes single-family attached dwellings as a permitted use. The proposed development has a density of 6.77 dwelling units per acre, which is below the maximum density for the R-8 sub-district of eight (8) dwelling units per acre. The GDP reflects approximately 2.426 acres of open space, which accounts for 36.5% 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, buffering and stormwater facilities. Further, the several photographs attached hereto and marked as Exhibit B depict the proposed general architectural design and building material features for the project (collectively, the "Photos").

Adjacent properties consist of residential properties, including single family detached homes and vacant land. The lots on the south side of Lucas street back up to multifamily dwellings. There is nearby commercial to the north and south on Salem Church Road. Given the foregoing mix of uses, including multifamily and commercial, we believe the Applicant/Owner's proposal is compatible with existing uses in the area, and will further enhance the area's housing stock while maintaining the area's character. Additionally, the Applicant/Owner's proposal is in line with the purpose of the R-8 district which is to provide attached, single family dwelling units at a density of 8 units or less per acre.

As described in Section II below, the Applicant/Owner's proposal conforms to the policies established by the County's Comprehensive Plan (the "Comp Plan"). Furthermore, the proposal will result in no impacts on public schools as this is an age restricted development. In addition, the project will have minimal impacts on roads, parks, and public safety facilities, which any such impacts 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) proffer analysis prepared by S. Patz & Associates, Inc., which is entitled "Proffer Analysis, The Villas at Salem Church Spotsylvania County, Virginia", dated January, 2018, attached hereto and marked as Exhibit C ("Proffer Analysis").

In addition, the Applicant/Owner retained the professional services of S. Patz & Associates, Inc. to perform a fiscal impact and marketing analysis of the project (collectively the "FIA"). The FIA is dated November, 2017, entitled "Market and Fiscal Impacts Analyses The Villas at Salem Church Spotsylvania County, Virginia", is attached hereto and marked as Exhibit D, 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 exceeding \$121,700 on an annual basis.

## **II. Comprehensive Plan**

### **Future Land Use Map**

Generally, the Comp Plan is a guide for future land use goals. By no means is it a requirement or County ordinance, and there is typically flexibility in how the County interprets highest and best uses for particular properties. Further, the Comp Plan encourages 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.

The subject Property is located in the Comp Plan's Future Land Use Map 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. Although the density of the Project is higher than recommended under the Comp Plan, it is surrounded or nearby more intense multifamily and commercial uses, and is located within the PDB which encourages greater density.

Further, the proposed age restricted use will have a lesser impact to county services, especially schools, versus that of a market rate low density residential uses on this Property. In addition, the residents of this proposed project will typically not travel during peak am and pm travel hours (e.g. average age of resident living with age restricted communities is typically of retirement age of 65 years or older), thus minimizing impacts to the immediate transportation corridors. Further, the proposed use will improve and offer an alternative housing stock in the immediate area as many of the surrounding properties are part of older developments. Furthermore, the proposed project will extend utilities to the Property, which will allow nearby property owners to connect to public water and sewer.

As noted above, the introduction of a new, more modern age-restricted home stock to this location is consistent with the Comp Plan as it will promote a more diverse housing inventory in this area. In addition, the proposed use will also allow aging adults within the County and immediate area to downsize their current residences, and remain in the County or area, thus allowing them to remain close to family members, services and their communities.

From an economic development perspective, the proposed rezoning will generate new jobs and positive tax revenues both onsite and offsite. As noted above, the Applicant/Owner has retained the professional services of a consultant to perform a fiscal impact analysis ("FIA") of the project, which is discussed in more detail below.

As noted above, this Project furthers multiple objectives of the Comp Plan, including without limitation reducing impacts on County services, like schools, creating local jobs and supporting a diverse housing inventory. Accordingly, the Project is in line with the County's tax revenue goals as it will have minimal impacts on County services, and generate additional local jobs and tax revenues as more fully set forth in the FIA. The Project's proposed use as age-restricted residential units also furthers the County's goal of supporting a diverse housing inventory that accommodates housing needs for County residents at all stages of life, as promoted under the Comp Plan.

#### Primary Development Boundary

The Comp Plan's Future Land Use Map establishes a Primary Development Boundary (the "PDB"). 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 non-

residential uses. The Property is located with the PDB, supporting the proposed use and the Property's utilization of public utilities, and increased density.

### Highway Corridor Overlay District

The Property is located within the Highway Corridor Overlay District. Since the proposed use is not an office or commercial use, the Project will not be subject to the design standards of the Highway Corridor Overlay District.

### **III. Land Use**

As noted above, the Applicant/Owner proposes rezoning the Property from R-1 to R-8. As required by the County's rezoning application packet, please note the following:

- a) Use. The Property has never been developed. The Applicant/Owner proposes developing the Property for purposes of constructing a residential age restricted development of single family attached homes, as depicted on the GDP. We believe the proposed use is the highest and best use for this site. Development of the proposed use would likely commence within six months of any rezoning approval. For purposes of the proposed age restricted use and as provided in the enclosed proffer statement, all units constructed on the Property shall be age restricted and qualify as "housing for older persons" in accordance with the criteria set forth in Code of Virginia Section 36-96.7, et al., as amended. Further, the Applicant/Owner, prior to construction of the first residential unit, shall prepare and record restrictive covenants that define the qualification for initial and subsequent occupancy of any residential unit associated with the Property and shall further restrict households to include at least one person who is age 55 years or older. Additionally, a covenant shall be placed on the Property that further prohibits any resident 18 years or younger to reside within any unit constructed on the Property for a period of time exceeding thirty (30) days within any six (6) month period. Notwithstanding the foregoing restrictions, any unit constructed on the Property may be occupied by a physically or mentally disabled individual who is 18 years of age or older and is the child of an age-restricted occupant. All such covenants described herein shall be recorded among the land records of Spotsylvania County, Virginia and encumber the Property.
- b) Maximum Dwelling Units. The maximum number of age restricted dwelling units on the Property will be forty-five (45).
- c) Buffering, access plan, landscaping and screening, yards and setbacks. All buffers, landscaping, and setbacks will be as generally provided on the GDP and will conform to the applicable Zoning Ordinance requirements. The project will be accessed via Ross Drive.
- d) Maximum building height. The maximum height of any building shall be in conformance with the applicable County zoning ordinance.

- e) Special Amenities. Approximately 36.5% of the Property will be maintained as open space. The open space will be used for stormwater facilities, buffering and preservation of natural areas.
- f) Phasing. Phasing of this project is not anticipated at this time; however, as noted above, we believe all lots will be constructed within two years of any rezoning approval, subject to market conditions.
- g) By Right: The Property is currently zoned R-1 and has access to water and sewer. Thus, the Property could yield four (4) single family detached dwelling units under the R-1 cluster zoning.

#### **IV. Cultural 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 have any cultural resources, including cemeteries. Additionally, the Property is not located in the County's Historic Overlay District.

#### **V. 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 6, located less than a half mile from this site, will provide the Property with quick access to emergency services. As detailed on the attached proffer statement, cash proffers will be proffered to offset any impacts the Project may have on fire and rescue facilities.

#### **VI. Schools**

The proposed rezoning will not impact schools.

#### **VII. Parks and Open Space**

Approximately 36.5% of the Property will be maintained as open space. The open space will be used for the preservation of natural areas, buffering and stormwater facilities. As detailed on the attached proffer statement, cash proffers will offset any additional impacts the project may have on park facilities.

#### **VIII. Water and Sewer**

The Property can be serviced by the existing 12" gravity sewer line and the existing 8" water main that serve the neighboring Maple Grove and Thomas Ross subdivisions respectively. These utility lines will be extended throughout the proposed development. In order to provide adequate water service, an 8" waterline will be extended from the existing 6" stub at the Salem Church Rd/Ross Drive intersection to the Lucas Street/Ross Drive intersection, shown on the GDP.

## **IX. Environment**

The project's design will minimize the impact to the natural topography and vegetation located on the Property and Applicant/Owner's design will be in compliance with County and State requirements for stormwater management for the development of the Property. There are wetlands and streams on the site, but none will be disturbed for purposes of this Project, and such areas will be preserved within the designated open space shown on the GDP.

## **X. Housing**

As shown in the Photos, the Project will enhance the County's stock of 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 \$250,000 per unit, the proposal meets market expectations for this area of the County, and have minimal impact on County core services like schools. Further, the projected value for units should enhance surrounding property values of other properties.

One of the County's objectives under the Comp Plan is to support a diverse housing inventory by providing a mix of units that can accommodate housing needs for all stages of life. This includes condominiums, townhouses, and single-family homes, as well as assisted care facilities. This Project assist in meeting those goals.

Impacts on existing residences in the vicinity of the Property will be mitigated through appropriate buffering. As depicted on the GDP, transitional screening areas will buffer the proposed development from existing residential uses. Further, access to the property will be from Ross Drive. Thus, there will be minimal impacts to surrounding properties.

## **XI. Transportation**

The Property abuts Ross Drive, which is a two (2) lane undivided public road classified as a local road. Access to the Property will be provided from Ross Drive. Roads constructed within the Project will be privately maintained.

The project will generate 156 VPD of overall trips on a daily basis, including 18 VPD during a.m. peak hours and 16 VPD during p.m. peak hours. Neither a full County traffic impact analysis nor VDOT 527 analysis is required for this Project as it is projected to generate minimal impacts based on VDOT traffic generating models.

## **XII. Fiscal Impact Analysis**

The Applicant/Owner retained the professional services of S. Patz and Associates, Inc. to perform the FIA for the Project. A copy of the FIA is attached hereto and marked as Exhibit D. The FIA includes an analysis for projected tax revenue for the Project at full build-out, both for on site development and off-site expenditures directly related to the Project. The total revenue generated from the Project was then compared with expected County costs to provide services to

the residents of the proposed development. The FIA concludes an annual net fiscal tax benefit of \$121,730 at build-out, all as described in the FIA.

As noted above, the average home in this subdivision is expected to be \$250,000 per unit and the average home size will be 1500-1600 square feet, finished above grade. For the 45 homes at the site, the total real property tax resulting from the project is estimated to be about \$95,630 annually in constant 2017 dollars. In addition, the personal property tax resulting from the project is estimated to be \$32,260 annually in constant 2017 dollars. The sum of all of the tax revenues that could be expected to flow to the County from the project annually after build-out is over \$139,500 each year in constant 2017 dollars.

In addition to the on-site fiscal impact, the project is estimated to generate \$35,140 in annual off-site tax revenues for the County after full build-out. The Project would also generate approximately 20 jobs off-site in the County, resulting in about \$500,000 in annual employee earnings.

The project is expected to result in 45 new households with an estimated 2.0 persons per household for a total of 90 people. Since this is an age restricted development, there will no school age pupils. The total annual tax-supported cost of the project is estimated to be \$52,950 each year in constant 2017 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 \$121,730 in constant 2017 dollars.

### **XIII. Community Meeting**

Pursuant to County requirements, the Applicant/Owner and its representatives held a community meeting on September 21, 2017 at Salem Baptist Church to introduce and discuss the project with surrounding property owners. We addressed questions from members of our community and believe the meeting went well. Exhibit E attached hereto provides a list of attendees.

**EXHIBIT A**

**Generalized Development Plan**

See attached GDP entitled “The Villas at Salem Church Generalized Development Plan for Rezoning”, prepared by Fairbanks & Franklin, dated November 8, 2017, as last revised January 24, 2018



**EXHIBIT B**

“Photos”

## **EXHIBIT C**

### **Proffer Analysis**

## **EXHIBIT D**

### **Fiscal Impact Analysis**

**EXHIBIT E**

List of community meeting attendees

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