

County of Spotsylvania

Department of Planning

Staff Report

Rezoning # R17-0013
(Battlefield Voting District)

Board of Supervisors

June 12, 2018

Planning Commission
Recommendation: Approval with proffers by a vote of 7-0 on May 2, 2018.

Staff Recommendation: Approval with the proffer statement dated April 9, 2018

Project: R17-0013 (RO17-0013) Roseland Townhomes

Owner/Applicant: Spectrum Partner Investments, LLC

Request: The applicant requests a rezoning of 1.0124 acres from Residential 1 (R-1) to Mixed Use 2 (MU-2) with proffers to allow for the development of 14 townhomes.

Tax Map Parcel(s): 24B-2-12-1, 24B-2-12-2, 24B-2-12-3, 24B-2-14-16, 24B-2-14-17, and 24B-2-14-18.

Location: The properties include 212, 214, and 216 Hudgins Road, and three unaddressed parcels. Collectively the 6 parcels have 150 feet of frontage on Hudgins Rd. The signalized intersection of Jefferson Davis Hwy. and Hudgins Rd. is located approximately 560 feet NW of the subject properties and the intersection of Lafayette Blvd. and Hudgins Rd. is located approximately 800 feet SE of the subject properties.

Zoning Overlay: Airport Protection Overlay District
Highway Corridor Overlay District (portion of lot 24B-2-14-18)

Future Land Use
Designation: Mixed Use

Historic Resources: No nearby historic resources nor districts were identified.

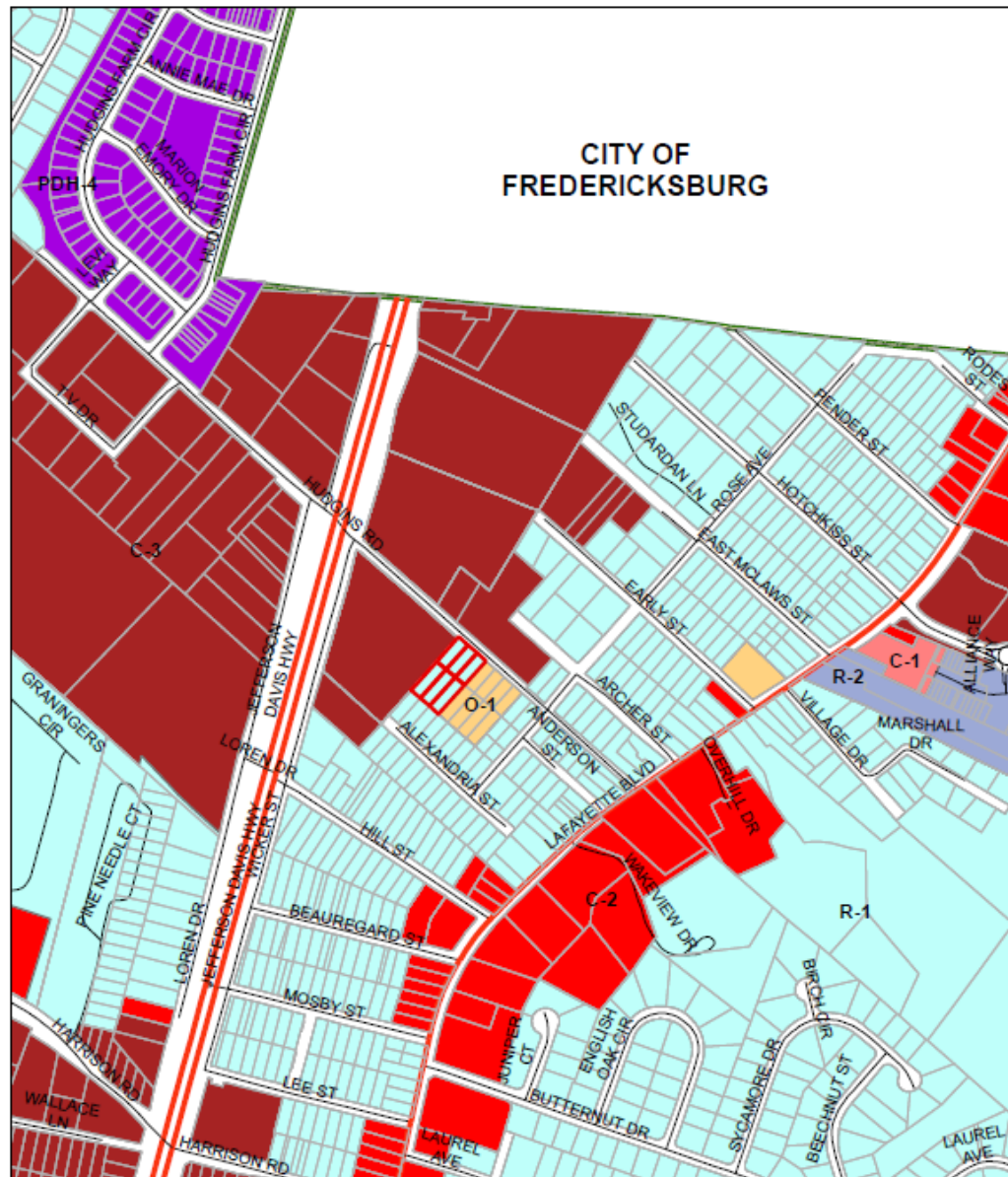
Date Application Deemed
Complete: November 28, 2017

Community Meeting: A community meeting was held on February 25, 2016 to discuss the proposed rezoning. Concerns raised at the meeting were primarily related to traffic safety, density, crime, and buffering.

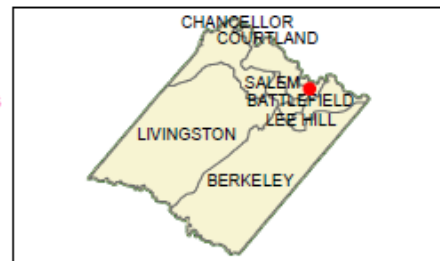
Figure 1: Zoning Map

Legend

- A-2
- A-3
- C-1
- C-2
- C-3
- I-1
- I-2
- MU-1
- MU-3
- MU-4
- MU-5
- O-1
- O-2
- PDC
- PDH-16
- PDH-2
- PDH-3
- PDH-4
- PDH-5
- PDH-8
- PRR-2
- PRR-3
- PRR-4
- R-1
- R-2
- R-3
- R-8
- R-A
- R-C
- R-R
- RU
- VC



Case Number: R17-0013
Applicant: Spectrum Partner Investments, LLC
Request: Rezone for 14 attached dwelling units
Location: 212 Hudgins RD
Parcel: 24B (2) 12 1, 2 & 3;
 24B (2) 14 16, 17 & 18
Acreage: 1.01240 acres
Zoning: R-1 proposing MU-2
District: Battlefield



Spotsylvania County
 Information Services Department
 GIS Division

Created: March 7, 2018

Figure 2: Aerial Map (2017)



I. The Site

The property consists of six parcels identified as Tax Map numbers 24B-2-12-1, 24B-2-12-2, 24B-2-12-3, 24B-2-14-16, 24B-2-14-17, and 24B-2-14-18, which are approximately 1.0124 acres cumulatively. The six parcel site is located on south side of Hudgins Rd. approximately 560 feet SE of the signalized intersection of Jefferson Davis Hwy. and Hudgins Rd. The property is currently zoned Residential 1 (R-1). The property abuts an existing car dealership to the NW, an office to the SE, and three single family homes to the SW. Another car dealership is located across Hudgins Rd. to the NE. This property is designated on the Future Land Use Map in the Comprehensive Plan as Mixed Use and is

within the Primary Development Boundary. The properties are within the Airport Protection Overlay District and the Highway Corridor Overlay District is located over a small portion of site at the southwestern corner.

II. Project Proposal

The applicant is requesting to rezone the site from Residential 1 (R-1) to Mixed Use 2 (MU-2) with proffers. If approved, the proposal will allow for the development of 14 townhouses. The density of the proposed development would be 13.83 units per acre. The by-right development potential of the subject site would be 6 single family residential units on the existing 6 parcels, or approximately 5.92 units per acre. The Mixed Use 2 zoning district does not have a maximum dwelling units per acre. If approved, one existing single family home will be removed from the property prior to the site's redevelopment. The townhomes proposed by the applicant will be three stories tall, will include two parking spaces each (one of which will be within a first floor garage for each townhome), and an additional 10 guest parking spaces will be shared.

- A. Generalized Development Plan (GDP)** –The development will be accessed from Hudgins Rd. The internal “T” type access to the townhouses will not be dedicated to VDOT and instead will be retained and maintained privately. An interparcel connection is proposed to the neighboring office structure to the east. The site's 14 townhomes all front on this internal access; 8 townhomes back up to the neighboring car dealership to the northwest, and 6 backup to neighboring single family homes located to the southwest. The applicant has proffered to restrict outdoor decks from being located anywhere than the first floor. Open space requirements are exceeded per each lot through the provision of front and rear yards, and side yards for corner units.

The applicant has requested a modification to the County's required Transitional Screen 1, which is to be located between the subject site and the single family residences behind the project. The applicant proposes an 8.25' planting area to be planted with one large evergreen and one medium evergreen every 20 feet. This planting area would be located on the outside of a proposed 8' tall decorative fence. The fence is proposed to be constructed mostly of wood slats, with brick columns topped with concrete caps every 10 feet in order to provide visual breaks. This ornamental fence does not expressly meet the DSM's requirement for Transitional Screen modifications; modifications to Transitional Screens of this magnitude traditionally require the provision of a “brick or architectural block wall” (per DSM 6-7.4.D). Staff finds the applicant's proposal sufficient in meeting the intent of the requirement. Furthermore, voluntarily, the applicant has proposed to extend this same wall along the western property line to provide a screen against the neighboring car dealership which should assist in screening the proposed townhouses from the neighboring commercial use.

A second modification is required to the Mixed Use code's requirement that streets match of a limited selection of varying street types. Specifically, there is no option to

provide a street type that includes 90 degree parking spaces accessed from the street. The Board of Supervisors has the ability to approve alternative street standards pursuant to 23-6.28.7.D and staff is supportive of the alternative proposed by the applicant to accommodate the guest parking along this private road.

Finally, the applicant has requested that the measurement of the Build-to-Zone be calculated inclusive of a 5.5' sidewalk easement which is located along each of the frontages of the townhomes. The applicant notes that with a traditional streetscape the sidewalk would be included within the right-of-way. However because these roadways will be retained privately, there is no dedicated right-of-way, thus the sidewalk does not get included, and the Build-to-Zone is effectively forced forward towards the roadway. The applicant's request is logical and staff has no objections to this request and has identified this as a potential modification necessary to the Mixed Use codes.

- B. Fiscal Impact Analysis** – The applicant provided a Fiscal Impact Analysis (FIA) which asserts the Roseland project will be built out within one phase, beginning in 2018. The units are proposed to be between 1,800 to 2,200 sq.ft. and are estimated to be priced at \$250,000. The applicant's FIA states Roseland is expected to generate approximately \$2,060 in on-site and off-site revenue for the County.

Staff completed a separate fiscal impact analysis utilizing the County's model with an assumed assessed value of \$244,520 (the average of all of the townhomes located within the newer, comparable Lakeside and Lafayette Crossing townhome developments) Based on the assumed value the County's model projects the Roseland development will function at a deficit of approximately \$22,557 annually.

- C. Proffer Statement Summary** – The applicants have provided a proffer statement dated April 9, 2018 for the Planning Commission and Board of Supervisors' consideration. Staff evaluated the proffers according to the parameters established in VA Code Section 15.2-2303.4, consistency with Comprehensive Plan Levels of Service and identified projects within the County's FY 2018 – FY 2022 Capital Improvements Plan (CIP). Below is an itemized list of the submitted proffers including a summary and staff analysis in italics.

- i. General Development** – The applicant commits to develop the property in conformance with the Generalized Development Plan (GDP) last revised April 9, 2018. Minor modifications may be made in order to address engineering/design requirements to fulfill Federal, Commonwealth, and local requirements.

Staff is supportive of the language as proposed as this is an "onsite proffer" which addresses the impacts within the boundaries of the property to be developed.

- ii. **Use** – The applicant commits the property shall be developed solely for no more than 14 townhome units and the units shall not be accompanied by any additional accessory apartments. The applicant also commits that any rear decks will be located only on the first floor.

Staff is supportive of the language as proposed as this is an “onsite proffer” which addresses the impacts within the boundaries of the property to be developed. The proffer to restrict decks from upper floor resulted from dialog with the applicant regarding potential privacy impacts of upper floor balconies with respect to neighboring single family homes.

- iii. **Covenants** – The applicant will encumber the property with a declaration of conditions, covenants, restrictions, and easements and establish a homeowner’s association.

Staff is supportive of the language as proposed as this is an “onsite proffer” which addresses the impacts within the boundaries of the property to be developed.

- iv. **Transportation** – The applicant will dedicate 10’ of right-of-way along Hudgins Rd. as shown on the GDP and will provide a stubbed interparcel connection to the neighboring office building.

Staff is supportive of the language as proposed as this is an “onsite proffer” which addresses the impacts associated with the additional vehicle trips generated by Roseland and proactively acquires additional right-of-way for a new sidewalk and the potential expansion of Hudgins Rd. if warranted at a future date. The right-of-way dedication is within the boundaries of the property to be developed. The interparcel connection was proposed by the applicant to provide support for their request for an access management exception to allow the entrance way where it is presently proposed. The formal access management exception will be requested by the applicant via the site plan process should this rezoning be approved.

- v. **Open Space** – Approximately .152 acres of the property will be owned and maintained by the HOA as open space.

The retention of open space is consistent with Comprehensive Plan goals related to preservation natural and historic resources. Staff is supportive of the language as proposed as this is an “onsite proffer” which addresses the impacts within the boundaries of the property to be developed.

- vi. **Cash Proffers** – The applicant has committed to pay a total cash contribution of \$1,061.60 (\$132.70 per unit above and beyond the 6 by-right units) in order to mitigate the project’s impact on Public Safety and Parks and Recreation.

A cash contribution is an “offsite proffer” which is a proffer addressing an impact outside the boundaries of the property to be developed. The applicant may mitigate the development’s impacts on public facilities via a cash contribution if the facility meets the definition of “public facility” as defined in the Virginia Code and if the development impacts capacity and levels of service and if the development will receive a material benefit from the proffer made.

Roseland will generate additional demands on Public Safety. There is a capacity shortage at F&R Station 4 however there are no identified projects to expand this facility within the CIP. However, there is a Fire Training & Logistics Center identified in the CIP that will serve the County as a whole and for which a capacity need exists. In order to determine the impact of Roseland on Public Safety that is specifically attributable to the new residential development, staff calculated the County’s population inclusive of the projected Roseland population in order to determine the per capita costs associated with this public facility. The applicant has proffered to contribute \$37.88 per unit above by-right for public safety which is reasonable and legally acceptable based on staff’s analysis.

Additionally, Roseland will have an impact on Parks and Recreation facilities for which capacity needs exist as identified by Level of Service Standards in the Public Facilities Element of the Comprehensive Plan and for which there are capital projects identified in the CIP. These facilities include the Marshall Center Auditorium Upgrades, Ni River Park, Belmont - Passive Park, Livingston Community Center and the Patriot Park Playground. In order to determine the impact of Roseland on Parks and Recreation that is specifically attributable to the new residential development, staff calculated the County’s population inclusive of the projected Roseland population in order to determine the per capita costs associated with this public facility. Staff calculated the project’s expected impact based on current capacity of the Parks and Recreation facilities and the Level of Service Standards identified in the County’s Comprehensive Plan. The applicant has proffered to contribute \$94.83 per unit for Parks and Recreation which is reasonable and legally acceptable based on staff’s analysis.

III. Staff Analysis

- A. Transportation Analysis** – Hudgins Rd. is a local road with one signalized intersection at Route 1 and a non-signalized intersection at Lafayette Blvd. Due to the limited connections available between Lafayette Blvd. and Route 1, the road does receive some cut through traffic. A Traffic Impact Analysis (TIA) was not required due to the modest amount of trips estimated to result from this proposal of 82 VPD. Both intersections are estimated to function at a Level of Service E.

The Department of Motor Vehicles (DMV) records show that from 2015 through 2017 there have been a total of 0 reported collisions along Hudgins Rd., at the intersection of Hudgins Rd. and Route 1, and at the intersection of Hudgins Rd. and Lafayette Blvd.

The impact of the Roseland project to the existing road network is minimal due to low amount of units proposed. The applicant has proposed to dedicate right-of-way to accommodate a new sidewalk along the properties frontage, supportive of pedestrian connectivity goals.

B. Comprehensive Plan – Please find below a summary of Roseland’s impact on each component of the Comprehensive Plan. A complete Comprehensive Plan Analysis can be found in Appendix.

- i. Land Use** – Roseland is within an area of the County designated for Mixed Use development which encourages a variety of uses including higher density residential development. The Comprehensive Plan does not specify a goal, nor maximum density. The applicant’s request, though staff opines generally consistent with the Mixed Use designation, does constitute a density increase from 5.92 units per acre to 13.83 units per acre.
- ii. Transportation** – Traffic generated by the Roseland project (14 townhomes) at build out will have a limited impact on the existing street network due to the low amount of trips generated from the proposal. At project build out, the two adjacent intersections of Hudgins Rd. will continue to operate at a LOS E. Hudgins Rd. currently serves an approximate 1,511 VPD and the Roseland project will add approximately 82 daily trips.

iii. Public Facilities

- 1. Public Schools** – For purposes of the Public Facilities Plan, school capacity is the key Level of Service indicator. Roseland is projected to generate a total of 12 students which is comprised of 4 elementary, 2 middle, and 2 high school students. While Roseland will impact County schools, there is existing capacity in Spotswood Elementary. Battlefield Middle School and Massaponax High School are exceeding capacity however no cash proffer is proposed due to the lack of any new school proposed within the CIP which would provide a direct benefit to the residents living within the proposed development. Consistent with the Code of Virginia, Sec. 15.2-2303.4, the applicant has not offered any proffer to offset the impact of their development on public schools due to the existing capacity at the affected schools and the lack of any new project directly benefiting the Roseland residents identified within the CIP. Please refer to Appendix B-Approved Development Analysis to see the cumulative impact to public schools.

- 2. Fire, Rescue, and Emergency Services** – The Roseland development is projected to generate four (4) calls annually and will be served by F&R Station 4, which is located approximately 1.3 miles from the project. F&R Station 4 responded to 3,864 calls within the 2016-17 fiscal year, indicating it is currently overcapacity per the Comprehensive Plan’s goal of a maximum call capacity of 2,500 per station. However, noting no improvements to the station within the CIP which would have a direct benefit to the future residents of Roseland, no funds are proposed to any improvements at this station. For purposes of the Public Facilities Plan, the primary Level of Service indicator is response time which is driven by station location, equipment availability, and staffing levels. While the Level of Service goal is to achieve a 1:11,000 ratio of stations per capita, the County’s current ratio is 1:12,000. Consistent with the Code of Virginia, Sec. 15.2-2303.4, the applicant has proffered a cash contribution to offset the impact of their development on a County-wide facility for Fire, Rescue, and Emergency Services. Please refer to section II.C.vi for a complete summary and analysis of the proffered cash contribution. Please refer to Appendix B-Approved Development Analysis to see the cumulative impact to Fire, Rescue and Emergency Services.
- 3. Sheriff** – For purposes of the Public Facilities Plan, the Level of Service indicator is to maintain a 1:1,500 ratio of Deputies per capita. The County’s current ratio is 1:1,138 of Deputies per capita which exceeds the Level of Service standard. The Roseland development’s impact to the Sheriff’s Office is estimated to be approximately 30 calls for service annually. Consistent with the Code of Virginia, Sec. 15.2-2303.4, the applicant has not offered any proffer to offset the impact of their development on the Sheriff’s Office due to existing capacity.
- 4. Solid Waste Collection & Disposal** –The Public Facilities Plan indicates a convenience site’s population should be within 5 miles of the site. Roseland is approximately 3.5 miles away from the Chancellor Convenience Center consistent with this requirement. The Livingston Landfill has capacity to remain open until approximately 2083-2085 and is projected to accommodate additional residential development based on population projections. Consistent with the Code of Virginia, Sec. 15.2-2303.4, the applicant has not offered any proffer to offset the impact of their development on Solid Waste Collection. Solid Waste Collection & Disposal does not meet the definition of “public facility” as defined in the Virginia Code and would therefore be deemed “unreasonable” for the applicant to provide any mitigation.
- 5. Water and Sewer Facilities** – The Roseland development is located within the Primary Development Boundary and will be served by 8” County and water and sewer mains which are available in proximity to the site.

- 6. Library Facilities** – For purposes of the Public Facilities Plan, the Level of Service standard for library facilities is 0.3 square foot per capita which equates to a total of 39,603 square feet. The County’s total gross square footage of library facility floor space is 41,800 square feet which exceeds the Level of Service standard. Library facilities should be within a 15-30 minute drive outside the Primary Development Boundary; Roseland is an approximate 7 minute drive (3.7 miles) from the Salem Village branch of the Rappahannock Regional Library System, which falls within the acceptable range. Consistent with the Code of Virginia, Sec. 15.2-2303.4, the applicant has not offered any proffer to offset the impact of their development on Libraries. Library facilities do not meet the definition of “public facility” as defined in the Virginia Code and would therefore be deemed “unreasonable” for the applicant to provide any mitigation.
- 7. Parks and Recreation Facilities** – The Public Facilities Plan sets out a Level of Service standard for parks, open space and recreation facilities per capita. Currently the County is not meeting the identified ratio standards for 11 out of 13 recreation services including multi-purpose fields, tennis courts, playgrounds, horseshoes, community centers, swimming pools, indoor recreation centers, trails, passive recreation space, golf and public meeting space. The projected population for the Roseland development will have an impact on these facilities. Consistent with the Code of Virginia, Sec. 15.2-2303.4, the applicant has proffered a cash contribution to offset the impact of their development on Parks and Recreation Facilities. Please refer to section II.C.vi for the complete summary and analysis of the cash contribution.
- iv. Historic Resources** – No nearby historic resources nor districts were identified by the applicant or by staff’s query of the site through the Virginia Cultural Resources Information System.
- v. Natural Resources** – This infill site within an existing urbanized area will provide the required open space, manage storm water in accordance with Chesapeake Bay requirements, and will attempt to preserve a large tree located along Hudgins Rd. No predictive models indicate any endangered species on the property and no waterways will be impacted.

IV. Findings

In Favor:

- A.** The Roseland project is generally consistent with the Comprehensive Plan with respect to land use, public facilities and historic and natural resources goals and policies, except for the additional students projected to attend the currently

overcapacity Massaponax High School and Battlefield Middle School . Cash contributions towards these schools cannot presently be accepted due to current Commonwealth proffer regulations.

- B. The applicant has proffered cash contributions in order to mitigate capital facility impacts which are specifically attributable to the project and which are legally acceptable by the Board per the parameters established by VA Code Section 15.2-2303.4 as described in Section II.C.vi.
- C. The Roseland project is an infill project proposed on an underutilized property with available utility services.

Against:

- A. The existing neighborhood around the proposed Roseland project largely consists of single family homes. Commercial development also abuts the proposed project site. Although the proposed project is generally consistent with the intent of the Mixed Use land use designation, the bulk of the project (14 townhomes, each 3 stories tall, on a site barely larger than an acre) reaches towards the upper limits of compatibility with abutting single family homes.
- B. Based on the County's Fiscal model, the Roseland development run at an approximate \$22,557 annual deficit. However, the applicant's Fiscal Analysis indicates that the project will generate approximately \$2,060 annually. A discrepancy is common in these figures due to the inclusion of off-site 'spin off' tax generation, as discussed further within the attached applicant submitted Fiscal Analysis.
- C. Both of the intersections of Hudgins Rd. with Jefferson Davis Hwy. and with Lafayette Blvd are functioning at a Level of Service E. No improvements to these intersections are warranted by the increase in trips proposed nor can any be considered due to current proffer regulations. Hudgins Rd. is also a known crossover between Jefferson Davis Hwy. and Lafayette Blvd. There is no expectation that this project will relieve any of the current cut through traffic and additional trips will result from the proposed increase above the by-right density.

V. Conclusions & Recommendations

The Roseland development creates a new 14 townhouse development within an infill area designated with the Mixed Use future land use designation. The proposal is generally consistent with Comprehensive Plan's goals and policies from a land use perspective, however in taking advantage of the density allowed by the Mixed Use land use and zoning designations the site becomes tight, as evidenced by the applicant's requested Transitional Screen modification request. The project's attributable impact on capital facilities is mitigated by the applicants' proffered cash contribution to the extent possible under the current proffer regulations. Based on the proposal's consistency with the Comprehensive Plan and the findings in favor noted above, staff recommends approval of the rezoning request with the proffered conditions dated April 9, 2018.

The Planning Commission recommended approval with proffers dated April 9, 2018 by a vote of 7-0 on May 2, 2018.

Spotsylvania County Government

Appendix A

Comprehensive Plan Analysis

The Spotsylvania County Comprehensive Plan presents a long range land use vision for the County. The Comprehensive Plan sets forth principles, goals, policies, and implementation techniques that will guide the development activity within the County and promote, preserve, and protect the health, safety, and general welfare of its citizens. Specifically, the Plan provides data and analysis on land use, transportation, housing, natural and historic resources, and public facilities and utilities. The purpose of this document is not to regulate, but rather guide land use, transportation, and infrastructure decisions. This guidance seeks to ensure continued economic and community vitality while ensuring necessary policies and infrastructure are in place to provide for the continuation of quality services to Spotsylvania's residents and businesses.

The proposal is located within the Primary Development Boundary. The Primary Development Boundary defines the area within which public water and sewer utilities will be provided. The Primary Development Boundary is shown on the Future Land Use Map of the Comprehensive Plan. Land within the boundary is intended to develop with higher residential densities and more intensive non-residential uses than outside of the boundary. By maintaining a Primary Development Boundary, the County encourages the most efficient use of the land while preserving the rural character. The Roseland proposal is consistent with the intent of the Primary Development Boundary. The project location has a mixed land use designation as per the Future Land Use Element of the Comprehensive Plan. The mixed land use designation encompasses a variety of uses, including traditional neighborhoods; higher density residential; non-traditional residential; commercial uses; light industrial; educational facilities; recreation facilities, and compatible public and other civic facilities. The rezoning request, considering proposed use and density is CONSISTENT with the mixed use land use designation envisioned for the area.

After conducting an analysis of applicable Comprehensive Plan Goals, staff has identified application strengths, deficiencies, and policy concerns worthy of consideration as outlined in the Comprehensive Plan policy analysis below:

Introduction and Vision:

Guiding Principles and Policies A. Spotsylvania County is a “business friendly” community and local job creation is a priority. Proposal is business friendly, helping support tradesmen and suppliers throughout the construction phase. Following construction once occupancy occurs, additional residents in the area inevitably will help support commerce demand for goods and services, supporting business and employment.

Guiding Principles and Policies B. Spotsylvania County is fiscally sustainable. Guiding Principles and Policies B.2. Development projects seeking increased residential density and/ or non-residential intensity should address impacts that are specifically attributable to the proposed development. The applicant provided fiscal impact analysis suggests this project will offset its costs to the County after build out. Factoring in on-site and off-site tax revenues expected to be generated from the project, the fiscal impact analysis finds the project will be fiscally positive (\$2,060 annually) to the County,

generating slightly more revenue than costs of County services for the development. Off-site fiscal and economic impacts need to be factored in order to result in a revenue positive project.

Guiding Principles and Policies B.3. Development projects seeking increased residential density and/or non-residential intensity should address its impacts on the infrastructure of the county. The proposal considers and mitigates impacts upon public facility demands and public infrastructure specifically attributable to the proposed development within the parameters established in VA Code Sec. 15.2-2303.4.

Guiding Principles and Policies B.3.a. The County should support alternative onsite transportation alternatives and recreational options such as transit, pedestrian and bicycle facilities that are able to, or will, connect to neighboring properties. Sidewalks are required for this project as per Spotsylvania County Zoning Ordinance Sec. 23-6.28.7(a). As depicted on the Generalized Development Plan, sidewalk infrastructure will be developed along internal roads and along the Hudgins Road frontage. It is good to note the Mixed Use Land Use category description promotes pedestrian accessibility as one means to help integrate smaller scale projects into larger mixed use areas.

Guiding Principles and Policies B.4. Preserve significant natural, historic, and cultural resources of the County to ensure the continued allure of the County as a tourism destination. This site is not expected to have any negative impacts on significant natural, historic, and cultural resources.

Guiding Principles and Policies C. Spotsylvania County is a family friendly community. Guiding Principles and Policies C.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. Guiding Principles and Policies C.2. The County should support mixed use communities with varied housing types, civic buildings, shops, and active and passive recreation opportunities. The Proposal complements goals to provide a mix of units in support of growing a diverse housing stock to accommodate housing needs for all stages of life and affordability. This project is expected to positively contribute to the mixed use land use designation considering the larger mixed use vision for the area.

Guiding Principles and Policies E.1. Protect environmental quality by promoting a comprehensive approach to air and water quality management. Examples of approaches to accomplish this could include: green space and tree preservation, stream restoration, and low impact development (LID). This rezoning request is not expected to negatively impact any sensitive environmental resources. Applicant narrative acknowledges intent to utilize low impact development practices as much as possible to accommodate stormwater management onsite as much as possible. Project development will be subject to regulatory protections concerning environmental quality. Approximately 15% of the site is reserved as open space as per the Generalized Development Plan, consistent with open space required for Townhouse style buildings in Spotsylvania County Code Sect. 23-6.28.4(g). Due to project

footprint, tree preservation onsite will be limited. Landscaping will complement the project and transitional screening has been shown, requiring Design Standards Manual modifications (GDP Sheet 4).

Land Use:

Future Land Use Map Designation. This project is consistent with the intent of the Primary Development Boundary and Mixed Use land use designation.

Land Use Policies Applicable to All Land Uses 1. Rezoning proposals should address impacts that are specifically attributable to the development. The proposal considers and mitigates impacts upon public facility demands and public infrastructure specifically attributable to the proposed development within the parameters established in VA Code Sec. 15.2-2303.4.

Land Use Policies Applicable to All Land Uses 3. Wherever possible, existing trees and tree buffers should be preserved rather than replacing mature vegetation with new plantings. Due to project footprint, tree preservation onsite will be limited. The Generalized Development Plan does identify one large specimen tree along the Hudgins Road frontage as targeted for preservation. Otherwise the health and types of trees will have to be considered to determine whether additional tree preservation can be accomplished within open space areas and transitional screening buffers. Its likely due to the development footprint that new plantings will be necessary to address landscaping onsite.

Land Use Policies Applicable to All Land Uses 8. Redevelopment and investment in existing developed areas should be encouraged provided that the development does not adversely impact adjoining properties. Staff notes that most if not all transitional screening buffers will be accomplished with the planting of new vegetation that will take years to establish and effectively act as a screen or buffer as intended. The chief concern regarding this project involves proximity and transitions between the proposed three story townhomes and single family detached residential lots adjacent to the rear of the project. Staff notes a modified transitional screening has been proposed to help buffer the two housing types. However concerns remain about the overall mass or bulk of the attached 3 story towns in relation to the existing single family detached residential properties to the rear. The height is less of a concern. Screening has also been proposed along the existing car dealership rear parking area on the west side of the project employing an 8' tall fence line. This feature helps shield the transition of use between residential and commercial. Future property owners can supplement with additional planting along their rear property lines if they so choose. The HOA also has the ability to pursue additional landscape in the common area if warranted. In the interest of creating long term value, a "unique sense of place", appropriate transitions, staff sees value in maximizing buffering between the two uses to reduce backyard views upon a large parking lot where "heat island" effect, noise, light spillage, aesthetics may be of concern. Staff acknowledges that site constraints (partially resulting from the applicant expected lot yield) make further screening enhancement difficult on site however not impossible. Enhanced screening was discussed during the pre-application process and first round of review comments specific to the area between the car dealership and this project.

Mixed Land Use Policies 1. Mixed land use developments should display characteristics that provide a unique sense of place (examples could include: design guidelines, architectural features, or common

color palette, among others). Project does not offer architectural design commitments or design guidelines to gauge the expected aesthetic character of the development. It is good to note the Mixed Use Land Use category description promotes consideration of the general aesthetic of the development as one means to help integrate smaller scale projects into larger mixed use areas. Other than assuring development in conformance with the Generalized Development Plan, the applicant proffer does commit to establishing:

...a declaration of conditions, covenants, restrictions, and easements for the purpose of (a) protecting the value and desirability of the property; (b) facilitating the planning and development of the development in a unified and consistent manner; and (c) providing for the installation, maintenance, and repair for all landscaping, on-site amenities, open space, and other common areas. The Applicant will also create a property or homeowner's association (the "HOA") as a non-stock corporation under the laws of Virginia that will provide and ensure oversight and structure for services provided, quality standards, intercampus relationships, and common area maintenance. (Roseland Proffer Statement II.C)

Mixed Land Use Policies 2. Development transition is appropriate considering the development proposal, land use designation, environmental features. Staff notes that most if not all transitional screening buffers will be accomplished with the planting of new vegetation that will take years to establish and effectively act as a screen or buffer as intended. The chief concern regarding this project involves proximity and transitions between the proposed three story townhomes and single family detached residential lots adjacent to the rear of the project. Staff notes a modified transitional screening has been proposed to help buffer the two housing types. However concerns remain about the overall mass or bulk of the attached 3 story towns in relation to the existing single family detached residential properties to the rear. The height is less of a concern. Screening has also been proposed along the existing car dealership rear parking area on the west side of the project employing an 8' tall fence line. This feature helps shield the transition of use between residential and commercial. Future property owners can supplement with additional planting along their rear property lines if they so choose. The HOA also has the ability to pursue additional landscape in the common area if warranted. In the interest of creating long term value, a "unique sense of place", appropriate transitions, staff sees value in maximizing buffering between the two uses to reduce backyard views upon a large parking lot "heat island" effect, noise, light spillage, aesthetics may be of concern. Staff acknowledges that site constraints (partially resulting from the applicant expected lot yield) make further screening enhancement difficult on site however not impossible. Enhanced screening was discussed during the pre-application process and first round of review comments specific to the area between the car dealership and this project.

Mixed Land Use Policies 3. Vehicular and pedestrian connections should be made to adjoining developments at appropriate locations, including at existing interparcel access points. Road stub for a potential interparcel connection point in the future is appropriate considering the development proposal, land use designation, environmental features.

Mixed Land Use Policies 4. A grid pattern of connected streets should be supported by the County. Cul-de-sacs should be discouraged and only employed in rare instances. Internal street network is appropriate given site constraints, development proposal, land use designation, environmental features.

It is good to note that the existing street network in the area already complements the “grid network” of connected streets envisioned by the Policy.

Mixed Land Use Policies 5. The County should support public open space and pedestrian accommodations integrated throughout the development. Provided open space will be consistent with that required by the MU-2 zoning district (15%). As per the Generalized Development Plan and described in the narrative “The open space will be used for stormwater facilities, buffering and passive recreational purposes.” Sidewalks are required for this project as per Spotsylvania County Zoning Ordinance Sec. 23-6.28.7(a). As depicted on the Generalized Development Plan, sidewalk infrastructure will be developed along internal roads and along the Hudgins Road frontage.

Mixed Land Use Policies 9. 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. Proposal complements goals to provide a mix of units in 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.

Mixed Land Use Policies 10. Promote the construction of market rate affordable housing. With average sales prices anticipated to be \$250,000 as note in the project narrative and factored as part of the fiscal impact analysis considering comparable projects in the area, this project is expected to complement market rate affordable housing policies. Price fluctuation is possible consistent with market demand and unit upgrades.

Mixed Land Use Policies 11. Quality open spaces should be integrated into development and may include passive and active areas, pavilions, walking paths, gardens, forested areas, and lakes, among other features. Provided open space will be consistent with that required by the MU-2 zoning district (15%). As per the Generalized Development Plan and described in the narrative “The open space will be used for stormwater facilities, buffering and passive recreational purposes.” Site constraints otherwise reduce the extent of open space possible and its functionality.

Transportation:

Transportation Policy 1, Strategy 1.

Transportation Policy 2, Strategy 1: Consistent with VDOT and approved by Transportation Staff, transportation related infrastructure and interparcel connection point providing connection to potential future development and alternate routing of traffic are sufficient.

Transportation Policy 3, Strategy 2: Pedestrian connectivity to neighboring development is to be achieved with support from the County design standards manual considering lot sizes and proximity to elementary schools as required in DSM 5-3.7.1(1), (2). It is good to note the Mixed Use Land Use category description promotes pedestrian accessibility as one means to help integrate smaller scale projects into larger mixed use areas.

Transportation Policy 4, Strategy 2: Street network is appropriate considering the development proposal, land use designation, environmental features.

Historic Resources:

Historic Resources Policy 1. Encourage and promote the voluntary protection and preservation of scenic, historic, cultural, architectural, and archaeological resources. Historic Resources Policy 1, Strategy 2. Support the preservation of resources with local, state, or national significance. This project is not detrimental to historic resources of local, state, or national significance.

Natural Resources:

Natural Resources Policy 1. Balance the protection of environmental resources and natural wildlife habitats with development. Natural Resources Policy 1, Strategy 1. The County should support the mitigation of impacts upon unique and/ or endangered resources including rare species and their habitats. The project site is constrained with prior development and surroundings are urbanized. Staff consulted the Virginia Department of Conservation and Recreation's Natural Heritage Data Explorer system and the Virginia Department of Game and Inland Fisheries Fish and Wildlife Information Service and notes no predictive model that would suggest unique and/ or endangered species located within the project area or vicinity.

Natural Resources Policy 1, Strategy 3. Encourage land development practices, which minimize impervious cover to promote groundwater recharge, and/ or tree preservation. Provided open space will be consistent with that required by the MU-2 zoning district (15%). As per the Generalized Development Plan and described in the narrative "The open space will be used for stormwater facilities, buffering and passive recreational purposes." Site constraints otherwise reduce the extent of open space possible and its functionality. Due to project footprint, tree preservation onsite will be limited. The Generalized Development Plan does identify one large specimen tree along the Hudgins Road frontage as targeted for preservation. Otherwise the health and types of trees will have to be considered to determine whether additional tree preservation can be accomplished within open space areas and transitional screening buffers. Its likely due to the development footprint that new plantings will be necessary to address landscaping onsite.

Spotsylvania County Government

Appendix B

Future Development Analysis

		Residential Projects with Future Buildout																				
Voting District	CP Dev_Dist	Date Approved	Project Name	Enabled Residential Units				Unbuilt Residential Units				Future Anticipated Residents, Students and Fire & Rescue Calls					Elementary School	Middle School	High School	F&R Station		
				SFD	SFA	MF	AR	SFD	SFA	MF	AR	Residents	Elem.	Middle	High	F&R Calls						
Livingston	RD		Fawn Lake	Byright and pre-2002 subdivisions				505	0	0	0	1535	130	66	93	199	Brock Rd	Ni River	Riverbend	7		
Chancellor	RD		Estates of Chancellorsville*					56	0	0	0	170	14	7	10	22	Chancellor	Ni River	Riverbend	5		
Chancellor	RD		Estates of Elys Ford*					231	0	0	0	702	60	30	42	91	Chancellor	Ni River	Riverbend	5		
Chancellor	RD/PSD		Saw Hill*					43	0	0	0	131	11	6	8	17	Wilderness	Ni River	Riverbend	5		
Berkeley	RD	1/16/2008	Estates at Buckingham*					42	0	0	0	128	11	5	8	17	Berkeley	Post Oak	Spotsylvania	3		
Lee Hill	PSD	2/2/2011	Pelhams East*					43	0	0	0	131	11	6	8	17	Lee Hill	Thornburg	Massaponax	11		
Livingston	PSD	1/11/2013	The Woods of Catharpin*					4	0	0	0	12	1	1	1	2	Wilderness	Ni River	Riverbend	5		
Livingston	RD	2/20/2013	Whitehall*					60	0	0	0	182	15	8	11	24	Brock Rd	Ni River	Riverbend	7		
Berkeley	RD	2/20/2013	Tanglewood Estates*					2	0	0	0	6	1	0	0	1	Riverview	Post Oak	Spotsylvania	8		
Battlefield	PSD	10/2/2013	The Estates at Kingswood*					28	0	0	0	85	7	4	5	11	Battlefield	Chancellor	Chancellor	4		
Salem	PSD	10/21/2015	Breckenridge Farms*					50	0	0	0	152	13	7	9	20	Courthouse	Freedom	Courtland	4		
Courtland	PSD	1/12/2016	Avalon Woods*					98	0	0	0	298	25	13	18	39	Salem	Chancellor	Chancellor	6		
Berkeley	RD	4/22/2009	Anna Vista Sec 2*					10	0	0	0	30	3	1	2	4	Livingston	Post Oak	Spotsylvania	5		
Berkeley	RD	3/14/2016	Pennington Estates*					12	0	0	0	36	3	2	2	5	Courtland	Spotsylvania	Courtland	1		
Livingston	RD	8/13/2002	Pamunkey Point		47	0	0	0	20	0	0	0	61	5	3	4	8	Livingston	Post Oak	Spotsylvania	9	
Battlefield/Lee Hill	PSD	11/26/2002	Lee's Parke	1437	0	0	795	447	0	0	168	1609	175	89	125	208	Parkside	Spotsylvania	Massaponax	1/4		
Livingston	RD	2/25/2003	Sunrise Bay	89	0	0	0	34	0	0	0	103	9	4	6	13	Livingston	Post Oak	Spotsylvania	9		
Courtland	PSD	11/9/2004	Regency at Chancellorsville	0	0	0	294	0	0	0	128	191	0	0	0	25	-	-	-	5		
Courtland	RD	12/14/2004	Glenhaven/River Glen	74	0	0	0	34	0	0	0	103	9	4	6	13	Chancellor	Chancellor	Riverbend	5		
Courtland	PSD	11/14/2006	Reserve at C'ville (Crossing at C'ville)	122	0	0	0	98	0	0	0	298	25	13	18	39	Chancellor	Chancellor	Riverbend	5		
Battlefield	PSD	7/8/2008	Lafayette Crossing	0	110	0	0	0	21	0	0	51	6	3	3	7	Spotswood	Battlefield	Massaponax	4		
Lee Hill	PSD	7/14/2009	Mallard Landing	0	150	0	0	0	99	0	0	239	30	13	14	31	Cedar Forest	Thornburg	Massaponax	11		
Courtland	PSD	11/10/2009	Spring Arbor (River Crossing)	0	0	0	62	0	0	0	6	9	0	0	0	1	-	-	-	6		
Battlefield	PSD	12/8/2009	Summerfield	83	44	0	0	45	21	0	0	187	18	9	11	24	Spotswood	Battlefield	Chancellor	4		
Livingston	PSD	4/12/2011	Keswick	150	90	240	184	150	90	240	184	1305	89	40	53	169	Robert E. Lee	Spotsylvania	Spotsylvania	1		
Berkeley	PSD	10/11/2011	Ni Village	0	164	773	0	0	164	773	0	1547	123	51	63	200	Riverview	Spotsylvania	Massaponax	8		
Lee Hill	PSD	2/14/2012	Lakeside	0	100	0	0	0	26	0	0	63	8	3	4	8	Spotswood	Battlefield	Massaponax	4		
Lee Hill	PSD	8/14/2012	Brooks	0	4	0	0	0	2	0	0	5	1	0	0	1	Cedar Forest	Thornburg	Massaponax	11		
Livingston	RD	10/9/2012	Estates at Terry's Run	10	0	0	0	10	0	0	0	30	3	1	2	4	Livingston	Post Oak	Spotsylvania	9		
Berkeley/Livingston	PSD	7/9/2013	Spotsylvania Cthse Village	395	205	900	50	358	198	834	50	2883	241	109	143	373	RE Lee/Courtland	Spotsylvania	Spotsy/Courtland	1		
Berkeley	PSD	8/13/2013	Crossroads Station Apt	0	0	610	0	0	0	610	0	909	57	24	31	118	Cedar Forest	Thornburg	Massaponax	11		
Lee Hill	PSD	9/10/2013	New Post	219	104	102	0	219	104	102	0	1068	98	42	60	138	Cedar Forest	Thornburg	Massaponax	11		
Livingston	RD	9/24/2013	Fortune's Landing	49	0	0	0	45	0	0	0	137	12	6	8	18	Wilderness	Ni River	Spotsylvania	5		
Courtland	PSD	1/14/2014	Villas at Harrison Crossing (Barley Woods)	0	0	0	130	0	0	0	130	194	0	0	0	25	-	-	-	6		
Lee Hill	PSD	1/28/2014	Heritage Woods	697	180	183	0	697	180	183	0	2825	252	122	163	366	Parkside	Spotsylvania	Court/Mass	1/4/8		
Berkeley	PSD	6/24/2014	Ni River Comm. Church/Courtland Park	89	0	0	0	89	0	0	0	271	23	12	16	35	Courtland	Spotsylvania	Courtland	1		
Battlefield	PSD	6/24/2014	Southpoint Landing	0	0	830	0	0	0	550	0	820	52	21	28	106	Parkside	Battlefield	Massaponax	4		
Chancellor	RD	9/9/2014	Legends of Chancellorsville	218	0	0	0	218	0	0	0	663	56	28	40	86	Brock Rd/Chan.	Ni River	Riverbend	5/7		
Lee Hill	PSD	12/9/2014	Wheatland	0	98	0	0	0	98	0	0	236	30	13	14	31	Lee Hill	Thornburg	Massaponax	11		
Chancellor	PSD	12/9/2014	Thorburn Estates	59	0	0	0	59	0	0	0	179	15	8	11	23	Wilderness	Freedom	Riverbend	10		
Lee Hill	PSD	6/23/2015	Jackson Village	0	596	1289	385	0	596	1289	385	3931	304	126	152	509	Parkside	Spotsylvania	Massaponax	4		
Courtland	PSD	11/12/2015	Retreat at C'ville	0	0	0	192	0	0	0	192	286	0	0	0	37	-	-	-	5		
Berkeley	PSD	12/8/2015	Alexander's Crossing	518	971	888	230	518	971	888	230	5581	515	227	281	723	Riverview	Thornburg	Massaponax	11		
Berkeley	RD/PSD	1/26/2016	Plantation Woods	132	0	0	0	132	0	0	0	401	34	17	24	52	Courtland	Spotsylvania	Massaponax	1		
Livingston	RD	5/24/2016	Goodwin Cove	35	0	0	0	35	0	0	0	106	9	5	6	14	Livingston	Post Oak	Spotsylvania	9		
Berkeley	PSD	3/16/2017	Cedar Forest	29	0	0	0	29	0	0	0	88	7	4	5	11	Cedar Forest	Thornburg	Massaponax	11		
Berkeley	PSD	3/16/2017	Summit Crossing Estates	70	0	0	0	70	0	0	0	213	18	9	13	28	Riverview	Thornburg	Massaponax	11		
Courtland	RD	9/12/2017	Barrington	39	0	0	0	39	0	0	0	119	10	5	7	15	Chancellor	Chancellor	Riverbend	5		
Battlefield	PSD	12/12/2017	Afton	29	0	0	0	29	0	0	0	88	7	4	5	11	Spotswood	Battlefield	Massaponax	4		
*By-right subdivisions				TOTALS	4559	2570	5469	1473	30,397	2548	1169	1536	3936									
Total unbuilt residential units								14,071														

KEY: SFD = Single Family Detached; SF = Single Family Attached; MF = Multi- Family (apartments); AR = Age Restricted Units (any type)

Unbuilt units updated 10/13/2017
Projects added 9/12/2017

Notes: Does not include new by-right subdivisions of fewer than 10 lots, family divisions, or annual divisions
Does not include existing by-right lots outside of subdivisions

Generation Rates	SFD	SFA	MF
Persons Per Unit	3.04	2.41	1.49
Students Per Unit			
Elementary	0.2577	0.3072	0.094
Middle	0.1307	0.1286	0.0386
High	0.1832	0.1453	0.0507
Fire and Rescue	0.13 calls per capita		

Fire & Rescue Station	Capacity	Current			Future		
		Annual Call Volume* (July 1, 2016 - June 30, 2017)	Volume vs Capacity	% Residential Calls	New Calls	Volume w/new	Volume w/new vs Capacity
1	2500	1789	711	61%	860	2649	-149
2	2500	676	1824	64%		676	1824
3	2500	567	1933	76%	17	584	1916
4	2500	3864	-1364	40%	922	4786	-2286
5	2500	1183	1317	64%	325	1508	992
6	2500	3666	-1166	50%	65	3731	-1231
7	2500	831	1669	75%	265	1096	1404
8	2500	1035	1465	44%	323	1358	1142
9	2500	480	2020	76%	39	519	1981
10	2500	1284	1216	84%	23	1307	1193
11	2500	1852	648	65%	1097	2949	-449
Total	27500	17227	10273	57%	3936	21163	6337

Population

133033

July 1, 2017 Census Estimate

*call volume does not include mutual aid to surrounding jurisdictions

Calls per capita 0.13

School	Enrollment*	Total Capacity	Remaining Capacity		Future New Students	Enrollment w/New	**Projected Capacity/Deficiency
Battlefield Elementary	649	833	184		7	656	177
Berkeley Elementary	294	353	59		11	305	48
Brock Road Elementary	658	907	249		174	832	75
Cedar Forest Elementary	749	936	187		194	943	-7
Chancellor Elementary	441	455	14		146	587	-132
Courthouse Road Elementary	809	907	98		13	822	85
Courtland Elementary	535	789	254		181	716	73
Harrison Road Elementary	792	936	144		0	792	144
Lee Hill Elementary	669	807	138		41	710	97
Livingston Elementary	406	504	98		28	434	70
Parkside Elementary	865	936	71		784	1649	-713
Riverview Elementary	619	907	288		657	1276	-369
Robert E. Lee Elementary	540	585	45		209	749	-164
Salem Elementary	646	815	169		25	671	144
Smith Station Elementary	678	986	308		0	678	308
Spotswood Elementary	551	641	90		40	591	50
Wilderness Elementary	719	936	217		39	758	178
Countywide Elementary	10620	13233	2613		2548	13168	65
Battlefield Middle	834	807	-27		40	874	-67
Chancellor Middle	861	857	-4		39	900	-43
Freedom Middle	769	948	179		14	783	165
Ni River Middle	723	774	51		152	875	-101
Post Oak Middle	727	948	221		20	747	201
Spotsylvania Middle	909	907	-2		568	1477	-570
Thornburg Middle	715	790	75		337	1052	-262
Countywide Middle	5538	6031	493		1169	6707	-676
Gates Program	21	90	69		0	21	69
Chancellor High	1268	1427	159		34	1302	125
Courtland High	1179	1265	86		181	1360	-95
Massaponax High	2027	1830	-197		913	2940	-1110
Riverbend High	1981	1995	14		247	2228	-233
Spotsylvania High	1180	1611	431		161	1341	270
Countywide High	7656	8218	562		1536	9192	-974
TOTAL	23814						

*Final School Enrollment as of 10/1/2017

**Based on current school district boundaries

Spotsylvania County Government

Appendix C

Capital Facilities Impact Analysis

R17-0013 Roseland

Spotsylvania Population * 132,010

of lots proposed in Rezoning 14
 # of lots allowed By-right 6
 Net new lots above By-right 8

Projected Population increase above By-Right 20
 Projected Total Population increase 34

Total Population After Buildout 132,044

	Hard Cost	Per Capita
Parks and Recreation		
Marshall Center Auditorium Upgrades	\$304,000	\$2.30
Ni River Park	\$3,370,000	\$25.52
Belmont - Passive Park	\$420,000	\$3.18
Livingston Community Center	\$715,000	\$5.41
Patriot Park - Playground	\$198,700	\$1.50
Parks Impact Per Capita		\$37.92
Total		\$758.40
Per Unit Total (8 Units)		\$94.80

Fire		
Fire Training and Logistics Center	2,000,000	\$15.15
Fire Impact Per Capita		\$15.15
Total		\$303.00
Per Unit Total (8 Units)		\$37.88

Total Impact	\$1,061.40
Total Impact per Unit (8 Units)	\$132.68

*Spotsylvania population per Census Data July 1, 2016

Generation Rates	SFA	Forecasted Increase
Persons Per Unit	2.41	33.74
Students Per Unit		
Elementary	0.3072	4.3008
Middle	0.1286	1.8004
High	0.1453	2.0342
Fire and Rescue	0.13 calls per capita	4.42

DISCLAIMER: The information provided is Spotsylvania County staff's analysis of Roseland's impact on public facilities.
The information provided is neither a recommendation nor suggestion.