



County of Spotsylvania

Department of Planning

Staff Report

Rezoning # R17-0011
(Chancellor Voting District)

Planning Commission

June 20, 2018

Staff Recommendation: Approval with the proffer statement dated May 17, 2018

Project: R17-0011 (RO17-0011) Ashleigh Ridge

Owner/Applicant: The Islamic Center of Fredericksburg/Chris Hornung

Request: The applicant requests a rezoning of 9.62 acres from Rural (RU) to Planned Development Housing 2 (PDH-2) with proffers for Ashleigh Ridge, a 19 lot single-family detached residential neighborhood.

Tax Map Parcels: 21-20-1, 2 and 3

Location: The property is located at 7301 Old Plank Road which is located on the northwest quadrant of the Old Plank Road (Route 610) and Andora Drive (Route 626) intersection. The property has 618 feet of frontage along Old Plank Road and 207+/- feet of frontage on Andora Drive.

Zoning Overlay: Reservoir Protection Overlay District

Future Land Use Designation: Low Density Residential

Historic Resources: The property lies within the area associated with the Chancellorsville Battlefield. No field study for the potential of historic resources has been completed. The applicant notes this may occur in the future.

Date Application Deemed Complete: October 23, 2017

Community Meeting:

A community meeting was held on November 7, 2017 to discuss the Ashleigh Ridge rezoning. Concerns at the meeting primarily related to traffic safety along Old Plank Road and Andora Drive during peak traffic hours. Citizens also raised objections to inter-parcel access via a connection to Teeside Drive.

Figure 1: Zoning Map

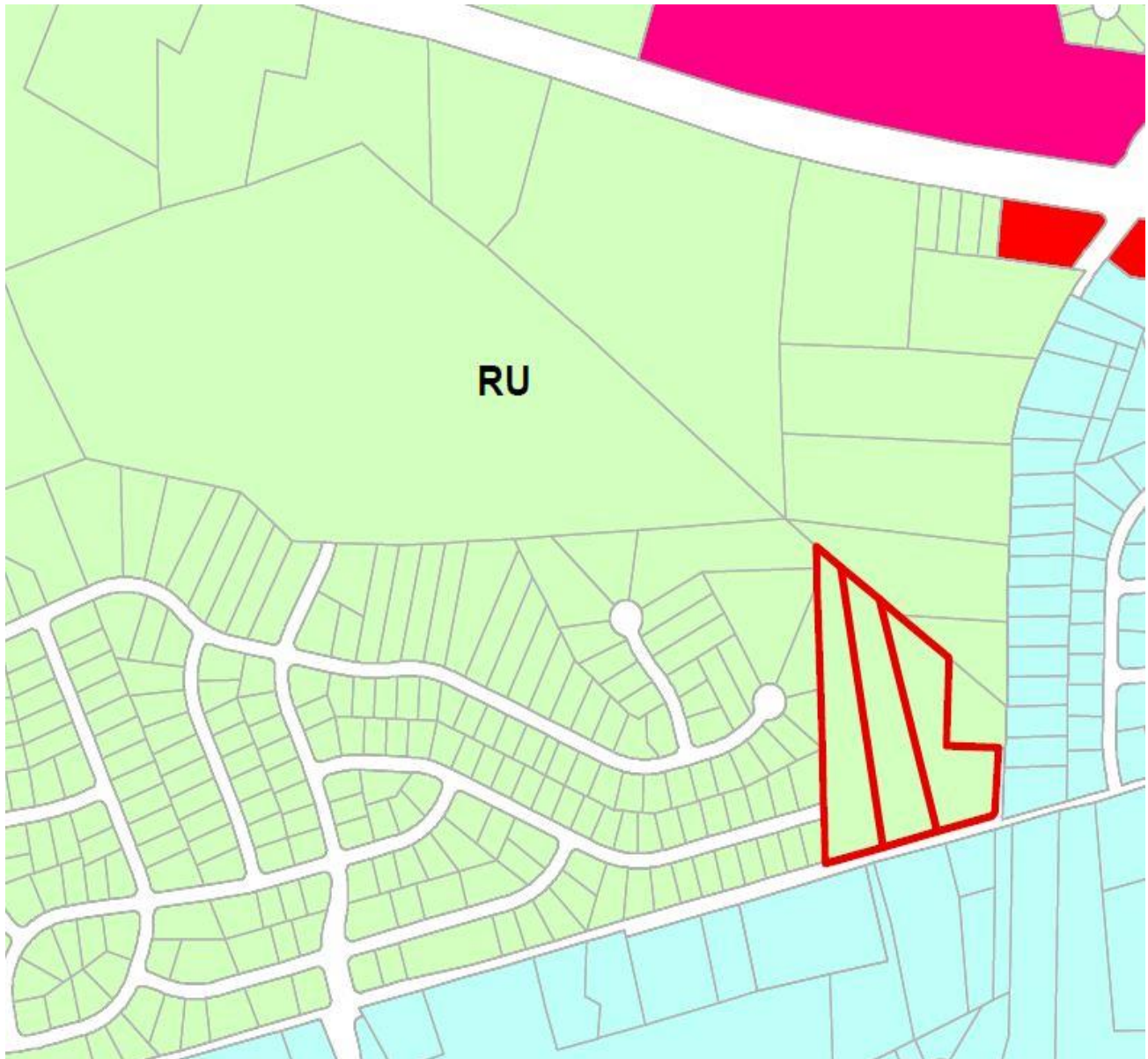
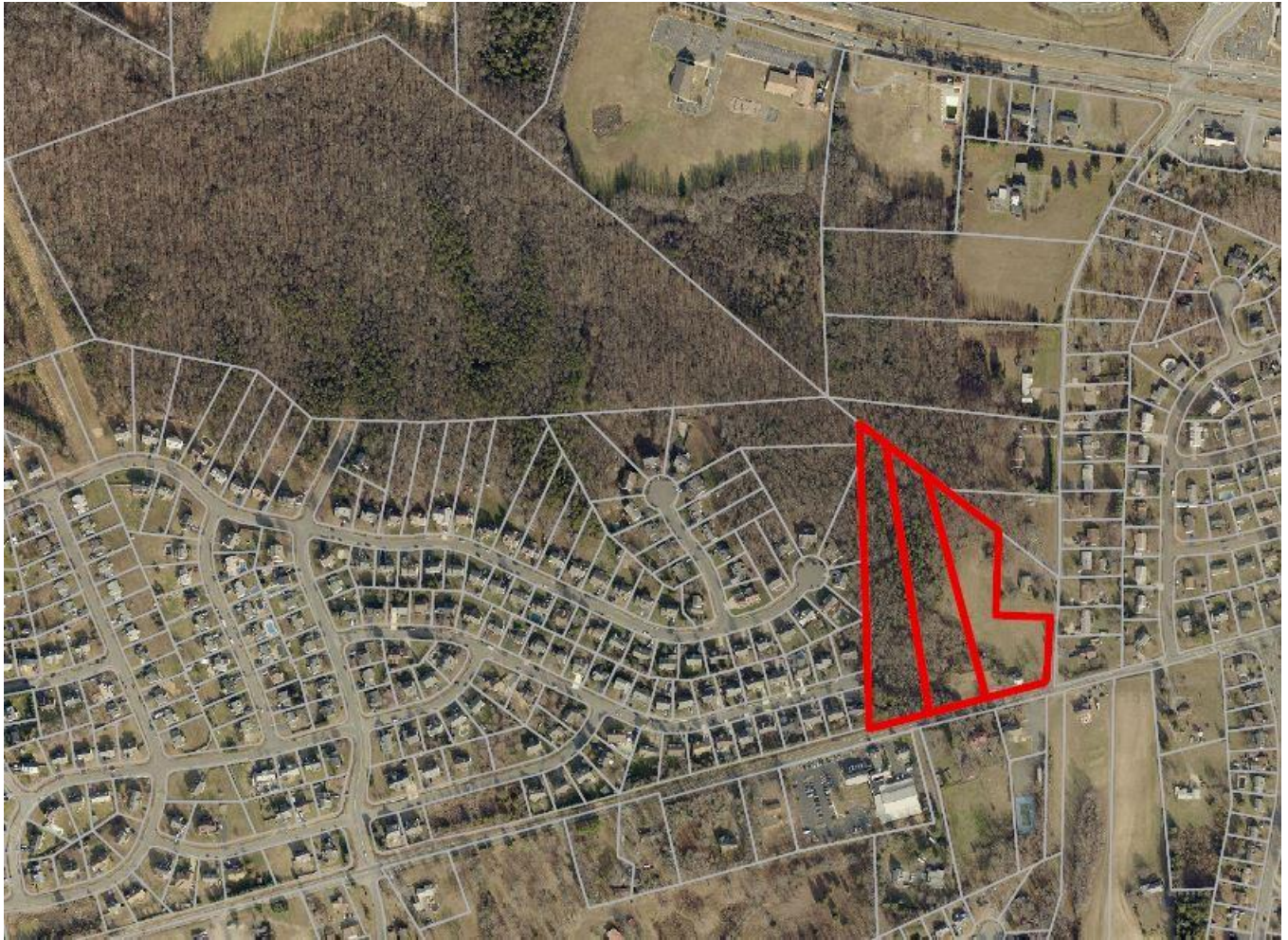


Figure 2: Aerial Map (2017)



I. The Site

The property consists of three (3) parcels identified as Tax Maps #20-21-1, 2 & 3, which are approximately 9.62 acres located on the northwest quadrant of the Old Plank Road and Andora Drive intersection. The parcels are currently zoned Rural (RU) and are adjacent to the Ashleigh Park subdivision to the west with access onto Old Plank Road and with single-family detached homes on the south side of Old Plank. Andora Drive is developed with single-family homes along Andora Drive. Ashleigh Park was approved in the mid-1990s with the allowance for 255 homes. It currently has 243 homes with the average lot size of 15,000 square feet and the smallest lot size of 10,000 square feet. The lots on Andora Drive range in size from a half (.5) acre to six (6) acres. This area is designated on the Future Land Use Map in the Comprehensive Plan as Low Density Residential and is within the Reservoir Protection Overlay District which allows residential development to occur at a density of one (1) unit per five (5) acres or greater.

Table A BY-RIGHT DEVELOPMENT POTENTIAL		
Parcel	Units*	Residents
21-20-1	1-	3
21-20-2	1	3
21-20-3	1	3

*10 vehicles per day (VPD) per single-family detached lot

II. Project Proposal

The applicant is requesting to rezone the 9.62 acres from Rural (RU) to Planned Development Housing 2 (PDH-2). The proposal is for the development of 19 single family detached lots with 2.97 acres preserved as open space, which is slightly more than the required thirty percent of open space required in the PDH-2 zoning district. The proposed density of 1.98 units per acre is consistent with the Low Density Residential future land use designation and is well suited to the surrounding residential land uses.

Generalized Development Plan (GDP) – The Generalized Development Plan (GDP) depicts the nineteen (19) lots fronting on subdivision streets with one access from Old Plank Road. The subdivision streets terminate in a cul-de-sac at the northern end of the project and a second cul-de-sac that extends east towards Andora Drive. The required open space for the project is around the perimeter of the lots which includes an existing ten (10) foot conservation easement that is adjacent to the lots of Ashleigh Park. In addition to the open space, the GDP depicts a 5-five foot wide sidewalk along the frontages of Old Plank Road and Andora Drive and sidewalks on the interior streets of the project. The lots range in size from 10,000 square feet to 12,000 square feet. Lastly, the GDP depicts the proffered right-of-way dedication along Andora Drive and Old Plank Road that will accommodate future road improvements.

A. Fiscal Impact Analysis – The applicant provided a Fiscal Impact Analysis (FIA) which asserts Ashleigh Ridge will have assessed home values of approximately \$391,500. The applicant's FIA estimates that the project is expected to generate approximately \$95,784 annually in tax revenues based on the noted assessed value and the additional taxes generated. The applicant's FIA notes that at the projected assessed value of \$391,500 the project revenue will exceed expenditures of the new citizens.

Staff completed a separate fiscal impact analysis utilizing the County's model with an assessed value of \$281, 678. This value is based on the average assessed value of homes in the Ashleigh Park subdivision on Teeside Drive which is adjacent to the proposal and a comparable development. Based on the average assessed value of \$281,678 the County's model projects Ashleigh Ridge will have a negative impact annually at the project's build out.

B. Proffer Statement Summary – The applicants have provided a proffer statement dated May 17, 2018. 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. Land Use and Generalized Development Plan

1. The applicant commits to develop the property in conformance with the Generalized Development Plan (GDP). Minor modifications may be made in order to address engineering and design requirements to fulfill Federal, State 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. The GDP identifies the areas to be preserved as open space, right of way dedication, pedestrian accommodations and improvements along the frontage of the project.

2. The proffer statement commits the property to be developed with a maximum of 19 single-family detached residential dwellings.

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 limits the use of the parcels to single-family detached units and the number of units that may be developed. At the applicant’s community meeting citizens noted that a single family residential use was the preferred use on the parcels.

II. Transportation

1. The applicant will convey a variable width of right-of-way on Old Plank Road, approximately seven feet (7), and on Andora Drive, approximately five feet (5) and approximately thirty-eight feet (38) at the intersection, as shown on the GDP in fee simple for public street purposes for future improvements to the Old Plank and Andora Intersection.

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 the project and is consistent with the County’s Thoroughfare Plan. The right of way dedication is within the boundaries of the property to be developed. The intersection of Old Plank and Andora Drive experiences failing levels of service during the a.m. and p.m. peak traffic hours and future improvements to the intersection are contemplated to improve the levels of service.

III. Public Facilities Contribution

1. The applicant's proffer statement notes the Board of Supervisors may allocate the funds contributed to offset impacts to public facilities to whatever category the Board deems appropriate.

Staff is not supportive of the language as proposed. The proffers are to address "offsite impacts associated with the additional impacts generated by the project that are directly attributable to the new development. As proposed if the County uses the funds as noted in the proffer the contribution will exceed what is reasonable as defined in 15.2-2303.4..

2. The applicant has committed to pay a cash contribution of \$161.25 per unit or a total of \$2,580 above and beyond the three (3) by-right units 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.

Ashleigh Ridge will generate additional demands on Public Safety. There is existing capacity at F&R Station 5 sufficient to accommodate the projected calls associated with this development. 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 Ashleigh Ridge on Public Safety that is specifically attributable to the new residential development, staff calculated the County's population inclusive of the projected project population in order to determine the per capita costs associated with this public facility. The applicant has proffered to contribute \$46.02 per unit for public safety which is reasonable and legally acceptable based on staff's analysis.

Additionally, Ashleigh Ridge 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 the project on Parks and Recreation that is specifically attributable to the new residential development, staff calculated the County's population inclusive of the projected Ashleigh Ridge 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 \$115.23 per unit for Parks and Recreation which is reasonable and legally acceptable based on staff's analysis.

IV. Staff Analysis

a. Transportation Analysis

The project is located near the intersection of Old Plank Road and Andora Drive, currently the intersection is controlled by a three way stop scenario. Traffic traveling east and west on Old Plank and south on Andora are controlled by a 3-way stop condition.. Currently there are 12552 vehicle trips on Old Plank Road and 7750 vehicle trips on Andora Drive. The intersection operates at a level of service D/F during the a.m. and p.m. peak traffic hours. The Generalized Development Plan shows the entrance into the project approximately 500 feet west of the intersection of Old Plank and Andora Drive. The GDP does show the installation of a left turn lane with 200 feet of storage on Old Plank for traffic entering the project from the west.

The Spotsylvania County Sheriffs' Department reported there have been eight (8) accidents at the intersection of Old Plank and Andora Drive during the past two years.

The proposed Ashleigh Ridge subdivision will generate 190 vehicle trips per day. This increase will have a minimal impact to the existing road network which is currently operating below acceptable levels of service. The VDOT and County Traffic Engineer concur that this minimal increase in traffic does not warrant transportation improvements. The VDOT noted in review comments, that at the time a site plan is submitted, the applicant will be required to conduct left and right turn lane warrant analysis to determine if turn lanes are triggered. It should be noted that staff advocates for new projects to connect to existing stubs that were constructed to allow new developments access and the continuation of the street network. Ashley Park was developed with a stub on Teeside Drive to continue the street network onto the adjacent parcels when they are developed. The applicant applied to VDOT for an exception to the SSAR stub out connection requirements. VDOT approved the exception request and noted that the connection to Teeside Drive provides little benefit and moves the access closer to the Old Plank and Andora Drive intersection which is not as safe as the proposed access. The project does have a cul-de-sac stubbing to the parcel to the north to provide a future connection.

b. Comprehensive Plan

Please find below a summary of Ashleigh Ridge's impact on each component of the Comprehensive Plan. A complete Comprehensive Plan Analysis can be found in Appendix A.

- i. **Land Use** – This project is consistent with the intent of the Primary Development Boundary and the Low Density Residential land use designation. The proposed zoning designation of Planned Development Housing 2 (PDH-2) with a proposed density of 1.98 units per acre is well suited to the Low Density Residential land use designation.
- ii. **Transportation** – Old Plank Road is classified as a Virginia Secondary Road with Urban Minor Arterial Functional Classification. Transportation staff has verified the number of vehicle trips generated from an application of this type and size will not significantly impact the existing level-of-service nearby intersection at Old Plank and Andora. Transportation levels of service at the intersection are already poor resulting from existing commercial and residential development in the area all contributing to traffic generation. With limited alternative means of access to help distribute traffic to other thoroughfares, the traffic volumes stress Old Plank Road and intersections. The County and VDOT recognize transportation related issues in the area and efforts are underway to improve the traffic situation at the Old Plank Road and Andora Drive intersection.
- iii. **Public Facilities**
 - 1. **Public Schools** – Ashleigh Ridge is projected to generate approximately 11 students comprised of 5 elementary, 2 middle and 4 high school students, there is existing capacity in Wilderness Elementary, Riverbend High, and Freedom Middle schools to accommodate the students projected to be generated by this development. However, Chancellor Middle is over capacity by 4 students. The current middle school boundary between Chancellor and Freedom Middle splits the project. 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 while Chancellor Middle is over capacity, no CIP project has been identified to address the capacity. Please refer to Appendix B-Approved Development Analysis to see the cumulative impact to public schools.
 - 2. **Fire, Rescue, and Emergency Services** – Ashleigh Ridge is projected to generate 2.5 calls annually and will be served by F&R Station 5. F&R Station 5 call capacity is 2,500 and the current call volume is 1,078 and, therefore, it has existing capacity to accommodate the development. 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 the Fire Training and Logistics Center a Countywide facility for Fire, Rescue, and Emergency Services. 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. 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 five (5) miles of the site. The Chancellor site is approximately 3 miles away from Ashleigh Ridge. 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** – Ashleigh Ridge is located in the Primary Development Boundary and will connect to County water and sewer facilities.
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 and Ashleigh Ridge is within 20 minutes or less to each library facility 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 new citizens of Ashleigh Ridge will have an impact on these

facilities. The CIP identifies the impacted facilities as the Marshall Center, Ni River Park, Belmont Park, Patriot Park and the Livingston Community Center. 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.

8. **Historic Resources** – The Department of Historic Resources associates this area with the Chancellorsville Battlefield. DHR ID 088-5180. No evidence has been provided to verify the presence or lack thereof of significant historic resources located on the site. Such unknowns pose a potential conflict with historic and cultural resources preservation and protection goals considering the Generalized Development Plan may ultimately negatively impact historic resources associated with the Chancellorsville Battlefield. The applicant has suggested they may choose to complete a study at a later date. With no set timeline for a study and no expressed plan for mitigating impacts if significant resources are located onsite, such unknowns in the present call to question the project GDP submitted for approval.
9. **Natural Resources** – Staff consulted the Virginia Department of Conservation and Recreation’s Natural Heritage Data Explorer system and note the model shows no likelihood of species of unique and/ or endangered species located within the project area or vicinity.

V. Findings

In Favor:

1. The proposed project is appropriately located in the Primary Development Boundary of the County and is generally consistent with the Future Land Use goals identified in the Comprehensive Plan.
2. The applicant has proffered cash contributions of \$161.25 per unit to mitigate impacts on capital facilities which are specifically attributable to the project and are legally acceptable by the Board in accordance with VA Code Section 15.2-2303.4.
3. The applicant has proffered the dedication of right-of-way in fee simple along Old Plank Road and Andora Drive to facilitate future road improvements.
4. The project as proposed provides 2.9 acres of open space around the perimeter of the project with an existing ten foot conservation easement along the Ashleigh Park subdivision. This exceeds the required open space amount by one percent.
5. The proposed project is consistent with the existing development pattern of single family homes of the surrounding neighborhoods.

Against:

1. Based on the assessed value of comparable residential units, the County's model projects that the revenues generated from the project are not expected to exceed the impact the new citizens on County services.
2. No evidence has been provided to verify the presence or lack thereof of significant historic resources located on the site.
3. The project generates additional vehicle trips to the network that currently operates below acceptable levels of service during peak hour traffic.

VI. Conclusions & Recommendations:

As noted above the project does have several finding against approval, most notable the additional trips onto the road network that is currently operating below acceptable levels of service. However, the applicant is offering right of way dedication that will assist with any future road improvements; the proposal is consistent with County's Land Use and Comprehensive Plan goals and policies and the project design exceeds minimum requirements for the preservation of open space. The proposal is also consistent with the existing development patterns in the area. The residential project is appropriately sited within the Primary Development Boundary. The applicant has also proffered per unit cash contributions in accordance with the Code of VA to help mitigate impacts on public facilities that are reasonable and acceptable. Therefore, based on the proposal's consistency with the Comprehensive Plan and the findings in favor noted, staff recommends approval of R17-0011.

Spotsylvania County Government

Appendix A

Comprehensive Plan Analysis

Ashleigh Ridge Comp 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; area within which public water and sewer utilities will be provided. Lands within the limits of the Primary Development Boundary are 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 and agricultural viability of those portions of the County outside the boundary.

The proposal, envisioned to be located at Tax Map # 21-20-1; 21-20-2; 21-20-3 has a Low Density Residential land use designation. As per the Comprehensive Plan the Low Density Residential designation is reserved for single family attached and detached residences typical in a suburban area. The overall density can be as high as four units per acre, but lower densities are also appropriate. This land use is appropriate within the Primary Development Boundary.

It is good to acknowledge that the proposed zoning designation of Planned Development Housing 2 (PDH-2) with a proposed density of 1.98 units per acre is well suited to the Low Density Residential land use designation. As per Spotsylvania County Code Sec. 23-6.12.1. Purpose and Intent, The Planned Development Housing district (PDH) is established to encourage innovative and creative design in the development of land for residential and other selected secondary uses. The district regulations are designed to ensure ample provision and efficient use of open space, to promote high standards in the layout, design and construction of residential development, to promote balanced developments in mixed housing types. The PDH-2 zoning district is more consistent with the intent of the low density residential land use category than the existing Rural (Ru) zoning currently designated on the property (density of 1 unit per 3 acres). Rural Zoning tends to be found outside of the Primary Development Boundary in areas identified as Rural Residential on the Future Land Use Map.

The Ashleigh Ridge proposal considering use and density is CONSISTENT with the Low Density Residential 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:

Ashleigh Ridge Comp Plan Analysis

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.2. Development projects seeking increased residential density and/or non-residential intensity should address impacts that are specifically attributable to the proposed development; 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 depicted on the Generalized Development Plan, Sidewalk infrastructure will be developed along internal roads and along Old Plank and Andora Road frontages consistent with sidewalk requirements existing within the Design Standards Manual.

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. The Department of Historic Resources associates this area with the Chancellorsville Battlefield. DHR ID 088-5180. No evidence has been provided to verify the presence or lack thereof of significant historic resources located on the site. Such unknowns pose a potential conflict with historic and cultural resources preservation and protection goals considering the Generalized Development Plan may ultimately negatively impact historic resources associated with the Chancellorsville Battlefield. The applicant has suggested they may choose to complete a study at a later date. With no set timeline for a study and no expressed plan for mitigating impacts if significant resources are located onsite, such unknowns in the present call to question the project GDP submitted for approval.

Staff acknowledges that much of the site has been cleared and lightly developed along the Old Plank Road frontage in the past. However, a review of historic aerial photography of Spotsylvania County from 1937, 1953, and 1962 suggest little to no prior disturbance to the rear of the property as these areas appear to have remained generally forested through time.

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. The proposal is consistent with countywide housing diversification goals and the type of single family detached residential density envisioned by the low density residential land use.

Ashleigh Ridge Comp Plan Analysis

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).

The Planned Development Housing (PDH-2) zoning district requires a minimum 30% open space of gross area. The project proposal exceeds this slightly with 31% open space identified as per the GDP. The majority of these open space areas are outside of sensitive areas of steep slopes, Resource Protection Areas, Wetlands, consistent with the intent of the open space requirement. As part of this application the limits of clearing and tree preservation are expected to impact approximately 7.9 acres of the site. Areas where tree preservation is proposed is not certain. A landscape street buffer will appear along the Old Plank and Andora Drive frontages consistent with Design Standards Manual requirements. Best Management practices will be employed to address stormwater management.

Land Use:

Future Land Use Map Designation: This project is consistent with the intent of the Primary Development Boundary and the Low Density Residential 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. As part of this application the limits of clearing and tree preservation are expected to impact approximately 7.9 acres of the site. Areas where tree preservation are proposed is not certain.

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. Development transition is appropriate considering the proposed density, types of land uses and character of development established nearby, low density land use designation complementary to project proposed. The project does leave unknowns related to potential historic resource impacts and preservation of existing vegetation onsite. Transportation system impacts have been considered and necessary improvements identified to offset impacts of the project upon the transportation system. Additionally the project accommodates potential future road upgrades in the area of Old Plank Road and Andora Drive that will benefit the larger area.

Residential Land Use Policies #1. Residential subdivisions should provide interparcel connections to adjoining undeveloped properties and connect to developments at existing interparcel access points, where possible, to help improve the connectivity of the transportation network. An interparcel connector road has been provided to afford the opportunity for future connectivity to adjacent parcel (TM #21-A-138). This is consistent with Secondary Street Acceptance Requirements for VDOT road acceptance. The applicant has proactively considered the prospect of future development and

Ashleigh Ridge Comp Plan Analysis

accessibility in the future by providing a disclosure statement to residents so the intent of the stub road is clear for future landowners within the subdivision.

Residential Land Use Policies #2. Residential uses within the Primary Development Boundary should provide inter-and intra-development pedestrian paths to link adjoining subdivisions and form a cohesive residential area and alternative transportation and recreational opportunities. Sidewalks are required for this project. As depicted on the Generalized Development Plan, Sidewalk infrastructure will be developed along internal roads and along Old Plank and Andora Road frontages consistent with sidewalk requirements existing within the Design Standards Manual.

Residential Land Use Policies #3. Residential infill development should maintain the neighborhood character established by the existing subdivisions. The proposal is generally consistent with the existing development patterns established in the area. Development transition is appropriate considering the proposed density, types of land uses and character of development established nearby, low density land use designation complementary to project proposed.

Residential Land Use Policies #8. Promote the provision of a diverse housing mix by encouraging a range of housing sizes and types that meet the needs of citizens at all income levels throughout all stages of life. The proposal is consistent with countywide housing diversification goals and the type of single family detached residential density envisioned by the low density residential land use.

Transportation:

Transportation Policy #1.1., Achieve no less than a “D” Peak Hour Level of Service on 90% of County secondary roads within the Primary Development Boundary as shown in the Thoroughfare Plan. In the Primary Settlement District, levels of service are lower to encourage development and redevelopment to densities and intensities that maximize use of the existing infrastructure. Transportation Policy #2. Ensure that new development does not degrade Levels of Service and mitigates its impact on the transportation network. Old Plank Road is classified as a Virginia Secondary Road with Urban Minor Arterial Functional Classification. Transportation staff has verified the number of vehicle trips generated from an application of this type and size will not significantly impact the existing level-of-service nearby intersection at Old Plank and Andora. Transportation levels of service at the intersection are already poor resulting from existing commercial and residential development in the area all contributing to traffic generation. With limited alternative means of access to help distribute traffic to other thoroughfares, the traffic volumes stress Old Plank Road and intersections. The County and VDOT recognize transportation related issues in the area and efforts are underway to improve the traffic situation at the Old Plank Road and Andora Drive intersection. Additionally, the Comprehensive Plan ultimately plans to improve Old Plank Road to a four lane divided section between Gordon and Catharpin Road to help alleviate traffic volume impacts on levels of service. Proposed right-of-way dedication along both Old Plank Road and Andora Drive as depicted on the generalized development plan will help ease implementation of road improvements in the future to the benefit of the larger travelling public. As per the Generalized Development Plan narrative, in order to accommodate a new full-movement entrance upon Old Plank Road, proposed improvements include widening along Old

Ashleigh Ridge Comp Plan Analysis

Plank Road to allow for an eastbound left turn lane on Old Plank Road, and a westbound right turn lane and exiting right turn taper. No offsite right-of-way will be required for these improvements.

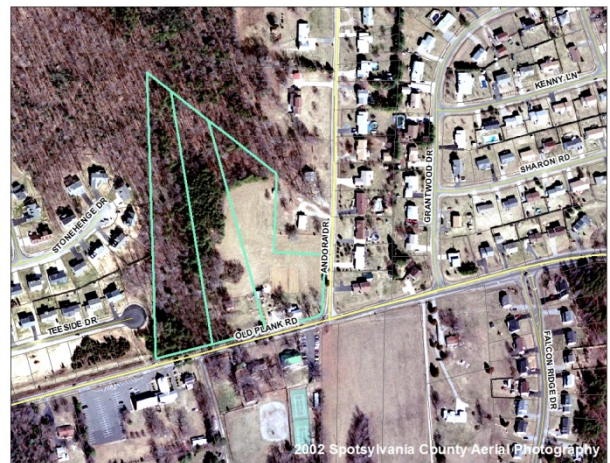
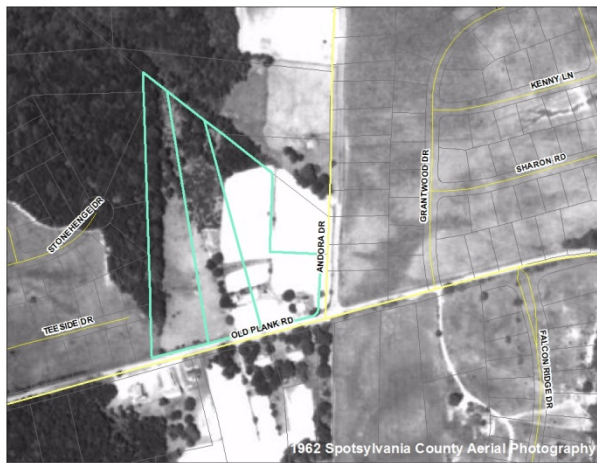
The applicant has mitigated transportation impacts as warranted for their specific project impacts, gaining VDOT approval through project review.

Transportation Policy #2.5. 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. Transportation Policy #3. Promote alternative modes of transportation and multi-modal facilities to more effectively address demands on the transportation network. Sidewalks are required for this project. As depicted on the Generalized Development Plan, Sidewalk infrastructure will be developed along internal roads and along Old Plank and Andora Road frontages consistent with sidewalk requirements existing within the Design Standards Manual.

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 #1.2. Support the preservation of resources with local, state, or national significance. Historic Resources Policy #2. The County should support projects that consider and mitigate the impact of development projects on historic and cultural resources during the rezoning, special use, and capital project planning process. Historic Resources Policy #2.1. Development applications and staff reports should identify historic and cultural resources in proximity to proposed rezoning, special use, or capital project, and evaluate the impacts of the project on the resources in question. Historic Resources Policy #2.3. The County should support the preservation of scenic and historic lands as a component of the rezoning actions through placing these resources in easements or dedicated open space. The Department of Historic Resources associates this area with the Chancellorsville Battlefield. DHR ID 088-5180. No evidence has been provided to verify the presence or lack thereof of significant historic resources located on the site. Such unknowns pose a potential conflict with historic and cultural resources preservation and protection goals considering the Generalized Development Plan may ultimately negatively impact historic resources associated with the Chancellorsville Battlefield. The applicant has suggested they may choose to complete a study at a later date. With no set timeline for a study and no expressed plan for mitigating impacts if significant resources are located onsite, such unknowns in the present call to question the project GDP submitted for approval.

Ashleigh Ridge Comp Plan Analysis



Staff acknowledges that much of the site has been cleared and lightly developed along the Old Plank Road frontage in the past. However, a review of historic aerial photography of Spotsylvania County from 1937, 1953, and 1962, 2002 suggest little to no prior disturbance to the central rear of the property as these areas appear to have remained generally forested through time.

A historic house dating to the early 1890's (pictured below) with secondary structures identified for demolition upon Tax Map #21-20-3 was added to the historic record with a reconnaissance level survey detailing the landscape and buildings onsite in 1996. The site was assigned a Department for Historic Resources Identification number of 088-0268. The County maintains record of the survey report and inventory imagery. The Primary Resource identified as an 1890 era Queen Anne Style home was described as follows:

Ashleigh Ridge Comp Plan Analysis



This house provides a good example of a simplified Queen Anne-style house. A common form, the I-house, is employed, but the details of the porch, the window surrounds, and the chimney clearly show the influence of the popular Queen Anne style.

Natural Resources:

Natural Resources Policy #1. Balance the protection of environmental resources and natural wildlife habitats with development. Policy #1.1. The County should support the mitigation of impacts upon unique and/or endangered resources including rare species and their habitats as part of the development review process. A survey of the site for endangered species was not provided as part of the application. Staff consulted the Virginia Department of Conservation and Recreation's Natural Heritage Data Explorer system and note no predictive model that would suggest unique and/ or endangered species located within the project area or vicinity. The Virginia Department of Game and Inland Fisheries Fish and Wildlife Information Service were also consulted. The Service's predictive mapping identifies no habitat for Tier I (Critical Conservation Need) or Tier II (Very High Conservation Need) Aquatic or Terrestrial species in or in close proximity to the project area. Tiers of Relative Conservation need have been established in the Virginia Wildlife Action Plan.

Natural Resources Policy #1.3. Encourage land development practices, which minimize impervious cover to promote groundwater recharge, and/or tree preservation. The Planned Development Housing (PDH-2) zoning district requires a minimum 30% open space of gross area. The project proposal exceeds this slightly with 31% open space identified as per the GDP. The majority of these open space areas are outside of sensitive areas of steep slopes, Resource Protection Areas, Wetlands, consistent with the intent of the open space requirement. As part of this application the limits of clearing and tree preservation are expected to impact approximately 7.9 acres of the site. Areas where tree preservation is proposed is not certain. A landscape street buffer will appear along the Old Plank and Andora Drive

Ashleigh Ridge Comp Plan Analysis

frontages consistent with Design Standards Manual requirements. Best Management practices will be employed to address stormwater management.

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*					1	0	0	0	3	0	0	0	0	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	1	
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	2	
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	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	RE 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	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
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	3/14/2017	Cedar Forest		29	0	0	0	29	0	0	0	88	7	4	5	11	Cedar Forest	Thornburg	Massaponax	11
Berkeley	PSD	3/14/2017	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
Total unbuilt residential units

4517 2570 5469 1473 30,269 2537 1164 1528 3920
14,029

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%	776	2565	-65
2	2500	676	1824	64%	4	680	1820
3	2500	567	1933	76%	17	584	1916
4	2500	3864	-1364	40%	1007	4871	-2371
5	2500	1183	1317	64%	364	1547	953
6	2500	3666	-1166	50%	65	3731	-1231
7	2500	831	1669	75%	222	1053	1447
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%	1080	2932	-432
Total	27500	17227	10273	57%	3920	21147	6353

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		60	595	194
Harrison Road Elementary	792	936	144		0	792	144
Lee Hill Elementary	669	807	138		30	699	108
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		330	870	-285
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		2537	13157	76
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		331	1046	-256
Countywide Middle	5538	6031	493		1164	6702	-671
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		905	2932	-1102
Riverbend High	1981	1995	14		247	2228	-233
Spotsylvania High	1180	1611	431		161	1341	270
Countywide High	7656	8218	562		1528	9184	-966
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

CAPITAL FACILITIES IMPACT ANALYSIS

R17-0011 Ashleigh Ridge

Spotsylvania Population *	133,033
# of lots proposed in Rezoning	19
# of lots allowed By-right	3
Net new lots above By-right	16
Projected Population increase above By-Right	49
Projected Total Population increase	58
Total Population After Buildout	133,091

	Hard Cost	Per Capita
Parks and Recreation		
Marshall Center Auditorium Upgrades	\$304,000	\$2.28
Ni River Park	\$3,370,000	\$25.32
Belmont - Passive Park	\$420,000	\$3.16
Livingston Community Center	\$715,000	\$5.37
Patriot Park - Playground	\$198,700	\$1.49
Parks Impact Per Capita		\$37.63
Total		\$1,843.68
Per Unit Total (16 Units)		\$115.23
Fire		
Fire Training and Logistics Center	2,000,000	\$15.03
Fire Impact Per Capita		\$15.03
Total		\$736.34
Per Unit Total (16 Units)		\$46.02
Total Impact		\$2,580.02
Total Impact per Unit (16 Units)		\$161.25

*Spotsylvania population per Census Data July 1, 2017

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