

## PALMERS CREEK MIXED USE COMMUNITY



Generalized Development Plan – Written Narrative

November 7, 2016

Revised November 14, 2017

Revised February 2, 2018

Revised May 18, 2018

## PALMERS CREEK MIXED USE COMMUNITY

### Generalized Development Plan – Written Narrative

November 7, 2016

Revised November 14, 2017

Revised February 2, 2018

Revised May 18, 2018

### **PROPOSAL**

Palmers Creek is a proposed mixed use community located on the west side of Jefferson Davis Highway approximately 1 mile south of Spotsylvania County Parkway. The proposed zoning is MU-5 and will include 400 residential apartment units and approximately 40,000 square feet of building area for nonresidential uses. The residential area of the mixed use project will develop generally in two phase. Building heights for the proposed multifamily buildings in Phase I will be four stories (maximum height: 65 feet); and five stories in Phase II. The commercial area will consist of two or more buildings 1 story in height. The property has 800 feet of frontage along Jefferson Davis Highway and an overall parcel depth of approximately 1,600 feet. The tax map identification numbers of the parcels included in the proposal are 49-A-112, 49-A-114, and a portion of 49-A-114A. The property acreages and existing zonings are as follows:

<b><u>Tax Map ID</u></b>	<b><u>Acres</u></b>	<b><u>Existing zoning</u></b>
49-A-112	15.068	C3
49-A-114	5.962	C3
49-A-114A	4.673	RU & C3

### **COMPREHENSIVE PLAN**

#### **Future Land Use**

The subject properties, and the abutting properties, are designated Mixed Use on the Future Land Map. The Comprehensive Plan states that the Mixed Land Use Category Mixed Land Use communities should serve as a place for Spotsylvania residents to live, work, shop, and play by providing for a variety of land uses in a compact, walkable community with a more dense development pattern.

Palmers Creek is 25± acres within 745 contiguous acres designated for Mixed Uses along both sides of Jefferson Davis Hwy, west of I-95. The subject site is approximately half way between areas to the north and south that are designated as future Employment Centers in the Comprehensive Plan (located within 4/10 mile in either direction). The Mixed Use area and the Employment Centers are within the Primary Development Boundary, and in the Technology Zone overlay. The Primary Development Boundary is a planning area where higher density residential and more intense nonresidential growth is encouraged. The Technology Zone is an area where incentives are provided to technology businesses. These programs make Palmers Creek an ideal location for high density residential housing with supportive commercial uses and employment opportunities within the mixed use area, and the adjoining employment areas.

## PALMERS CREEK MIXED USE COMMUNITY

Uses allowed by the Comprehensive Plan in the Mixed Use area may include:

- Traditional residential neighborhoods
- High density residential
- Non-traditional residential  
(garage apartments, as well as residential units above commercial uses)
- Commercial uses (retail and office)
- Light industrial
- Educational facilities
- Recreational facilities and compatible public and civic facilities.

The intensity of uses within the mixed-use designation may vary depending upon location, surrounding uses and the availability of mass transit. Large scale mixed use developments or small developments where the uses will be communities within a mixed use area and will be integrated into the larger surrounding mixed use area as surrounding properties develop.

Palmers Creek proposes development of a portion of the Mixed Use area designated by the county with 40,000 square feet of commercial building area and a 400-unit residential apartment community that would provide housing supportive of the nearby Employment Centers. As currently planned the commercial development will consist of two or more buildings, 1 story in height, designed for office, retail and restaurant uses. The Palmers Creek apartments will primarily consist of four-story residential buildings, with one five story residential building, both with elevators, and a centralized clubhouse with fitness center, clubroom, business center, swimming pool and tot lot area. The anticipated rental rates for the units is approximately \$1,050 for a 1-bedroom, \$1,250 for a 2-bedroom, and \$1,400 for a 3-bedroom. Parking and landscaping consistent with the building's high-quality design will be provided as well.

### Community Design

The design and layout of the community will be in accordance with the Mixed Use requirements section 23-6.28 et seq. of the Zoning Ordinance. The MU-5 sub-district will be utilized and (4) Apartment and (5) General building types are proposed (*figures 1 and 2*). An access road into the property is proposed along the northern property boundary, approximately perpendicular to Jefferson Davis Hwy. and will serve the Palmers Creek Mixed Use Community, as well as the adjoining property to the north. A north/south oriented internal collector street will be provided and will run parallel to Jefferson Davis Hwy. within 200 to 300 feet of Jefferson Davis Highway. This internal collector will serve both as a transitional boundary and a common organizing element between the apartment buildings and the general buildings. The collector street will be designed as a low speed, pedestrian friendly road, with pedestrian crossings to invite residents to take

## PALMERS CREEK MIXED USE COMMUNITY

advantage of retail amenities and services, and possible employment opportunities available without leaving the community.

The General Buildings and the ancillary commercial uses will be located between Jefferson Davis Hwy. and the internal collector road. The General buildings will be 1 story in height and step down from the tallest buildings in Palmers Creek. The tallest buildings, the Apartment buildings, will be four to five stories in height but will be situated on the west side of the internal collector street. The internal collector road will separate the General Buildings and the Apartment Buildings, allowing a bulk angle of separation that provides an attractive transition between the differing masses of the general buildings and the residential buildings. Streetscape landscaping will accentuate the pedestrian friendly street design, and facilitate the transition between building heights.

The layout of the buildings and ancillary parking areas in both the residential area and the commercial areas will avoid large parking fields that require spaces that are inconveniently distant from the buildings and/or sidewalks that they serve. Buildings will be designed so that they can be accessed from both sides to minimize walking distances to parking areas providing convenience desired by residents and patrons as well as to facilitate security. Apartment buildings in particular will have primary entrances at multiple locations/sides. Internal landscaping areas will be provided to help reduce “heat island affect” that sometimes result from large parking fields. The depth of the property (less than ¼ mile) allows walking from the most distant areas of the property to the commercial area within approximately 10 minutes. Pedestrian activity will be encouraged through the provision of sidewalks and pedestrian trails between the residential and commercial areas and the community recreational areas, passive open spaces, parking areas and public right-of-way. In addition to encouraging pedestrian activity, Palmers Creek is located within comfortable bicycling distance of areas Employment Centers planned to the north and south of the subject property.

Lower intensity uses currently line Jefferson Davis Hwy. and the 1 story buildings proposed in the commercial area will be the most visible from the general public, most of which will observe the property the public street right-of-way. The larger mass buildings, the apartments, will be a minimum of 300 feet from the public right-of-way, providing a very reasonable transition from the heights of buildings along the public road. The access road perpendicular to Jefferson Davis Hwy, and a perennial stream are located along the northern property boundary and will require significant separations between the proposed development and future uses on the property to the north (Tax Map 49-A-114A). Similarly, a significant environmental area abuts the western property boundary and provides a natural separation from development that might otherwise adjoin the site from that direction (also Tax Map 49-A-114A). Screening and buffering will be provided along the southern property boundary to provide for transitioning if lower densities are proposed as those properties develop (Tax Map parcels 49-A-111A and 49-A-112A). However, the properties are also planned Mixed Use and so it is likely that those properties will develop for compatible uses, and additional transitioning will not be necessary.

A shared access road is proposed and will connect to the property to the north. The internal collector street will connect to the adjoining property to the south and will include a sidewalk as a pedestrian connection. A parallel internal collector road, set back approximately 300 feet from

## PALMERS CREEK MIXED USE COMMUNITY

Jefferson Davis Hwy is provided to encourage internal circulation and interparcel access without impacting Jefferson Davis Hwy. Sidewalks, bike lanes, benches, pedestrian scale lighting, and streetscaping will be provided as amenities for use by the Palmers Creek community.

The Apartment buildings will serve a diverse mix of household sizes and the location allows a variety of mobility choices in the future. The buildings will be fully compliant with the Americans with Disabilities Act and meet the needs of the handicap population as well as senior citizens. In addition, residential units will be available that meet market rate for the community.

The following mixes of dwelling unit types are proposed:

<b>Unit Type</b>	<b>Approximate Unit Size (sq. ft.)</b>	<b>Percent of total units</b>	<b>Total Units by type</b>
1 bedroom	750	15%	60
2 bedroom	1,025	50%	200
3 bedroom	1,275	35%	140
<b>Totals</b>		100%	400

Open Spaces and On-site Recreation. Open spaces will consist of on-site active recreation including an outdoor pool centrally located within the residential area near a clubhouse with fitness center, clubroom, and business center, tot lot area, pedestrian walkways to passive open space, and environmental areas deserving protection. Approximately 20% of the site will be retained in active and passive open spaces. Resource Protection Areas will be preserved to buffer perennial streams and existing forested areas within the RPA are being preserved.

### **IMPACT ANALYSIS**

#### Proffered Conditions.

The applicant has submitted proffered conditions to address comprehensive plan goals for development within the county and to address possible impacts on the capacity of existing public infrastructure and services. For example, the transportation improvements shown on the GDP Graphic are proffered as conditions of the requested MU-5 zoning. Similarly, environmentally sensitive features of the property are proffered for preservation as indicated by the GDP Graphic.

#### Transportation and Thoroughfare Plan.

The proposed MU-5 zoning is consistent with the MU designation of the property in the Comprehensive Plan, Future Land Use map. The majority of the developable area of the subject site is currently zoned C-3 and would generate almost 2.7 times as many daily trips as the proposed

## PALMERS CREEK MIXED USE COMMUNITY

Palmers Creek Mixed Use Community if developed as C-3 (i.e. Palmers Creek mixed use = 6,400 daily trips; and, existing C-3 zoning = 17,000 daily trips). Because the proposed rezoning is consistent with the Comprehensive Plan designation of the property, and will reduce the potential transportation impact as compared to the existing zoning, the Virginia Department of Transportation standards do not require a TIA for the subject proposal. However, a TIA is provided as a component of the GDP narrative to assist in determining the potential impacts of the proposal on the surrounding transportation network. In addition, the analysis assumes that traffic impacts from four nearby proposed developments and a proposed 700 car Commuter parking lot will be added to road network during the analysis period. Palmers Creek is only approximately 6,400 trips per day versus approximately 24,000 vehicles of new development included in the TIA. More detailed information is provided in the TIA, and the transportation improvements recommended by the TIA are included in the GDP Graphic. Commuter bus service stops and/or shelter are proffered to provide access to the commuter parking lot and further mitigate the demands on the transportation network.

### Public Facilities.

A Fiscal Impact Analysis has been prepared to assess the potential fiscal impact of Palmers Creek Mixed Use Community on public infrastructure and service costs. The analysis found that the proposed Palmers Creek Development, including 40,000 square of commercial uses with an estimated 117 on-site full-time, year-round equivalent jobs, and a 400-unit apartment building with a total of 960 residents of whom 149 would be school age children, has been shown to generate a combined fiscal benefit to the Spotsylvania County budget. This positive fiscal impact compares favorably with Spotsylvania County's current average fiscal costs for both its residential and non-residential land uses: on a per job basis, the fiscal benefit is substantially greater than the average for all nonresidential uses in the County (\$1,320.67 vs. \$807.08); and, on a per capita basis, the net fiscal cost to the County of residential uses for the proposed 400-unit apartments is substantially less than the fiscal cost on average for all County residents (-\$90.20 vs. -\$212.10). This positive result reflects the proposed Palmers Creek Development overall high-value construction and site amenities and the apartment units' lower per unit household sizes and favorable age profile than what typifies the Countywide averages for its full rental housing inventory. More detailed information is provided in the FIA.

A Public Facilities Impact Analysis has been provided to address the impacts to Schools, Fire & Rescue, and Parks & Recreation.



## PALMERS CREEK MIXED USE COMMUNITY

Figure 1



Palmers Creek Residential  
MU Apartment Building

Figure 2



Palmers Creek Non-Residential  
MU General Building