

**Impact Statement
in Support of**

**Recreational Business Campus GDP Amendment for
Virginia Heritage at Celebrate
a Proposed Age-Qualified Residential Community**

Prepared by:

**Silver Companies
December 14, 2017**

Table of Contents

Project Overview	3
Background	3
Proposed Development	6
Proposed Land Use Changes	11
Age-Qualified Housing Demand	11
Stafford County Comprehensive Plan Analysis	13
Land Use Policy	16
Anticipated Development Impacts	18
Transportation	18
Utilities	19
Storm Drainage	20
Schools	21
Parks & Recreation	21
Recreational Facilities	22
Emergency Services	22
Environmental	22
Historic Properties	22
Adjacent Properties	27
Fiscal	29
Proffers	30

Project Overview

The Silver Companies (the “Applicant”) is requesting certain modifications to the Stafford County zoning ordinance and the approval of proffered conditions to allow for the construction of up to 1,177 age-qualified housing units on 288 acres of Tax Parcels 52-1 and 44W-H within Celebrate Virginia North, in the Hartwood Magisterial District (the “Property”). Specifically, the Applicant is requesting that the County:

- a. Amend the Recreational Business Campus (RBC) performance standards to increase the allowable percentage of age-qualified housing from 30% of the District to 45% of the District (Sec. 28-39(i)(10)).
- b. Approve a revised GDP for the Celebrate Virginia North RBC District.
- c. Approve the GDP and proffered conditions for the Property to allow 1,177 age-qualified housing units on the Property.

The purpose of this document is to provide a generalized development plan narrative for this request and to assess the impacts of the proposed development on the Property, Stafford County, and adjacent land uses.

Background

In 1999 the Stafford County Board of Supervisors (BOS) created the Recreational Business Campus (RBC) zoning designation and rezoned 1,170 acres of A-1 Agricultural land within the Celebrate Virginia North development to RBC on its own motion. In 2003, the RBC ordinance was amended by the BOS to allow age-qualified communities as a by-right use with a maximum density of 7 units per acre on up to 30% of the gross area of the RBC district. The current acreage of the Celebrate Virginia North RBC District is 1,200.65 acres, which would permit a maximum of **2,521** age-qualified units on **360** acres.

Also in 2003, the BOS approved a revised Generalized Development Plan (GDP) for the Celebrate Virginia North RBC District and proffered conditions for the project’s first age-qualified community, Celebrate by Del Webb, which included 1,101 units on 252 acres of land. This approval left a maximum remaining allowable density under the RBC of 1,420 age-qualified units on 108 acres.

The Property lies within land that is designated as “Resort” on the current Celebrate Virginia RBC GDP (see Figure 1). In addition to the Resort uses listed in Table 1, 20% of the Resort District (127 acres) may also be developed as any commercial, industrial, or office use listed in Table 1. Cannon Ridge Golf Club currently occupies 193 acres of the Property. The Club, which opened in 2005, was originally envisioned as a 54-hole golf complex and training facility by its developer, Mainline Golf.

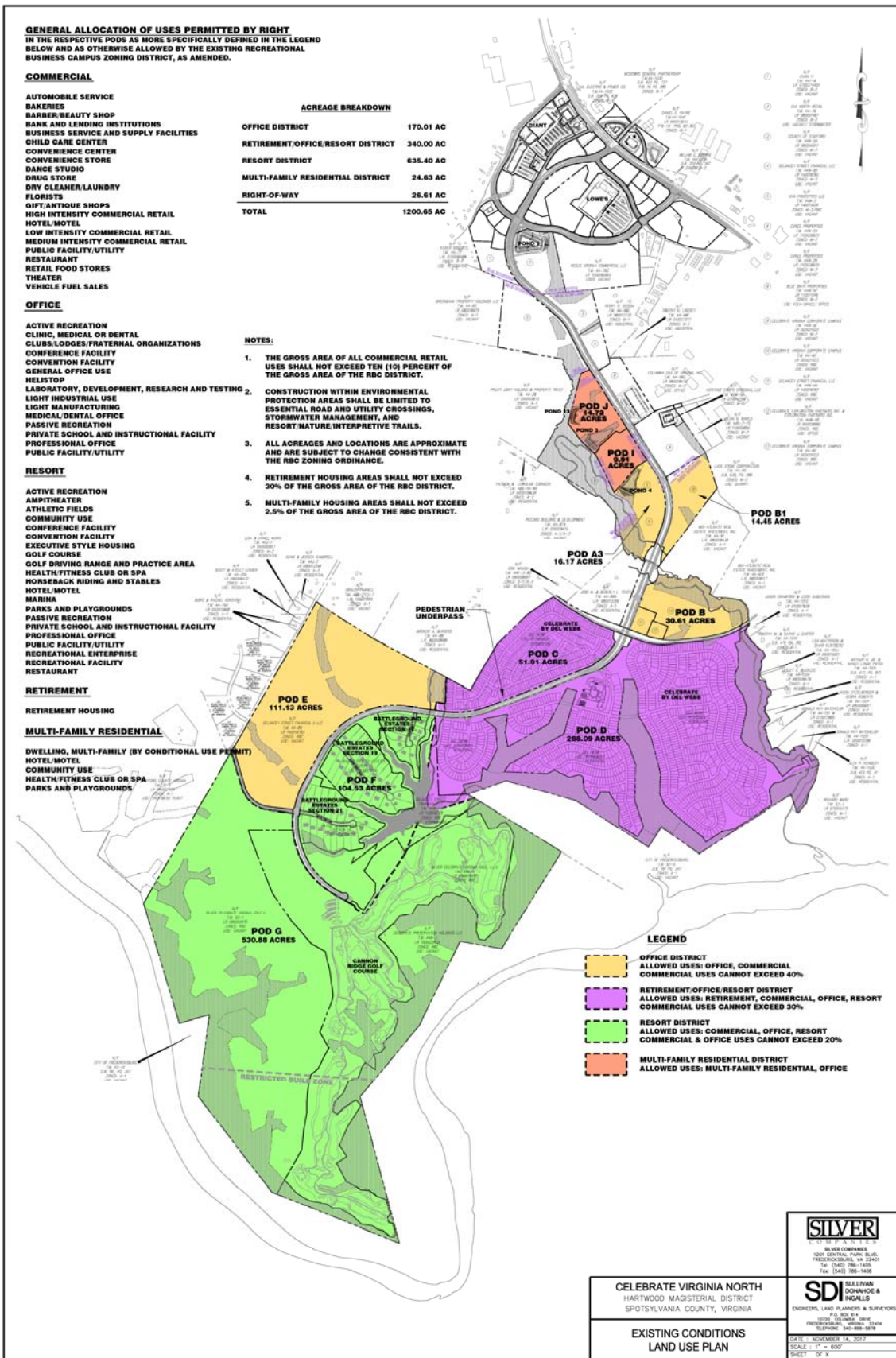


Figure 1.
Current Overall Celebrate Virginia RBC GDP

Table 1. – Recreational Business Campus Permitted Uses

Commercial Uses

Automobile service
Bakeries
Barber/Beauty shop
Bank and Lending Institutions
Business Service and Supply Facilities
Child Care Center
Convenience Center
Convenience Store
Dance Studio
Drug Store
Dry Cleaner/Laundry
Florists
Gift/Antique Shops
High Intensity Commercial Retail
Hotel/Motel
Low Intensity Commercial Retail
Medium Intensity Commercial Retail
Public Facility/Utility
Restaurant
Retail Food Stores
Theater
Vehicle Fuel Sales

Resort Uses

Active Recreation
Amphitheater
Athletic Fields
Community Use
Conference Facility
Convention Facility
Executive Style Housing
Golf Course
Golf Driving Range and Practice Area
Health/Fitness Club or Spa
Horseback Riding and Stables
Hotel/Motel
Marina
Parks and Playgrounds
Passive Recreation
Private School and Instruction Facility

Office Uses

Active Recreation
Clinic Medical/Dental
Clubs/Lodges/Fraternal Organizations
Conference Facility
Convention Facility
General Office Use
Helistop
Laboratory, Development, Research
Light Industrial Use
Light Manufacturing
Medical/Dental Office
Passive Recreation
Private School and Instruction Facility
Professional Office
Public Facility/Utility

Professional Office
Public Facility/Utility
Recreational Enterprise
Recreational Facility
Restaurant

Mainline completed construction of the first course in 2004, but was unable to obtain financing for the additional courses. Over the next 8 years, annual play at the golf course averaged 30-40% lower than projections, ultimately forcing Mainline to close the course and surrender its lease to the property owner in 2013. The course reopened under new management in 2016, but again did not generate sufficient revenue to maintain operations, and pay rent and real estate taxes due on the Property. Cannon Ridge closed on December 1, 2017, and after millions of dollars in losses maintaining the golf course, the Owner has decided to seek other uses for the Property. While there are numerous uses allowed by-right on the Property, the Owner believes that the proposed use is more compatible with existing land uses and development patterns and will generate more net surplus tax revenue to Stafford County than most other by-right uses.

Proposed Development

The Applicant is requesting approval of an amendment to the Celebrate Virginia North GDP to allow construction of 1,177 age-qualified residential units within Pod G as shown in Figure 2. The community will be constructed, owned, and managed by a national home builder. This approval would bring the total number of age-qualified residential units at Celebrate Virginia North to 2,278, which is below the current maximum allowable density of the RBC District (2,521). A conceptual residential plan for the community has been provided in Figure 3. The proposed units will consist of a mix of single-family detached and attached units as listed in Table 2.

Table 2.

**Residential Building Program Data
Proposed Project: Virginia Heritage @ Celebrate
Stafford County, Virginia**

<u>Residential Uses</u>	<u>Total Units</u>	<u>Average Real Estate Market Value¹</u>	<u>Total Real Estate Market Value¹</u>	<u>Estimated Population</u>	<u>Estimated Children²</u>
Manors (50 ft)	588	\$392,152	\$230,585,572	1,058.40	0.00
Plantations (40 ft)	235	\$460,507	\$108,219,205	423.00	0.00
Single Family Attached (Villa)	<u>354</u>	\$265,725	<u>\$ 94,066,650</u>	<u>637.20</u>	<u>0.00</u>
Total	1,177		\$432,871,427	2,118.60	0.00
			SAY:	2,119	0

**final unit mix subject to change based on engineering and marketing considerations*

Based on comparable sales of similar product in Stafford County, the real estate market value of the project at buildout has been estimated to be in excess of \$430,000,000 (See Table 2). The development is projected to accommodate a total population of 2,119 residents, none of which being school-age children.

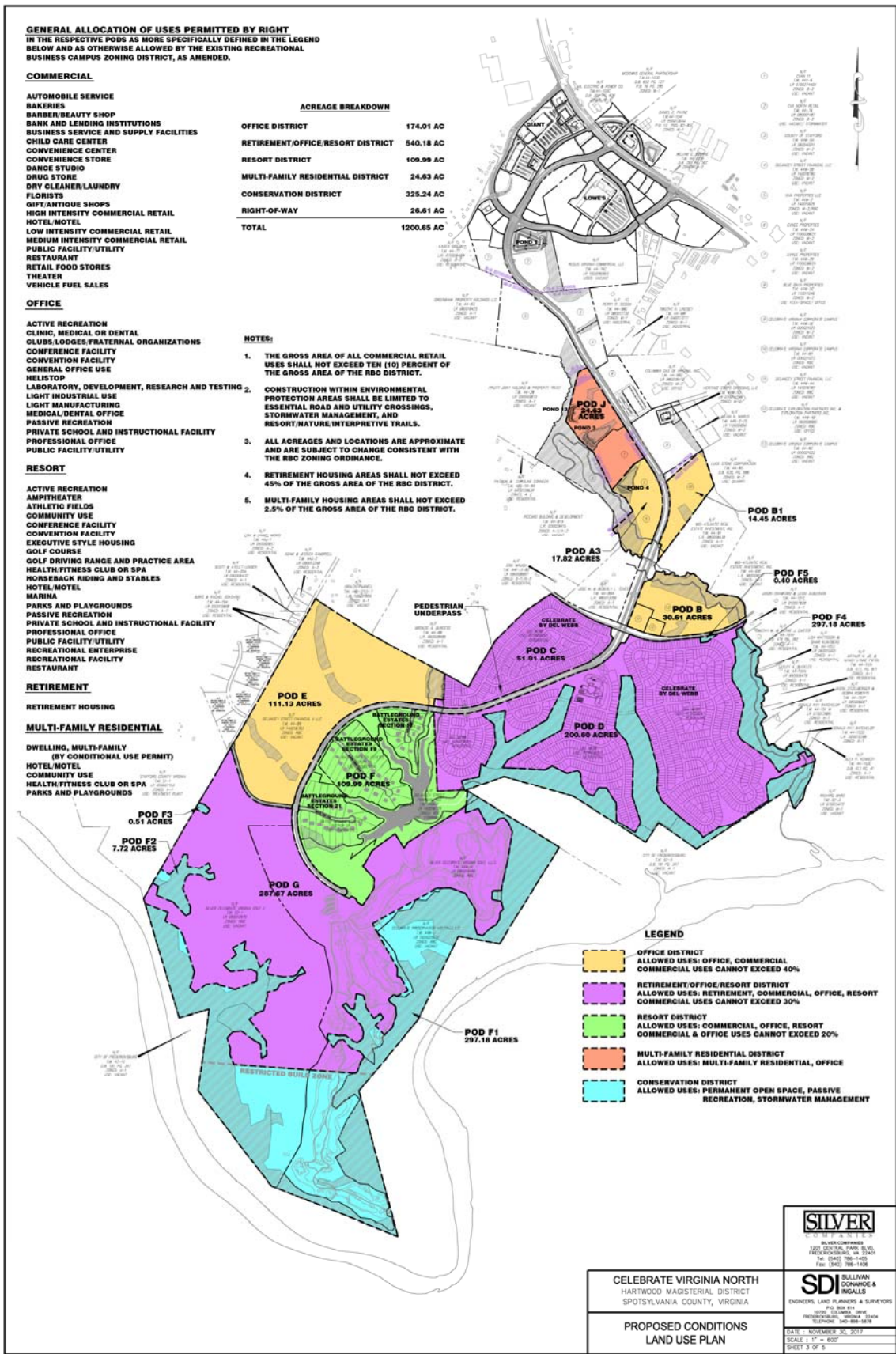


Figure 2.
Proposed Revised Celebrate Virginia RBC GDP



Date: 12-5-2017
Scale: 1" = 600'

Bowman
CONSULTING

VIRGINIA HERITAGE AT CELEBRATE

Illustrative Plan

LENNAR

Figure 3.
Proposed Virginia Heritage at Celebrate

The Applicant anticipates a 10-year build out of the development with construction beginning in 2020 and the first units occupied in 2022 should the County approve this request and the preliminary plan (See Table 3). The community will cater to residents aged 55+, with primarily single-story living, garages, open floor plans, and a luxury clubhouse and recreational amenities. Representative elevations for the proposed units are included as Figures 3 & 4.

Table 3.
Absorption Schedule
Proposed Virginia Heritage Project
Stafford County, Virginia

<u>Year</u>	<u>Date¹</u>	<u>Units</u>	<u>Units</u>	<u>Units</u>	<u>Sq. Ft.</u>	<u>Sq. Ft.</u>	<u>Total</u>	<u>Total</u>
		<u>Manors</u>	<u>Plantations</u>	<u>Villas</u>	<u>Retail</u>	<u>Office</u>	<u>Residential</u>	<u>Non-Residential</u>
1	2017	0	0	0	0	0	0	0
2	2018	0	0	0	0	0	0	0
3	2019	0	0	0	0	0	0	0
4	2020	0	0	0	0	0	0	0
5	2021	0	0	0	0	0	0	0
6	2022	55	22	32	0	0	109	0
7	2023	60	24	36	0	0	120	0
8	2024	60	24	36	0	0	120	0
9	2025	60	24	36	0	0	120	0
10	2026	60	24	36	0	0	120	0
11	2027	60	24	36	0	0	120	0
12	2028	60	24	36	0	0	120	0
13	2029	60	24	36	0	0	120	0
14	2030	60	24	36	0	0	120	0
15	2031	53	21	34	0	0	108	0
16	2032	0	0	0	0	0	0	0
17	2033	0	0	0	0	0	0	0
18	2034	0	0	0	0	0	0	0
Total		588	235	354	0	0	1,177	0



Figure 4.



Figure 5.

Proposed Land Use Changes

RBC District

The RBC District Performance Standards within the Zoning Ordinance limit age-qualified residential units to not more than 30% of the gross area of the RBC District. While with approval of the proposed development the maximum density of age-qualified units will not be exceeded, the total age-qualified land area would exceed 30% of the Celebrate Virginia RBC District if this zoning request were to be approved. Therefore, the Applicant is requesting that the County amend the RBC District Performance Standards to increase this percentage to 45% of the gross area. (540.3 acres total).

The following are the Applicant's requested changes to the RBC Ordinance:

28-39. (i) *Performance standards in RBC districts.*

- (10) The gross area of all commercial retail uses shall not exceed ten (10) percent of the gross area of the district. The gross area of all retirement housing communities shall not exceed **forty-five (45)** percent of the gross area of the district.

Age-Qualified Housing Demand

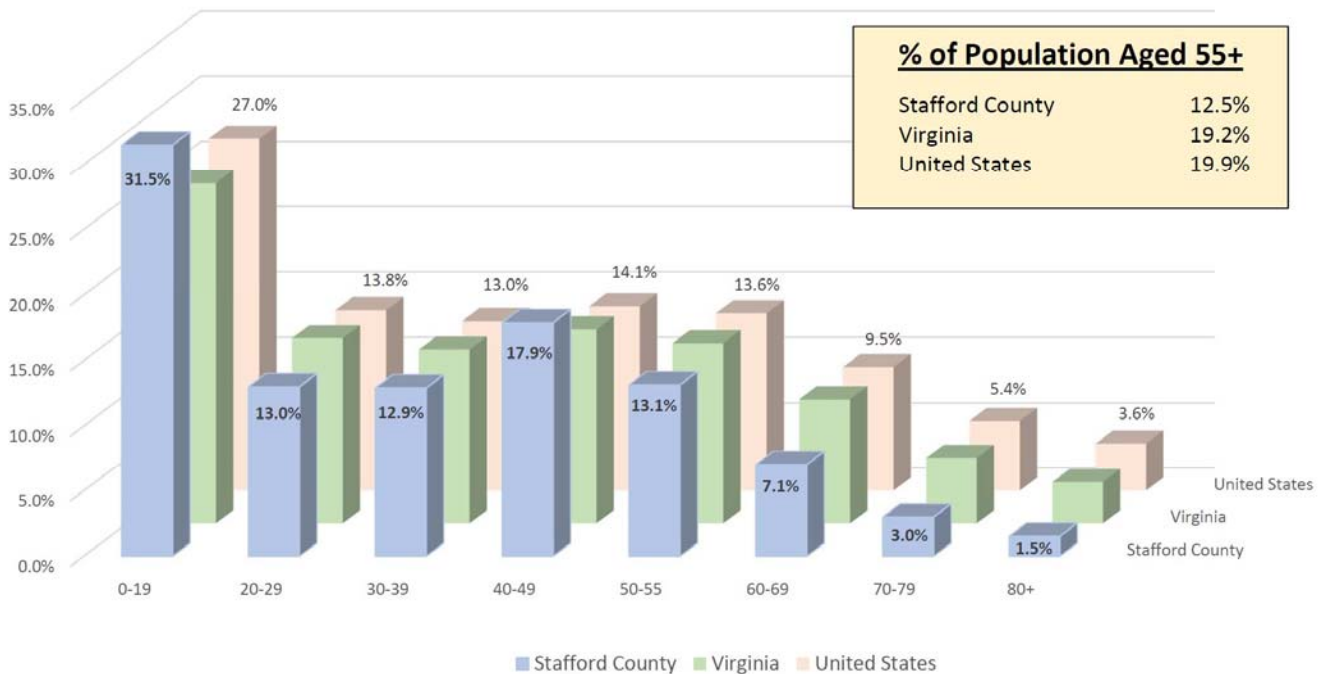
The Fair Housing Act of 1968 and the Housing for Older Persons Act of 1995 established laws enabling the creation of age-qualified housing communities, which limit residency to individuals 55 years of age or older. These communities typically provide housing types and lifestyle amenities specifically geared towards the 55+ population. Stafford County currently has two age-qualified communities, Falls Run by Del Webb (781 units), and Celebrate by Del Webb (1,101 units), both located within the Hartwood District. The Falls Run community reached build out in, or around, 2006. The Celebrate by Del Webb community is approximately 65% built out (720/1,101) as of the date of this narrative and is projected to be completed by 2022.

Referring to age-qualified housing communities as “retirement communities” is a misleading designation. According to the Center for Disease Control, Americans who reach the age of 55 can expect to live, on average, 29 more years to the age of 84. According to real estate market research and advisory firm RCLCO, an estimated 65-70% of Baby Boomers are either still engaged in the labor market or participate in phased retirement (bridge employment), in which they may have retired from their former career and have reentered the workforce in a different, often reduced, capacity to supplement their income. This demographic of American society is a valuable source of educated workers, community volunteers, and local economic revenues.

According to the Virginia Employment Commission's 2017 Stafford County community profile, approximately 12.5% of Stafford County's population is made up of residents aged 55+, which is significantly lower than the same percentage of 55+ residents in Virginia (19.2%) and in the United States (19.9%). Conversely, Stafford County has a higher percentage of residents aged 0-19 (31%) than Virginia (26%) or the United States (27%).

Providing additional age-qualifying housing opportunities will also help Stafford County achieve an age demographic balance that more closely aligns with that of the Commonwealth of Virginia and the United States.

Chart 1.
Population Distribution by Age



Source: Virginia Employment Commission, Stafford County Community Profile, 2017

Stafford County has already proven to be an attractive community for Baby Boomers, as illustrated by the success of Falls Run and Celebrate by Del Webb. According to RCLCO research, the top factors considered by 55+ residents when searching for a place to live are:

- Affordability of Living
- Community Amenities
- Smaller Home Size/Reduced Maintenance Responsibilities
- Proximity of Family Members
- Walkable Community

The proposed development will rank high in these categories compared to other age-qualifying communities on the East Coast. The proposed median home price of \$280,000-\$375,000 combined with resort-style recreational and social amenities proposed by the developer will yield an active, comfortable lifestyle. While the community isn't located in the retirement mecca of Florida, its location on the southern end of the robust Northern Virginia housing market will allow residents to downsize

close to their former communities and loved ones, in a market with numerous bridge employment opportunities in a reasonably-priced, maintenance-free community.

Stafford County Comprehensive Plan Analysis

Suburban Land Use

The Property is identified as “Suburban Land Use” in Stafford County’s 2016-2036 Comprehensive Plan (See Figure 6) and is within the County’s Urban Services Area. The Comprehensive Plan defines the Suburban Areas as follows:

*Suburban Areas of the County are areas where suburban scale of development is most appropriate. Suburban scale of development is considered single-family detached dwelling units, typically on ¼ to ½ acre lots, which may include community amenities and are buffered from any adjacent commercial development. Lot sizes less than ¼ acre in size may be supported if located adjacent to higher density residential or commercial development. **These areas are intended to serve as infill development in the proximity of the established communities in the northern and southern areas of the County and in close proximity to major existing or planned transportation networks.** Focus should be on the form of development and its relationship with existing communities. **Such areas will be primarily residential in nature but will be complimented by neighborhood and community oriented activity centers, places of worship, parks and play areas, and retail and business activities.** Development densities should not exceed three (3) dwelling units per acre for residential development and a floor area ratio (FAR) of 0.4 for non-residential development. New dwelling unit types should be limited to single-family detached homes. **Townhomes and apartments are permitted where land is already zoned for these types of dwelling units or under Special Conditions for Townhomes and Multi-family Units described in the following Residential section.** Otherwise, all structures should be low rise in nature and not exceed three stories in design. Site layout and building design shall be oriented to compliment, be in scale with and minimize undesirable affects to existing neighborhoods and communities. **Preservation of unique or sensitive environmental features should be incorporated into development design.** Parking areas should be primarily off-street. Sidewalks and pedestrian trails should be located within neighborhoods and provide access between residential and non-residential uses.*

The proposed age-qualified residential development is consistent with the Suburban Land Use designation as follows:

1. Suburban areas are to be primarily residential in nature and complimented with community-oriented activity centers, parks and retail/business uses.
2. With 1,177 units proposed on the 441.746 acre Property, the proposed development’s residential density of 2.66 is below the 3.0 ratio recommended for suburban areas.
3. The proposed development includes 31% single-family attached units, which are permitted under the RBC zoning district and have previously been constructed in the adjacent Celebrate by Del Webb community.
4. The community is located in proximity to major transportation networks, namely Celebrate Virginia Parkway and Route 17.
5. Units will be low-rise in nature and be limited to 1 and 2 stories.

6. Unique and sensitive environmental areas will be incorporated into the design of the community.

Housing

The proposed development will help Stafford County meet its projected year 2036 housing needs while generating higher per capita County tax revenues and lower costs of services than non-age-qualifying housing. Objective 2.1 of the Comprehensive Plan states that the County will:

“adopt a land use plan and establish a growth management system that will accommodate the projected year 2036 population of 236,182.”

This equates to accommodations for an additional 20,540 housing units and 58,143 new residents by 2036. The Comprehensive Plan provides for 80% of these new housing units to be located within the County’s Urban Services Areas (USA). If approved, the new development would represent 3.6% of the County’s projected total year 2036 population demand, and 4.6% of the projected year 2036 population demand within the County’s USA’s.

Table 2.

	Proposed Development	Stafford County 2036 Growth Projections			
		Countywide		Within USAs	
Units	1,177	20,540	5.73%	16,432	7.16%
Residents	2,119	58,143	3.64%	46,514	4.56%

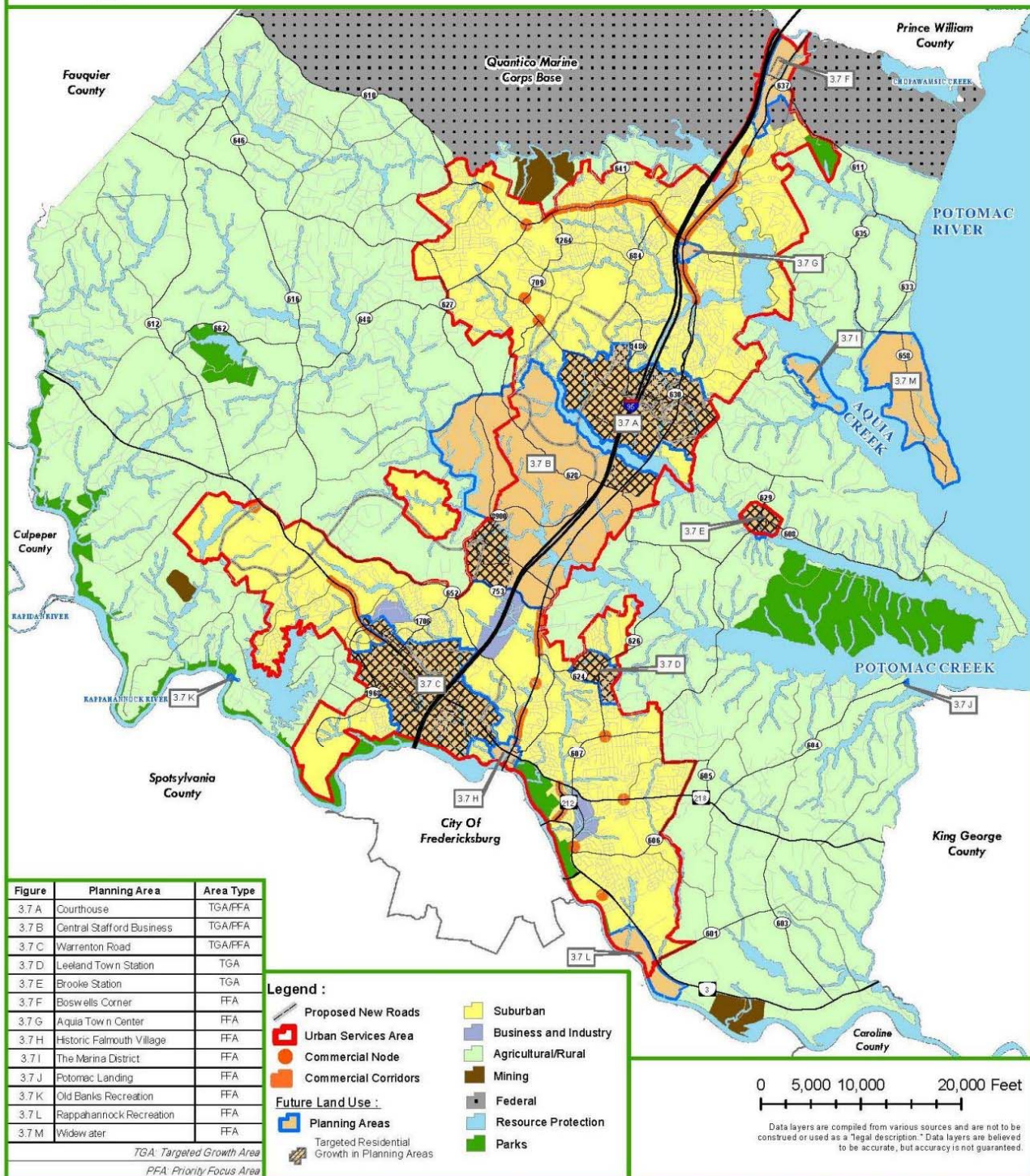
Table 6.3 of the Comprehensive Plan projects total buildout densities within the County’s existing USAs. The Table estimates a total residential allowable density of 6,407 units within the Celebrate Virginia RBC District at maximum density buildout. As shown in Table 3 below, the addition of the proposed development would bring the total residential units within Celebrate Virginia North to 2,606, or 40.6% of the projected maximum buildout of the RBC District.

Table 3.

	Single-Family Detached	Single-Family Attached	Multi-Family	Total
Battleground Estates	50	0	0	50
Celebrate by Del Webb	787	314	0	1,101
The Silver Collection	0	0	278	278
Proposed Development	823	354	0	1,177
Total	1,660	668	278	2,606



FIGURE 3.6
Future Land Use
Stafford County Comprehensive Plan
Stafford County, Virginia
 April 27, 2016



NAD 1983 HARN StatePlane Virginia North FIPS 4501 Feet

\\srv16\gisdata\arcdata\Arcmxd\CompPlan_2016revisions\Chapter3.6_FutureLandUse.mxd

Figure 6.
Stafford County's Future Land Use Plan

Land Use Policy

The proposed development is consistent with the goals and objectives of Stafford County's Comprehensive Plan. In particular:

Goal 1:

Manage growth and development in a sustainable manner.

The proposed age-qualified community meets Goal 1 of the Comprehensive Plan for the following reasons:

1. The development is consistent with the land use, transportation, utility, and public facility objectives of the Comprehensive Plan (Obj. 1.1).
2. The proposal directs growth into the Urban Services Area (Obj. 1.2).
3. The proposal promotes infill development on undeveloped land along Warrenton Road corridor, furthering support for the businesses along the corridor. Many of these businesses are currently suffering due to a lack of residential density and daytime population. The proposed development will improve both (Obj. 1.3).
4. With the Celebrate Virginia road and utility infrastructure completed, necessary public infrastructure is in place prior to growth (Obj. 1.7, 1.8).

Goal 2:

Ensure that growth and development is managed in a fiscally responsible manner.

The proposed age-qualified community meets Goal 2 of the Comprehensive Plan for the following reasons:

1. The development will help the County meet its projected 2036 residential unit and population needs (Obj. 2.1).
2. The development will generate significantly more annual County tax revenue than it will require in County services.
3. The proposed community will have minimal impact on existing County capital improvements and will create minimal demand for additional improvements (See Fiscal Impact Analysis).
4. With the Celebrate Virginia road and utility infrastructure completed, development is being guided into a location where the land is most cost-effectively served by existing infrastructure (Obj. 2.6).

Goal 3:

Stafford County encourages its citizens and businesses to preserve and protect Stafford's natural and environmental resources through voluntary efforts.

The proposed age-qualified community meets Goal 3 of the Comprehensive Plan for the following reasons:

1. The Celebrate Virginia developer proactively and voluntarily placed over 330 acres of the Celebrate Virginia development into permanent restrictive covenants and conservation easements as shown in the GDP (Figure 2). These easements were strategically placed along riparian lands to prevent and reduce pollution of surface and groundwater resources and protect the ecological integrity of streams in perpetuity (Obj. 3.3, 3.4, 3.6).
2. The development proposal includes the creation of a public park at the southern end of the property that will provide low-impact recreational uses and interpretation of Stafford County pre-historic, colonial, and civil war history. The park will be connected to existing natural trails along the Rappahannock River which may ultimately be connected to Belmont, Falmouth, and Ferry Farm as a heritage trail (Obj. 3.7).

Goal 4:

Ensure the health, safety and well-being of Stafford County residents.

The proposed age-qualified community meets Goal 4 of the Comprehensive Plan through its creation of the public park and connections to the historic hiking trails along the Rappahannock. The park and trails will provide additional, diverse recreational opportunities for Stafford residents of all ages (Obj. 4.7).

Goal 5:

Promote affordable and quality housing.

The proposed age-qualified community meets Goal 5 of the Comprehensive Plan by improving the diversity of housing opportunities in Stafford County (Obj. 5.3). As previously discussed, Virginia Employment Commission data reveals that Stafford County's percentage of residents aged 55 and older (12.5%) is considerably smaller than state (19.2%) and national (19.9%) figures. The creation of an additional age-qualified community will help the County provide for more a balanced County age demographic (Obj. 5.3).

Goal 6:

Create an intermodal system of transportation which implements the Land Use Plan by providing a safe, efficient and affordable means for our people and products to move safely in and through Stafford County.

The proposed age-qualified community meets Goal 6 of the Comprehensive Plan for the following reasons:

1. By concentrating new development in areas with existing adequate transportation infrastructure, the development provides needed housing for County residents while maintaining satisfactory levels of service on the County road system (Obj. 6.1) (See Traffic Input Statement).
2. The proposed development will include the construction of a FRED bus stop to allow for future expansion of the multi-jurisdictional mass transit system (Obj. 6.2).
3. The development will create and connect to a system of sidewalks, bike paths and trails to provide nonmotorized transportation alternatives (Obj. 6.3).

Goal 9:

Promote Stafford County's heritage and maintain a sense of place by identifying, protecting, preserving, and interpreting Stafford County's historic and cultural resources.

Since 1998, the Applicant has prepared exhaustive cultural resource studies of the property and worked to protect historic sites within the development in permanent conservation easements. These sites include Native American ephemeral camps, Colonial Era farmsteads, Civil War earthworks, and cemeteries. The proposed development proposal includes the construction of a passive recreational, interpretive park and trail system to make these resources available to the citizens of Stafford County. The Applicant proposes to work with the Stafford County Historical Commission, Stafford County Public Schools, and other stakeholders to develop an interpretative experience along the Rappahannock River (Obj. 9.1).

Anticipated Development Impacts

Transportation

Background

The Celebrate Virginia North transportation network was approved in 1999 and amended in 2003 with the text amendment to the RBC Zoning Ordinance. Celebrate Virginia Parkway was designed to accommodate the proposed buildout of the development as a mixed-use residential, office, and recreational campus based on traffic impact studies submitted and approved as part of these zoning actions. With a total projected daily traffic demand of 66,500 vehicles, the Celebrate Virginia developer committed to construct the \$6.3 million grade-separated entrance to the development on Route 17 and spent \$2.0 million widening Route 17 to 8-lanes at the entrance to the development. Internally, Celebrate Virginia Parkway was designed as a 6-lane boulevard through the retail portion of the development and a 4-lane boulevard built on a 6-lane section throughout the balance of the project.

The Celebrate Virginia development has not attracted the high traffic uses anticipated in the original traffic study. Instead of high volume peak office users, a significant portion of the development is in multi-family and age-qualified housing which generate far fewer daily and peak hour vehicular trips. As a result, traffic volumes are currently less than 10% of the total build out volumes predicted in the original traffic study.

Traffic Study

A traffic impact study for the proposed development, prepared by Bowman Consulting Group, LTD., has been submitted with the zoning application. 14 intersections within the Celebrate Virginia and along Route 17 were evaluated in three different scenarios: existing conditions, 2036 no build, and 2036 build. The study projected a peak volume of 282 vehicles per hour (VPH) in the AM peak hour, and 388 VPH in the PM peak hour generated from the proposed age-qualified community at buildout. The total daily vehicular trips for the proposed development have been estimated at approximately of 4,700 VPD (2,350 in/2,350 out).

Table 4.
Projected Traffic Generation

Land Use	Size	Units	Land Use Code	Weekday					
				AM Peak Hour			PM Peak Hour		
				In	Out	Total	In	Out	Total
<u>Residential</u>	Age Restricted Development	1,177 D.U.	251	Rate= 0.24			Rate= 0.33		
				33%	67%		49%	51%	
				94	189	282	190	198	388
				94	189	282	190	198	388

Notes The trip generation data was generated from actual traffic data from Del-Webb which is a similar type development located nearby and along Celebrate Virginia Parkway.

The results of this traffic impact study, which are summarized in detail in the traffic study, show no significant degradation of levels of service at any of the study intersections between the build and no-build development scenarios. In other words, the proposed development will have minimal impact on Stafford County's existing transportation system.

Transportation Impact Fee

The Property is located within Stafford County's Transportation Impact Fee Service Area and will therefore be subject to Transportation Impact Fees. The County's current impact fee for both single-family attached and detached dwellings is \$2,999 per unit. With 1,177 units within the proposed development, the developer will be responsible for paying a total transportation impact fee of **\$3,529,823** for this project. Pursuant to Stafford County's transportation impact fee policy, any qualifying transportation proffers volunteered by the Applicant as part of this zoning action will be subtracted from the final transportation impact fee.

Multi-Modal Transportation

In order to help facilitate multi-modal transportation within and to and from the proposed development a transit stop will be constructed at the entrance of the proposed development. The stop will consist of a bus pull off, signage, and benches. In addition, trails and sidewalks within the proposed development will be connected to the existing bikepath system within Celebrate Virginia North.

Utilities

The Cannon Ridge site will be served by public water & sewer. Waterline connections are anticipated to be made along Celebrate VA Parkway and Scotts Ford Lane. Gravity sanitary sewer laterals & mains will serve each proposed unit and will run to existing & proposed pump stations which will connect to the existing public sanitary sewer along Celebrate VA Parkway. All proposed utilities are preliminary and subject to change with final engineering.

Stafford County collects water and sewer fees from new development to offset the cost of County provided utility infrastructure. Fees include availability fees, which cover the cost of providing County-wide treatment of water and sewer, and pro-rata fees which offset the cost of transmission utilities in different watersheds and sewersheds. Fees are based on the projected use of water and sewer utilities on a per unit basis. Age-qualified housing units pay the same water and sewer fees as non-qualified housing despite having, on average, 40% fewer residents (and therefore lower demand) than a typical County single-family unit (1.80 vs. 3.00).

Table 5 shows that the current per unit availability and pro-rata fees for the Property are \$14,659 per unit, or a total of **\$17,253,643** for the proposed project.

Table 5.
Projected Development Water/Sewer Fees

Fee	Per Unit	Total Fee
Water Availability	\$6,900	\$8,121,300
<u>Sewer Availability</u>	<u>\$3,500</u>	<u>\$4,119,500</u>
Subtotal Availability	\$10,400	\$12,240,800
Water Pro-Rata	\$784	\$922,768
<u>Sewer Pro-Rata</u>	<u>\$3,475</u>	<u>\$4,090,075</u>
Subtotal Pro-Rata	\$4,259	\$5,012,843
Total Water/Sewer Fees	\$14,659	\$17,253,643

Stormwater

Preliminary Stormwater Management Narrative

The current Virginia stormwater management regulations require that the runoff leaving the developed site after the 1-yr and 10-yr design storm events be detained. Given the location of the age-qualified community and its proximity to the Rappahannock river, a waiver will be requested for the 10-yr design storm event runoff. The 1-yr design storm event runoff will be detained onsite in extended detention basins. Some extended detention basins are proposed to detain runoff and release it slowly over an extended amount of time after a storm event. In addition, some existing stormwater ponds located on the site will be utilized as extended detention basins. The existing & proposed ponds are located upstream of locations where concentrated runoff leaves the site. The proposed method of water quantity treatment is preliminary and subject to change with final engineering.

Preliminary BMP Narrative

The site consists of soils in Hydrologic Soil Groups B and C. The proposed development contains impervious cover, managed turf, and forest/open space areas. The Virginia Department of Environmental Quality (DEQ) requires treatment of runoff from impervious & managed turf areas that are proposed with this project. This treatment will

remove phosphorus and total suspended solids from the runoff. The developed site will utilize the following treatment methods to meet the required phosphorous removal:

- Some of the runoff from the proposed impervious & turf areas may leave the site through sheetflow to a conservation area in C/D soils.
- Some of the runoff from the proposed impervious & turf areas may leave the site through sheetflow to a conservation area in A/B soils.
- Some of the runoff from the proposed impervious & turf areas may be directed to an extended detention pond before exiting the site.
- Some of the runoff from the proposed impervious & turf areas may be directed to a water quality treatment device and then potentially to an extended detention pond before exiting the site.

Any remaining required phosphorous removal will be met via the purchase of nutrient removal credits in lieu of additional onsite measures. Up to 25% of the required phosphorous removal may be met via the purchase of nutrient removal credits. The proposed method of water quality treatment is preliminary and subject to change with final engineering.

Schools

The Fair Housing Act of 1968 and the Housing for Older Persons Act of 1995 established laws enabling the creation of age-qualified housing communities, which limit residency to individuals 55 years of age or older. While these acts do not prohibit children or grandchildren from residing in the development temporarily, no impact on Stafford County schools are anticipated from the proposed development. According to Stafford County's planning department, there are currently no school children picked up at the Celebrate by Del Webb development, which currently has a total of 720 occupied age-qualified units.

Parks & Recreation

Age-qualified communities rely upon top notch social and recreational amenities to attract and retain residents. These amenities cater to the 55+ population and typically include tennis courts, walking trails, swimming pools, exercise rooms, yoga studios, parks. As a result, age-qualified communities rarely create any demand for County parks and recreational facilities, where the largest capital improvement and annual maintenance costs are associated with youth athletic fields.

In addition to active recreational amenities, the proposed development will include the construction of a multi-component park at the southern end of the project. A conceptual plan for the park is included as Figure 9. The park area contains numerous cultural resources including Civil War earthworks, the remains of a 19th century farmstead, and trail heads to two historic fords or crossings of the Rappahannock River. The developer is proposing to provide historic interpretation of these resources, including returning some of the land to its former agricultural use. Historic interpretation opportunities are discussed further under Historic Properties below.

Emergency Services

The development is currently served by the Berea Fire & Rescue station on Route 17, which is approximately 4 miles from the development. According to information obtained from Stafford County's Planning Department, the Berea Fire and Rescue Zone achieved a response time of less than 8 minutes on 69% of calls in October 2017. This percentage is consistent with response rates for the previous 4 years.

Environmental

In 1999 the Silver Companies submitted a Joint Permit Application to the U.S. Army Corps of Engineers and the Virginia Department of Environmental Quality and Stafford County which identified critical natural resources, including all floodplains, wetlands, endangered species habitat, and steep slopes. As a result of the identification of these features the Silver Companies recorded a conservation easement on 308 acres of the Celebrate Virginia North Development with the Northern Virginia Conservation Trust in 2002. The easement, as shown in Figure 4, restricts all use of the property other than passive recreational uses and provides a significant buffer to the Rappahannock River.

Open Space

While the development of the Property will take the place of open space associated with the Cannon Ridge golf club, the golf course was private property and was only available to paying golfers and guests. The proposed public interpretive park at the southern end of the Property will provide a true open space amenity to residents of the development and Stafford County residents.

The Celebrate Virginia North Open Space Plan (Figure 7) shows that with the proposed change in land use the development will still meet the overall 55% open space requirement of the RBC District.

There are no stream or wetlands impacts proposed as part of this zoning change request. All wetlands and waters of the U.S. within the Property lie within existing conservation easements and restrictive covenants.

Historic Properties

Between 1999 and 2001 Cultural Resources, Inc performed Phase I and II archaeological surveys of the entire Celebrate Virginia North development as part of the Joint Permit Application to the U.S. Army Corps of Engineers (USACE) and Virginia Department of Environmental Quality (DEQ). The reports identified 53 archaeological sites within the development. Conclusions reached in the surveys and accepted by the Virginia Department of Historic Resources (VDHR) were that 27 of the sites did not meet the criterion for nomination to the National Register of Historic Places.

In October 2001, the Silver Companies executed a Memorandum of Understanding (MOU) with the U.S. Army Corps of Engineers and VDHR which established requirements for the treatment of the historic sites within the development consistent with Section 106 of the National Historic Preservation Act of 1966. In accordance with the MOU, additional Phase II studies were required of any potentially eligible sites within the development that could not be avoided.

23 of the 53 archaeological sites identified fall within the boundaries of the Property. A complete listing of these sites, their descriptions and the recommendations for their treatment in accordance with the MOU is provided in Table 6. No further study was recommended for 11 of the 23 sites. Five of the remaining sites were associated with Union Army defensive positions from 1862-1863 and were preserved in perpetuity in conservation easements held by the Northern Virginia Conservation Trust. The remaining sites were further evaluated by Cultural Resources, Inc. in 2002 and a plan entitled “Treatment Plan for the Mitigation of Adverse Effects to Sites 44ST458, 44ST462, 44ST465, 44ST467 and 44ST472 Celebrate Virginia North; Stafford County, Virginia, VDHR Project No: 1998-227.” This document was provided to Stafford County for review and comment and the MOU was approved by the Virginia Department of Historic Resources in 2002. Additional copies of this report have been provided with the zoning application.

The majority of the sites evaluated in the treatment plan were possible of 19th and 20th century historic domestic resources along with some prehistoric camp sites. Given that the proposed land use at the time was a golf course, the preferred method of treatment was intentional site burial. Rather than perform additional studies, the golf course tenant elected to preserve sites in place through burial. In accordance with the MOU, these sites may continue to be preserved in place, or, additional study may be performed to further determine National Register eligibility and future treatment.

As part of this proposed zoning action, the Applicant proposes to work with Stafford County on the development of an interpretive historic park at the southern end of the Property. A preliminary conceptual plan of the park is provided in Figure 9. The park will emphasize the Property’s historic resources and their place in the history of Stafford County, including:

1. Native American habitation
2. Colonial settlement and life
3. River commerce, including the Rappahannock canal system and mills
4. Civil War engagements and activities, including military balloon reconnaissance, the Mud March, winter encampments, and pontoon crossings
5. Post-war reconstruction and agrarian life

The park, while open to the public, would be maintained by the property owner. The Applicant proposes to tie the park into existing historic trails that run along the Rappahannock River. The trails will provide additional historic interpretation opportunities including Union artillery positions, a 50’ waterfall, and the remains of Colonial era farmsteads. The trail system could eventually connect to historic Falmouth and provide both a cultural and recreational amenity to Stafford County residents.

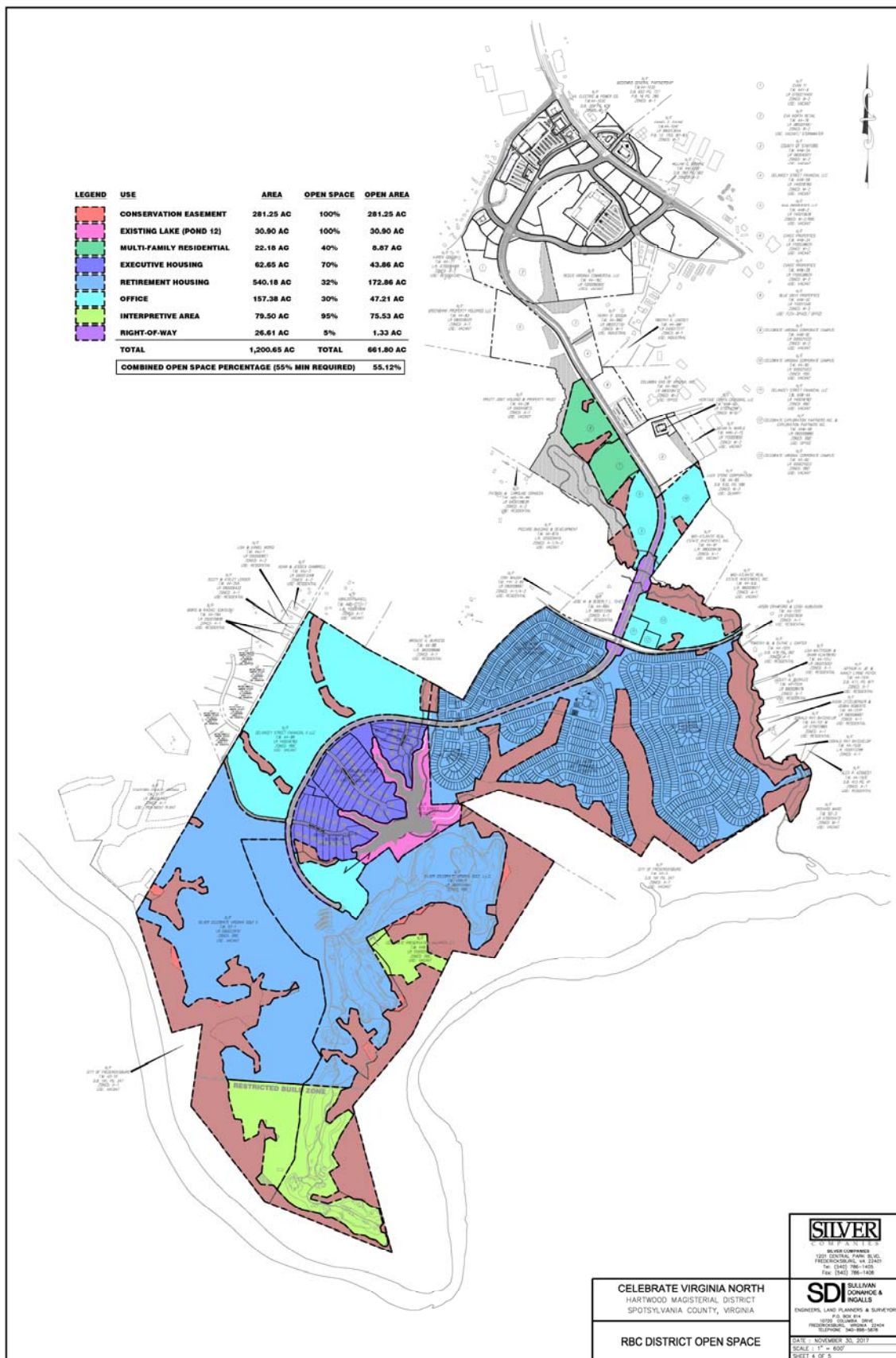


Figure 7.
Open Space Plan

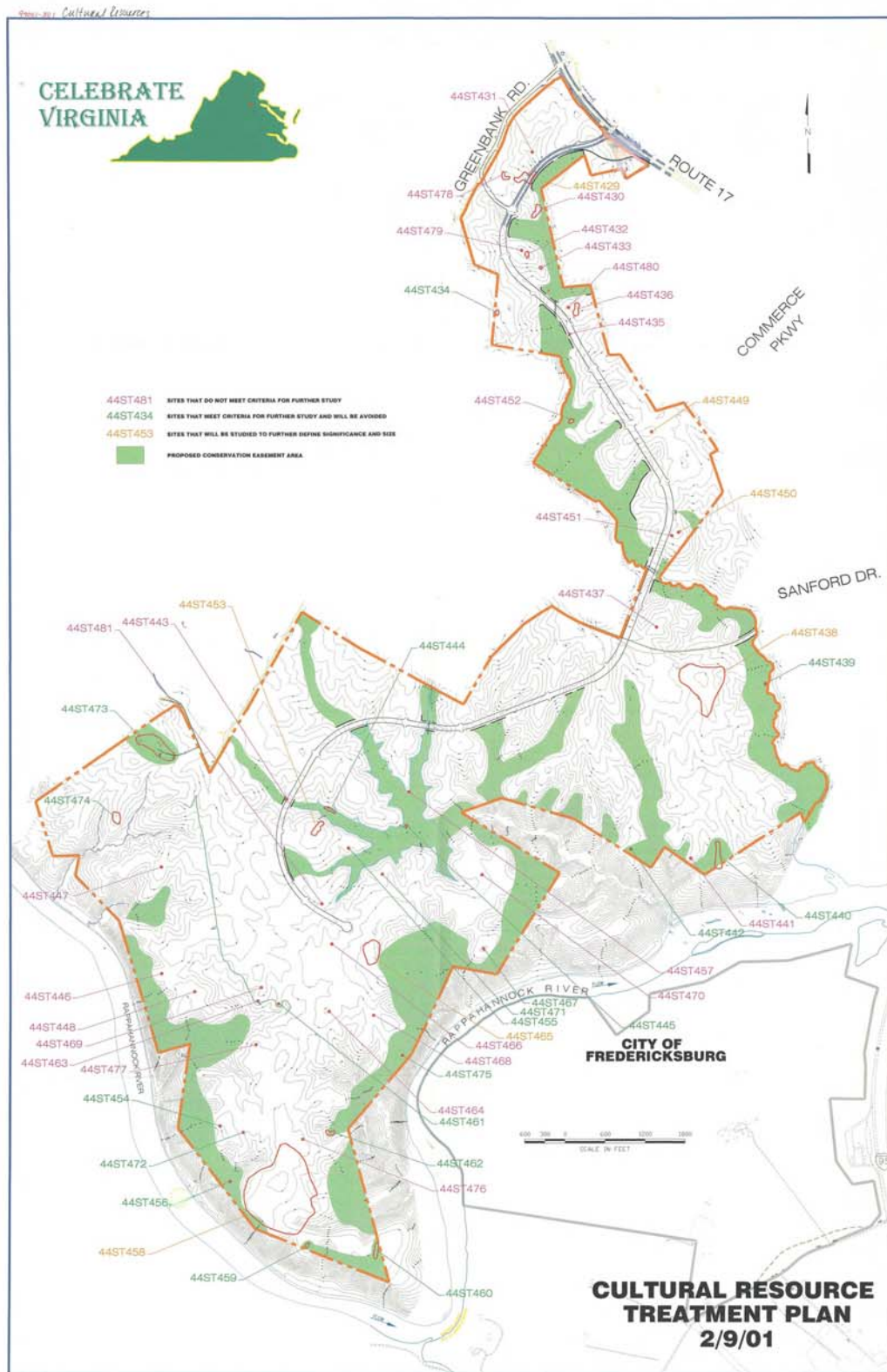


Figure 8.
Cultural Resources Treatment Plan

Table 6.
Celebrate Virginia North Age-Qualified Community
Identified Archaeological Sites

Site Designation	Site Description	Original Recommendation	Notes
44ST446	prehistoric camp	No further work	No further work
44ST447	prehistoric camp	No further work	No further work
44ST448	prehistoric camp	No further work	No further work
44ST454	Civil War gun emplacement	Preservation	Site Preserved in Conservation Easement
44ST456	Early Woodland camp	Preservation	Site Preserved in Conservation Easement
44ST457	prehistoric camp	No further work	No further work
44ST458	Multi-component site with prehistoric, historic domestic resources	Intentional site burial	Originally planned for site burial under golf course development plan; to become interpretive site under current plan
44ST459	Civil War gun emplacement	Preservation	Site Preserved in Conservation Easement
44ST460	Civil War gun emplacement	Preservation	Site Preserved in Conservation Easement
44ST461	Middle Woodland camp	Further Study	Site to be Further Studied as Part of Proposed Project
44ST462	Civil War military encampment	Partial intentional site burial (15%). Balance preserved	Site to Remain in Preservation
44ST463	Archaic camp	No further work	No further work
44ST464	prehistoric camp/unidentified historic component	No further work	No further work
44ST465	19th century farmstead	Intentional site burial	Site to be Further Studied as Part of Proposed Project
44ST466	prehistoric camp	No further work	No further work
44ST467	Multi-component site with prehistoric, historic domestic resources	Intentional site burial	Site to be Further Studied as Part of Proposed Project
44ST468	prehistoric camp/unidentified historic component	No further work	No further work
44ST469	prehistoric camp	No further work	No further work
44ST471	19th century farmstead/Civil War huts	Further Study	Site to be Further Studied as Part of Proposed Project
44ST472	Multi-component site with prehistoric, historic domestic resources	Preservation in Place	Site to Remain in Preservation
44ST475	Civil War gun emplacement	Preservation	Site Preserved in Conservation Easement
44ST476	Early 20th century farmstead	No further work	No further work
44ST477	prehistoric camp	No further work	No further work

Adjacent Properties

The Property is bordered to the east, west, and south by protected riparian buffer lands owned by the City of Fredericksburg and Celebrate Preservation Holdings, LLC. These properties are protected by conservation easements held by third-party preservation groups (VOF & NVCT) which were put in place to provide for an environmental and scenic buffer for the Rappahannock River. Also to the west is Stafford County's Rocky Run Reservoir and park. The proposed residential development will have minimal impact on these properties.

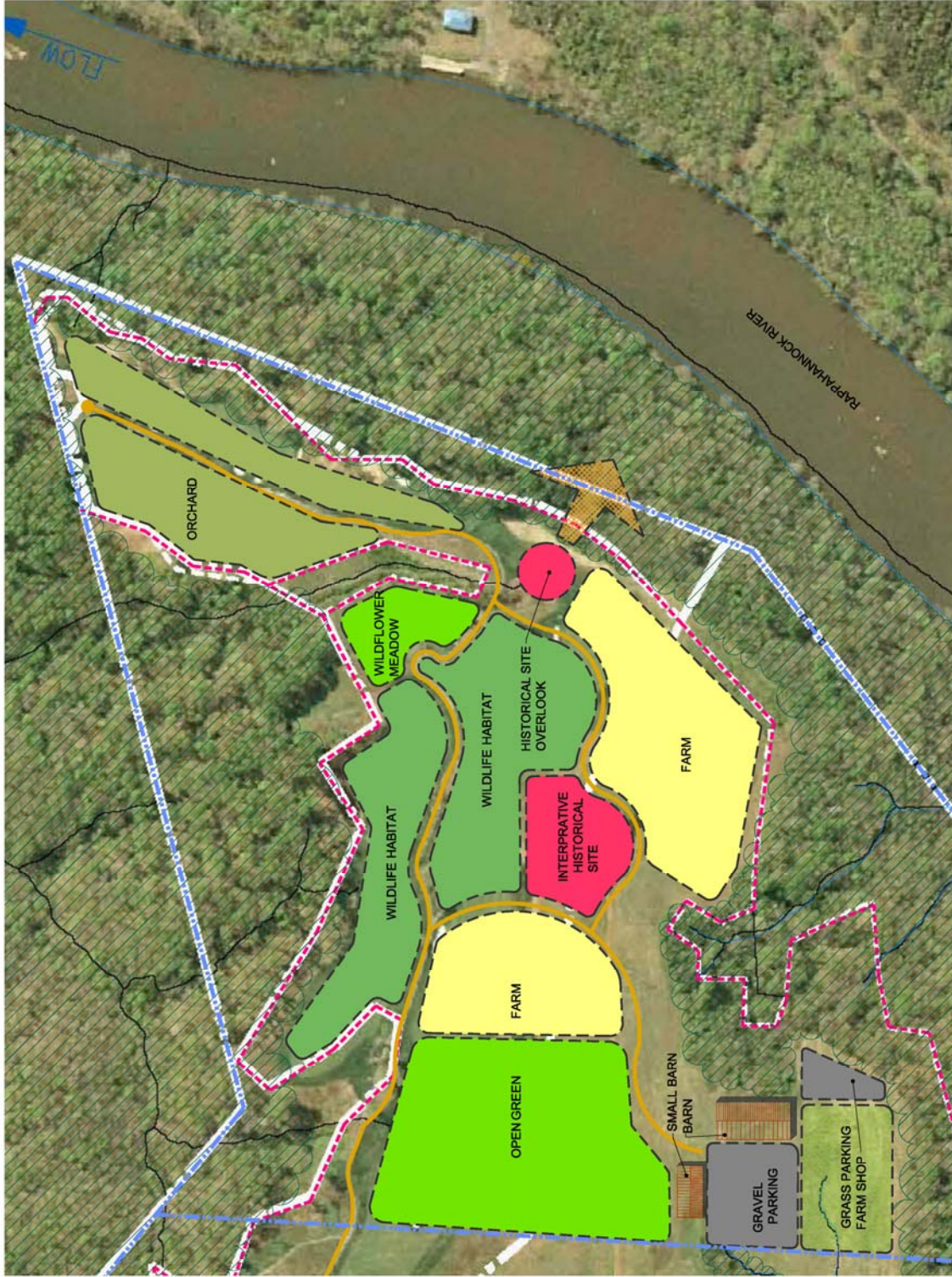
Properties to the north include the Battleground Estates residential development, and Celebrate by Del Webb, an age-qualified residential community. The potential impact of the development on these properties include:

1. additional vehicular traffic on Celebrate Virginia Parkway;
2. noise and light emissions associated with residential development;
3. loss of Cannon Ridge Golf Club.

While these impacts may be felt by existing residents, by-right development of the Property could lead to equivalent, if not greater, impacts on adjacent properties. Under the current zoning designation, higher traffic, noise, and light emitting uses would be permitted, including industrial uses, athletic fields, offices, and convention facilities. Cannon Ridge has not proven to be a financially viable golf course club. The club and course will be closed regardless of the outcome of this zoning request.

The proposed development would have several positive impacts on adjacent properties, including:

1. Each property owner in Celebrate Virginia is responsible for paying their pro-rata share of Property Owners Association fees for the maintenance of common areas. The current annual assessment rate is approximately \$450/unit. With the completion of Celebrate by Del Webb and the proposed age-qualified community, the assessment rate is projected to decrease over 50% to approximately \$200/unit.
2. The construction of age-qualified residential development instead of potentially incompatible commercial or industrial uses on the Property will protect property values in surrounding communities.
3. The proposed development will generate a net of approximately \$4.5 million dollars annually to Stafford County. These funds could be used to improve County services or decrease the tax rate required to provide adequate services countywide.



CANNON RIDGE AMENITY AREA CONCEPT DESIGN

Stafford County, VA
November 29, 2017



Fiscal Impact

The Applicant will submit an Economic Impact and Fiscal Impact Analysis for the proposed development prepared by Urban Analytics, Inc. under separate cover at a later date. During the application process and the re-zoning phase of any proposed development project (not just this project), fine-tuning of the Applicant's proposed building program is often made. Thus, the draft findings presented below for this proposed project may change in the final report. Specific questions regarding the findings described above may be addressed to Dr. Dean D. Bellas of Urban Analytics, Inc. in Alexandria, Virginia.

Economic Impact Findings

The **total economic impact** to Stafford County's economy from building the proposed Virginia Heritage @ Celebrate project to full build-out and occupancy is estimated to be \$301.95 million from economic activity associated with direct construction outlays of \$214.93 million. In other words, spending \$214.93 million directly into Stafford County (over the life of the development period) will generate a multiplier effect (a "ripple effect") of an additional \$87.03 million for a total of \$301.95 million to the local economy. For every \$1 in residential construction spending on the proposed project, it is calculated that the Stafford County economy will benefit from an additional \$0.40 (or \$87.03 million) in indirect spending outlays. The \$214.93 million in direct residential construction spending on this project is estimated to generate 1,051 **new jobs** during the construction period. These jobs consist of both on-site and off-site jobs, in the county and outside the county. The **total personal earnings** of these new jobs within the County are estimated to be \$53.85 million during the construction period. At full build-out and occupancy, the residents at the proposed Virginia Heritage @ Celebrate project are expected to spend an estimated \$26.47 million in goods and services *annually* in the local Stafford County economy and the indirect impact of this spending is an additional \$9.22 million for a total of \$35.69 million *annually*. For every \$1 in annual household spending by residents living in the 1,177 planned units, it is calculated that the Stafford County economy will benefit from an additional \$0.35 (or \$9.22 million) in indirect spending outlays *annually*. Annual spending on goods and services from the households residing at Virginia Heritage @ Celebrate are estimated to support 211 jobs annually with related personal earnings of \$7.52 million annually.

Fiscal Impact Findings

At full build-out and occupancy, the residents of the 1,177 units planned for the proposed Virginia Heritage @ Celebrate project are estimated to generate \$5.96 million in annual County revenues and consume \$1.61 million in annual County services. The **net fiscal surplus** to Stafford County is estimated to be \$4.35 million *annually*. In other words, for every \$1.00 that Stafford County spends for the provision of public services to the proposed project, the residents of Virginia Heritage @ Celebrate are estimated to generate \$3.71 in revenues to the County. On a per-unit basis, each housing unit at the proposed Virginia Heritage @ Celebrate project is estimated to generate a net fiscal surplus to the County of \$3,700 *annually* based on estimated County revenues of \$5,067 per unit and expenditures of \$1,367 per-unit.

Table 7
Fiscal Impact Summary
Proposed Project: Virginia Heritage @ Celebrate
Stafford County, Virginia

		Per-\$1.00	Per-Unit
<u>Manors (50 ft)</u>	<u>Total</u>	<u>Basis</u>	<u>Basis</u>
Estimated County Revenues Generated	\$ 3,120,986	\$ 3.88	\$ 5,308
Estimated County Expenditures Impact	\$ 803,872	\$ 1.00	\$ 1,367
Estimated County Revenue Surplus	\$ 2,317,114	\$ 2.88	\$ 3,941
		Per-\$1.00	Per-Unit
<u>Plantations (40 ft)</u>	<u>Total</u>	<u>Basis</u>	<u>Basis</u>
Estimated County Revenues Generated	\$ 1,406,487	\$ 4.38	\$ 5,985
Estimated County Expenditures Impact	\$ 321,162	\$ 1.00	\$ 1,367
Estimated County Revenue Surplus	\$ 1,085,325	\$ 3.38	\$ 4,618
		Per-\$1.00	Per-Unit
<u>Single Family Attached (Villa)</u>	<u>Total</u>	<u>Basis</u>	<u>Basis</u>
Estimated County Revenues Generated	\$ 1,435,916	\$ 2.97	\$ 4,056
Estimated County Expenditures Impact	\$ 483,995	\$ 1.00	\$ 1,367
Estimated County Revenue Surplus	\$ 951,921	\$ 1.97	\$ 2,689
		Per-\$1.00	Per-Unit
<u>Combined Land Uses</u>	<u>Total</u>	<u>Basis</u>	<u>Basis</u>
Estimated County Revenues Generated	\$ 5,963,389	\$ 3.71	\$ 5,067
Estimated County Expenditures Impact	\$ 1,609,029	\$ 1.00	\$ 1,367
Estimated County Revenue Surplus	\$ 4,354,360	\$ 2.71	\$ 3,700

Proffers

The Applicant/Owner intends to submit a proffer statement to the County following receipt of the County's initial comments on the zoning request as they could necessitate changes in the proposed development plan.