

**CLIFT FARM  
RESIDENTIAL DEVELOPMENT  
STAFFORD, VA**

**VA CODE 15.2-2303.4 PROFFER ANALYSIS**

**NOVEMBER 2, 2020**

**PREPARED BY:**

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— PUBLIC FINANCE —

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## *I. Introduction*

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The purpose of this document is to satisfy portions of VA Code 15.2- 2303.4 Justification Narrative requirement (as subsequently described) for the proposed Clift Farm Residential Development (the “Development”) and its associated residential rezoning submission. More specifically, this document addresses legislative requirements and Stafford County policy related to “proffers” (a one-time voluntary monetary commitment from a property owner related to a property that is subject to rezoning) for the Development.

### **LEGISLATION PERTAINING TO RESIDENTIAL PROFFERS**

The amended and reenacted Section 15.2-2303.4 of the Code of Virginia (the “Residential Proffer Legislation”) effective after July 1, 2019, places certain limitations on proffers for residential rezoning cases filed after July 1, 2016. As stipulated by the Residential Proffer Legislation, a local government shall not require an unreasonable proffer.

The Residential Proffer Legislation designates four categories of public improvements and facilities, which are as follows:

- **Public school facility improvements:** construction of new primary and secondary public schools or expansion of existing primary and secondary schools, to include all buildings, structures, parking, and other costs directly related thereto;
- **Public safety facility improvements:** construction of new law enforcement, fire, emergency, medical, and rescue facilities or expansion of existing public facilities, to include all buildings, structures, parking and other costs directly related thereto;
- **Public park facility improvements:** construction of public parks or improvements and/or expansion of existing public parks, with “public parks” including playgrounds and other recreational facilities;
- **Public transportation facility improvements:** construction of new roads; improvement or expansion of existing roads and related appurtenances as required by applicable standards of the Virginia Department of Transportation, or the applicable standards of a locality; and construction, improvement, or expansion of buildings, structures, parking, and other costs directly related to transit.

According to the Residential Proffer Legislation, no public facility improvement shall include any operating expense of an existing public facility, such as ordinary maintenance or repair, or any capital improvement to an existing public facility, such as a renovation or technology upgrade, that does not expand the capacity of such facility. In addition, all proffers will be deemed unreasonable unless the proffer addresses an impact on public facilities that is specifically attributable to the proposed residential Development and for which there will not be adequate existing capacity for the proposed residential Development. The Residential Proffer Legislation also stipulates that the new residential

development or residential use must receive a direct and material benefit from a proffer made with respect to any such public facility improvements.

This document includes calculations of the projected impact of the Development on public school facility improvements, public safety facilities improvements, and public park facility improvements. A separate traffic impact analysis has been prepared that will address impacts to public transportation facility improvements.

#### **VIRGINIA CODE 15.2-2303.4 PROFFER ANALYSIS**

In response to the Residential Proffer Legislation, Stafford County adopted policies to ensure any proffer requested or accepted meets the standards mandated by the legislation. This document focuses on the identification of potential impacts to public facility improvements resulting from the proposed Development. As subsequently discussed, calculations of proposed proffers included herein will be reviewed after Stafford County has had the opportunity to provide comments to this document.

Subsequent sections of this document provide a detailed description of the Development and its potential impacts on public facility improvements. This document also provides a detailed explanation of the methodology employed in calculating these impacts.

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## *II. The Development*

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### **DEVELOPMENT SUMMARY**

As proposed by Jarrell Properties, Inc, (the “Developer” or the “Applicant”), the Development is a residential community that includes 141 age-restricted single-family detached units on an approximately 56.908-acre site within the Falmouth Election District in Stafford County.

The site currently contains vacant land, a farmhouse and outbuildings. As subsequently noted, the maximum residential Development allowed “by-right” under current zoning is 18 single-family detached units. Accordingly, impacts herein are estimated for the projected residents that will reside in units net of the 18 single-family detached units allowed by right.

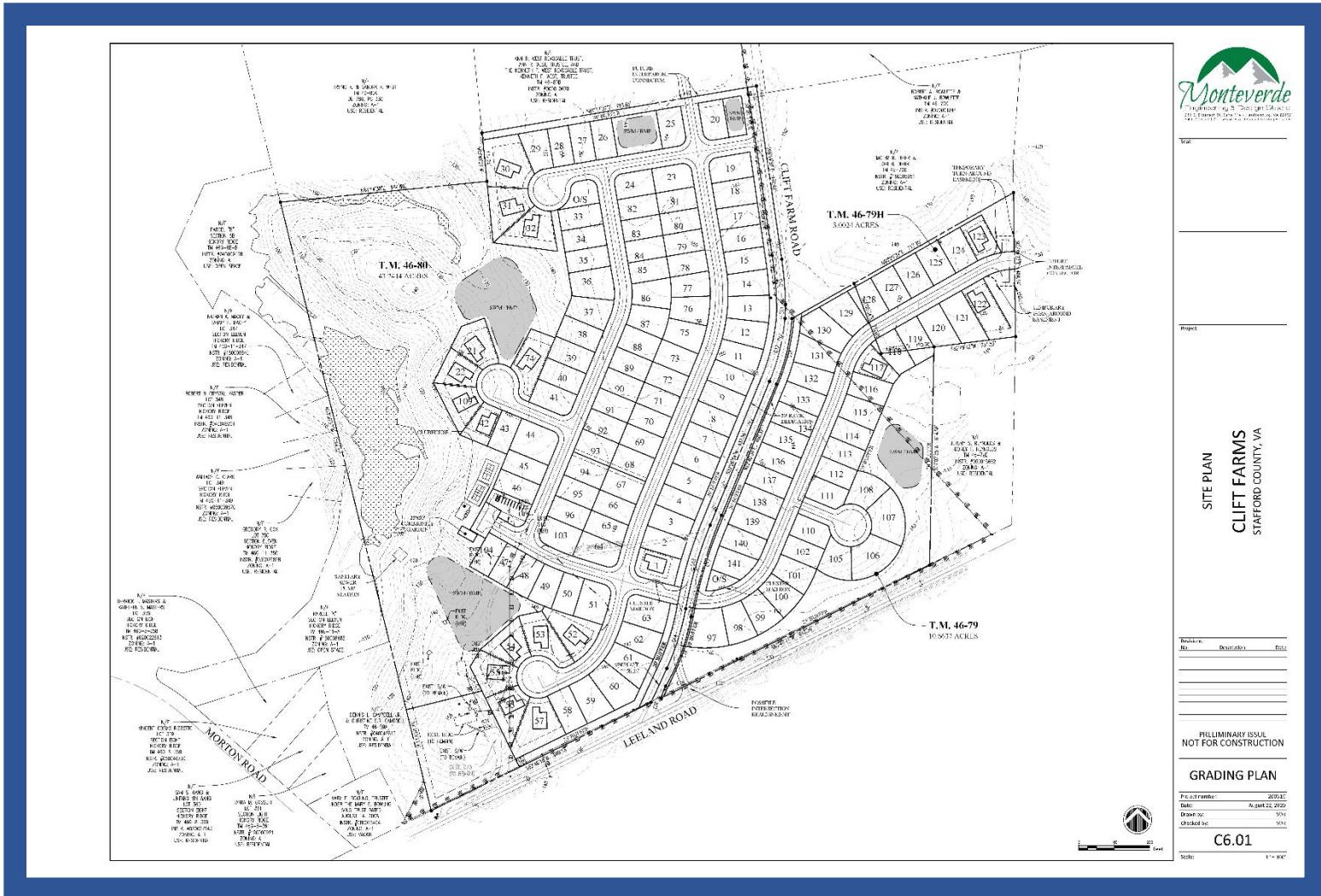
### **THE SITE**

The Development site consists of three parcels totaling 56.908 acres. The site is generally bordered by residential development to the west, farmland to the north and east, and Leeland road to the south. The property identification for the parcels are 46-79, 46-79H, 46-80.

The site (see Exhibit A) is contemplated as a R-2 Urban Residential district (“R-2”), which allows single family detached homes at a density of 3.5 units per one acre of land. According to the Stafford County Code of Ordinances (the “County Code”), the purpose of R-2 zoning is to “provide areas of medium-intensity residential uses designed and intended to be primarily characterized by townhouses, duplexes and single-family homes. Such districts are to be located near centers of urban concentrations, only where approved water and sewerage are available and where transportation systems are adequate.”

The parcels comprising the Development site are currently zoned as A-1 Agricultural (“A-1”). According to the County Code, the purpose of A-1 zoning is “to reserve areas for traditional agricultural activities and to provide for their continuation as well as preservation of areas of rural character.” The Applicant seeks approval for the appropriate rezoning to facilitate the contemplated Development. Current zoning allows for the construction of 18 single-family detached units at the site, with a density of up to one dwelling units per three acres of land.

# EXHIBIT A: DEVELOPMENT SITE PLAN



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### *III. Public Facility Improvement Impacts*

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#### **OVERVIEW**

As mentioned, this document includes a calculation of public facility impacts, which are detailed in the subsequent sub-sections. Included in each section is a discussion of the methodology employed in estimating impacts. The included subsections are as follows:

- **Public school facility improvements** – In keeping with Stafford County practices, impacts are calculated collectively for elementary, middle, and high schools, and are based on projected incremental additional students that will result from the Development.
- **Public safety facility improvements** – Also in keeping with County practices, impacts are calculated for Sheriff's Department as well as fire and rescue services and are based on projected incremental additional residents that will result from the Development.
- **Public park facility improvements** – Impacts are based on projected incremental additional residents that will result from the Development.

A separate traffic impact analysis has been prepared that addresses impacts to public transportation facility improvements.

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### ***III-A. Public School Facility Improvement Impacts***

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#### **METHODOLOGY**

To project impacts to public school facility improvements, MuniCap first researched the student generation factors used by Stafford County Public Schools. These factors are calculated separately by school type (elementary, middle, and high school) and by unit type (single-family detached, single-family attached, and multifamily). The student generation factors are shown below in Table III-A.1.

**TABLE III-A.1**  
**Current Student Generation Factors<sup>(a)</sup>**

<i>Unit Type</i>	<i>Elementary School</i>	<i>Middle School</i>	<i>High School</i>	<i>Total</i>
Single-family detached	0.431	0.235	0.281	0.947
Single-family attached	0.265	0.126	0.153	0.544
Multi-family	0.113	0.040	0.074	0.227

(a) Source: Stafford County Planning Department. Factors are for new Developments.

MuniCap then applied these student generation factors to the proposed units within the Development that are in excess of Development allowed under the current zoning designation. For purposes of this analysis, it is assumed that all of the projected students are new to Stafford County, rather than relocated from elsewhere within the Stafford County Public Schools system.

Finally, MuniCap identified the schools that will be impacted by the Development based on school boundaries and researched the current capacity at each applicable school. MuniCap then determined whether the projected net student impacts represented a burden beyond current school capacity.

#### **PROJECTED NET STUDENT IMPACTS**

As previously described, the Development consists of age-restricted units. No additional students are expected to be generated as a result of the Development.



## **MITIGATION STRATEGIES**

The Residential Proffer Legislation stipulates that proffers can only provide for needs exceeding existing capacity. Since the Development is not expected to create an additional service demand for elementary, middle, and high school facilities, any proffer related to such school facilities would be inappropriate under the Residential Proffer Legislation. Accordingly, no proffer has been calculated for public school facility costs.

The Applicant will coordinate with appropriate Stafford County staff after they have had the opportunity to review this document and provide comments. The Applicant will undertake efforts necessary to ensure that the proposed mitigation strategy is consistent with all applicable law, including, but not limited to, the Residential Proffer Legislation.

## III-B. Public Safety Facility Improvement Impacts

### METHODOLOGY

To estimate public safety facilities, MuniCap first estimated the total population that will reside within the proposed Development based on County data. MuniCap then applied the level of service (“LOS”) standards for various public safety services as identified in the Stafford County Comprehensive Plan to calculate the impact of the Development on public safety services. MuniCap then compared the existing capacity at the relevant public safety facilities to the forecasted increase in required services resulting from the proposed Development and determined whether the projected demand exceeded current capacity.

### PROJECTED NET RESIDENT IMPACTS

Based on projected Development and the resident generation factors used by the County, the proposed Development will house an estimated 282 total residents, 226 of which will reside in units exceeding the current zoning allowance, as shown in Table III-B.1 below. As previously described, the Development contains 141 new single-family detached units which will generate an estimated 282 total projected residents. The 18 single-family detached units allowed by-right would generate an estimated 56 residents, leading to an estimated 226 residents net of those allowed by-right (282 total new residents – 56 by-right residents).

**TABLE III-B.1**  
**Projected Residents – Development**

<i>Unit Type</i>	<i>Units<sup>(a)</sup></i>	<i>Residents Per Unit<sup>(b)</sup></i>	<i>Total Projected Residents</i>
(a) Age-restricted single-family detached units	141	2.00	282
(b) Less single-family detached units allowed by-right	18	3.13	(56)
<b>Total: Above by-right (a-b)</b>	<b>123</b>	<b>1.83</b>	<b>226</b>
<small><sup>(a)</sup>Source: Jarrell Properties, Inc.</small>			
<small><sup>(b)</sup>Assumes two persons per unit for age-restricted units. Source for non-age restricted persons per unit: Stafford County, Virginia County Comprehensive Plan 2016-2036.</small>			

### CURRENT CAPACITY OF PUBLIC SAFETY FACILITIES

#### Sheriff’s Department Facilities

According to the County’s Comprehensive Annual Financial Report (“CAFR”), the Sheriff’s Department received 67,788 service calls in Fiscal Year 2019, although the percentage of these calls allocated to residential properties relative to other properties is not known at the time of this writing. Based on the CAFR, the current County population is 149,110; the projected 226 residents above by-

right generated by the Development represent an increase of 0.15% to the current resident population (calculated as 226 new residents ÷ 149,110 current residents).

According to the County’s Comprehensive Plan, the LOS standards for the Sheriff’s Office include the following:

- Respond to 100% of emergency calls for service within 5 minutes or less, on average, of being dispatched; and
- Respond to 100% of all non-emergency calls for service within 10 minutes or less, on average, of being dispatched.

The County Capital Improvement Plan does not include any improvements that increase the current capacity of Sheriff’s Department facilities. Accordingly, any calculation of proffers related to Sheriff’s Department facility improvements would be inappropriate, as any such proffer would not address an impact caused by or result in a direct benefit to the Development.

The Applicant will coordinate with appropriate County staff to confirm that the Development does not create an impact on the Sheriff’s Department facility space that exceeds current capacity and the County does not have imminent plans to increase the capacity of the facility space.

**Fire and Rescue Facilities**

Based on location, the Development will be served by Company 1, the Falmouth Volunteer Fire and Rescue Station, located approximately 3.9 miles from the Development site.

As stated in the Comprehensive Annual Financial Report, the County’s call volume for Fiscal Year 2019 was 19,400. Based on the County’s population of 149,110, the call volume per resident is 0.130 (calculated as 19,000 calls ÷ 149,110 residents).<sup>1</sup> Using this call volume per resident, the 226 projected residents at the Development would increase overall call volume by 29.36, as shown below in Table III-B.2.

**TABLE III-B.2**  
**Projected Fire and Rescue Facility Impacts**

<i>Facility Type</i>	<i>Projected Resident Impact</i>	<i>Call Volume Per Resident</i>	<i>Projected Call Volume Increase</i>
Fire and Rescue	226	0.130	29.36

According to the County’s Comprehensive Plan, the LOS standards for fire and rescue include the following:

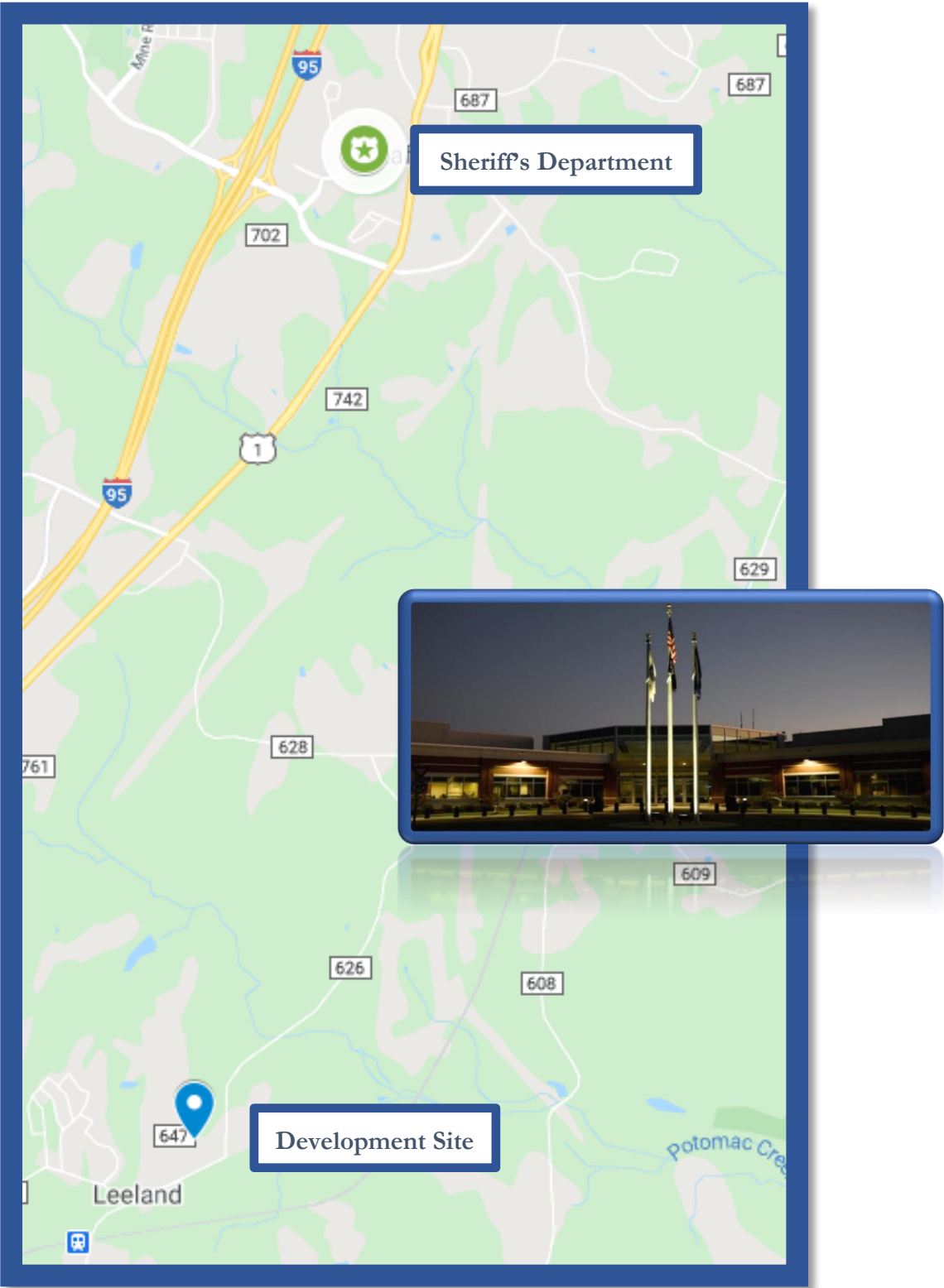
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<sup>1</sup> According to the County Fire Department, call volume is not tracked by residential vs. non-residential calls.

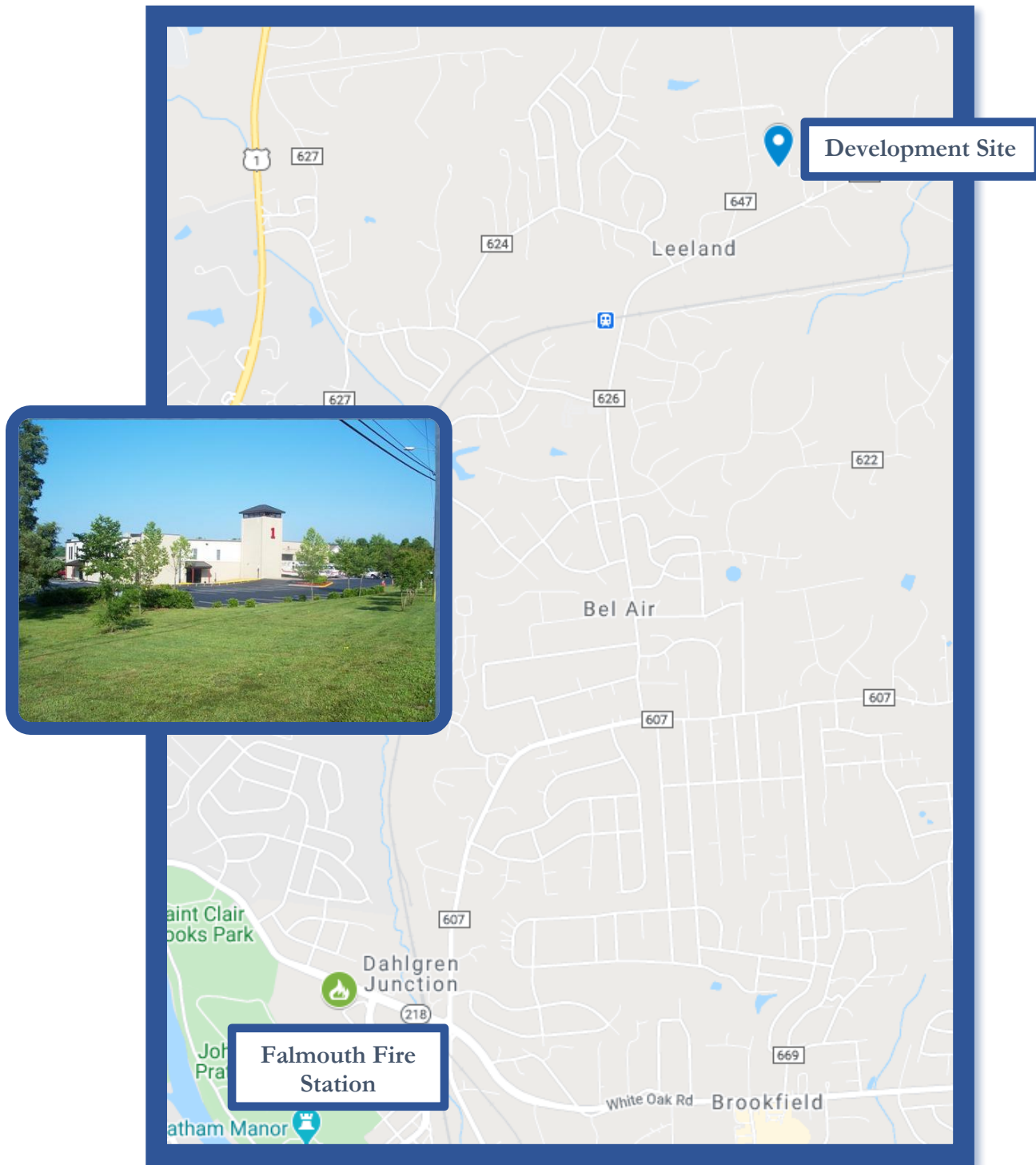
- Maintain and improve upon the Insurance Services Office (“ISO”) Public Protection Classification (“PPC”) rating of 4/4y Countywide, where a rating of “1” represents an exemplary fire suppression program and “10” indicates that the area’s fire suppression program does not meet ISO’s minimum criteria; and
- Respond to 90% of all fire and emergency medical service calls within 8 minutes or less after being dispatched to incidents within the County.

This study includes a proffer for new fire and rescue facilities in accordance with County policy.

**EXHIBIT B: AREA MAP (DEVELOPMENT SITE & SHERIFF'S DEPARTMENT FACILITY)**



**EXHIBIT C: AREA MAP (DEVELOPMENT SITE & FALMOUTH FIRE & RESCUE STATION)**



## MITIGATION STRATEGIES

The Development does not create impacts in excess of current County Sheriff's Department facility capacity. Moreover, the County Capital Improvement Plan does not include any capital improvements to Sheriff's Department facilities that increase capacity in the Development's service area. As such, any proffer related to such facilities would be inappropriate under the Residential Proffer Legislation.

Proffers for fire and rescue facilities are calculated in accordance with County policy and are shown on the following page in Table III-B.3.

- The total estimated population of Company 1 Service Area is 28,959
- The area for Company 1 is 20,860 square feet.
- The square feet of fire and rescue needed per capita is 0.7203 (20,860 square feet ÷ 28,959 persons served by Company 1).
- The approximate construction cost of a new fire and rescue station is \$5,273,000 (according to Stafford County staff).
- The cost per square foot of a new station is \$252.78 (\$5,273,000 total cost ÷ 20,860 square feet).
- Accordingly, the building cost per capita is \$182.08 (\$252.78 building cost per square foot × 0.7203 square feet of fire and rescue building needed per capita).
- The site acreage for the facility is 2.173 acres.
- There are 0.00008 acres needed per capita (2.173 acres ÷ 28,959 population of Company 1 service area).
- The cost for the site is estimated at \$1,000,000.
- Accordingly, the cost per acre is \$460,193 (\$1,000,000 ÷ 2.173 acres).
- The acre cost per capita is \$34.53 (0.00008 acres per capita × \$460,193 cost per acre).
- The approximate capital equipment cost per station is \$1,750,000.
- The approximate equipment cost per square foot is \$83.89 (\$1,750,000 approximate cost for capital equipment ÷ 20,860 square feet of Company 1).
- The equipment cost per capita is \$60.43 (\$83.89 approximate equipment cost per square foot × 0.7203 square feet of fire and rescue building needed per capita).
- The gross cost per capita is \$277.05 (\$182.08 building cost per capita + \$34.53 acre cost per capita + \$60.43 equipment cost per capita).
- The proffer for single-family detached units excess of by-right is \$62,519.10 (\$277.05 gross cost per capita × 225.66 residents per single-family detached unit after by-right allocation)
- The gross cost per single-family detached unit is \$443.40 (\$62,519.10 proffer amount ÷ 141 single-family detached units)

**TABLE III-B.3**  
**Projected Fire and Rescue Facility Impacts**

<i>Fire and Rescue Impact for the Proposed Zoning Reclassification</i>	
<b>Fire and Rescue</b>	
(a) Total population of Station 1 Service Area <sup>(a)</sup>	28,959
(b) Total square footage <sup>(b)</sup>	20,860
(c) Square feet of Fire and Rescue Building needed per capita (b ÷ a)	0.7203
(d) Approximate construction cost (per station) <sup>(c)</sup>	\$5,273,000
(e) Building cost per square foot (d ÷ b)	\$252.78
<b>(f) Building cost per capita (e × c)</b>	<b>\$182.08</b>
(g) Site acreage <sup>(b)</sup>	2.173
(h) Acres per capita (g ÷ a)	0.00008
(i) Cost for site <sup>(c)</sup>	\$1,000,000
(j) Cost per acre (i ÷ g)	\$460,193
<b>(k) Acre cost per capita (h × j)</b>	<b>\$34.53</b>
(l) Approximate capital equipment cost (per station)	\$1,750,000
(m) Approximate equipment cost per square foot (l ÷ b)	\$83.89
<b>(n) Equipment cost per capita (m × c)</b>	<b>\$60.43</b>
<b>Estimated Cost Per Home</b>	
(o) Gross cost per capita (f + k + n)	\$277.05
(p) Residents in development above by-right <sup>(d)</sup>	225.66
(q) Total proffer for development in units in excess of by-right (o × p)	\$62,519.10
<b>(r) Gross cost per single-family detached unit ( q / 141)</b>	<b>\$443.40</b>
(a) Source: Stafford County Department of Planning and Zoning.	
(b) Source: Stafford County Commissioner of Revenue.	
(c) Estimates provided by Stafford County Fire Department staff.	
(d) See Table III-B.1	

The Applicant will undertake efforts necessary to ensure that the proposed mitigation strategy is consistent with all applicable law, including, but not limited to, the Residential Proffer Legislation.



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### ***III-C. Public Parks Facility Improvement Impacts***

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#### **METHODOLOGY**

As with public safety facilities impacts, to project impacts on public park facilities, MuniCap first estimated the total population that will reside within the proposed Development based on U.S. Census Bureau data. MuniCap then applied the LOS standards for public parks as identified in the Stafford County Comprehensive Plan to calculate the impact of the Development on public parks services. MuniCap then compared the existing capacity at the relevant public parks facilities to the forecasted increase in required services resulting from the proposed Development and determined whether the projected demand exceeded current capacity.

#### **PROJECTED NET RESIDENT IMPACTS**

As previously described, the Development includes 141 new age-restricted single-family detached units. Based on projected Development and the resident generation factors used by the County, the proposed Development will house an estimated 282 total residents, 226 of which will reside in units exceeding the current zoning allowance, as shown in Table III-B.1 of the preceding section.

#### **CURRENT LOS STANDARDS PUBLIC PARKS FACILITIES**

The County LOS standards for public parks and recreation as outlined in the Comprehensive Plan include the following:

- Twenty acres of developed parkland for each 1,000 County residents.

The 2017 Parks Utilization Plan, prepared by the County Parks and Recreation Department, identifies the geographic areas where park facilities are lacking and assigns priority areas where parks should be located. According to the Park Utilization Plan, the Development site is not within a priority area. Therefore, this analysis assumes that the area currently has adequate park services levels and does not include a calculation of proffers for park facility improvements.

#### **MITIGATION STRATEGIES**

As stated, this analysis assumes that the Development does not create impacts in excess of current County public parks facility capacity based on the Park Utilization Plan. As such, no proffers related to such facilities are included herein.

After appropriate Stafford County staff has had the opportunity to review this document and provide comments, the Applicant will coordinate with the County to confirm the appropriate proffer amount necessary to mitigate the additional prorated costs of eligible public parks facility improvements. The Applicant will undertake efforts necessary to ensure that the proposed mitigation strategy is consistent with all applicable law, including, but not limited to, the Residential Proffer Legislation.

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### *III-D. Public Transportation Facility Improvement Impacts*

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#### **METHODOLOGY**

A separate traffic impact analysis has been prepared that addresses impacts to public transportation facility improvements.

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## *IV. Conclusions*

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### SUMMARY OF ANALYSIS

Based on MuniCap's analysis, the estimated cash proffer that may be collected from the Development is as shown below in Table IV-A.

**TABLE IV-A**  
**Summary of Analysis**

<i>Public Facilities</i>	<i>Estimated Proffer per Dwelling Unit</i>
<b>a) Public school facilities cost per unit<sup>(a)</sup></b>	\$0.00
<b>b) Public safety facilities cost per unit<sup>(b)</sup></b>	\$443.40
<b>c) Public parks facilities cost per unit<sup>(c)</sup></b>	\$0.00
<b>d) Public transportation facilities</b>	N.A.
<b>e) Total estimated proffer per unit</b>	\$443.40
<b>f) Proposed Single-family detached units<sup>(d)</sup></b>	141
<b>Total Development Proffer Contribution (e × f)</b>	<b>\$62,519.10</b>
(a) See page 6.	
(b) See Table III-B.3.	
(c) See page 15.	
(d) See Table III-B.1.	

### ASSUMPTIONS AND LIMITATIONS

The preceding narrative provides projections of impacts to public facility improvements as mandated by the Residential Proffer Legislation. This narrative is being submitted for review and comment by the appropriate Stafford County staff. Upon receipt of such review and commentary, the Applicant will augment this submission with specific mitigation strategies as appropriate.

This narrative does not contemplate public transportation facility improvement impacts, which will be addressed in a separate transit impact analysis.

In preparation of this narrative, MuniCap relied on multiple sources for the information presented and used herein. While these sources are believed to be reliable, MuniCap has not undertaken any efforts to independently verify the veracity of any such information.

While the methodology employed and the content provided herein are believed to be consistent with applicable law, including the Residential Proffer Legislation, none of the statements in this document should be construed as legal advice.