REGULAR PLANNING COMMISSION MEETING

Wednesday, January 18, 2023 @ 7:00pm
Warren County Government Center

1. CALL TO ORDER

2. ROLL CALL – DETERMINATION OF QUORUM

3. ADDITION/DELETION OF ITEMS FROM THE AGENDA

[Items added will be placed as the last item under Business Items. Unanimous vote is required to add/delete]

4. APPROVAL OF MINUTES

- December 20, 2022 – Regular Meeting

5. CITIZEN COMMENTS

6. CONSENT AGENDA (*Consent to Advertise*)

I move that the Planning Commission approve the Consent Agenda as presented. [Items removed for further discussion will be placed as the first item under Business Items. Unanimous vote is not required to move]

A. 2300021 – Jeffrey Kelble. A request for a Special Use Permit for a commercial outdoor recreation facility located at 1847 N Royal Avenue and identified by Tax Map 20A3-1-1 & 2. The property is zoned A-1, Agriculture and Open Space Preservation District.

7. PUBLIC HEARINGS

A. 2200494 – Barbara Samuels – A request for a Special Use Permit for a ground floor dwelling unit at 437 S. Royal Avenue identified by tax map 20A7-3-10. The property is zoned C-1, Community Business District.

B. FY 2024-2028 Capital Improvement Plan (CIP). Annual review of the draft CIP for conformance with the Comprehensive Plan. The CIP is not a budget, but rather, is a planning and finance tool that identifies needed capital improvement projects for the coming five (5) fiscal years.

C. 2200385 – Rezoning NVR Ryan Homes- This application was submitted by NVR Inc., for the conditional rezoning of approximately 43.9 acres from the R-E District to the R1-A District. Proffers and a concept plan have been submitted for the site.

8. **OLD BUSINESS –** None.

9. **NEW BUSINESS** – None.

10. **PLANNING DIRECTOR REPORT**

- December Monthly Report

11. **COMMISSION MEMBER COMMENTS**

12. **ADJOURNMENT**

The following minutes are a summary of items on the agenda. This meeting may be viewed in its entirety by accessing the video of the same date online via the Town's website at www.frontroyalva.com.

The Planning Commission meeting of the Town of Front Royal, Virginia was held on December 21, 2022, at 7:00 PM.

CALL TO ORDER

Chairman Merchant called the meeting of the Planning Commission to order at 7:00 pm.

ROLL CALL

Present: Darryl Merchant, Chairman
Connie Marshner, Vice Chairman
Joshua Ingram, Commissioner
Daniel Wells, Commissioner
Glenn Wood, Commissioner

Staff Present: Lauren Kopishke, Planning Director/Zoning Administrator
George Sonnett, Assistant Town Attorney
John Ware, Deputy Zoning Administrator
Connie L. Potter, Executive Assistant, Clerk of the Planning Commission

Chairman Merchant welcomed Mr. Wood to the Planning Commission and noted that he had previously served on the Planning Commission. Chairman Merchant also recognized that this was Commissioner's Ingram last Planning Commission meeting and noted that he would now be serving on Town Council as of January 1, 2023.

ADDITION/DELETION OF ITEMS FROM THE AGENDA

There were two (2) items added to the consent agenda to advertise for public hearing at the January 18, 2023, meeting and will be discussed at the January 4, 2023, work session. Those items were as follows:

- Capital Improvement Plan
- NVR, Inc. Rezoning Application that was pulled from the public hearing on 12/21/2022

Vice Chairman Marshner moved, seconded by Commissioner Wood to add these two (2) items to the consent agenda.

VOTE: Yes – Marhsner, Merchant, Wood, Ingram, Wells
No – N/A
Abstain – N/A
Absent – N/A VOICE VOTE

MINUTES

- November 16, 2022 – Regular Meeting
- November 30, 2022 – Special Meeting

Commissioner Ingram moved, seconded by Vice Chairman Marshner to approve the regular meeting minutes of November 16, 2022, and the special meeting minutes of November 30, 2022, as written.

VOTE: Yes – Ingram, Marshner, Wells, Merchant
No – N/A
Abstain – Wood
Absent – N/A ROLL CALL

CITIZEN COMMENTS

There were no citizen comments.

CONSENT AGENDA

The following applications need to be added to the consent agenda to advertise for public hearing at the January 18, 2023, regular meeting.

A. 2200494 – Barbara Samuels – A request for a Special Use Permit for a ground floor dwelling unit at 437 S. Royal Avenue identified by tax map 20A7-3-10. The property is zoned C-1, Community Business District.

B. FY 2024-2028 Capital Improvement Plan (CIP). Annual review of the draft CIP for conformance with the Comprehensive Plan. The CIP is not a budget, but rather, is a planning and finance tool that identifies needed capital improvement projects for the coming five (5) fiscal years.

C. NVR, Inc. Rezoning Application #2200385. **2200385 – Rezoning NVR Ryan Homes-** This application was submitted by NVR Inc., for the conditional rezoning of approximately 43.9 acres from the R-E District to the R1-A District. Proffers and a concept plan have been submitted for the site.

Vice Chairman Marshner moved, seconded by Commissioner Wood to approve the consent agenda.

VOTE: Yes – Marshner, Wood, Merchant, Wells, Ingram
No – N/A
Abstain – N/A
Absent – N/A ROLL CALL

PUBLIC HEARINGS

Chairman Merchant explained the process for speaking at the public hearing. He asked speakers to try and keep their comments to 3 minutes.

A. 2200444 – Yaohua Gu – A request for a Special Use Permit to allow a Short-Term Rental located at 309 E Prospect Street and identified by Tax Map 20A813-5A. The property is zoned R-3, Residential District and is located in the Historic District Area.

Mr. Ware stated this was a request for a Short-Term Rental at 309 E Prospect Street. The property is located in the R-3 Zoning District and the Historic District. The applicant intends to rent the entire home totaling three (3) bedrooms and no more than six (6) occupants. An inspection was completed on November 30, 2022, and the site is in full compliance with Town Code 175-151. The property is limited to three (3) cars in the driveway. Staff recommends approval and does not have any recommended conditions.

Chairman Merchant opened the public hearing.

There were no speakers. Chairman Merchant closed the public hearing.

The applicant was asked if they would be occupying the residence at least two (2) weeks a month as noted in their application. Ms. Gu confirmed that was an accurate statement.

Vice Chairman Marshner moved, seconded by Commissioner Wells to recommend application #2200444 to Town Council.

VOTE: Yes – Marshner, Merchant, Wood, Ingram, Wells
No – N/A
Abstain – N/A
Absent – N/A ROLL CALL

B. 2200454 – Tabatha Luskey, Luskey Properties, LLC – A request for a Special Use Permit to allow a Short-Term Rental located at 302 Blue Ridge Avenue and identified by Tax Map 20A8-14-1-18. The property is zoned R-3, Residential District and is located in the Historic District Area.

Mr. Ware explained this was a request for a Short-Term Rental to be located at 302 Blue Ridge Avenue. The property is zoned R-3 Residential and is located in the Historic District. The applicant intends to rent the entire home consisting of three (3) bedrooms and no more than six (6) occupants. An inspection was completed on November 30, 2022, and the site is in full compliance with Town Code 175.151. Three (3) offsite parking spaces are available in the driveway.

Chairman Merchant opened the public hearing.

There were no speakers. Chairman Merchant closed the public hearing.

The applicant, Ms. Luskey confirmed this would be an owner-occupied Short-Term Rental.

Commissioner Ingram moved, seconded by Commissioner Wood to forward a recommendation of approval to Town Council for Special Use Permit #2200454 for a Short-Term Rental located at 302 Blue Ridge Avenue.

VOTE: Yes – Marshner, Ingram, Merchant, Wells, Wood
No – N/A
Abstain – N/A
Absent – N/A ROLL CALL

C. Comprehensive Plan - Certification and recommendation of the new Comprehensive Plan document which shall update and supersede the Front Royal Comprehensive Plan, adopted March 23, 1998. Chapter 22, Article 3: §15.2-2223 through §15.2-2232 of the Code of Virginia outlines the legal authority and requirement that all localities prepare, recommend, and adopt a Comprehensive Plan.

Ms. Kopishke offered a PowerPoint presentation as follows:

What is a Comprehensive Plan and is it a law?

The Comprehensive Plan is a GUIDING DOCUMENT that does **not** have the force of a law.

Purpose of the Comprehensive Plan

- Providing a guide for the public to see the decisions that will form the future Front Royal.
- Promoting the interests of the town as a collective whole.
- Comparing and contrasting short-term action against long-term goals.
- Promoting, describing, and enhancing the environment of the Town.
- Creating a well-planned system of public services.
- Noting the natural resources, historical, and architectural significance of Front Royal and the surrounding area so that they can be preserved, protected, and integrated for future generations in an orderly development pattern.

The Plan should lead to changes in the Official Zoning Map and Zoning and Subdivision Ordinances which are legally binding. It's also used to guide future development in order to meet the desired character in the vision and goals.

The plan will also make recommendations for Capital Improvements as well as prioritizing funding for projects within the locality for years to come.

Why is it important for the locality to update their Comprehensive Plan?

A lot can change in 25 years. Not only has the Town changed, but State and building codes have been updated. The Town needs to adapt to the changes and make sure that they are compliant with current codes.

- It can be a relevant and contemporary guiding document
- Current leadership and current residents can give input
- It's grounded in current reality, begins with actual population and demographic information
- It can use best planning practices to navigate to an ideal future

When was the last Town Comprehensive Plan adopted?

The last process for a Comprehensive Plan update began in 1996 and was fully adopted by the Town in 1998, with amendments being made from time to time.

Why are we updating the Zoning & Subdivision Ordinance?

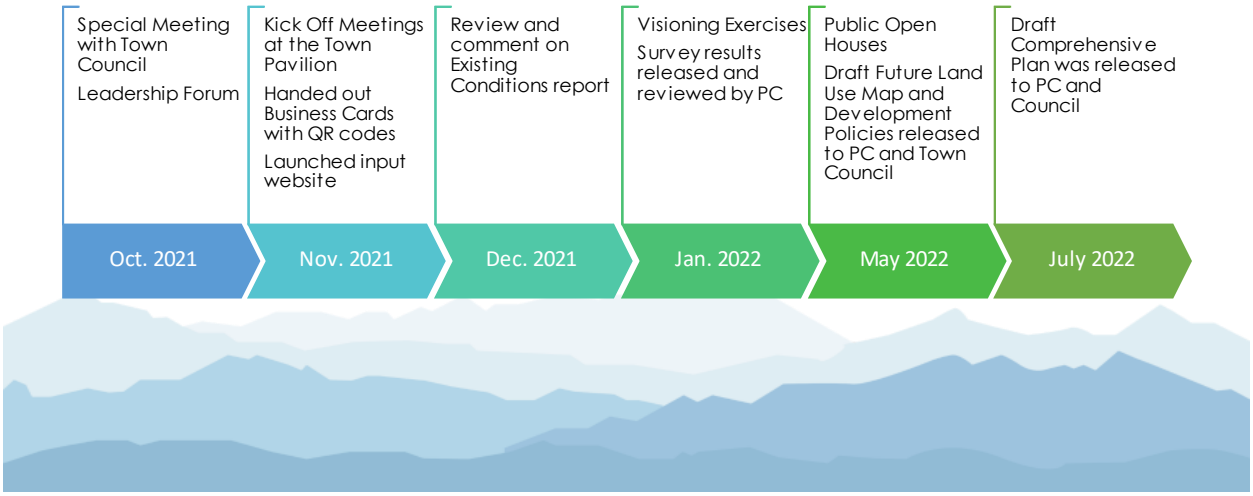
Updates to the Zoning & Subdivision Ordinance will alleviate many of the barriers that could prevent good development within the Town. This will ensure that:

- **The Comprehensive Plan will be implemented**
- **New development will be in line with the Town's vision**
- **Unintentional complications or barriers to new development are removed**

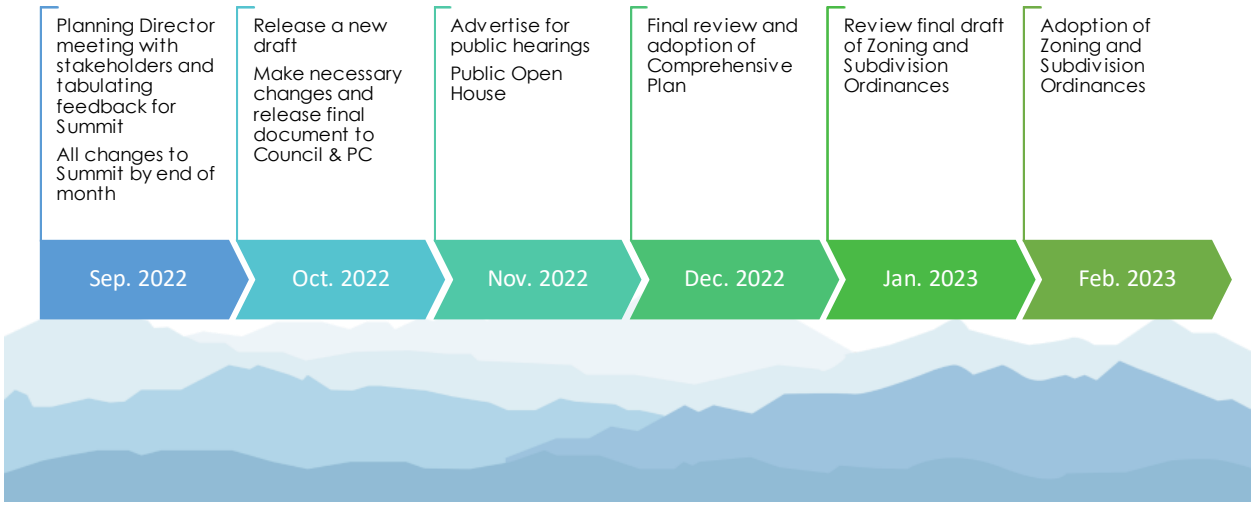
Why do we update the Zoning & Subdivision Ordinance after the Comprehensive Plan?

Since Zoning is the strongest tool a locality has in order to implement Comprehensive Plan and ensure that the Town's vision is realized, it is important to take plenty of time in the visioning process before changing the zoning ordinance arbitrarily or with no community input. The Comprehensive Plan give the Town the chance to imagine the future and outline the steps to get there.

Comprehensive Plan Timeline



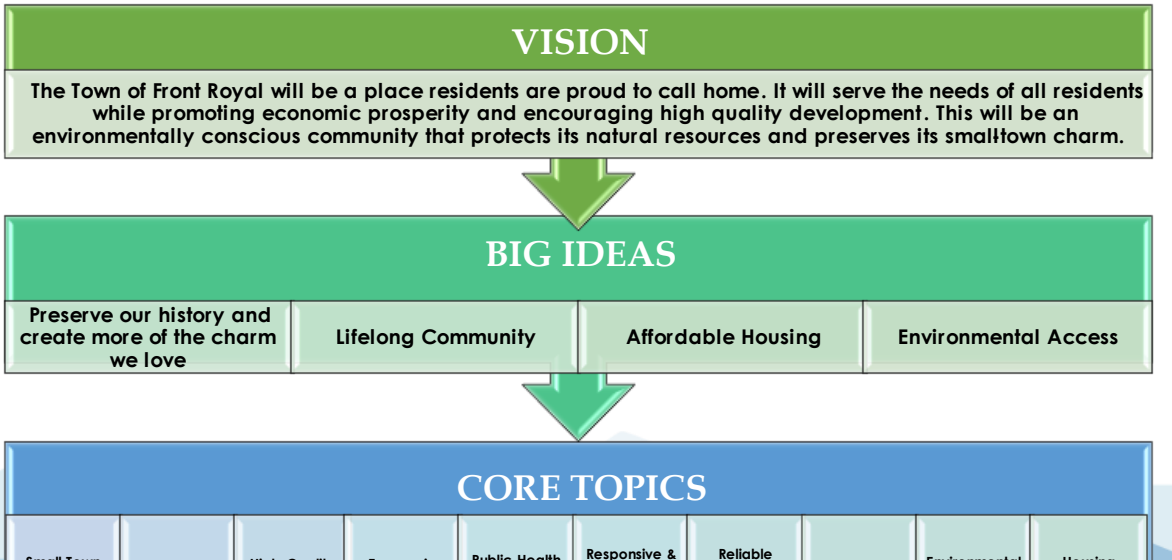
Comprehensive Plan Timeline

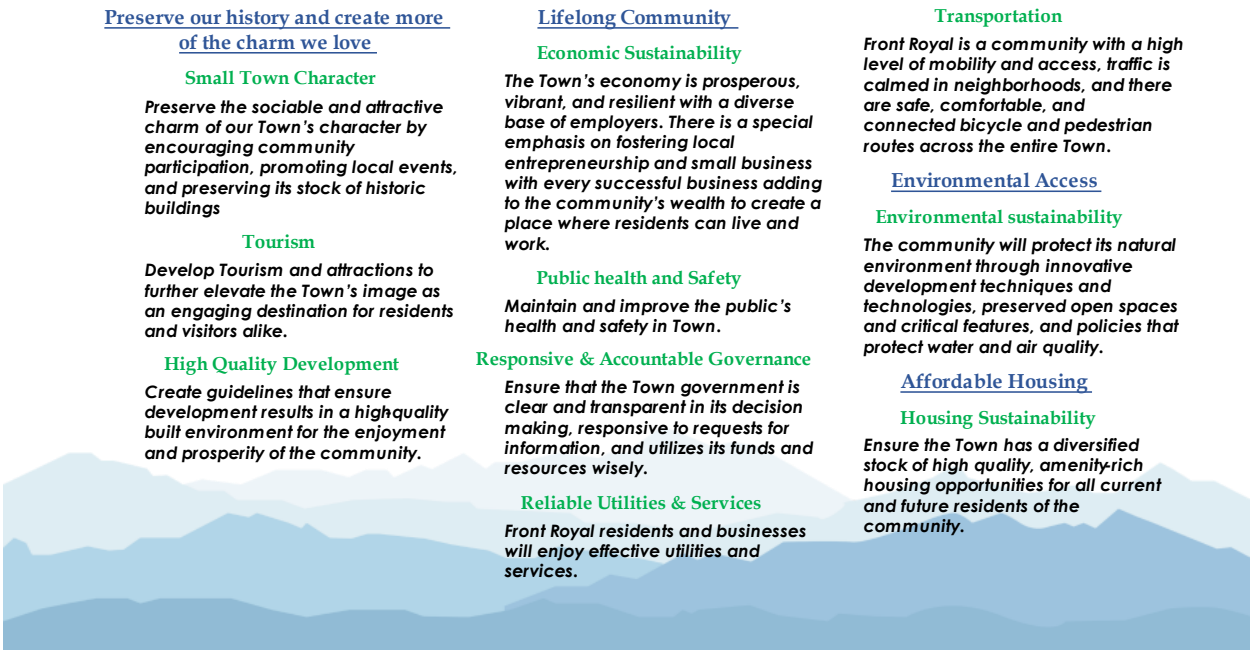


Comprehensive Plan Organization

Vision

The Town of Front Royal will be a place residents are ***proud*** to call home. It will serve the needs of all citizens by promoting economic prosperity and encouraging high quality development while preserving its small-town charm. This will be an environmentally conscious community that protects its natural resources.





Chairman Merchant thanked Ms. Kopishke and staff for their work on the Comprehensive Plan rewrite. He wants to hear from the public to see if it is heading in the right direction. Chairman Merchant noted that the most current version of the document for review is dated November 30, 2022.

Chairman Merchant opened the public hearing.

John Lundberg urged the Planning Commission to recommend to Town Council to adopt the first Front Royal Comprehensive Plan written in twenty-four (24) years. He feels it is an excellent plan. Mr. Lundberg expressed that it will be impossible to implement the proposed Comprehensive Plan unless Town Council has the willingness to solve the railroad crossing problem at Shenandoah Shores Road and Happy Creek Road. Until that problem is solved no rezoning should be approved that will allow housing developments north of the intersection. There needs to be an overpass or possibly a tunnel to resolve the issue at this intersection.

Scott Lloyd distributed a handout to Commission members. Mr. Lloyd shared that he had participated in every phase of the planning process from the start. He became interested in the document first as a councilman and a businessman for the concept of development and doing it properly. Mr. Lloyd believes this is an excellent document however the narrative portion describes a reality that is somewhat out of sync with the map portion. He gave a brief PowerPoint presentation noting he would like to see a "Polycentric" approach where you have a development where you can live, work, and walk to stores without getting into your vehicle.

Lewis Moten voiced that he was in favor of the proposed document and appreciated that the community was involved in the process. He also liked the environmental sustainability that is shown in the document.

Chris Anderson stated she was the Page and Warren County Coordinator for the Alliance of the Shenandoah Valley. She appreciates the plan and noted it is a good guiding document. Ms. Anderson participated in the public input sessions and appreciated that opportunity. She recommends adoption of the proposed document.

Michael Shotton voiced his support of the proposed Comprehensive Plan.

Jonathan Lash spoke that he was in favor of the proposed Comprehensive Plan. Mr. Lash expressed concern with some environmental issues noting the presence of mercury being present in the river water. He urged Town staff to consider some means of reducing the mercury.

Herschel Finch shared that he is a member of the Environmental Sustainability Advisory Committee. He expressed that he likes the Plan and is in favor of forwarding a recommendation to Town Council.

Eileen Hilleary expressed concern for the needed "flyover" as mentioned from the first speaker. If this is not being addressed in the Comprehensive Plan it needs to be. The infrastructure needs to be in place before the land is developed.

Dave Vazzana referred to the traffic, environment, and economic development sections of the Comprehensive Plan. The environment is a concern in this community. Mr. Vazzana expressed that the Town should consider extending the water lines to areas of the County that have E coli in their wells and failing septic systems that have resulted in unsafe drinking water conditions and not opening up those areas for development. On page 21 of the draft Comprehensive Plan it shows land that has been developed in the community since 1985. He has reviewed the 1970 annexation agreement which essentially the court ordered property to be used as industrial use which is 600-acres predominately the northeast planning area within the Comprehensive Plan. In 1999 the Town and County entered into the 522 Voluntary Settlement Agreement. It appears to him that the intent of that agreement was that everyone would be operating on a fair playing field as far as industrial and commercial development within the 522 Corridor. The 522 Corridor Agreement has subsequently been interpreted as a fair playing field for commercial development within 522. However, it is not a fair playing field for industrial development because they pay double water and sewer tap fees but they do not pay what they would pay if they were located within the Town. What has been developed in the last twenty (20) years in Town and the most recent Town financial statements of the top ten (10) employers in the County seven (7) are located in Warren County. The top three (3) employers in the County that are located in Town are Warren County Government, Valley Health, and the School Board. None of those employers are contributing to the tax base. Mr. Vazzana expressed his third issue in a letter that was distributed to the Commission and staff earlier in the day by email stating there are unique challenges and opportunities facing the Marshall Planning District and he would appreciate the opportunity to discuss those issues with the Commission.

There were no additional speakers. Chairman Merchant closed the public hearing.

Commissioner Ingram referred to two topics. 1) Rezoning of the Marshall Planning Area to mixed use as a whole; and 2) The impact of development and what can this Comprehensive Plan do to guide developers as far as covering their impact.

Ms. Kopishke explained that the purpose of the Comprehensive Plan was not to tell developers what they should or shouldn't do. This is a guide developers can look at and they can see if their desired use of property is in conformance with the Comprehensive Plan.

Vice Chairman Marshner said she was interested in Mr. Lloyds comments. She believes the principles that he outlined are foundational principles and she wasn't sure they were factored into this plan. The environmental impact of the multicenter idea is something to be considered.

Ms. Kopishke showed the Future Land Use Map on the screen in order to speak to Vice Chairman Marshner's concerns. The "new urbanism" principal that Mr. Lloyd spoke of have been written into the proposed Comprehensive Plan. With the creation of the medium density, the mixed use zone is where flexibility was built into those neighborhoods. The request of the Planning Commission was that the existing neighborhoods that were developed in the 1940-1970s be kept with a single-family emphasis. Staff and Summit did not change those areas to have those commercial cores or put the neighborhood cores in. The direction staff and Summit received was that single-family dwellings have a place in the Town and needed some level of protection.

Chairman Merchant thanked the citizens for coming out and expressing their views. He expressed that he would like to have a work session to confirm that the current proposed Comprehensive Plan is achieving the goals of a balanced life in Front Royal. Chairman Merchant mentioned he would like to see a mixed use residential vs. a mixed-use commercial in the Marshall Planning Area.

Town Attorney, George Sonnett noted that if there were any significant changes to the document it would be required to go back to a public hearing.

Ms. Kopishke stated the document had been in the public arena since July 27, 2022. On this date the 1st draft was placed on the Town website and any new versions were subsequently placed on the website. She iterated that any changes desired by Commission members needed to be spelled out specifically per page so that the changes are public.

After some additional comments, the following motion was made.

Vice Chairman Marshner moved, seconded by Commissioner Wood that the Planning Commission postpone consideration of the Comprehensive Plan document and take to a work session on January 4, 2023, and to the regular meeting on January 18, 2023.

VOTE: Yes – Merchant, Wood, Ingram, Marshner, Wells
No – N/A
Abstain – N/A
Absent – N/A ROLL CALL

D. 2200422 – Joseph F. Silek, JR on behalf of Heptad, LLC - A request to amend the previously approved proffers for the subdivision entitled ANNA SWAN EST identified on Tax Parcels #20-A21-2-1 and Tax Parcel # 20A20-2-11. The proposed changes include modifications of the monetary proffers.

Ms. Kopishke explained that the application request is to amend the previously approved Heptad, LLC proffers dated February of 2012. The property is located in the Leach Run Planning District containing approximately 98 acres. The proposed development would be 86 acres and the proposed proffer revision would see a reduction of about 115 dwelling units from 450 down to 335 consisting of up to 170 single-family attached units and up to 165 single-family detached units. The new proffers propose that the rate of construction would not exceed 100 per units per year whereas the current proffers would not exceed 50 units per year. The applicant has also amended the amount of cash proffers. The amended proffers would give the Town $4,998.39 for a single-family attached unit and $6,869.02 for single-family detached units and to the County $3,203.21 would be proffered per dwelling unit. The applicant is also requesting a change in the lot size for single-family detached units from a 50' x 60' lot to a 50' x 46' lot. This is a reduction of 240 square feet.

Joe Silek, who was representing the applicant stated that the last proffer amendment was February 2012. When going back further, the original proffers were dated 2005. The project has been around many years. This is the first time in that period of time there has been a buyer for this property who is ready to develop the property as soon as the proffers can be amended. Once this is done the purchaser of the property is ready to start on their site plan. At the request of the Town, a Proffer Impact Analysis was included in their submission. The numbers in the proffer amendment are based on that proffer analysis.

Chairman Merchant opened the public hearing.

There were no speakers. Chairman Merchant closed the public hearing.

Vice Chairman Marshner asked why the applicant was not proposing any apartments or condos.

Mr. Silek explained that the purchaser of the property felt that townhouses, duplexes, and single-family detached units would be an appropriate use for this property. With this scenario the maximum units on the site are 335. In order to achieve 450 dwellings, you would have to do apartments and the applicant would like to keep the number at 335.

Chairman Merchant confirmed that the area to be developed is in the PND District which means we want developers to consolidate lots as much as possible which helps on utilities, infrastructure, maintenance and allows open space. He noted that the Commission is not approving proffers as Town Council had already done that but only an amendment on a few of the items. Chairman Merchant expressed concern about the discrepancy between the County's proffer request and the applicant's proffer request. He asked if that had been resolved.

Mr. Silek explained that he believes the difference is the impact analysis provided by the applicant took credit for the units that this property could produce by-right whereas the County did not do

that. The only numbers given by the County are the end numbers and the calculations are not shown. Greenway Engineering did their impact analysis and obtained their numbers from Warren County.

Chairman Merchant mentioned there was a Memorandum of Understanding between the Town and Warren County for the review of proffers. He expressed that the Planning Commission would like to see this property developed and the appropriate housing in that area.

Commissioner Wells moved, seconded by Vice Chairman Marshner to forward a recommendation of approval to Town Council for Application # 2200422 to amend the existing proffers dated February 2, 2012, with the following conditions:

1. ***The applicant amends the language of section 3.1 to state "In the event that the Front Royal Town Council approves these Amendments, such approval will be deemed an acknowledgment by the Front Royal Town Council that (i) Leach Run Parkway ("LRP") has been completely constructed and (ii) Heptad, LLC complied with any prior approved Proffers pertaining to the dedication of right of way, with the exception of the payment of the related cash proffers".***

2. ***The applicant is able to provide adequate residential parking per 175-104, 175-105 & 148-48 of the Town Code.***

3. ***The applicant amends the language of 7.5.1 to remove the word "the" before Warren County.***

4. ***The applicant will amend the proffer statement to include language addressing their responsibility to expand and install the on-site utility infrastructure in accordance with Town Code Chapter 134.***

5. ***The applicant will amend their proffers to include language addressing their responsibility for the cost of installing stormwater facilities on site.***

VOTE: Yes – Marshner, Ingram, Wood, Wells, Merchant
No – N/A
Abstain – N/A
Absent – N/A ROLL CALL

OLD BUSINESS

A. **The public hearing was closed at the November 16, 2022, Planning Commission meeting. This is a continuation of the discussion for 2200349 – Aaron Hike –** A request for a Special Use Permit to allow a Short-Term Rental located at 1116 N. Royal Avenue and identified by Tax Map 20A2-443-2, 3, 4, 5 & 6. The property is zoned C-1, Community Business District and is located in the Entrance Corridor Overlay District.

This item has been removed from the agenda for consideration.

B. The public hearing was closed at the November 30, 2022, Planning Commission meeting. This is a continuation of the discussion for Rezoning Application #2200468 – Submitted by Chris Holloway Construction, LLC on behalf of Randolph Macon Academy requesting an amendment of the Zoning Map of the Town of Front Royal to reclassify a portion of Tax Map #20A5-14-4 from Residential District R-1 to Residential District R-3. The identified property is an undeveloped 6.239-acre portion of the parcel located adjacent to W. Main Street and north of Shenandoah Avenue, Garrison Street and Viscose Avenue. The Ordinance identifies the R-1 District as a low-density residential area with the R-3 District as being a medium-to-high density residential area.

This item has been removed from the agenda for consideration.

NEW BUSINESS

None.

PLANNING DIRECTOR REPORT

Mr. Kopishke reviewed the November monthly report.

The former Data Center text amendment is currently on hold. Staff will be incorporating a chapter on data centers into the new Zoning and Subdivision Ordinances.

The rewrite of Chapters 175 and 148 are on hold pending approval of the Comprehensive Plan.

In November the Board of Architectural review denied an application for a partial demolition of the "Murphy Building" located at 131 E. Main Street.

COMMISSION MEMBER REPORTS

Commissioner Ingram thanked Commission members and staff for the support given to him during his time on the Planning Commission. In addition, he thanked the people of Front Royal for allowing him to serve in this compacity. He is transitioning to serve on Town Council and is looking forward to his continued service to the community and working with the Planning Commission.

Commissioner Wood thanked Town Council for appointing him to the Planning Commission and that he looked forward to working with the Planning Commission.

Chairman Merchant said it had been a fruitful, busy year and that he anticipated another busy year ahead. He wished everyone happy holidays.

ADJOURNMENT

Chairman Merchant moved to adjourn the meeting.

VOTE: Yes – Marshner, Merchant, Wells, Wood, Ingram
No – N/A
Abstain – N/A
Absent – N/A VOICE VOTE

The meeting adjourned at 8:36 p.m.

Approved by Planning Commission
Date: _____

Town of Front Royal, Virginia

Planning Commission Monthly Meeting Agenda

☐ Consent Action ☐ Administrative Action ☑ Public Hearing ☐ Discussion

Agenda Item: Special Use Permit –2200494

MEETING DATE: January 18, 2023

SUMMARY: A request for a Special Use Permit submitted by Barbara Samuels for a ground floor dwelling unit at 437 S. Royal Avenue identified by tax map 20A7-3-10. The property is zoned C-1, Community Business District.

STAFF RECOMMENDATION: Staff recommends approval of the ground floor dwelling unit with conditions.

DRAFT MOTION: "I move that the Planning Commission forward a recommendation of approval to the Front Royal Town Council for Special Use Permit Application #2200494 for one ground floor dwelling unit at 437 S. Royal Avenue with the following conditions:"

1) This Special Use Permit is only authorized for one (1) ground floor dwelling unit to be located at 437 S. Royal Avenue.
2) The existing parking lot shall be striped to provide the appropriate number of parking spaces prior to issuance of final zoning compliance.
3) Town Staff shall inspect the property prior to the issuance of final zoning compliance to ensure the construction activities are limited to one ground floor dwelling unit.
4) Upon inspection of the property, if it is found that the property is not in compliance with local regulations, including but not limited to, the conditions of this special use permit, the Town may revoke this special use permit after notice to the applicant and public hearing.

NOTE: This is only a draft motion. Alternative motions are also welcome.

PLANNING COMMISSION ACTION:

Moved _____ *Seconded* _____

*Merchant*_____ *Marshner* _____ *Wells*_____ *Wood*_____ *Vacant* _____

☐ Approved ☐ Approved w/ Conditions ☐ Denied ☐ Other

TOWN OF FRONT ROYAL
DEPARTMENT OF PLANNING & ZONING

STAFF REPORT FOR THE JANUARY 18, 2023, PLANNING COMMISSION MEETING

APPLICATION #:
2200494

APPLICANT:
Barbara Samuels

SUMMARY OF REQUEST:

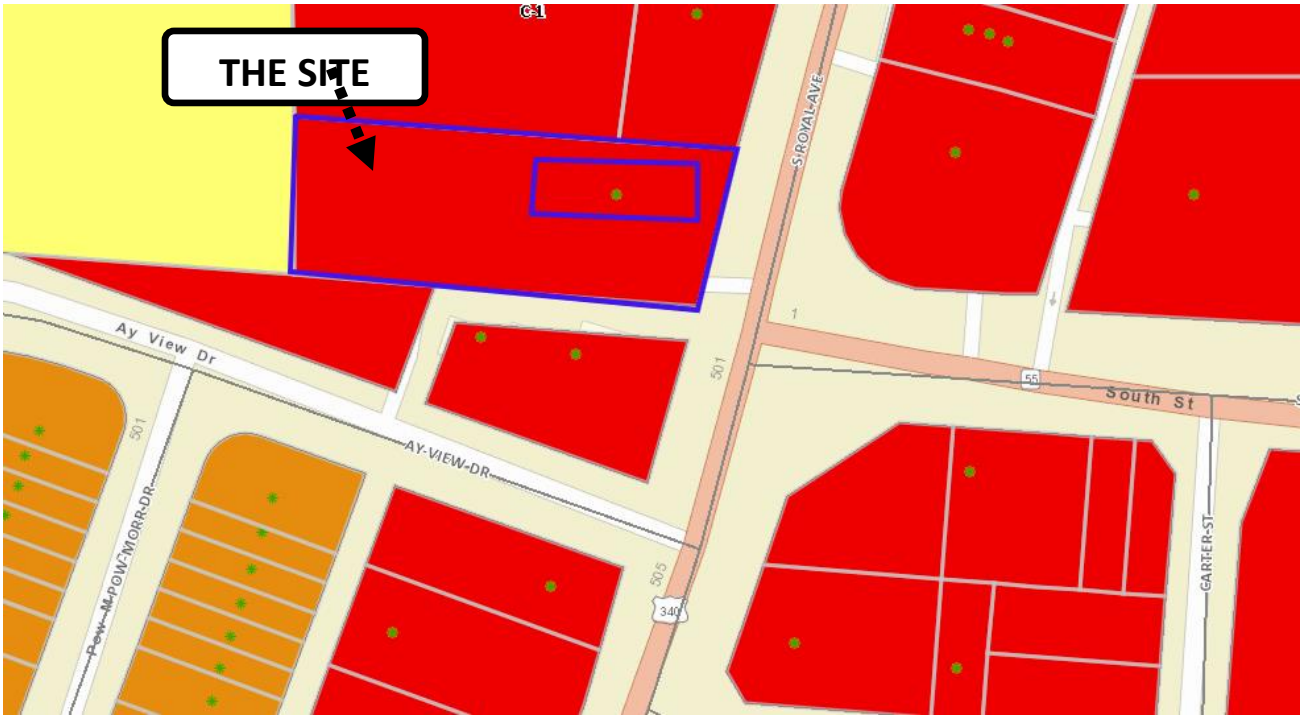
A Special Use Permit Application has been submitted for one (1) dwelling unit to be located on the ground floor at 437. S. Royal Avenue.

GENERAL INFORMATION:

Site Addresses	437 S. Royal Avenue
Property Owner(s)	6 Cardinal Park, LLC
Existing Zoning	C-1 (Community Business) District
Proposed Use	Ground Floor Dwelling Unit
Tax Identification	20A7-3-10
Location	The parcel is located near the northwest corner at the intersection of S Royal Ave & South St. The proposed ground floor apartment is located on the 1st floor of the building, farthest from the street.

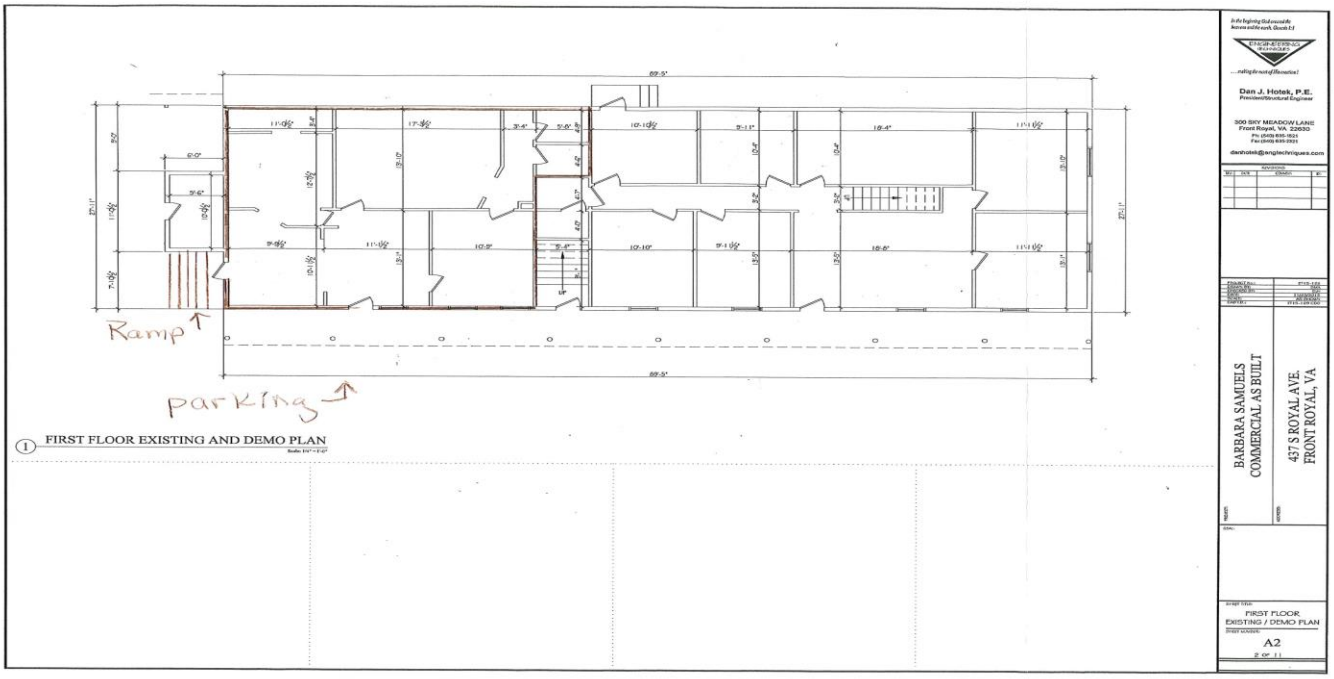
Vicinity Map (*Warren County GIS*)

Town Zoning Map *(Warren County GIS)*



Aerial *(Warren County GIS)*

Applicant's Site Plan



Existing Site Conditions*(Staff Photos of the Property)*

Existing Site Conditions – Continued *(Staff Photos of the Property)*

INFORMATION ON THE APPLICATION:

Project Summary & Staff Recommendation	The application is to allow the applicant to convert a portion of the first floor of the structure into one (1) dwelling unit. The 1st floor of this property was previously used as business offices. There is currently one dwelling unit on the upper floor. The remainder of the space will continue to be used for commercial purposes. Below are parking calculations of what the Town Code requires for off-street parking. The use does qualify for a parking exemption, as found under Town Code 175-127. This allows existing businesses to be reused with the existing parking provided that it is adequately maintained and delineated. Dwelling units = 2 per unit = 4 spaces Commercial Space = 1 per 300 sq. ft. = 11 spaces **TOTAL = 15** **The applicant has sufficient parking area to accommodate the required number of spaces.** The use will require a change of use application with the Warren County Building Inspections Department. A special use permit is required because "ground floor dwelling units" require a special use permit in the C-1 District, pursuant to Town Code 175-39.B.

Town Code 175-3 defines a dwelling unit as follows: *One (1) room, or rooms connected together, constituting a separate, independent housekeeping establishment for owner occupancy or rental or lease on a weekly, monthly, or longer basis and physically separated from any other rooms or dwelling units which may be in the same structure and containing independent cooking and sleeping facilities and containing not less than six hundred (600) square feet of residential floor area. Such units shall meet the requirements of the Building Code of the Town of Front Royal.*

The Town is authorized to require a special use permit for certain uses within any zoning district under Virginia Code §15.2-2286. Some specific uses are granted protection from regulation from localities by the Virginia Code, including agriculture uses, small scale conversion of biomass to alternative fuel, certain residential uses, private tents, farm wineries, assisted living facilities, and group homes.

The issuance of a special use permit is subject to such conditions as are deemed necessary by the Front Royal Town Council after recommendations of the Front Royal Planning Commission. Prior to an action by Town Council or a recommendation by the Planning Commission, a **public hearing** is required for special use permits.

Town Staff recommends that the Planning Commission issue a recommendation of approval of the Special Use Permit Application with the following conditions. Additional consideration may need to be given if new information is provided at the scheduled public hearing.

CONDITIONS:

1) This Special Use Permit is only authorized for one (1) ground floor dwelling unit to be located at 437 S. Royal Avenue.
2) The existing parking lot shall be striped to provide the appropriate number of parking spaces prior to issuance of final zoning compliance.
3) Town Staff shall inspect the property prior to the issuance of final zoning compliance to ensure the construction activities are limited to one ground floor dwelling unit.
4) Upon inspection of the property, if it is found that the property is not in compliance with local regulations, including but not limited to, the conditions of this special use permit, the Town may revoke this special use permit after notice to the applicant and public hearing.

ATTACHMENTS: Application and associated documents from the Applicant.

TOWN OF FRONT ROYAL
DEPARTMENT OF PLANNING & COMMUNITY DEVELOPMENT
102 EAST MAIN STREET
P.O. BOX 1560
FRONT ROYAL, VA 2263
Main: 540.635.4236
Fax: 540.631.2727
www.frontroyalva.com

SPECIAL USE PERMIT REQUEST

~~FRSPU~~ 2200494

APPLICANT:
NAME Barbara Samuels PHONE (540) 551-2592
ADDRESS 400 E. Jackson St.
E-MAIL bsamuelsrealtor@yahoo.com

PROPERTY OWNER:
NAME ~~Self~~ 6 Cardinal Park LLC PHONE
ADDRESS 400 E. Jackson St, Front Royal, VA 22630
E-MAIL

PROPERTY DESCRIPTION
PROPERTY ADDRESS 437 S. Royal Ave.
TAX MAP 20A1 3 10 SECTION BLOCK 15/9 LOT 10
SUBDIVISION NAME ACREAGE .53

REQUEST
ZONING DISTRICT ~~Fork Town~~ C-1
PROPOSED USE OF PROPERTY 1 first floor dwelling unit
SPECIFIC SPECIAL USE PERMIT REQUEST due to a leg injury I need a first floor dwelling unit.

RECEIVED
NOV 15 2022
TOWN OF FRONT ROYAL
PLANNING & ZONING DEPARTMENT

ATTACHMENTS --The following *must* be submitted with the application. Additional information may be required depending on the nature of the request.

1. Survey/Plat of property showing all **existing** improvements.
   (**10 copies if larger than 11" X 17"**)
2. Site Plan Application
3. Application Fee of $400.00 **Receipt #** 140814 **Date Paid** 11-15-2022
4. Additional information as required by the Dept. of Planning & Community Development.

Pd. 400 - Check # 1034

CERTIFICATION

I certify that the information provided with this application is correct to the best of my knowledge and should the special use permit be granted, the project will comply with the conditions imposed upon it and will be implemented only as approved by Town Council.

Signature B. Samuels Date Nov. 15, 2022

By submitting this application, the applicant grants permission to Town officials and employees to enter upon the property, which is the subject of this application, during reasonable hours and for purposes related to the application process.

Revised 4-21-2021

12-21-22 - PC Consent to Advertise
1-4-23 - PC Work Session
1-18-23 - PC Public Hearing
2-13-23 - TC Work Session
2-27-23 - TC Public Hearing

I am requesting special usage at 437 S. Royal Ave. for a first-floor dwelling unit. The reason for this request is that I have an injured leg and have extreme difficulty walking upstairs. Unfortunately, this injury is permanent. Currently, I use a cane and have a handicap sticker for parking.

Attached are the required details.

Barbara Samuels

Barbara Samuels

(540) 551-2592

Interior changes

1. Currently there are two small bathrooms I would convert them into one large bathroom
2. Install a kitchen
3. New flooring and paint

Exterior

There is an existing handicapped parking space and signage

A handicapped ramp is existing at the end of the building

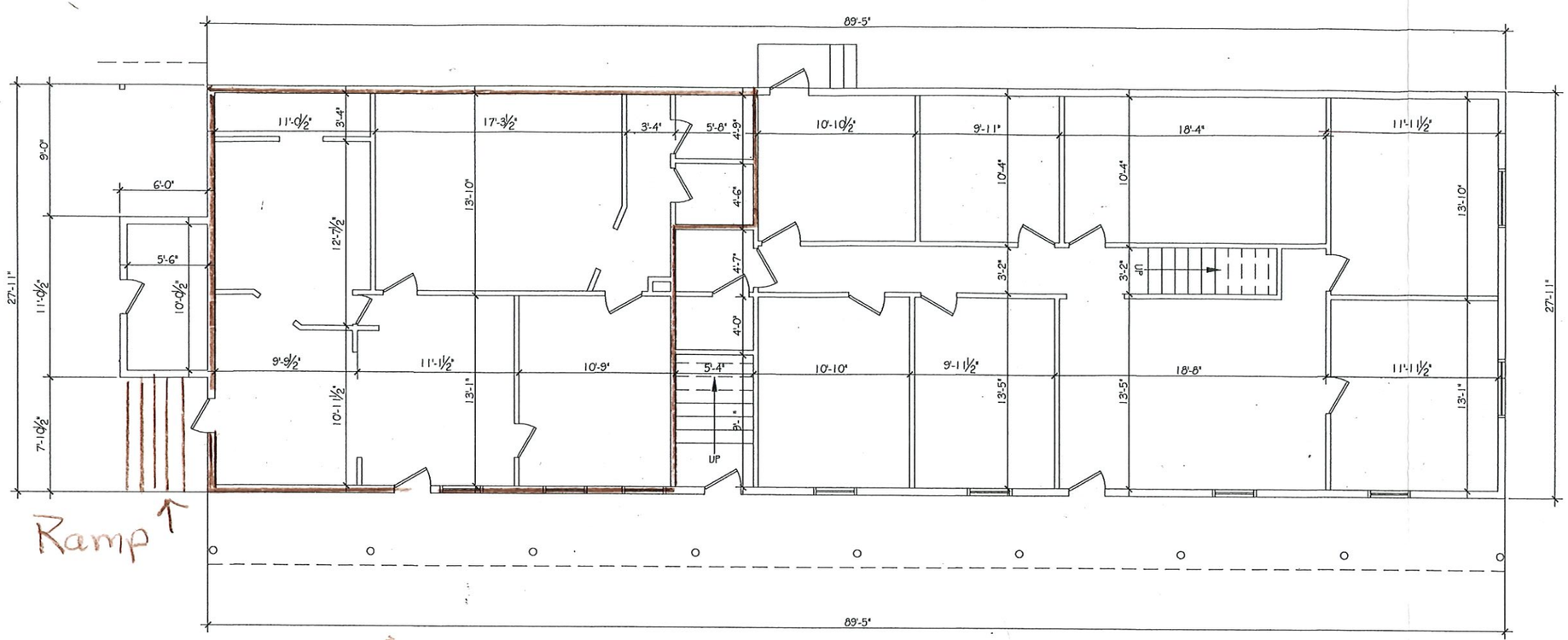
Note:

This dwelling unit would be at the far end of the building away from the street, and will not affect the commercial spaces closest to the street.

Engineering Techniques

ENGINEERING TECHNIQUES

Barbara Samuels
437 S. Royal AVE.
Front Royal, VA



1 FIRST FLOOR EXISTING AND DEMO PLAN

Scale: 1/4" = 1'-0"

E:\ET15-129 Grocery\ET15-129 C00.dwg

In the beginning God created the heavens and the earth. Genesis 1:1

ENGINEERING TECHNIQUES

...making the most of His creation!

Dan J. Hotek, P.E.
President/Structural Engineer

300 SKY MEADOW LANE
Front Royal, VA 22630
Ph: (540) 635-1521
Fax:(540) 635-2321

danhotek@engtechniques.com

REVISIONS			
NO:	DATE:	COMMENT:	BY:

PROJECT No.:	ET15-129
DRAWN BY:	RMA
CHECKED BY:	DJH
DATE:	11/23/2015
SCALE:	AS SHOWN
CAD I.D.:	ET15-129 C00

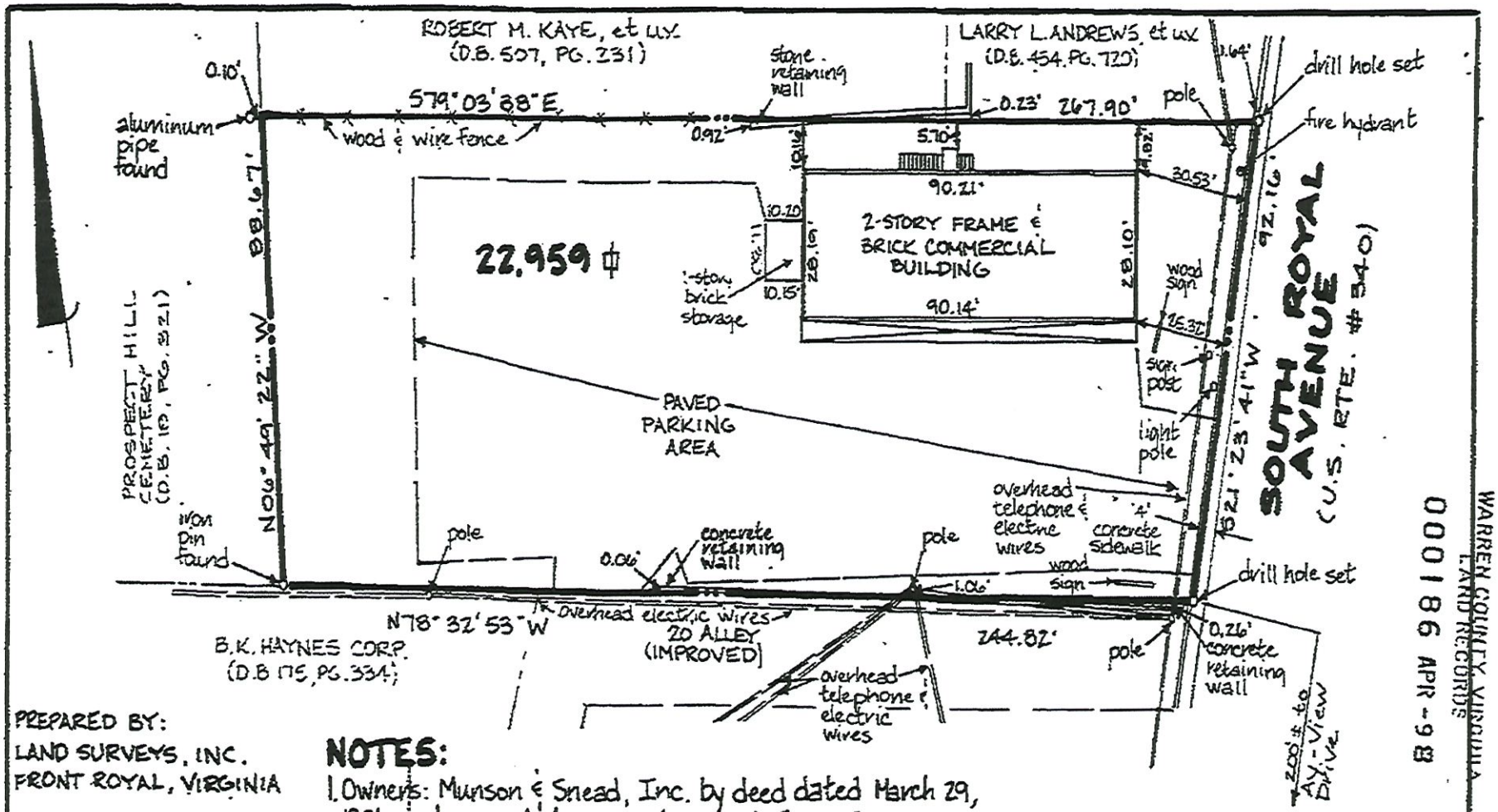
PROJECT:
BARBARA SAMUELS
COMMERCIAL AS BUILT

ADDRESS:
437 S ROYAL AVE.
FRONT ROYAL, VA

SEAL:

SHEET TITLE:
FIRST FLOOR
EXISTING / DEMO PLAN

SHEET NUMBER:
A2
2 OF 11



PREPARED BY:
LAND SURVEYS, INC.
FRONT ROYAL, VIRGINIA

COMMONWEALTH OF VIRGINIA
Wayne E. Niskanen
WAYNE E. NISKANEN
CERTIFICATE No.
000971 B
04/09/96
CERTIFIED LAND SURVEYOR

NOTES:

1. Owners: Munson & Snead, Inc. by deed dated March 29, 1996 and recorded as Instrument #9601367.
2. This land is shown on Tax Map 20A7 (3) as Parcel 10.
3. No title report nor title search data was available for this survey.
4. Plat showing "Boundary Survey of the land of William J. Wilkinson, et ux" by Wayne E. Niskanen, C.L.S. dated December 29, 1987 recorded in Deed Book 374 at Page 122.
5. The subject premises are located in FEMA flood zone X taken from FIRM Community Panel #510167 0002B.

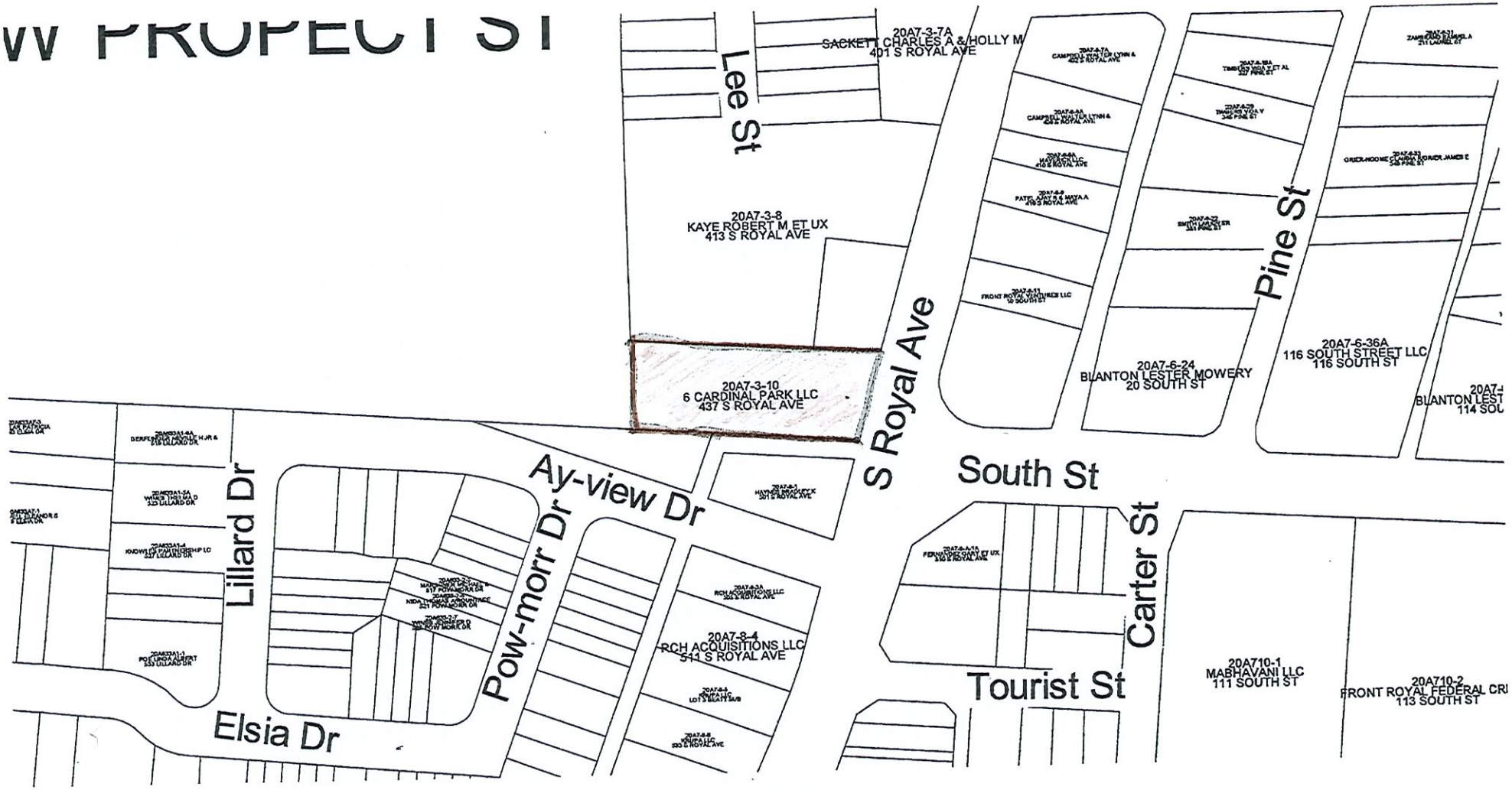
PLAT

SHOWING SURVEY
OF THE LAND OF
MUNSON & SNEAD, INC.
TOWN OF FRONT ROYAL -
WARREN COUNTY, VIRGINIA
SCALE: 1"=30' APRIL 9, 1996

0' 30' 45' 60' 90'

WARREN COUNTY, VIRGINIA
LAND RECORDS
000186 APR-98

nc


Lee St
20A7-3-7A
SACKETT CHARLES A &HOLLY M
401 S ROYAL AVE
20A7-3-8
KAYE ROBERT M ET UX
413 S ROYAL AVE
20A7-3-10
6 CARDINAL PARK LLC
437 S ROYAL AVE
S Royal Ave
Pine St
20A7-6-24
BLANTON LESTER MOWERY
20 SOUTH ST
20A7-6-36A
116 SOUTH STREET LLC
116 SOUTH ST
South St
Ay-view Dr
Lillard Dr
Pow-morr Dr
Carter St
20A7-3-4
RCH ACQUISITIONS LLC
511 S ROYAL AVE
Tourist St
Elsia Dr
20A710-1
MABHAVANI LLC
111 SOUTH ST
20A710-2
FRONT ROYAL FEDERAL CRI
113 SOUTH ST

Renfo Property Information Form

Property Information

Area	WARR	Dist	Fork Town	Rec #	11,756.01
Map Id	20A7 3 10				
Description	L 10 STEELE WILKINSON MUNSON & SNEAD INC SURVEY LR03-3822				
Address	437 S ROYAL AVE			Acres	0.53
Land Value	229,600	Zoning		Elec / Gas	Y / N
Bldg Value	291,400	Esmt / ROW	PAVE / PUBL	Water / Sewer	PUBL / PUBL
Total Value	521,000	Character	RLNG	Deed Ref Bk / Pg	15/9
LU Value		Land Use	COMM	Sale Price / Parcels	530,000
Tax Amount	4,089.85	Occupancy	COMM	Sale Date	1/5/2015

Owner Information

Name	6 CARDINAL PARK LLC
Address	163 SOUTH HUGHES ST
	HAMILTON, VA 20158

Building Information

Bldg Sq Ft	5,040	Stories	2	Units		Year Built	1988
Bsmt Sq Ft		Air Cond	Y	Garage / #		Condition	GOOD
Bsmt Fin SF		Fireplace		Carport / #		Rooms	7
Basement	SLAB	Flue		Heat	HPMP	Bedrooms	
Foundation	BLOK	Roof Type	GABL	Fuel	ELEC	Fullbaths	
Walls Ex / In	VINL / DRWL	Roof Matl	SHGL	Floor	CARP	Halfbaths	3

The information contained herein is deemed reliable but NOT GUARANTEED. The official city or county records must be checked to verify the accuracy of this information.

Planning Commission Regular Meeting Agenda

Meeting Date: January 18, 2023

Agenda Item: Capital Improvement Program

Staff Recommendation: The approval of the FY 23-28 Capital Improvement Plan.

Summary: The Capital Improvement Program (CIP) is a schedule prepared for capital projects in the Town for the upcoming fiscal year and the ensuing five (5) years. The CIP is intended to support the Council's decision-making in regard to prioritizing capital expenditures. Capital expenditures are generally defined as the purchase or construction of long-lived (greater than 10 years), high cost (greater than $500,000), tangible assets. The CIP is not intended to be used to reserve funding for particular capital projects. Rather, the information provided in the CIP is useful as a planning tool for the preparation of the Town budget. It also assists the Town Council in projecting future revenue and expenditure needs, as well as, setting funding priorities. Projects that are included in the CIP are submitted by the Department Directors to the Finance Director. The Finance Director then compiles a draft CIP that is provided to the Town Planning Commission. The Planning Commission holds a public hearing on the draft CIP. After such public hearing, the CIP is forwarded to the Town Council with recommendations and comments from the Planning Commission.

The CIP is updated on an annual basis, so capital projects can be removed when they are completed or as priorities change. Once adopted, capital project priorities may change throughout the year based on changing circumstances. It is also possible that particular projects may not be funded during the year that is indicated in the CIP. The status of any project generally becomes increasingly uncertain the further in the future it is projected. In accordance with Section 15.2-2298 of the Code of Virginia, the Town can't accept proffers without first adopting a CIP. Proffers are voluntary contributions typically offered as part of a rezoning application to mitigate the impacts associated with new development. Proffers can include cash, property or any other contribution that is directly attributable to the development. Since proffers are specific to a particular development, the Town can accept proffers that are not found in the CIP. However, before the Town can receive property or cash from a proffer, the CIP must be updated to include the project to which the proffer is connected.

Budget/Funding: Proposed FY 23 Capital Improvement Plan Budget - **$3,204,844**

Recommended Motion: I move that Planning Commission forward the FY23-FY28 Capital Improvement Plan to the Town Council with the recommendation of Approval.

INTRODUCTION

The Capital Improvement Program (CIP) is a schedule prepared for capital projects in the Town of Front Royal for the upcoming fiscal year and the ensuing five (5) years. The CIP is intended to advise Town Council so better decisions can be made regarding capital expenditures. Capital expenditures are generally defined as the purchase or construction of long-lived (greater than 10 years), high-cost (greater than $500,000), tangible assets. The CIP is not intended to be used to reserve funding for particular capital projects. Rather, the information provided in the CIP is useful as a planning tool for the preparation of the Town budget. It also assists Town Council in projecting future revenue and expenditure needs and setting funding priorities.

The CIP is updated on an annual basis, so capital projects can be removed when they are completed or as priorities change. Once adopted, capital project priorities may change throughout the year based on changing circumstances. It is also possible that particular projects may not be funded during the year that is indicated in the CIP. The status of any project generally becomes increasingly uncertain the further in the future it is projected. Virginia Code 15.2-2239 requires that the Planning Commission provide recommendations to Town Council prior to the adoption of a CIP. Furthermore, Section 15.2-2239 of the Code of Virginia assigns the Planning Commission with the responsibility of evaluating capital expenditures to determine if they conform to the Comprehensive Plan.

In accordance with Section 15.2-2298 of the Code of Virginia, the Town can not accept proffers without first adopting a CIP. Proffers are voluntary contributions typically offered as part of a rezoning application to mitigate impacts associated with new development. Proffers can include cash, property or any other contribution that is directly attributable to the development. Since proffers are specific to a particular development, the Town can accept proffers that are not found in the CIP. However, before the Town can receive property or cash from a proffer the CIP needs to be updated to include the project to which the proffer is connected. The proffer language itself should specify how cash or property will be used if the Town chooses not to use the cash or property for its intended purpose.

Projects that compose the CIP are submitted by department heads to the Finance Director. The Finance Director then compiles a draft CIP and that document is forwarded to the Planning & Zoning Director. The Planning & Zoning Director shall then prepare a report and forward the draft CIP to the Planning Commission. The Planning Commission may call upon technical assistance and reports from other Department Director's as necessary. The Planning Commission shall also hold a public hearing on the draft CIP. After such public hearing, the Planning Commission shall forward the CIP to Town Council with specific recommendations and comments.

TOWN OF FRONT ROYAL
CAPITAL IMPROVEMENT PLAN
FY 2023 - 2028

Fund	Project	FY23	FY24	FY25	FY26	FY27	FY28	Future Projects	TOTAL
General Fund/Fleet	Rehabilitation of Maintenance Building (Including Sitework & Equipment)	$ -	$ 1,710,000.00	$ -	$ -	$ -	$ -	$ -	$ 1,710,000.00
	Carwash	$ -	$ 300,000.00	$ -	$ -	$ -	$ -	$ -	$ 300,000.00
General Fund/Police	Comcast Building Remodel for Office Space	$ -	$ 100,000.00	$ -	$ -	$ -		$ -	$ 100,000.00
General Fund/Streets	East - West Connector	$ -	$ -	$ -	$ -	$ -		$ 20,000,000.00	$ 20,000,000.00
General Fund/Streets	Happy Creek Road, Phase 2 & 3	$ -	$ -	$ -	$ -	$ -		$ 16,900,000.00	$ 16,900,000.00
General Fund/Streets	Leach Run Flyover, Phase 2	-	$ -	$ 40,000.00	$ 9,000,000.00	$ 9,000,000.00		$ 9,000,000.00	$ 27,040,000.00
General Fund/Streets	Williams Street Connector to HJB Elementary School	$ -	$ 50,000.00	$ -	$ -	$ -		$ 2,000,000.00	$ 2,050,000.00
General Fund/Streets	Sycamore Trail	$ -	$ -	$ 20,000.00	$ -	$ -		$ 480,000.00	$ 500,000.00
General Fund/Streets	Lake Avenue Extension	$ -	$ 30,000.00	$ -	$ -	$ -		$ 720,000.00	$ 750,000.00
General Fund/Streets	Royal Lane Extension	$ -	$ 50,000.00	$ -	$ -	$ -		$ 2,000,000.00	$ 2,050,000.00
General Fund/Streets	Kendrick Lane Sidewalk Extension	$ -	$ 25,000.00	$ -	$ -	$ -		$ 575,000.00	$ 600,000.00
General Fund/Streets	W. Main Street Sidewalk Extension	$ -	$ 25,000.00	$ -	$ -	$ -		$ 575,000.00	$ 600,000.00
General Fund/Streets	Westminster Connector	$ -	$ -	$ -	$ 2,500,000.00	$ 2,500,000.00		$ 2,500,000.00	$ 7,500,000.00
General Fund/Streets	John Marshall Highway Turn Lane		$ -	$ -	$ 468,125.00	$ -			$ 468,125.00
General Fund/Streets	Primary Paving Plan	$ 172,610.00	$ 322,755.00	$ 330,962.00	$ 98,573.00	$ 673,791.00	$ 106,005.00	$ 229,505.00	$ 1,934,201.00
General Fund/Streets	Secondary Paving Plan (Including New Sidewalk Installation)	$ 264,350.00	$ 1,045,770.00	$ 788,046.00	$ 568,862.00	$ 646,576.00	$ 334,697.00	$ 1,477,607.00	$ 5,125,908.00
General Fund/Streets	8th Street Bridge Replacement	$ 1,500,000.00	$ -	$ -	$ -				$ 1,500,000.00
Electric	Automated Metering Infrastructure (AMI)	$ 500,000.00	$ 500,000.00	$ 500,000.00	$ -	$ -			$ 1,500,000.00
Electric	Happy Creek Substation Expansion	$ 200,000.00	$ 200,000.00	$ 200,000.00	$ 200,000.00	$ 200,000.00		$ -	$ 1,000,000.00
Electric	Line Extensions	$ -	$ 500,000.00	$ 500,000.00	$ 500,000.00	$ 600,000.00	$ 600,000.00	$ 600,000.00	$ 3,300,000.00
Electric	Manassas Ave Substation Transformer Replacements	$ 177,500.00	$ 200,000.00	$ -	$ -	$ -		$ -	$ 377,500.00
Electric	Sprint Substation Transformer Replacements	$ -	$ -	$ -	$ 250,000.00	$ 250,000.00	$ 250,000.00	$ -	$ 750,000.00
Electric	New Canopy Street Lights Along East Main	$ -	$ 135,000.00	$ 135,000.00	$ 135,000.00	$ 135,000.00		$ -	$ 540,000.00
Water	Redundant Waterline (Loan including amount to be paid by Dominion)	$ 18,000,000.00	$ -	$ -	$ -	$ -		$ -	$ 18,000,000.00
Water	Jamestown Pump Station Upgrade	$ -	$ 300,000.00	$ 300,000.00	$ -	$ -		$ -	$ 600,000.00
Water	4-H Pump Station Upgrade	$ -	$ 150,000.00	$ 150,000.00	$ 150,000.00	$ 150,000.00		$ -	$ 600,000.00
Water	Switch Gear Raw Water Pump Station & VFD	$ 100,000.00	$ 100,000.00	$ 100,000.00	$ 100,000.00	$ 100,000.00		$ -	$ 500,000.00
Water	Clearwell 1 & 2 Upgrade	$ 150,000.00	$ 150,000.00	$ 150,000.00	$ -	$ -		$ -	$ 450,000.00
Water	Raw Water Intake Upgrade 10,000,000 to 15,000,000 15 yrs. DEQ WITHDRAW 1mm	$ -	$ -	$ -	$ -	$ -		$ 15,000,000.00	$ 15,000,000.00
Water	Johnmarshall Highway Improvements	$ 450,000.00	$ -	$ -	$ -			$ -	$ 450,000.00
Water	Browntown Subdivision Improvements	$ -	$ 2,000,000.00	$ -	$ -			$ -	$ 2,000,000.00
Water	Rodney Ave. Interconnection	$ -	$ -	$ 175,000.00	$ -			$ -	$ 175,000.00
Water	Oakridge Court Improvements	$ -	$ -	$ 125,000.00	$ -			$ -	$ 125,000.00
Water	Steele Ave. Interconnection	$ -	$ -	$ -	$ 300,000.00			$ -	$ 300,000.00
Water	Cedar Drive Improvements	$ -	$ -	$ -	$ -	$ 580,000.00		$ -	$ 580,000.00
Water	Hilvue Street Improvements	$ -	$ -	$ -	$ -	$ 194,000.00		$ -	$ 194,000.00
Water	Water Line Upgrades	$ 290,000.00	$ 1,390,000.00	$ 413,000.00	$ 1,080,000.00	$ 463,000.00	$ 651,000.00	$ -	$ 4,287,000.00
Sewer	Inflow & Infrastructure Abatement (Loan to advance for consent order)	$ 217,050.00	$ 600,000.00	$ 600,000.00	$ 600,000.00	$ 600,000.00	$ 600,000.00	$ -	$ 3,217,050.00
Sewer	Wastewater Treatment Plant Upgrade phase II (Design)	$ -	$ -	$ -	$ -			$ 3,000,000.00	$ 3,000,000.00
Sewer	Wastewater Treatment Plant Upgrade Phase II (Construction)	$ -	$ -	$ -	$ -			$ 18,000,000.00	$ 18,000,000.00
Sewer	Replace Rotary Fan Press with Centrifuge	$ -	$ 500,000.00	$ 500,000.00	$ 500,000.00	$ 500,000.00	$ 500,000.00	$ 2,400,000.00	$ 4,900,000.00
		$ -	$ -	$ -	$ -	$ -	$ -	$ -	$ -
									$ -
	Total	**$ 22,021,510.00**	**$ 10,383,525.00**	**$ 5,027,008.00**	**$ 16,450,560.00**	**$ 16,592,367.00**	**$ 3,041,702.00**	**$ 95,457,112.00**	**$ 168,973,784.00**

Paving Mobilization Schedule

Mobilization #1:

Street	Location	Status
N. Royal Ave.	14th St. to Commerce Ave.	Complete
Forest Hill Dr.	Duck St. to Strasburg Rd.	Complete
Valleyview Dr.		Complete
Virginia Ave.	W. 14th St. to W. 16th St.	Complete
W. 16th St.	Virginia Ave. to Dead end	Complete

Final Mobilization

Street	Location	Status
E. 13th St.	Royal Ave. to George Banks Blvd	Complete
George Banks Blvd.	E. 13th St. to 15th St	Complete
Belmont Ave.	E. 13th St. to E. 17th St.	Complete
W. 11th St.	Royal Ave. to N. Shenandoah Ave.	Complete
W. 9th St.	Virginia Ave. to N. Shenandoah Ave.	Complete
Viscose Ave.	Shenandoah Ave. to W. Main St.	Complete
Garrison St.	Viscose Ave. to W. Main St.	Complete
Easterly St.	Wine St. to Stonewall Dr.	Complete
Horseshoe Dr.	Easterly St. to Easterly St.	Complete

Street	Location	Status
E. 6th St.	Royal Ave. to Commerce Ave.	Week of 11/21
Remount Rd.	Criser Rd. Through intersection to Com	In progress
S. Royal Ave.	Ay-view Dr. to Criser Rd.	In progress
W. Criser Rd.	Includes intersection at S. Royal Ave. to	In progress
Carter St.	Beeden Ln. to Ryder Benson Ln.	In progress
Stonewall Dr.	Commerce Ave. to Jackson St.	Complete
Hamilton Circle	Manassas Ave. to Stockton Rd.	Complete
Bee St.	Stonewall Dr. to Stockton Rd.	Complete
Crescent St.	Chester St. to Peyton St.	Week of 11/21
Commerce Ave. turn lar	Left Turn Lane-Northbound	Week of 12/5

11/10/2022

FY 2023 Capital Improvements-Update

Fund	Project	FY23 Budget	Prior Funding	Total Project Cost	Status
General Fund Streets	Primary Paving Plan	$172,610	$195,565	$1,899,861	To be completed during final paving mobilization (Mid December 2022)
General Fund Streets	Secondary Paving Plan (Including New Sidewalk Installation)	$264,350	$2,113,498	$8,326,438	Completed
General Fund Streets	8th Street Bridge Replacement	$500,000		$1,380,000	Funding Agreement with VDOT has been signed
General Fund Fleet	Rehabilitation of Fleet Maintenance Building	Debt Service	$174,933	$1,780,100	Bid Specifications being Finalized
Water	Switch Gear Raw Water Pump Station & VFD	$100,000		$500,000	Funding to be accumulated over next 5 years.
Water	Clearwell 1 & 2 Upgrade	$150,000	$40,000	$490,000	Task order issued to Consultant for inspection; Proposal expected in early December
Water	John Marshall Highway Improvements	$450,000		$450,000	Council approved contract for project 9/26/22; Contractor currently ordering materials
Water	Water Line Upgrades (Braxton Rd./ Manassas Ave.)	$290,000	$614,000	$2,985,000	Council approved contract 8/29/22; Material on order for planned start date in early January 2023 (anticipated completion-3 months).
Sewer	Inflow & Infrastructure Abatement (Loan to advance for consent order)	$217,050	$8,000,000	$10,617,050	Bid Opening 10/26/22; Bid approval by Council in December
Electric	Happy Creek Substation Expansion	$200,000		$1,000,000	Funding to be accumulated over next 3 years
Electric	Kendrick Substation Transformer Replacements	$183,334	$75,000	$625,000	Order has been placed; expected delivery in August 2023
Electric	Manassas Ave. Substation Transformer Replacements	$177,500	$210,000	$565,000	Funding to be accumulated; Project bid to be advertised in July 2023
Electric	Automated Metering Infrastructure (AMI)	$500,000	$207,000	$1,707,000	Funding to be accumulated; Anticipate total funding by FY 2025
Total Amount		**$ 3,204,844**	$11,629,996	$ 32,325,449	

Project Discussion

General Fund Streets ($2.5M)

The **8th Street Bridge Replacement** project would replace the existing low water bridge that was constructed in 1965, to address ongoing flooding and maintenance issues. Funds will be accumulated over the next three years for the project, with construction taking place once the total project amount has been accumulated.

General Fund Fleet ($1.7M)

The **Rehabilitation of the Fleet Maintenance Building** project includes the addition of 9,732 square feet to the existing Fleet Maintenance building to provide adequate workspace that will accommodate the larger vehicles, and eliminate the need for staff to work on vehicles outside, which can be problematic in inclement weather.

Water ($1.5M)

Replacement of pumps at raw water pump station includes the replacement of three pumps that have been in service for 24 years and showing wear, with limited opportunities for additional maintenance/repair. The **Clearwell 1 & 2 Upgrade** will complete the maintenance and repairs identified in the Dixon Engineering and Inspection Report. **John Marshall Highway Improvements** include replacing an 8-inch water line with a 12-inch water line, between Colonial Drive and Leach Run Parkway. **Water Line Upgrades** include the replacement of water lines throughout the year to address aging lines in conjunction with the Town's paving plans (Braxton Rd./Manassas Ave.). The **Water Line Maintenance Capital Inventory** includes the costs of materials to install and maintain the water lines in the Town system. This inventory is used to handle emergency situations like water line breaks during the winter months. The **I&I Abatement Project** includes 25,000 linear feet of lining along with lining or replacement of 192 laterals.

Electric ($1M)

- The **Happy Creek Substation Expansion** will upgrade the substation to supply electrical service in the future load growth areas in Happy Creek and surrounding areas (significant growth is anticipated due to the completion of the new Warren Memorial Hospital). The **Kendrick Substation Transformer Replacements** include the replacement of Transformer #2, which is reaching the end of its 30-year life cycle. The **Manassas Ave. Substation Transformer Replacements** include the replacement of Transformer #1, which is reaching the end of its 30-year life cycle.
- The **Automated Metering Infrastructure (AMI)** project would include installation at existing meter and pole locations and would enable the Town to upgrade its current metering systems to allow remote connection/disconnection of service via computer and would eliminate the need to estimate meter readings during severe weather.

Town of Front Royal, Virginia

Planning Commission Special Meeting Agenda

☐ Consent Action ☐ Administrative Action ☑ Public Hearing ☐ Discussion

Agenda Item: Rezoning Application # 2200385

MEETING DATE: January 18, 2023

SUMMARY: This agenda item is for a rezoning application amendment of the Zoning Map of the Town of Front Royal to reclassify approximately 43.9 acres identified as Tax Map #20A221-3A from Estate Residential District R-E to Residential District R1A.

STAFF RECOMMENDATION: Staff recommends approval with conditions. The recommended conditions will allow the applicant to move forward while ensuring the Town's interests are protected. This development is in line with the Towns proposed comprehensive plan.

DRAFT MOTION:

Approved with Conditions

"I move that the Planning Commission forward a recommendation of approval to Town Council for Application # 2200385 to reclassify approximately 43.9 acres identified as Tax Map #20A221-3A from Estate Residential District R-E to Residential District R1A with the following conditions:

1. The applicant will amend the proffer statement to include language addressing their responsibility to expand and install the on-site utility infrastructure in accordance with Town Code Chapter 134.
2. The applicant will amend their proffers to include language addressing their responsibility for the cost of installing stormwater facilities on site in compliance with the subdivision ordinance (Ch 148 of Town Code) and the maintenance of the stormwater structures by the HOA.
3. The applicant will amend their concept plan to provide the size and location of open space areas.
4. The applicant will construct the entrance in accordance with Town and VDOT standards.

Denied

"I move that the Planning Commission forward a recommendation of denial to Town Council for Application # 2200385 to amendment of the Zoning Map of the Town of Front Royal to reclassify approximately 43.9 acres identified as Tax Map #20A221-3A from Estate Residential District R-E to Residential District R1A."

NOTE: This is only a draft motion. Alternative motions are also welcome.

TOWN OF FRONT ROYAL
DEPARTMENT OF PLANNING & ZONING

STAFF REPORT - REZONING APPLICATION #2200385
PLANNING COMMISSION REGULAR MEETING – JANUARY 18, 2023

APPLICATION #:
2200385

APPLICANT:
NVR, INC.

SUMMARY OF REQUEST:

The application for review is requesting an amendment of the Zoning Map of the Town of Front Royal to reclassify approximately 43.9 acres identified as Tax Map #20A221-3A from Estate Residential District R-E to Residential District R1A. The Ordinance identifies the R-E Residential District as composed of quiet, very low-density residential areas, on estate-sized lots connected to public water and sewer with the R1A Residential District as being designed to accommodate single-family residential development of a medium density on smaller individual lots. The stated purpose of the rezoning request is to allow for the construction of a 134-lot subdivision. Proffers and a concept plan have been submitted for the site.

GENERAL INFORMATION:

Site Addresses	N/A
Property Owner(s)	Thomas Hall Sayre Et Ux
Existing Zoning	R-E, Estate Residential District
Proposed Zoning	R-1A, Residential District
Tax Identification	20A22-1-3A
Location	The property is located west of the intersection of Shenandoah Shores Road and Happy Creek Road. It is bounded on the South by Norfolk Southern Railroad.

VACINITY MAP

AERIAL MAP – ZONING DISTRICTS

INFORMATION ON THE APPLICATION:

Zoning Ordinance	This rezoning application proposes to reclassify a parcel totaling approximately 44.183-acres from R-E Estate Residential District to R-1A Residential District. The statements of intent of the two identified zoning districts as set forth in the Front Royal Zoning Ordinance are as follows: **<u>R-E District, Zoning Ordinance Sec. 175-10.11.</u>** "The R-E Estate Residential District is composed of quiet, very low-density residential areas, on estate-sized lots connected to public water and sewer, plus undeveloped areas where similar residential construction appears likely to occur. The standards set forth for this district are designed to stabilize and protect the essential character of the areas so delineated, to answer a need in the Town for executive-styled residential development on public water and sewer on larger lots than are traditional or currently being developed, to promote and encourage a suitable environment for family life where there are children and executive-style families, to provide areas for suitable expansion of the Town as facilities are provided and to prohibit all commercial activities. Development is, therefore, limited to executive-style concentration, and permitted uses are limited to single-unit dwellings, plus selected additional uses, such as public facilities that serve the residents of the district. Mobile homes or rooming houses are prohibited."

Zoning and Surrounding Land Uses

R-1A District, Zoning Ordinance Sec. 175-28.

"The R-1A District is designed to accommodate single-family residential development of a medium density on smaller individual lots. The standards for this district are designed to stabilize and protect the character of the designated areas and to protect and encourage a suitable environment for family life. Optional cluster subdivision standards are included with the intent and purpose of providing greater flexibility for larger development projects. To ensure quality development, the added development flexibility is balanced with requirements that require additional open space and recreational amenities. These additional requirements support a development with higher property values; better preservation of the natural environment; and a more active and healthy community."

Differences between R-E and R-1A Zoning Districts

R-E District

175-10.15 AREA AND FRONTAGE (R-E)

Area and frontage regulations shall be as follows:
A. Minimum area per lot: one (1) acre.
B. Minimum width at setback line: one hundred seventy-five (175) feet.

175-10.16 SETBACK (R-E)
Structures shall be located one hundred (100) feet or more from any street right-of-way. A vacant lot may be assumed to be occupied by a building having a minimum setback.

175-10.17 YARDS (R-E)
A. Side: Each side yard shall be a minimum of fifty (50) feet.
B. Rear: Each rear yard shall be a minimum of seventy-five (75) feet.
C. Front: The required depth of the front yard shall be as provided in Section 175-10.16.
D. Accessory buildings shall be setback from side and rear property lines by no less than twenty- five (25) feet.

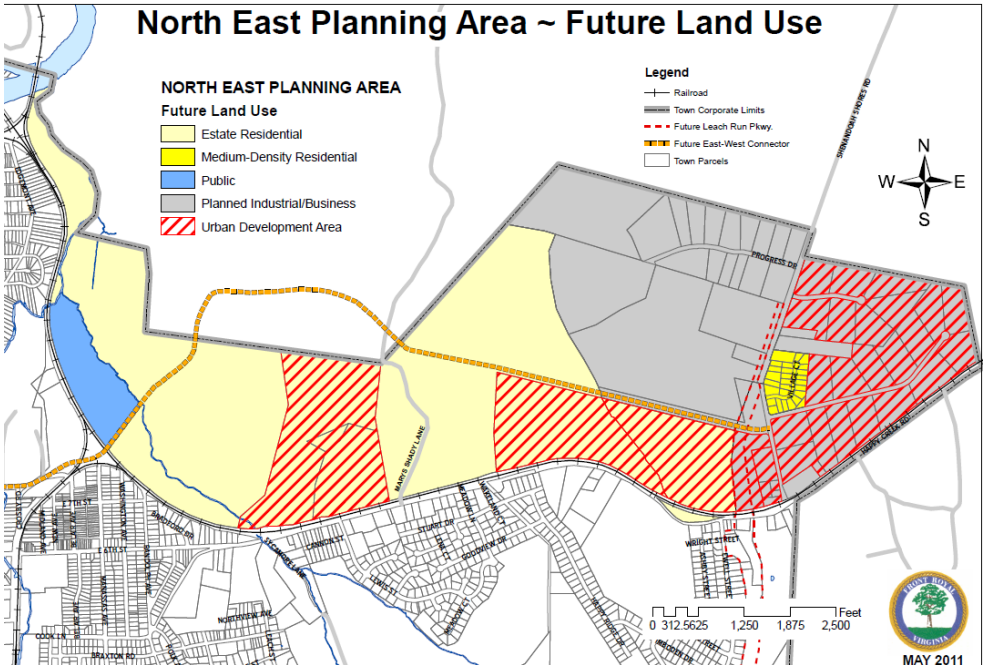
R-1A District

A. Minimum lot size:
1. Single family dwellings: seven thousand (7,000) square feet.

B. Minimum lot width:
1. Single-family dwellings:
a. Corner lots: seventy (70) feet.
b. Interior lots: fifty (50) feet.
2. Parks and playgrounds and public utilities: no regulation.
3. All other uses: one hundred (100) feet.

Town Comp. Plan

C. Minimum district size: three (3) acres.



The planning area is served primarily by Happy Creek Road and by Shenandoah Shores Road (Route 606). Both roads are narrow, rural in character, with numerous twists and turns. A main service railroad line operated by the Norfolk-Southern Railroad runs parallel to Happy Creek Road. This linear railroad corridor presents development limitations for the planning area; the existing vehicular crossings are at grade, and access is restricted for any new road connections.

In recent years, a second interchange on I-66 for Front Royal has been discussed near its crossing with Shenandoah Shores Road. If permitted by the Federal Highway Administration, improvements to Shenandoah Shores Road would be required, including a probable above-grade crossing over the railroad and Happy Creek Road and a connection to the planned Leach Run Parkway. Much additional study is needed to determine the feasibility of such an interchange and associated improvements. It is expected that these improvements would not be implemented within the next twenty years; consequently, this comprehensive plan amendment does not include the additional I-66 interchange as a future land use planning factor.

The existing land use in this planning area is shown in Figure 6. The average built residential density in the North East Planning Area as of December 2006, was 0.14 dwelling units per acre.

The approved Comprehensive plan shows this portion of town developed at a density of 1du/acre. This plan was approved in 2012, which is the last time the Town updated a portion of the Comprehensive Plan. The new proposed Comprehensive plan shows the subject parcel as neighborhood residential. The proposed rezoning would be in compliance with the proposed Comprehensive Plan update. Staff is comfortable stating that this application is in line with the Towns vision for this area.

Attorney Proffer Comments	Proffer 2.4 • It should be made clear that the applicant is solely responsible for the cost of connecting to water and sewer. • Staff recommends a condition to ensure compliance. Proffer 2.5 • The stormwater facilities should be depicted on the plan. Does the size/location of the stormwater pond violate the open space requirements of R1-A? • Staff will review open space compliance during site plan review. Proffer 2.6 • The applicant should provide the size and location of the open space area(s) and the open space area(s) should be depicted on the plan. • Staff will address open space compliance during site plan review. Proffer 2.7 • Does the size/location of the proposed entrance features violate the open space requirements of R1-A? • Staff will address open space compliance during site plan review. Proffer 3.1 • The access point should be constructed in accordance with Town Code and VDOT standards. • Staff will address compliance during site plan review. Proffer 3.2 • It should be made clear that the Town will maintain the roads after they are dedicated to the Town. • Staff recommends a condition to ensure compliance. Proffer 4.1 • It should be made clear that the HOA will maintain all of the stormwater facilities, including the stormwater retention pond. • Staff recommends a condition requesting the applicant amend the proffer language to clarify the responsibility of the HOA to maintain all of the stormwater facilities.

Findings & Analysis/ Staff Recommendation

Staff recommends approval with the following conditions:

1. The applicant will amend the proffer statement to include language addressing their responsibility to expand and install the on-site utility infrastructure in accordance with Town Code Chapter 134.
2. The applicant will amend their proffers to include language addressing their responsibility for the cost of installing stormwater facilities on site in compliance with the subdivision ordinance (Ch 148 of Town Code)and the maintenance of the stormwater structures by the HOA.
3. The applicant will amend their concept plan to provide the size and location of open space areas.
4. The applicant will construct the entrance in accordance with Town and VDOT standards.

TOWN OF FRONT ROYAL ~102 East Main Street, Front Royal, Va. 22630 ~ 540-635-4236
Department of Planning & Zoning

~~FRREZON~~ 2200385

REZONING APPLICATION

APPLICANT

Name NVR, Inc., Attn: Richard Lanham Phone 703-259-6898

Address 3926 Pender Drive, Suite 200, Fairfax, VA 22030

E-mail rlanham@nvrinc.com

PROPERTY OWNER OF RECORD

Name Thomas and Carla Sayre Phone 540-636-7777

Address 835 Shenandoah Shores Road, Front Royal, VA 22630

PROPERTY DESCRIPTION

Location/Street Address 835 Shenandoah Shores Road

Number of lots: 142 Total Acreage 44.183

Tax Map Identification for each parcel (Map, Section, Block, & Lot):
20A221-3A

Subdivision Name (if applicable) Saddle Crest

RECEIVED
SEP 14 2022
TOWN OF FRONT ROYAL
PLANNING & ZONING DEPARTMENT

REQUEST

Existing Zoning RE Proposed Zoning R-1A

Existing Use Residential/Agricultural Proposed Use Residential

PLEASE COMPLETE REVERSE SIDE

ATTACHMENTS

The following should be submitted with a completed copy of this application. Additional information may be determined necessary depending on the nature of the request.

1. Application Fee *(Checks should be made out to the Town of Front Royal. Fees are as follows: 1 acre or less = $500, over 1 acre = $500 + $100 per acre after 1st acre, Downzoning = $400)*
2. Survey/Plat of the property with metes and bounds descriptions for all existing and proposed property lines and zoning district boundaries *(8 copies and a digital copy)*.
3. Environmental Site Assessment Phase I and Phase II *(unless waived by Director)*.
4. Traffic Impact Analysis *(if required)*
5. Written proffers. Proffers are voluntary but should be submitted in a written format approved by the Director.
6. Statement of Justification. As a separate document, provide a statement or statements that explain why you believe the property should be rezoned.

CERTIFICATION

I certify that the information provided with this application is correct to the best of my knowledge. The proffering system has been explained to me and I have read Sections 175-149 and 175-150 of the Town of Front Royal Zoning Ordinance pertaining to conditional zoning and proffering.

Thomas Sayre — Carla A. Sayre

Signature of Property Owner

Joseph Anthony Strickland
Notary Public
Reg #7845422
Commonwealth of Virginia
My Commission Expires September 30, 2023

See attached

Signature of Applicant (if different)

City/County of Warren, Commonwealth of Virginia
The foregoing instrument was acknowledged before me this 9th day of September, 2022 by
Thomas Sayre and Carla Sayre.
(Name of person seeking acknowledgement)

Joseph Anthony Strickland
Notary Public
Notary registration number: 7845422 My commission expires: September 30, 2023

NOTICES

→ Staff will notify adjacent property owners of the rezoning request and the scheduled public hearing dates with the Planning Commission and Town Council.
→ Town Staff will place an advertisement in the local newspaper as required under Virginia Code §15.2-2204.
→ Town Staff will place a public hearing sign(s) at the location of the proposed rezoning.
→ Submission of this application does not establish a vested right as outlined under Virginia Code §15.2-2307.
→ By submitting this application, the applicant grants permission to the Town officials and employees to enter upon the property, which is the subject of this application, during reasonable hours and for purposes related to the application process.
→ When the applicant is different than the fee simple property owner, the signature by the fee simple property owner on this application shall be considered as authorization for the applicant to act as an agent for matters concerning this application.

OFFICE USE ONLY

Receipt # 248 iWorq Date Paid 9-14-2022 pd $4,818.30 Check #32165?
Planning Commission Hearing Date: _____ Recommendation: _____
Town Council Hearing Date: _____ Date Sent to Clerk: _____

ATTACHMENTS

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CERTIFICATION

I certify that the information provided with this application is correct to the best of my knowledge. The proffering system has been explained to me and I have read Sections 175-149 and 175-150 of the Town of Front Royal Zoning Ordinance pertaining to conditional zoning and proffering.

AMY CATHERINE NEGVESKY
NOTARY PUBLIC
REGISTRATION # 7981887
COMMONWEALTH OF VIRGINIA
MY COMMISSION EXPIRES
NOVEMBER 30, 2026

see attached
Signature of Property Owner

Signature of Applicant (if different)

~~City~~/County of Fairfax, Commonwealth of Virginia
The foregoing instrument was acknowledged before me this 8th day of September, 2022 by Richard A. Lanham.
(Name of person seeking acknowledgement)

Amy Catherine Negvesky
Notary Public
Notary registration number: 7981887 My commission expires: 11-30-2026

NOTICES

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OFFICE USE ONLY

Receipt # _____ Date Paid _____
Planning Commission Hearing Date: _____ Recommendation: _____
Town Council Hearing Date: _____ Date Sent to Clerk: _____

NVR

September 13, 2022

Lauren Kopishke, Director
Town of Front Royal
Department of Planning & Zoning
102 E. Main Street
Front Royal, VA 22630

Re: Saddle Crest Rezoning Application

Dear Ms. Kopishke:

Enclosed please find the following documents in support of our rezoning application for Saddle Crest:

- Rezoning Application Form – executed signed by Thomas and Carla Sayre, as owners and NVR, Inc./Richard Lanham, as Applicant.
- Submission fee check for $4,818.30 made payable to Town of Front Royal.
- Saddle Crest Concept Plan (8 copies). Digital copy sent by email.
- Traffic Impact Analysis by Kittelson & Associates for Saddle Crest (3 copies).
- Draft Proffer Statement
- Statement of Justification

I have also attached a copy of the waiver request we filed and discussed previously in connection with the Environmental Impact Analysis and understand this has been waived.

I appreciate the tremendous amount of time and advice you have provided over the last 6 to 7 months and look forward to working with you on the successful completion of this community.

Please let me know if you have any questions.

Sincerely,

Richard A. Lanham
Land Entitlement Manager

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SEP 14 2022
TOWN OF FRONT ROYAL
PLANNING & ZONING DEPARTMENT

KITTELSON & ASSOCIATES
11480 Commerce Park Drive, Suite 450
Reston, VA 20191
P 703.885.8970

September 9, 2022 Project# 27646

To: Lauren Kopishke, CZA
Director of Planning and Zoning – Town of Front Royal

From: Chris Tiesler, P.E., PTOE.; Andrew Butsick, P.E.; John Callow

RE: Saddle Crest Development – Transportation Assessment

TRANSPORTATION ASSESSMENT

Kittelson & Associates, Inc. (Kittelson) developed this memorandum to document the anticipated transportation impacts of the proposed Saddle Crest development on Shenandoah Shores Road in Front Royal, Virginia. **Figure 1** illustrates the site plan for the proposed 142 single-family development with a single access point along Shenandoah Shores Road. For the purposes of this analysis, build-out of the developed was assumed to occur by year 2026. The primary intent of this memorandum is to evaluate the anticipated traffic operations of the roadway network after build-out of the proposed site, including peak hour operations and evaluation of VDOT turn lane warrants. Specifically, this analysis includes:

- Trip generation estimate
- Left- and right-turn lane warrant analyses of the proposed site-access driveway on Shenandoah Shores Road.
- Year 2026 operational analysis of the Shenandoah Shores Road/Site Driveway intersection

Preliminary findings are summarized below.

- The proposed site driveway intersection is forecast to operate at LOS B or better during the weekday a.m. and p.m. peak hours after build-out of the site.
- VDOT southbound right-turn lane warrants are not forecast to be met at the site driveway.
- VDOT northbound left-turn lane warrants are not forecast to be met at the site driveway.

Development Description

The proposed development consists of 142 single-family detached homes and is assumed to be completely built out and occupied by year 2026. **Figure 1** illustrates a conceptual site plan of the proposed development. The single point of access is proposed approximately 900 feet north of Happy Creek Road. Shenandoah Shores Road is identified as a Major Collector by the Virginia Department of Transportation (VDOT).

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SEP 14 2022
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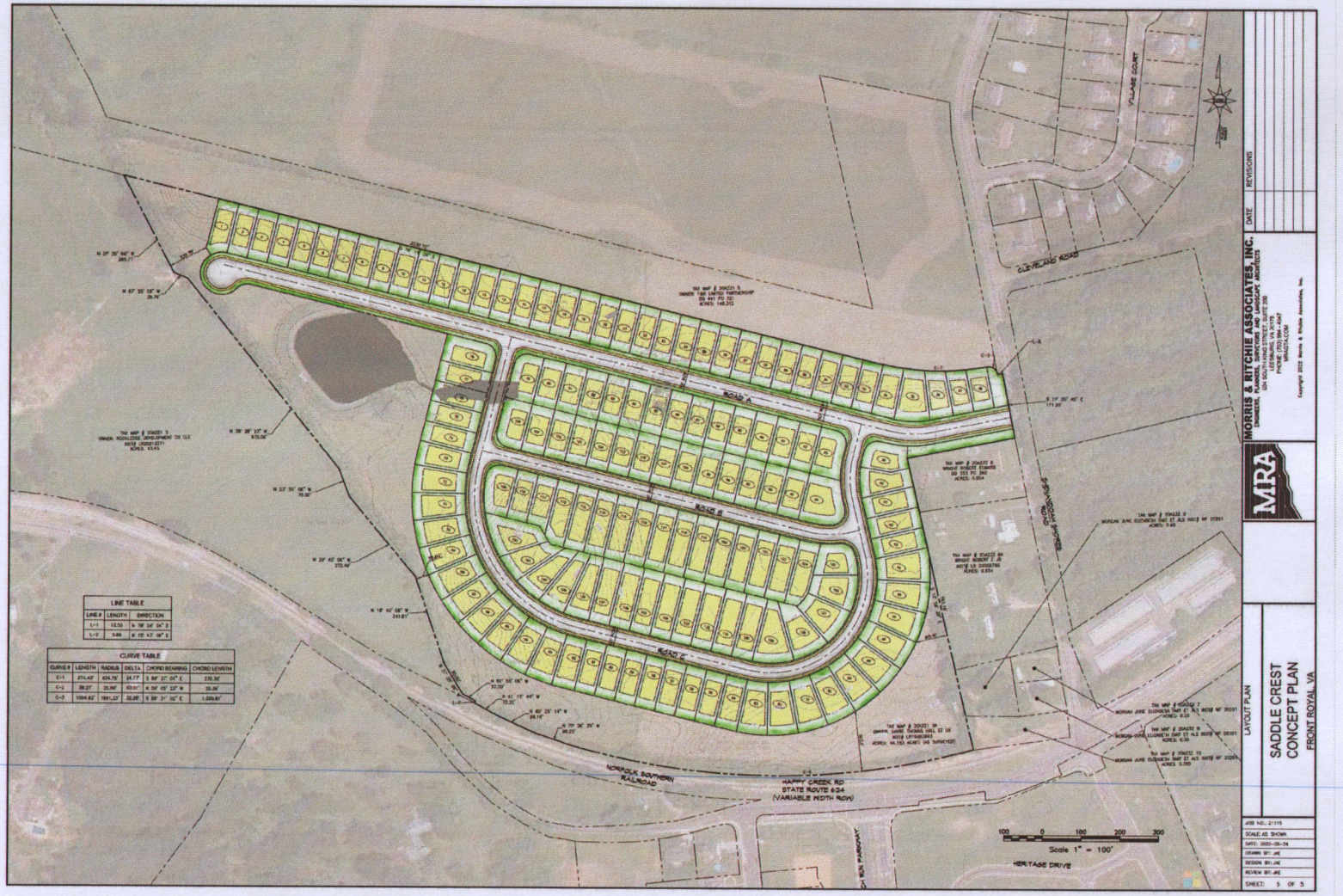
PLANNING & ZONING DEPARTMENT



Conceptual Site Plan
Provided by Morris & Ritchie Associates, Inc. (09/2022)
Front Royal, VA

Figure
1

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Volume Development

To evaluate VDOT turn lane warrants and evaluate anticipated operations at the site driveway after build-out in 2026, the projected traffic volumes at the site driveway were developed. Twenty-four-hour tube counts were obtained in March 2022 on Shenandoah Shores Road in the approximate location of the future site access driveway. The counts were conducted on a weekday when school was in session. **Attachment A** contains all count data sheets.

To estimate future traffic volumes and assignments for both development phases, a trip distribution pattern was established, assuming all residential trips generated by the development would travel to/from the south and Happy Creek Road, as there are few destinations for such trips to the north. A linear 1.0 percent annual growth rate was applied to existing volumes on Shenandoah Shores Road to project future baseline volumes for year 2026. No "in-process" developments were identified in the vicinity of the project.

Once background traffic volume projections were established, the site-generated trips for the proposed development were assigned to the roadway network. **Table 1** below illustrates the anticipated trip generation of the proposed development using the Institute of Transportation Engineers (ITE) *Trip Generation Manual, 11th Edition* (Reference 1).

Table 1. Estimated Trip Generation

Land Use	ITE Code		Units	Weekday Daily	Peak Hour Adjacent Street					
					Weekday AM Peak Hour			Weekday PM Peak Hour		
					Total	In	Out	Total	In	Out
Single-Family Detached Housing	210	142	Dwelling Units	1,393	102	27	75	138	87	51

Figure 2 illustrates the anticipated traffic volumes at the site driveway after build-out of the proposed site in 2026 during the weekday a.m. and weekday p.m. peak hour.

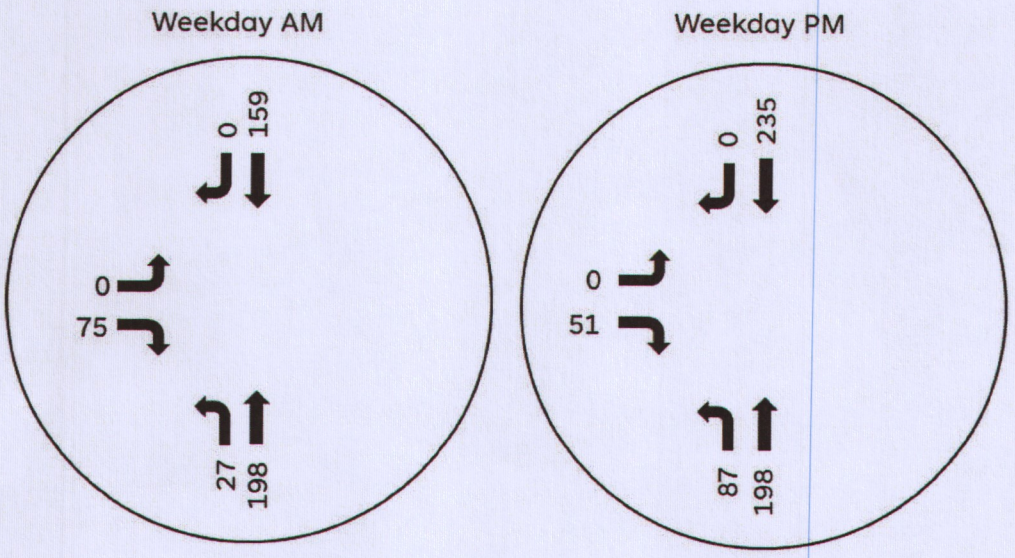


Figure 2. Projected Traffic Volumes – Shenandoah Shores Road/Site Driveway - 2026 Post-Build-Out – Weekday AM & PM Peak Hours

VDOT Turn Lane Warrant Evaluation

The subsequent section evaluations the need for left- and right-turn lanes at the Shenandoah Shores Road/Site Driveway intersection based on VDOT design standards established in Appendix F of the VDOT *RDM (Reference 2)*.

RIGHT-TURN LANE WARRANTS

Per Appendix F of the RDM, a right-turn lane is should be considered on a two-lane roadway if the warrants in Figure 3-26 are met. No southbound right-turns are projected at the Shenandoah Shores Road/Site Driveway intersection since virtually all traffic generated by the development will be oriented southward toward Happy Creek Road. As shown in **Figure 3**, the minimum VDOT threshold for a right-turn taper on Shenandoah Shores Road is 20 vehicles in a single peak hour. Even if a few vehicles were to travel to the development from the north, it is unlikely there would be more than 20 southbound right-turns in a single hour. Therefore, neither a southbound right-turn taper nor turn lane are warranted.

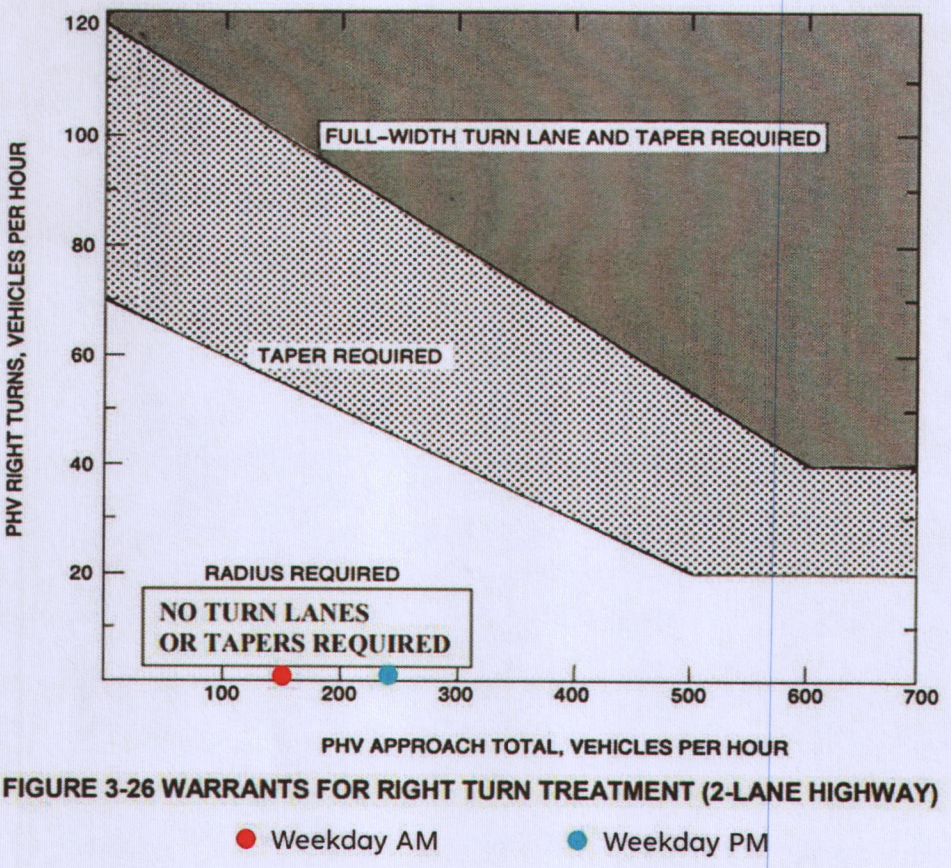


Figure 3. VDOT Right-Turn Lane Warrants – Shenandoah Shores Road – 2026 Post-Build-Out Weekday AM & PM Peak Hours

LEFT-TURN LANE WARRANTS

Per Appendix F of the RDM, a left-turn lane on a two-lane roadway with a posted speed of 35 miles-per-hour is required if the thresholds for various conditions (design speed, percentage of left-turns, advancing/opposing volume) are met. These warrants were evaluated against the weekday a.m. and p.m. peak hour projections of northbound left-turn demand at the Shenandoah Shores Road/Site Driveway intersection for both development scenarios. **Figure 4** and **Figure 5** illustrate the application of the appropriate nomographs for the weekday a.m. and weekday p.m. peak hours, respectively.

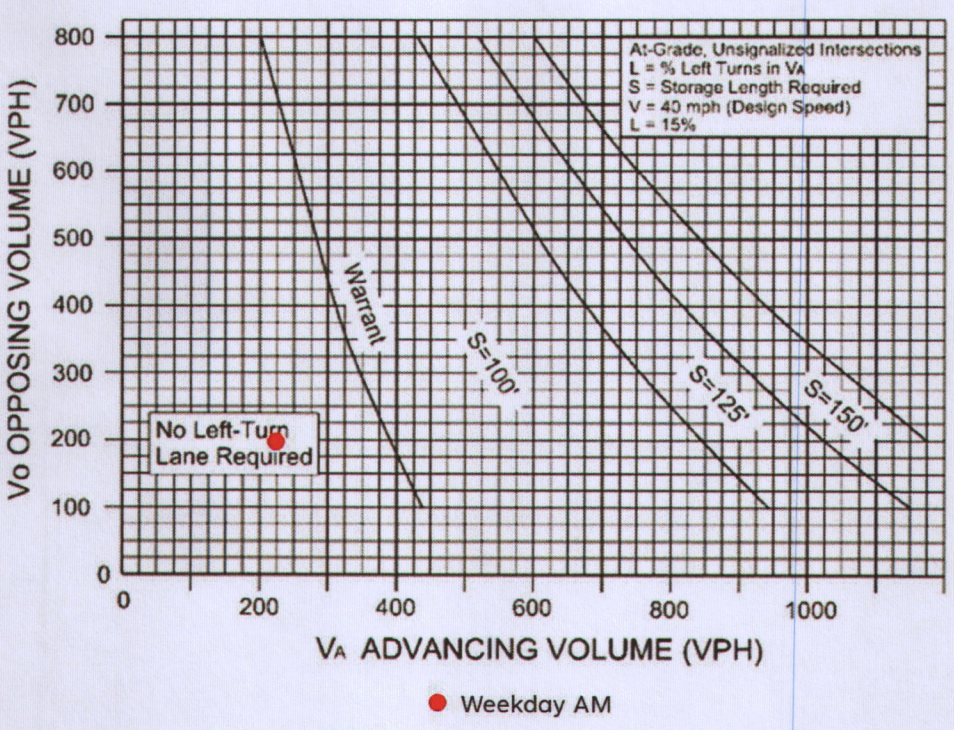


Figure 4. VDOT Left-Turn Lane Warrants – Shenandoah Shores Road – 2026 Post-Build-Out Weekday AM Peak Hour

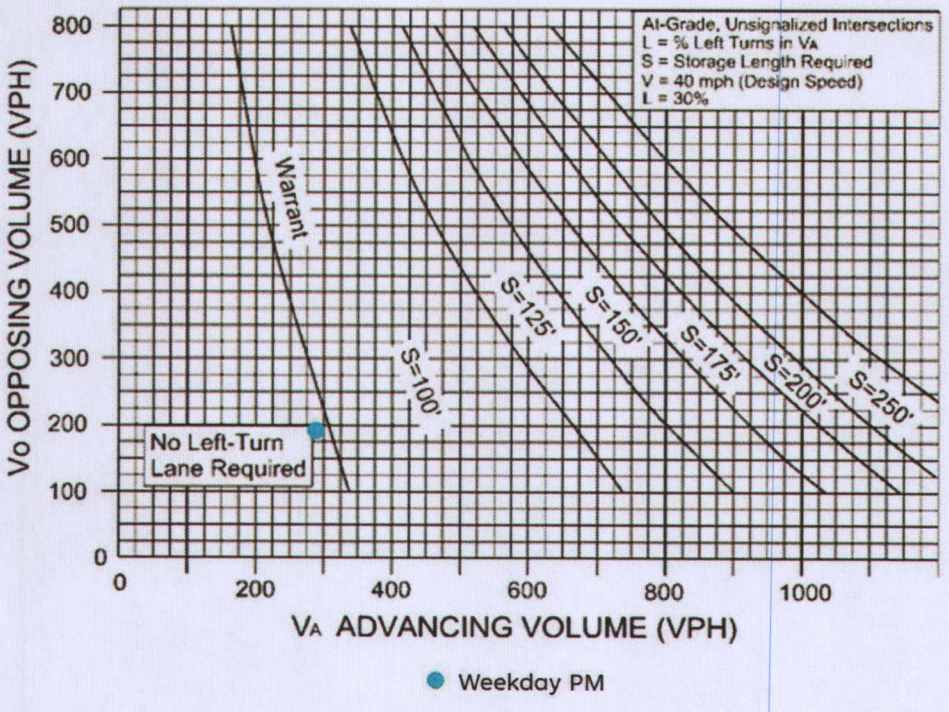


Figure 5. VDOT Left-Turn Lane Warrants – Shenandoah Shores Road – 2026 Post-Build-Out Weekday AM Peak Hour

As shown in the nomographs, neither development scenario is projected to trigger a VDOT warrant for a northbound left-turn lane on Shenandoah Shores Road at the site driveway.

FUTURE TRAFFIC OPERATIONS

All level of service (LOS) analyses described in this report was performed in accordance with the procedures stated in the *Highway Capacity Manual, 6th Edition* (HCM - Reference 3). This analysis is based on the system hourly peak during each of the study periods to evaluate of all intersection levels-of-service. The weekday a.m. and weekday p.m. peak hours were found to occur from 8:00 a.m. to 9:00 a.m. and 5:00 p.m. to 6:00 p.m., respectively. Traffic operations were evaluated using Synchro 11 in accordance with VDOT's *Traffic Operations and Safety Analysis Manual* v2.0 (TOSAM – Reference 4).

Figure 5 illustrates the anticipated peak hour operations at the site driveway after build-out of the proposed site in 2026. **Table 2** summarizes the operations. **Attachment B** contains the year 2026 level of service worksheets for both scenarios.

Table 2. Year 2026 Traffic Operations – Weekday AM and Weekday PM Peak Hours

Intersection	Control Form	Approach	Lane Group	Weekday AM LOS	Weekday AM Delay (sec)	Weekday AM Queue (ft)	Weekday PM LOS	Weekday PM Delay (sec)	Weekday PM Queue (ft)
Shenandoah Shores Rd & Site Driveway	Two-way, stop-controlled	EB	EBLR	A	9.6	<25	B	10.0	<25
		NB	NBLT	A	0.9	0	A	2.4	<25
		SB	SBTR	-	-	-	-	-	-

As shown, the Shenandoah Shores Road/Site Driveway intersection is forecast to operate acceptably at LOS A and LOS B under year 2026 total traffic conditions during the weekday a.m. and weekday p.m. peak hours, respectively.

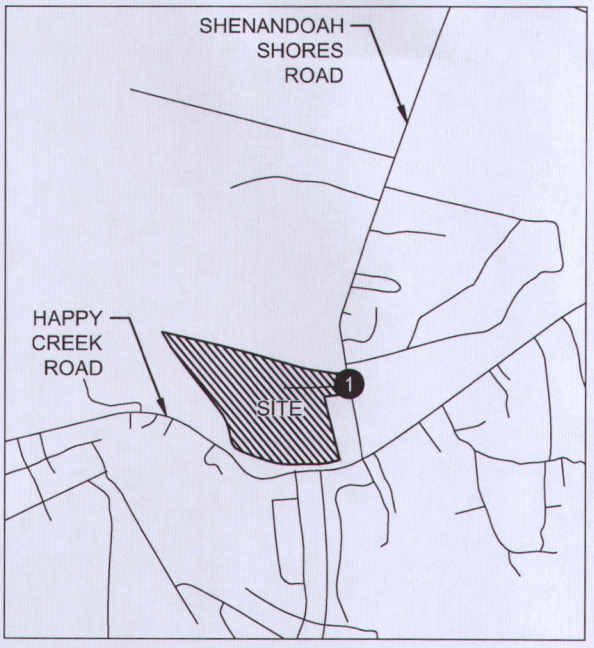
Conclusions

The proposed development is not forecast to any off-site improvements. Findings are summarized below.

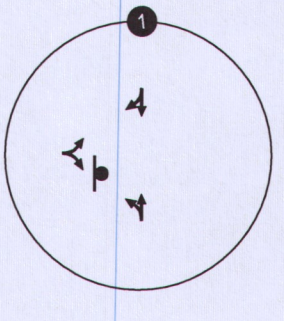
- The proposed site driveway intersection is forecast to operate at LOS B or better during the weekday a.m. and p.m. peak hours after build-out of the site.
- VDOT southbound right-turn lane warrants are not forecast to be met at the site driveway.
- VDOT northbound left-turn lane warrants are not forecast to be met at the site driveway.

References

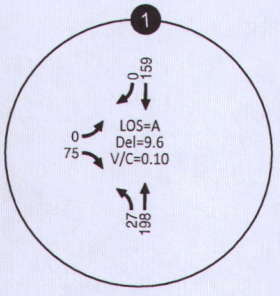
1. Institute of Transportation Engineers. Trip Generation, 11th Edition. 2021.
2. Virginia Department of Transportation. Road Design Manual.
3. Transportation Research Board. Highway Capacity Manual, 6th Edition. 2016.
4. Virginia Department of Transportation. Traffic Operations and Safety Analysis Manual. February 2020.



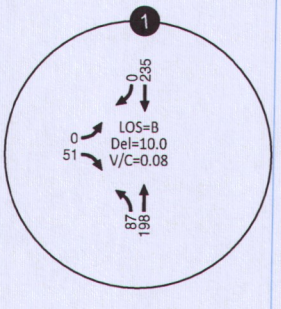
2026 ASSUMED LANE CONFIGURATION



WEEKDAY AM



WEEKDAY PM



= STOP SIGN
LOS = CRITICAL MOVEMENT LEVEL OF SERVICE (SIGNALIZED)/CRITICAL MOVEMENT LEVEL OF SERVICE (UNSIGNALIZED)
Del = INTERSECTION AVERAGE CONTROL DELAY (SIGNALIZED)/CRITICAL MOVEMENT CONTROL DELAY (UNSIGNALIZED)
V/C = CRITICAL CRITICAL VOLUME-TO-CAPACITY RATIO

2026 Total Traffic Conditions
Weekday AM & PM Peak Hours
Front Royal, VA

Figure
6

C:\Users\abutsick\appdata\local\temp\AcPublish_65888\27646 - Figs.dwg Sep 09, 2022 - 3:45pm - abutsick Layout Tab: 6

KITTELSON & ASSOCIATES

Attachment A

Traffic Data

Type of report: Tube Count - Volume Data

LOCATION: Shenandoah Shores Rd North of Happy Creek Rd
QC JOB #: 15751801
SPECIFIC LOCATION:
DIRECTION: NB
CITY/STATE: Front Royal, VA
DATE: Mar 22 2022 - Mar 23 2022

Start Time	Mon	Tue 22 Mar 22	Wed 23 Mar 22	Thu	Fri	Average Weekday Hourly Traffic	Sat	Sun	Average Week Hourly Traffic	Average Week Profile
12:00 AM		13	10			12			12	
01:00 AM		9	4			7			7	
02:00 AM		4	3			4			4	
03:00 AM		5	6			6			6	
04:00 AM		5	4			5			5	
05:00 AM		21	26			24			24	
06:00 AM		50	44			47			47	
07:00 AM		111	111			111			111	
08:00 AM		**188**	**192**			**190**			**190**	
09:00 AM		128	155			142			142	
10:00 AM		84	90			87			87	
11:00 AM		100	95			98			98	
12:00 PM		139	109			124			124	
01:00 PM		107	119			113			113	
02:00 PM		141	106			124			124	
03:00 PM		172	171			172			172	
04:00 PM		164	**201**			183			183	
05:00 PM		**219**	161			**190**			**190**	
06:00 PM		147	153			150			150	
07:00 PM		111	100			106			106	
08:00 PM		102	77			90			90	
09:00 PM		75	56			66			66	
10:00 PM		38	35			37			37	
11:00 PM		29	20			25			25	
Day Total		2162	2048			2113			2113	
% Weekday Average		102.3%	96.9%							
% Week Average		102.3%	96.9%			100%				
AM Peak Volume		8:00 AM 188	8:00 AM 192			8:00 AM 190			8:00 AM 190	
PM Peak Volume		5:00 PM 219	4:00 PM 201			5:00 PM 190			5:00 PM 190	

Comments:

Report generated on 3/25/2022 6:35 AM

SOURCE: Quality Counts, LLC (http://www.qualitycounts.net)

Quality Counts
DATA THAT DRIVES COMMUNITIES

Type of report: Tube Count - Volume Data

LOCATION: Shenandoah Shores Rd North of Happy Creek Rd
QC JOB #: 15751801
SPECIFIC LOCATION:
DIRECTION: SB
CITY/STATE: Front Royal, VA
DATE: Mar 22 2022 - Mar 23 2022

Start Time	Mon	Tue 22 Mar 22	Wed 23 Mar 22	Thu	Fri	Average Weekday Hourly Traffic	Sat	Sun	Average Week Hourly Traffic	Average Week Profile
12:00 AM		14	7			11			11	
01:00 AM		11	3			7			7	
02:00 AM		4	5			5			5	
03:00 AM		13	8			11			11	
04:00 AM		38	36			37			37	
05:00 AM		65	51			58			58	
06:00 AM		90	102			96			96	
07:00 AM		111	121			116			116	
08:00 AM		**144**	**162**			**153**			**153**	
09:00 AM		87	102			95			95	
10:00 AM		82	117			100			100	
11:00 AM		127	104			116			116	
12:00 PM		128	106			117			117	
01:00 PM		120	93			107			107	
02:00 PM		142	104			123			123	
03:00 PM		206	197			202			202	
04:00 PM		166	183			175			175	
05:00 PM		**249**	**203**			**226**			**226**	
06:00 PM		145	96			121			121	
07:00 PM		104	84			94			94	
08:00 PM		60	63			62			62	
09:00 PM		32	74			53			53	
10:00 PM		39	24			32			32	
11:00 PM		13	20			17			17	
Day Total		2190	2065			2134			2134	
% Weekday Average		102.6%	96.8%							
% Week Average		102.6%	96.8%			100%				
AM Peak Volume		8:00 AM 144	8:00 AM 162			8:00 AM 153			8:00 AM 153	
PM Peak Volume		5:00 PM 249	5:00 PM 203			5:00 PM 226			5:00 PM 226	

Comments:

Report generated on 3/25/2022 6:35 AM

SOURCE: Quality Counts, LLC (http://www.qualitycounts.net)

Quality Counts
DATA THAT DRIVES COMMUNITIES

Type of report: Tube Count - Volume Data

LOCATION: Shenandoah Shores Rd North of Happy Creek Rd
QC JOB #: 15751801
SPECIFIC LOCATION:
DIRECTION: NB, SB
CITY/STATE: Front Royal, VA
DATE: Mar 22 2022 - Mar 23 2022

Start Time	Mon	Tue 22 Mar 22	Wed 23 Mar 22	Thu	Fri	Average Weekday Hourly Traffic	Sat	Sun	Average Week Hourly Traffic	Average Week Profile
12:00 AM		27	17			22			22	
01:00 AM		20	7			14			14	
02:00 AM		8	8			8			8	
03:00 AM		18	14			16			16	
04:00 AM		43	40			42			42	
05:00 AM		86	77			82			82	
06:00 AM		140	146			143			143	
07:00 AM		222	232			227			227	
08:00 AM		**332**	**354**			**343**			**343**	
09:00 AM		215	257			236			236	
10:00 AM		166	207			187			187	
11:00 AM		227	199			213			213	
12:00 PM		267	215			241			241	
01:00 PM		227	212			220			220	
02:00 PM		283	210			247			247	
03:00 PM		378	368			373			373	
04:00 PM		330	**384**			357			357	
05:00 PM		**468**	364			**416**			**416**	
06:00 PM		292	249			271			271	
07:00 PM		215	184			200			200	
08:00 PM		162	140			151			151	
09:00 PM		107	130			119			119	
10:00 PM		77	59			68			68	
11:00 PM		42	40			41			41	
Day Total		4352	4113			4237			4237	
% Weekday Average		102.7%	97.1%							
% Week Average		102.7%	97.1%			100%				
AM Peak Volume		8:00 AM 332	8:00 AM 354			8:00 AM 343			8:00 AM 343	
PM Peak Volume		5:00 PM 468	4:00 PM 384			5:00 PM 416			5:00 PM 416	

Comments:

Report generated on 3/25/2022 6:35 AM

SOURCE: Quality Counts, LLC (http://www.qualitycounts.net)

Quality Counts
DATA THAT DRIVES COMMUNITIES

Attachment B

Year 2026

Traffic Operations Worksheets

Intersection	
Int Delay, s/veh	2

Movement	EBL	EBR	NBL	NBT	SBT	SBR
Lane Configurations						
Traffic Vol, veh/h	0	75	27	198	159	0
Future Vol, veh/h	0	75	27	198	159	0
Conflicting Peds, #/hr	0	0	0	0	0	0
Sign Control	Stop	Stop	Free	Free	Free	Free
RT Channelized	-	None	-	None	-	None
Storage Length	0	-	-	-	-	-
Veh in Median Storage, #	0	-	-	0	0	-
Grade, %	0	-	-	0	0	-
Peak Hour Factor	88	88	88	88	88	88
Heavy Vehicles, %	2	2	2	2	2	2
Mvmt Flow	0	85	31	225	181	0

Major/Minor	Minor2		Major1		Major2	
Conflicting Flow All	468	181	181	0	-	0
Stage 1	181	-	-	-	-	-
Stage 2	287	-	-	-	-	-
Critical Hdwy	6.42	6.22	4.12	-	-	-
Critical Hdwy Stg 1	5.42	-	-	-	-	-
Critical Hdwy Stg 2	5.42	-	-	-	-	-
Follow-up Hdwy	3.518	3.318	2.218	-	-	-
Pot Cap-1 Maneuver	553	862	1394	-	-	-
Stage 1	850	-	-	-	-	-
Stage 2	762	-	-	-	-	-
Platoon blocked, %				-	-	-
Mov Cap-1 Maneuver	539	862	1394	-	-	-
Mov Cap-2 Maneuver	539	-	-	-	-	-
Stage 1	829	-	-	-	-	-
Stage 2	762	-	-	-	-	-

Approach	EB	NB	SB
HCM Control Delay, s	9.6	0.9	0
HCM LOS	A		

Minor Lane/Major Mvmt	NBL	NBT	EBLn1	SBT	SBR
Capacity (veh/h)	1394	-	862	-	-
HCM Lane V/C Ratio	0.022	-	0.099	-	-
HCM Control Delay (s)	7.6	0	9.6	-	-
HCM Lane LOS	A	A	A	-	-
HCM 95th %tile Q(veh)	0.1	-	0.3	-	-

Intersection	
Int Delay, s/veh	2.1

Movement	EBL	EBR	NBL	NBT	SBT	SBR
Lane Configurations						
Traffic Vol, veh/h	0	51	87	198	235	0
Future Vol, veh/h	0	51	87	198	235	0
Conflicting Peds, #/hr	0	0	0	0	0	0
Sign Control	Stop	Stop	Free	Free	Free	Free
RT Channelized	-	None	-	None	-	None
Storage Length	0	-	-	-	-	-
Veh in Median Storage, #	0	-	-	0	0	-
Grade, %	0	-	-	0	0	-
Peak Hour Factor	88	88	88	88	88	88
Heavy Vehicles, %	2	2	2	2	2	2
Mvmt Flow	0	58	99	225	267	0

Major/Minor	Minor2		Major1		Major2	
Conflicting Flow All	690	267	267	0	-	0
Stage 1	267	-	-	-	-	-
Stage 2	423	-	-	-	-	-
Critical Hdwy	6.42	6.22	4.12	-	-	-
Critical Hdwy Stg 1	5.42	-	-	-	-	-
Critical Hdwy Stg 2	5.42	-	-	-	-	-
Follow-up Hdwy	3.518	3.318	2.218	-	-	-
Pot Cap-1 Maneuver	411	772	1297	-	-	-
Stage 1	778	-	-	-	-	-
Stage 2	661	-	-	-	-	-
Platoon blocked, %				-	-	-
Mov Cap-1 Maneuver	375	772	1297	-	-	-
Mov Cap-2 Maneuver	375	-	-	-	-	-
Stage 1	710	-	-	-	-	-
Stage 2	661	-	-	-	-	-

Approach	EB	NB	SB
HCM Control Delay, s	10	2.4	0
HCM LOS	B		

Minor Lane/Major Mvmt	NBL	NBT	EBLn1	SBT	SBR
Capacity (veh/h)	1297	-	772	-	-
HCM Lane V/C Ratio	0.076	-	0.075	-	-
HCM Control Delay (s)	8	0	10	-	-
HCM Lane LOS	A	A	B	-	-
HCM 95th %tile Q(veh)	0.2	-	0.2	-	-

SADDLE CREST

CONCEPT PLAN

FRONT ROYAL, VIRGINIA

GENERAL NOTES

ALL THAT CERTAIN LOT, PIECE OR PARCEL OF LAND, WITH ALL IMPROVEMENTS THEREON AND ALL APPURTENANCES THERETO BELONGING, LOCATED AND BEING IN THE TOWN OF FRONT ROYAL, COUNTY OF WARREN, COMMONWEALTH OF VIRGINIA, AND BEING DESIGNATED AS FOLLOWS:

PARCEL 3A – PID 20A221–3A: 44.183 ACRES, MORE OR LESS, AS THE SAME IS SET FORTH ON PLAT ENTITLED "PLAT SHOWING DIVISION OF THE LAND OF R. ALTON MORRISON" ATTACHED TO DEED DATED APRIL 26, 1999, RECORDED AS INSTRUMENT NUMBER 990002893, AS CORRECTED IN INSTRUMENT NUMBER 990003204, AS FURTHER CORRECTED IN INSTRUMENT NUMBER 990007978, AMONG THE LAND RECORDS OF WARREN COUNTY, VIRGINIA, AND TO WHICH REFERENCES ARE HEREBY MADE FOR A MORE PARTICULAR DESCRIPTION OF THE PROPERTY HEREBY CONVEYED.

2. BOUNDARY AND NORTH MERIDIAN INFORMATION SHOWN HEREON IS BASED ON EXISTING LAND RECORDS OF WARREN COUNTY, VIRGINIA AND FIELD SURVEY PERFORMED BY MORRIS & RITCHIE ASSOCIATES INC. ON JUNE 8, 2022. BEARING AND/OR DISTANCES MAY VARY FROM RECORD AND ARE SHOWN AS SURVEYED.

3. SAID DESCRIBED PROPERTY IS LOCATED WITHIN AN AREA HAVING A ZONE DESIGNATION X – AREAS DETERMINED TO BE OUTSIDE THE 500–YEAR FLOODPLAIN – BY THE FEDERAL EMERGENCY MANAGEMENT AGENCY (FEMA), AS SHOWN ON FLOOD INSURANCE RATE MAP COMMUNITY–PANEL NUMBERS 51187C0117C, 51187C0116C DATED JUNE 3, 2008.

4. ALL EASEMENTS AND RIGHTS–OF–WAY APPARENT FROM A CAREFUL PHYSICAL INSPECTION OF THE SURVEYED PROPERTY, OR AS IDENTIFIED IN SCHEDULE B – PART II ARE CORRECTLY SHOWN UNLESS OTHERWISE NOTED.

5. NO EVIDENCE OF CURRENT EARTH MOVING WORK, BUILDING CONSTRUCTION OR BUILDING ADDITIONS WERE OBSERVED.

6. NO EVIDENCE OF SITE USE AS A SOLID WASTE DUMP, SUMP OR SANITARY LANDFILL WAS OBSERVED.

7. NO PROPOSED CHANGES IN STREET RIGHT OF WAY LINES AND NO EVIDENCE OF RECENT STREET OR SIDEWALK CONSTRUCTION OR REPAIRS WERE OBSERVED.

8. THERE ARE NO OBSERVED PARTY WALLS.

9. NO EVIDENCE OF BURIAL GROUND OR CEMETERIES.

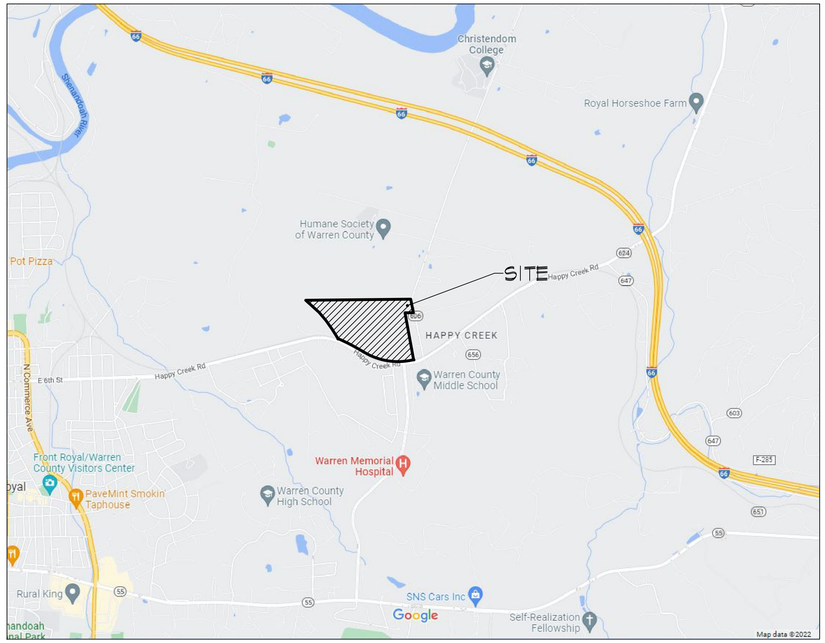
10. WATERS OF THE U.S. (INCLUDING WETLANDS) DELINEATION SHOWN HEREON HAS BEEN PREPARED BY WETLANDS STUDIES AND SOLUTIONS, INC DATED: 5/11/22

11. TOPOGRAPHIC INFORMATION SHOWN BASED ON A FIELD SURVEY PERFORMED BY MORRIS & RITCHIE ASSOCIATES, INC. IN JUNE 8, 2022.

12. THE PROPERTY HAS DIRECT ACCESS TO TO SHENANDOAH SHORES ROAD, STATE ROUTE 606, A PUBLIC RIGHT–OF–WAY.

13. THE UNDERGROUND UTILITY LOCATIONS SHOWN HEREON ARE BASED ON MARKING BY MISS UTILITY 811. NO ADDITIONAL INVESTIGATION OF UNDERGROUND UTILITIES WAS PERFORMED PURSUANT TO THE CONTRACTED SCOPE OF WORK.

14. THIS CONCEPT PLAN IS SUBJECT TO CHANGE BASED ON FINAL ENGINEERING AND DESIGN.



VICINITY MAP
SCALE: 1"=2000'

Sheet List Table	
Sheet Number	Sheet Title
1	COVER SHEET
2	NOTES & DETAILS
3	EXISTING CONDITIONS
4	LAYOUT PLAN
5	ILLUSTRATIVE PLAN

APPLICANT
MR. RICHARD LANHAM
NVR, INC.
3926 PENDER DRIVE, SUITE 200
FAIRFAX, VA 22030

OWNERS
SAYRE THOMAS HALL ET
835 SHENANDOAH SHORES RD
FRONT ROYAL, VA 22630

PREPARED BY
MORRIS & RITCHIE ASSOCIATES, INC.
604 SOUTH KING STREET, SUITE 200
LEESBURG, VIRGINIA 20175
CONTACT: TODD HECK

DATE | REVISIONS

MORRIS & RITCHIE ASSOCIATES, INC.
ENGINEERS, PLANNERS, SURVEYORS AND LANDSCAPE ARCHITECTS
604 SOUTH KING STREET, SUITE 200
LEESBURG, VA 20175
PHONE: (703) 994 - 4047
MRAGTA.COM

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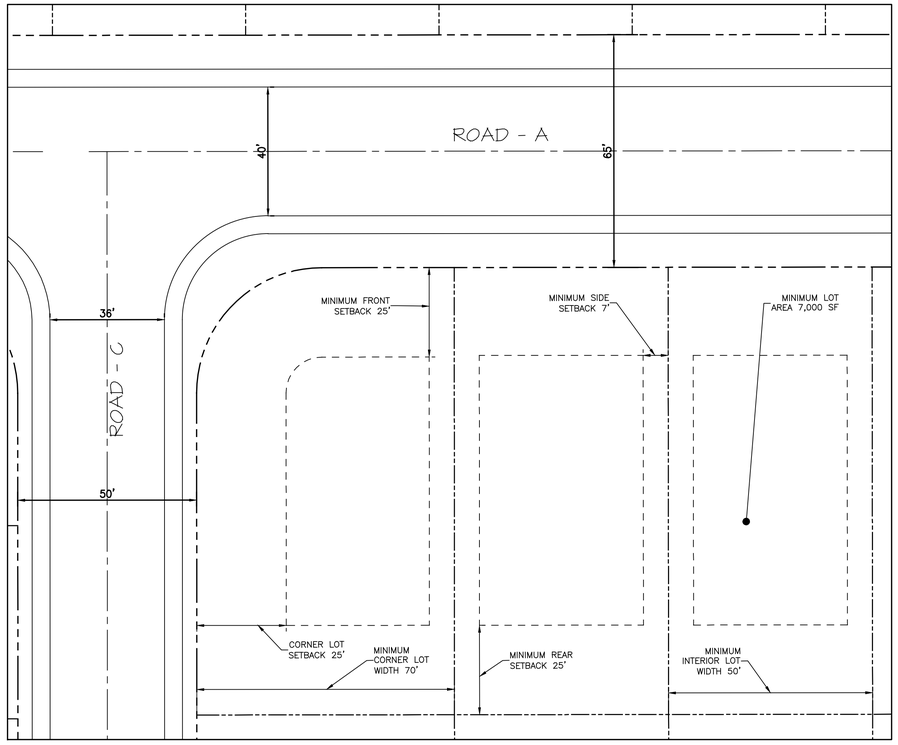
COMMONWEALTH OF VIRGINIA
JON K. ERICKSON
Lic. No. 32355
09/13/2022
PROFESSIONAL ENGINEER

COVER SHEET

SADDLE CREST
CONCEPT PLAN
FRONT ROYAL, VA

JOB NO.: 21115
SCALE: AS SHOWN
DATE: 2022-08-24
DRAWN BY: JAE
DESIGN BY: JAE
REVIEW BY: JKE
SHEET: 1 OF 5



TYPICAL LOT DETAIL

LEGEND

- EX. R/W LINE
- EX. PROPERTY LINE
- EX. ADJ. PROPERTY LINE
- EX. BUILDING
- EX. EASEMENT
- EX. PAVEMENT
- EX. CURB
- EX. WALKWAY
- EX. POWER POLE
- EX. METAL FENCE LINE
- OVERHEAD ELECTRIC
- WOODEN FENCE
- IPS — IRON PIN SET
- IPF — IRON PIN FOUND
- CRBF — CAPPED REBAR FOUND

PROJECT NOTES

1. PHYSICAL ADDRESS IS 835 SHENANDOAH SHORES RD, FRONT ROYAL, VIRGINIA 22630, PER COUNTY GIS.
2. PARCEL PIN: 20A221-3A
3. TOTAL PARCEL AREA: 44.183 AC AS SURVEYED
4. EXISTING USE: AGRICULTURE/UNDEVELOPED
5. PROPOSED USE: RESIDENTIAL
6. EXISTING ZONING: R-E
7. PROPOSED ZONING: R-1A

ZONING REQUIREMENTS

ZONING:	R-1A	Units
	Min. Lot Area:	7,000 SF
	Min. Lot Width Interior:	50 FT
	Min. Lot Width Corner:	70 FT
Setbacks:		
	Front:	25 FT
	Side:	7 FT
	Rear:	25 FT
	Corner Lot Front:	25 FT

DENSITY SUMMARY

ZONE	LOTS	ACRES	UNITS PER ACRES
R-1A	142	44.183	3.214

ZONING REQUIREMENTS
(R-1A) SECTION 175-18.1

175-18.3 AREA (R-1A)

Notwithstanding the provisions of Section 175-128, all newly established uses, with the exception of single-family dwellings, shall be required to meet the minimum area requirements at the time of establishment of the use.

A. Minimum lot size:
1. Single family dwellings: seven thousand (7,000) square feet.
2. Schools: twenty thousand (20,000) square feet.
3. Churches: twenty thousand (20,000) square feet.
4. Parks and playgrounds: five thousand (5,000) square feet.
5. Public utilities: no regulation.
6. Other public facility uses: twenty thousand (20,000) square feet.

B. Minimum lot width:
1. Single-family dwellings:
   a. Corner lots: seventy (70) feet.
   b. Interior lots: fifty (50) feet.
2. Parks and playgrounds and public utilities: no regulation.
3. All other uses: one hundred (100) feet.

C. Minimum district size: three (3) acres.

175-18.4 HEIGHT(R-1A)

A. Single-family dwellings: thirty-five (35) feet maximum.

B. Public or semipublic buildings: forty-five (45) feet maximum, provided that the required front, side and rear yards are increased by two (2) feet for each foot in height over thirty-five (35) feet.

C. Exemptions from height requirements:
1. Church spires.
2. Belfries.
3. Cupolas.
4. Municipal water towers.
5. Chimneys.
6. Flues.
7. Flagpoles.
8. Television antennas.
9. Radio aerials.

D. Accessory buildings and structures:

1. On lots with an area of less than five-tenths (0.5) acre: two-thirds (2/3) height of principal structure.

2. On lots with an area of five-tenths (0.5) acre or more: not to exceed height of principal structure or thirty-five (35) feet, whichever is less.

175-18.5 MINIMUM YARD DIMENSIONS (R-1A)

A. Single-family dwellings:
1. Front setback: twenty-five (25) feet.
2. Side: seven (7) feet.
3. Corner side: twenty-five (25) feet.
4. Rear: twenty-five (25) feet.

B. Other principal structures:
1. Front setback: twenty-five (25) feet.
2. Side: fifteen (15) feet.
3. Rear: thirty (30) feet.
4. Corner side: twenty-five (25) feet.

C. Accessory buildings and structures:
1. Front setback: thirty (30) feet.
2. Side: five (5) feet or fifty percent (50%) of building height, whichever is greater.
3. Rear: five (5) feet or fifty percent (50%) of building height, whichever is greater.
4. Corner side: twenty-five (25) feet.

D. Notwithstanding the provisions above, the front setback on any lot located within a block that is fifty percent (50%) or more developed shall conform with any consistently established setback along the block.

E. The main or front building facade and entrance for any single-family dwelling shall be oriented toward the front yard of the property, unless an administrative variance is granted pursuant to Section 175-147.1.

(Added "E" 2-26-01-Effective Upon Passage)

175-18.6 LOT COVERAGE (R-1A)

A. Maximum building coverage: thirty-five percent (35%)
B. Accessory building coverage: thirty percent (30%) of any required yard

175-18.7 OFF-STREET PARKING (R-1A)

A. Space requirements:

1. Single-family dwellings: two (2) spaces per unit.

2. Churches/assembly area: one (1) space per four (4) fixed seats in the main assembly or one (1) per one hundred (100) net square feet.

3. Schools: one (1) space per employee plus parking space for assembly areas as provided in Subsection A (2) above.

4. Libraries: one (1) space per one thousand (1,000) gross square feet.

B. Location: Minimum setback for driveways and parking: three (3) feet from side and rear property lines for parking areas consisting of no more than 4,500 square feet in area. All parking areas with more than 4,500 square feet in area shall meet the requirements of Section 148-870.
(Amended 6-13-16 – Effective Upon Passage)

C. Parking spaces where one car is parked behind another car are permitted in this district for individual dwelling units.

DATE	REVISIONS

MORRIS & RITCHIE ASSOCIATES, INC.
ENGINEERS, PLANNERS, SURVEYORS AND LANDSCAPE ARCHITECTS
604 SOUTH KING STREET, SUITE 200
LEESBURG, VA 20175
PHONE: (703) 994 - 4047
MRAGTA.COM

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COMMONWEALTH OF VIRGINIA
JON K. ERICKSON
Lic. No. 32355
09/13/2022
PROFESSIONAL ENGINEER

NOTES & DETAILS

SADDLE CREST CONCEPT PLAN
FRONT ROYAL, VA

JOB NO.:	21115
SCALE:	
DATE:	2022-08-24
DRAWN BY:	JAE
DESIGN BY:	JAE
REVIEW BY:	JKE
SHEET:	2 OF 5

LINE TABLE		
LINE #	LENGTH	DIRECTION
L–1	12.50	N 78° 54' 24" E
L–2	5.88	N 15° 43' 08" E

CURVE TABLE					
CURVE #	LENGTH	RADIUS	DELTA	CHORD BEARING	CHORD LENGTH
C–1	274.43'	634.78'	24.77°	S 88° 37' 01" E	272.30'
C–2	39.27'	25.00'	90.01°	N 56° 05' 23" W	35.36'
C–3	1064.82'	1891.33'	32.26°	S 89° 31' 05" E	1,050.81'

DATE	REVISIONS

MORRIS & RITCHIE ASSOCIATES, INC.
ENGINEERS, PLANNERS, SURVEYORS AND LANDSCAPE ARCHITECTS
604 SOUTH KING STREET, SUITE 200
LEESBURG, VA 20175
PHONE: (703) 994 - 4047
MRAGTA.COM

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COMMONWEALTH OF VIRGINIA
JON K. ERICKSON
Lic. No. 32355
04/13/2022
PROFESSIONAL ENGINEER

EXISTING CONDITIONS

SADDLE CREST CONCEPT PLAN

FRONT ROYAL, VA

JOB NO.:	21115
SCALE:	AS SHOWN
DATE:	2022-08-24
DRAWN BY:	JAE
DESIGN BY:	JAE
REVIEW BY:	JKE
SHEET:	3 OF 5

LINE TABLE		
LINE #	LENGTH	DIRECTION
L-1	12.50	N 78° 54' 24" E
L-2	5.88	N 15° 43' 08" E

CURVE TABLE					
CURVE #	LENGTH	RADIUS	DELTA	CHORD BEARING	CHORD LENGTH
C-1	274.43'	634.78'	24.77°	S 88° 37' 01" E	272.30'
C-2	39.27'	25.00'	90.01°	N 56° 05' 23" W	35.36'
C-3	1064.82'	1891.33'	32.26°	S 89° 31' 05" E	1,050.81'

Scale 1" = 100'

MORRIS & RITCHIE ASSOCIATES, INC.
ENGINEERS, PLANNERS, SURVEYORS AND LANDSCAPE ARCHITECTS
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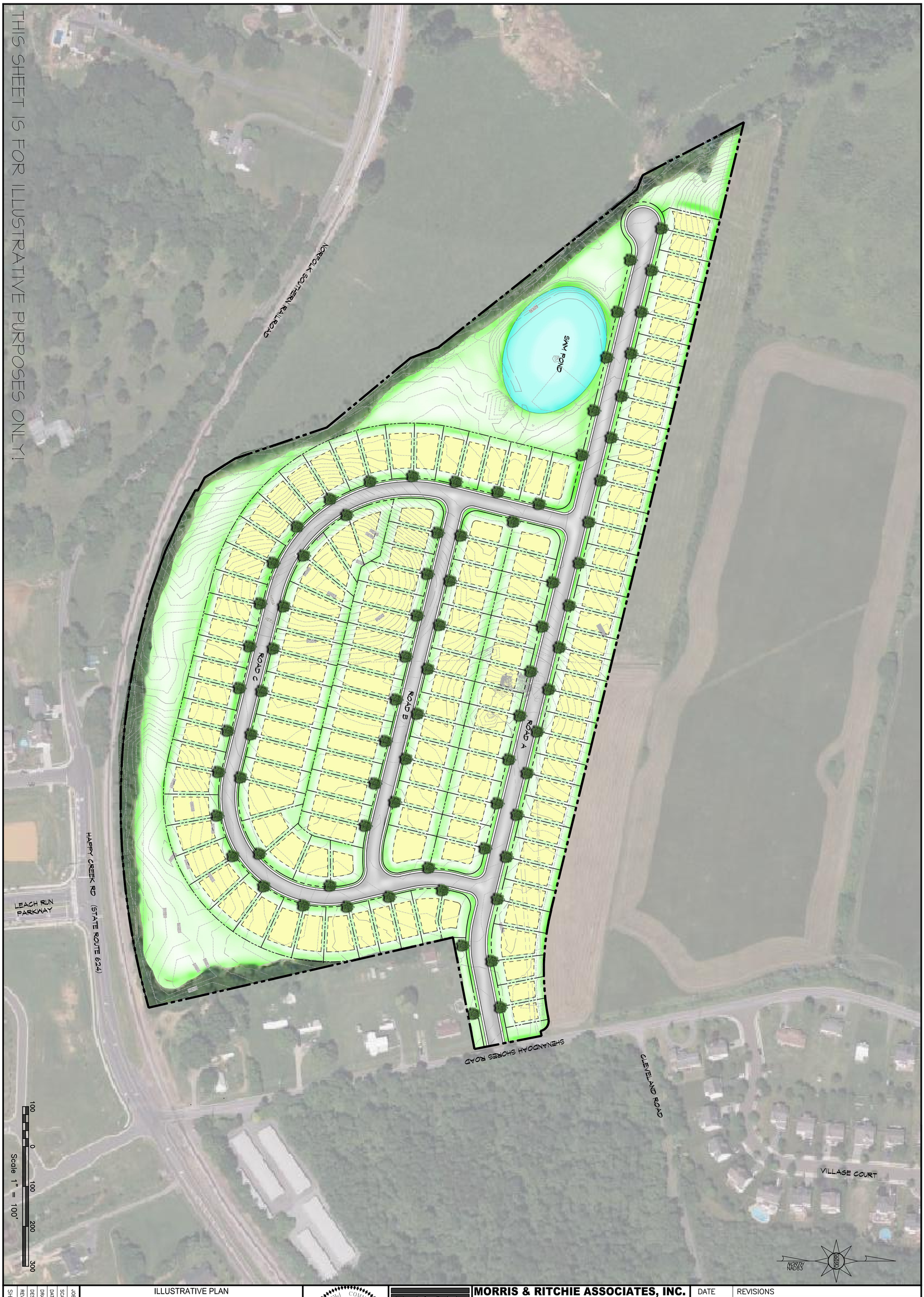
DATE	REVISIONS

COMMONWEALTH OF VIRGINIA
JON K. ERICKSON
Lic. No. 32355
PROFESSIONAL ENGINEER
08/19/2022

SADDLE CREST CONCEPT PLAN

FRONT ROYAL, VA

JOB NO.:	21115
SCALE:	AS SHOWN
DATE:	2022-08-24
DRAWN BY:	JAE
DESIGN BY:	JAE
REVIEW BY:	JKE
SHEET:	4 OF 5



ILLUSTRATIVE PLAN

SADDLE CREST CONCEPT PLAN

FRONT ROYAL, VA

JOB NO.: 21115
SCALE: AS SHOWN
DATE: 2022-08-24
DRAWN BY: JKE
DESIGN BY: JKE
REVIEW BY: JKE
SHEET: 5 OF 5

COMMONWEALTH OF VIRGINIA
JOHN K. BERGESEN
LICENSED PROFESSIONAL ENGINEER
04/15/2022

MRA

MORRIS & RITCHIE ASSOCIATES, INC.
ENGINEERS, PLANNERS, SURVEYORS AND LANDSCAPE ARCHITECTS
604 SOUTH KING STREET, SUITE 200
LEESBURG, VA 20175
PHONE: (703) 994 - 4047
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DATE	REVISIONS

STATEMENT OF JUSTIFICATION

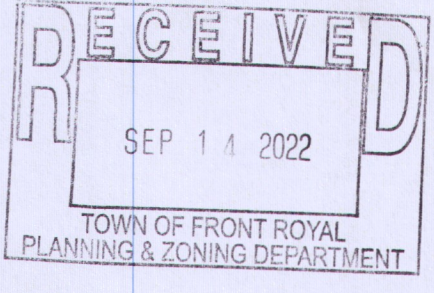
Owner and Applicant request the rezoning of a 44.18 acre parcel known as Tax Map No. 20A221-3A located in the Town of Front Royal, Virginia (the "Property") from Estate Residential District (R-E) to Residential District (R-1A). The Applicant proposes to develop 142 single-family detached lots on the Property.

The Property is located in the North East Planning Area of the Town's Comprehensive Plan. The updated Comprehensive Plan identifies neighborhood residential (medium density) as the future land use of the Property. Neighborhood residential areas may consist of single-family detached, single-family attached, and/or two-family attached homes. The Applicant shall design Saddle Crest as a traditional neighborhood with sidewalks, and the subdivision will be served by public water and sewer in conformance with the updated Comprehensive Plan. The Town desires to offer a variety of housing types in the North East Planning Area to its residents, and Saddle Crest will provide one such option.

Per the Town's Zoning Ordinance, the purpose of the R-1A district is to accommodate single-family detached residential development with medium density and protect and encourage a suitable environment for family life. Single-family detached residences are already permitted by right and are a preferred housing option for future development of the Property per the updated Comprehensive Plan. Additionally, the Property's location makes it ideal for a medium density subdivision, as it is bounded by other residential uses including a 149 acres tract of land to the north which is already zoned R-1A. The Property also adjoins land that will become the future east-west connector planned for this area of the Town.

The Concept Plan attached to the Proffers for this Application sets forth the dimensions of the proposed development which are in conformance with the requirements of the Zoning Ordinance. A cluster development is not proposed for this Property. Rather each lot will be a minimum of 7,000 square feet with all required setbacks. The Concept Plan also provides for open space on the Property.

Saddle Crest is in conformance with the goals and future land use designations of the Town's updated Comprehensive Plan. Saddle Crest will be a positive residential addition to the Town's housing stock and will improve the quality and diversity of housing options available to the Town's residents while maintaining the medium density development the Town prefers for this area.



MORRIS & RITCHIE ASSOCIATES, INC.

ENGINEERS, ARCHITECTS, PLANNERS, SURVEYORS,
AND LANDSCAPE ARCHITECTS

September 7, 2022

Front Royal Planning & Zoning Department
102 E Main Street
Front Royal, VA 22630

RE: Rezoning Application, Environmental Site Assessment Phase I & II waiver request

Dear Ms. Kopishke,

On behalf of our client NVR, Inc., we would like to request a waiver of the Rezoning Application requirement to provide an Environmental Site Assessment Phase I & II. It is our position that the subject property located at; 835 Shenandoah Shores Rd further identified by Parcel ID 20A221-3A, has been in land use for more than 30 years. Historical aerial information provides support showing farming activity on the property. The site does not contain floodplain, however there are some minor wetlands associated with the existing farm pond. These existing conditions will be mapped and shown as part of the concept plan. The proposed layout honors to the greatest extent possible the referenced existing environmental features and the to the best of our knowledge, are no other adverse environmental conditions.

Please feel free to contact me at 703-994-4047 ext. 3108 or by email at cstephenson@mragta.com if you should have any further questions.

Sincerely,
Morris, Ritchie Associates, INC.

Christopher Stephenson, PLA
Sr. Project Manager

RECEIVED
SEP 14 2022
TOWN OF FRONT ROYAL
PLANNING & ZONING DEPARTMENT

2200385

Connie Potter

From: David Beahm <Dbeahm@warrencountyva.gov>
Sent: Wednesday, October 12, 2022 4:11 PM
To: Connie Potter
Cc: Lauren Kopishke
Subject: RE: Rezoning Application Submission

Requested Comments:

- Erosion and Sediment Control (ESC) Items:
  - At this time, it appears only the division of the property is taking place, but if not an application and permit would be required for ESC, which would be a normal submission including a full plan review application if any work over 10,000 square feet with regards to the access, outside of what currently exists in the Warren County GIS records. This would be what is shown on the documentation as "unimproved street."
  - If the area of disturbance were to exceed one (1) acre additional requirements would be required for stormwater through the Department of Environmental Quality (DEQ).

- Building Inspections Items:
  - If and when any building construction related activity (structure, electrical, plumbing, mechanical, etc.) were to start, it would be subject to the normal requirements of application, review and approval prior to work beginning.

If anything should change in the scope, additional requirements may be required.

Respectfully,

David C. Beahm, CBO
Building Official
County of Warren
540-636-9973
Fax 540-636-4698
dbeahm@warrencountyva.gov
www.warrencountyva.gov

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From: Connie Potter <cpotter@frontroyalva.com>
Sent: Tuesday, September 20, 2022 11:30 AM
To: David Beahm <Dbeahm@warrencountyva.gov>
Cc: Lauren Kopishke <lkopishke@frontroyalva.com>
Subject: Rezoning Application Submission

Good morning,

Below is a link to a Rezoning Application submitted by NVR, Inc. to Planning and Zoning to rezone from RE to R-1A at 835 Shenandoah Shores Road, identified by Tax Map # 20A221-3A.

Please provide any comments back to me by October 4, 2022.

COUNTY OF WARREN

County Administrator's Office
Warren County Government Center
220 North Commerce Avenue, Suite 100
Front Royal, Virginia 22630
Phone: (540) 636-4600
FAX: (540) 636-6066
Email: tlogan@warrencountyva.net

Taryn G. Logan
Deputy County Administrator

November 9, 2022

BOARD OF SUPERVISORS

*****

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VICE CHAIR
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Fork District

Walter J. Mabe
Shenandoah District

*****

Dr. Edwin C. Daley
County Administrator

Lauren Kopishke, Planning Director
Town of Front Royal
P.O. Box 1560
Front Royal, VA 22630

RE: **Saddle Crest - Proposed Rezoning**

Dear Lauren:

Thank you for forwarding the proposed rezoning application packet submitted by NVR, Inc. for the Saddle Crest development to the County for review and comment. The applicant is proposing to build 142 single-family dwellings on 44.183 acres, to be accessed by a single entrance off Route 606, Shenandoah Shores Road. The submitted proffer statement offers no solution to offset the impact of the development on County services.

We have run the County's fiscal impact model for this proposed development, which was revised in 2018 following the new proffer legislation. For the single-family detached units, our model shows a capital cost per unit of $4,735 for schools and a $4,035 cost per unit for parks to equal a one-time cost per unit of **$8,770**. Our model also shows that this development will generate an additional 22 elementary students at Leslie Fox Keyser Elementary School, an additional 13 students at Warren County Middle School, and an additional 17 students at Warren County High School. Leslie Fox Keyser is already over capacity according to our model. The secondary schools currently have capacity for the proposed student generation from this development.

We have concerns about the impact of the development on public safety. There is currently only one access point proposed from this development onto Shenandoah Shores Road. The only access out of Shenandoah Shores Road is over an at-grade railroad crossing. The railroad has been frequently blocked, sometimes for several hours at a time. This is a concern to the County and to residents in the area. The County and Town have been planning for many years to establish an east/west connector road as an alternate access out of the Shenandoah Shores area to parallel Happy Creek Road. This road is shown on the Town and County's joint Small Area Urban Transportation Plan, and this property could encompass the start of this proposed roadway as it develops.

In addition to only one access point proposed for 142 new homes, there is no interparcel connector access shown to connect with adjacent properties as they develop. This again will prohibit emergency services from having an efficient route for the future.

We thank the Town and its staff for using its best efforts in consideration of the rezoning application to address the fiscal impact that this project will have on county services. If you have any questions regarding these comments, please give me a call. Thank you for the opportunity to review the request and provide comments to the Planning Commission and Town Council.

Sincerely,

Taryn Logan

Taryn G. Logan, AICP
Deputy County Administrator

TGL

cc: Edwin Daley, County Administrator

Saddle Crest Subdivision

Shenandoah Shores Road, Front Royal, VA

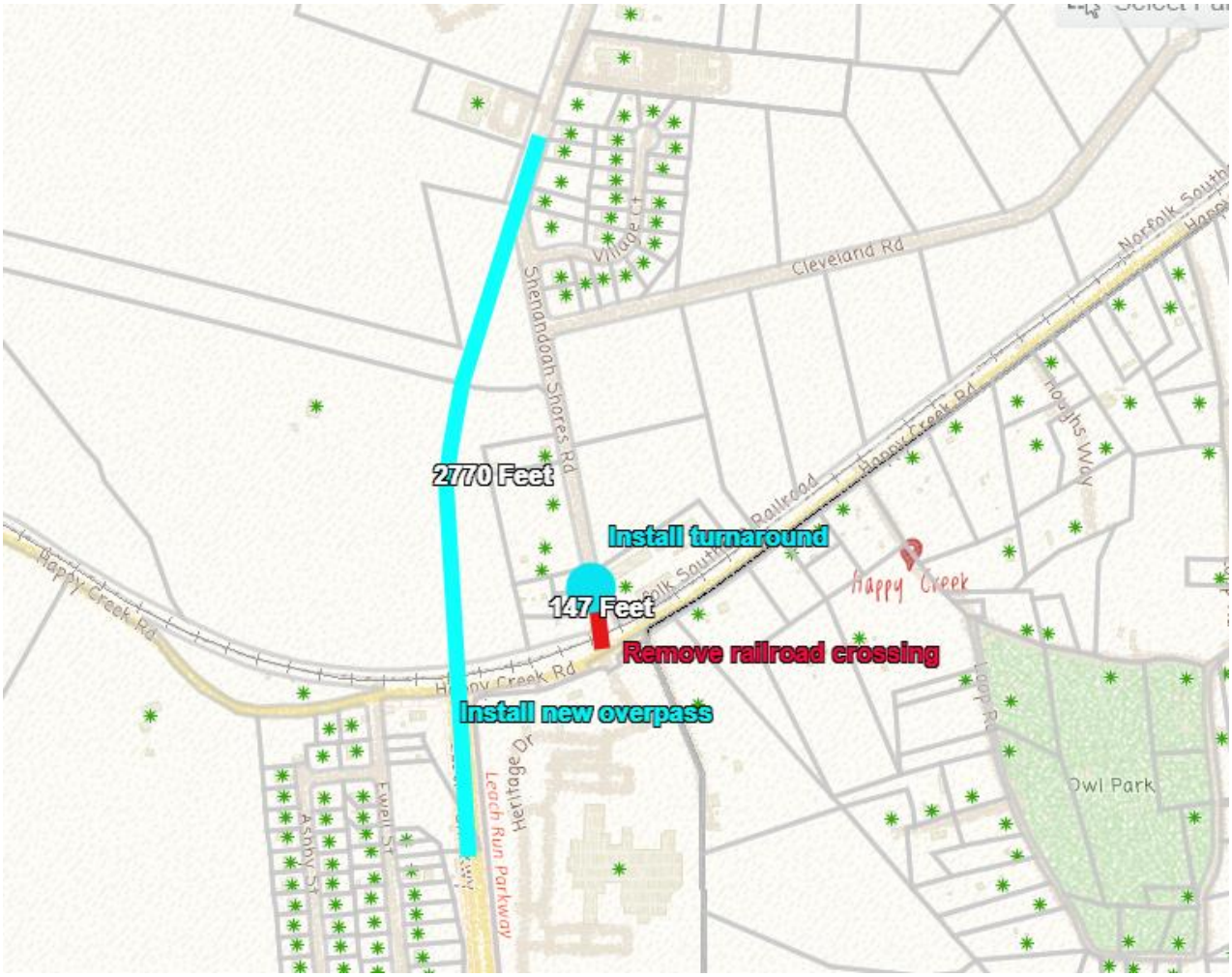
Development Review Comments

November 17, 2022

Ms. Lauren Kopishke,

We have reviewed the above subject subdivision application dated September 12, 2022 and offer the following comments and recommendations:

1. The proposed subdivision is not within VDOT's maintenance area and does not meet the thresholds for a VDOT Chapter 527 Comprehensive Traffic Impact Analysis.
2. We have major concerns with the existing Happy Creek/Shenandoah Shores intersection and railroad crossing. VDOT and Warren County routinely receive safety concerns from citizens about the Shenandoah Shores railroad crossing being block by long trains passing through, stopped, or railroad maintenance crews. This blockage of Shenandoah Shores Road causes right and left turning traffic on Happy Creek Road to also stop, creating delays and a safety hazard. The traffic from this development will exacerbate the existing situation.
3. The proposed development does not accommodate Warren County's transportation plan to overpass Happy Creek Road/railroad and construct a new roadway connecting Leach Run Parkway to Shenandoah Shores Road (see sketch below). Leach Run Parkway intersection with Happy Creek was strategically place in its current alignment, so that the County could remove these two intersections, traffic signals, and the at-grade rail crossing in the future.
4. If the County and Town are still interested in future construction of an overpass in this location, then we suggest that the developer include construction of this section of future Shenandoah Shores Road across the subdivision property and set aside additional right-of-way and easements for construction of a bridge and it's roadway fill approaches. I suggest that the Warren County plan for this improvement and Leach Run Parkway engineer be consulted for any preliminary design information if available.



If you have any questions or concerns, please let me know.

Respectfully,
Bobby Boyce
LAND DEVELOPMENT ENGINEER
CLARKE, FREDERICK, SHENANDOAH,
& WARREN COUNTIES
14031 OLD VALLEY PIKE
EDINBURG, VIRGINIA 22824
(540)984-5631

Warren County Fiscal Impact Model

Saddle Crest Residential 2022

Residential Project Phase 1

Development Name: Saddle Crest
Developer Name: Thomas Sayre ET

Summary Revenues & Expenditures			
One-Time Capital Cost per Unit:	$8,770	**Break-Even Value/Unit:**	**$360,500**
Annual Revenue per Unit:	**$3,471**	**Zoning:**	Town
Annual Expenditures per Unit:	$4,118	**Sanitary District:**	None
		Fire & Rescue:	Co. 1: Front Royal

Phase 1

Development Year:	2022		
Land Area:	44.183 acres		
Housing Type:	Single Family		
Units:	142	**County Persons/Household**	2.69
Assessed Value/Unit:	$410,000	**Additional Residents:**	382

Phase 1 One-Time Capital Costs - Based on a 20 year outlook impact on the County

	Capital Cost Per Unit
Schools:	$4,735
Parks & Recreation:	$4,035

Total One-Time Capital Costs per Unit: $8,770

Recurring Revenues Related to Residential Development

Personal Property Taxes:

Revenue per Unit:	**$284**	/capita
Annual Revenue Per Unit:	**$765**	/year

Real Estate Taxes:

Assessed Value per Unit:	$410,000				
Annual Real Estate Revenue Per Unit:	**$2,706**	/year	(Tax Rate	$0.66	per $100)

Total Annual Revenue per Unit: **$3,471** /year

Recurring Expenditures Related to Residential Development

Department County Expenditures:

	Per Capita Rate	*Per Unit Rate*
Parks & Recreation:	$90	*$241*
Public Works:	$123	*$330*
Judicial Administration:	$61	*$164*
Public Safety:	$379	*$1,019*
Health & Welfare Services:	$170	*$457*
General Administration:	$82	*$220*
Planning and Community Development:	$24	*$65*

Estimated Department Expenditures: *$2,496* Per Unit/Per Year

Educational Expenditures:

	Units	Student/Unit	New Students	
Leslie Fox Keyser Elementary School	142	0.152	22	
Warren County Middle School	142	0.090	13	
Warren County High School	142	0.122	17	
			52	*additional students*

Education Expense per Student:	$4,454	/student
Education Expenditure per Unit:	$1,621	/unit/year

Total Phase 1 Expenditures: *$4,118* Per Unit/Per Year

Educational Demographics

School Name	Educational Capacity	Current Enrolled	Additional Students	Projected Enrollment	Information and Alerts
Leslie Fox Keyser Elementary School	494	520	22	542	*The school capacity is exceeded.*
Warren County Middle School	800	599	13	612	*School within capacity limits.*
Warren County High School	1,100	807	17	824	*School within capacity limits.*

School Name	Classroom Teachers	Students per Teacher Ratio	Target Ratio	Information and Alerts
Leslie Fox Keyser Elementary School	36	15	20	*The student\teacher ratio is within limts.*
Warren County Middle School	47	13	23	*The student\teacher ratio is within limts.*
Warren County High School	56	15	23	*The student\teacher ratio is within limts.*

County Bus Capacity	Current Bus Capacity	Current Bus Riders	Additional Bus Riders	New Bus Capacity	Information and Alerts
All Schools included:	3,828	2,530	52	2,582	*Bus capacity is within limits.*

October 7, 2022

Richard Lanham
NVR
3926 Pender Drive
Suite 200
Fairfax, Virginia 22030

ECS Project No. 47: 13987

Reference: Phase I Environmental Site Assessment Report, Sayre Property, 835 Shenandoah Shores Road, Front Royal, Warren County, Virginia 22630

Dear Mr. Lanham:

As requested, ECS Mid-Atlantic, LLC (ECS) is pleased to provide with NVR with this letter summarizing the previous environmental assessments that ECS has performed at the above-referenced property and our opinions related to environmental conditions at the property.

The subject property is identified by the Warren County GIS website as tax parcel number 20A221-3A and owned by Sayre Thomas ET UX. The approximately 45.6178-acre subject property is occupied by a residential home, several sheds and a small barn for horses. The subject property is serviced by an onsite groundwater well and septic system. The residential home is heated and cooled electrically by forced air.

In March 2022, ECS performed a Phase I Environmental Site Assessment (ESA) for the subject property. The Phase I ESA did not identify evidence of Recognized Environmental Conditions (RECs) in connection with the subject property. The findings of the Phase I ESA included the following Business Environmental Risks (BERs):

- A groundwater well and septic system, although not directly observed, were reported as being located on the subject property. The requirement for proper closure and abandonment of the well and septic system prior to site redevelopment is considered to be a BER for the subject property.
- A pond was observed on the western portion of the subject property, and a stream was located on the western boundary of the subject property. The presence of onsite streams/ wetlands features under potential U.S Army Corps of Engineers (USACE) jurisdiction is considered to be a BER for the subject property since the presence of streams/wetlands features may impact future development plans for the property. If future development is planned for the property, it would be prudent to have these potential wetland areas assessed, and if necessary, delineated.

ECS has appreciated the opportunity to assist you with this project. If you have any questions regarding the Phase I ESA report or the information contained in this letter, please contact us at 540-667-3750.

Respectfully submitted,

ECS Mid-Atlantic, LLC

Taylor R. Michelitch
Environmental Project Manager
tmichelitch@ecslimited.com
540-667-3750

Christopher M. Elliott, CHMM
Environmental Principal
celliott@ecslimited.com
703-471-8400

				5 Year Enrollment per School		
	Built	**Ed. Capacity**	**Max. Capacity**	**2017-18**	**2018-19**	**2019-20**
A. S. Rhodes Elem.	1936	260	293	279	267	254
E. Wilson Morrison Elem.	1943	458	594	545	476	468
Hilda J. Barbour Elem.	1997	516	624	502	488	492
Leslie Fox Keyser Elem.	1976	494	606	558	561	599
Ressie Jeffries Elem.	1959	654	788	557	572	578
Skyline Middle	1940	800	1100	650	661	668
Warren County Middle	2017	800	1100	593	600	605
Skyline High	2007	1,100	1364	887	862	887
Warren County High	1999	1,100	1356	819	810	821

Numbers based upon Sept. 30th ADM

Elem. Numbers includes PreK students in addition to K-5

2020-21	2021-22	2022-23
249	268	274
457	478	449
458	437	469
535	523	496
592	592	639
619	583	569
582	558	544
846	880	894
822	849	834

Fiscal Impacts Analysis
Saddle Crest
Town of Front Royal, Virginia

Prepared for:
Richard A. Lanham
NVR, Inc.

November, 2022

S. Patz and Associates, Inc.
46175 Westlake Drive, Suite 400
Potomac Falls, Virginia 20165

▪ S. PATZ & ASSOCIATES, INC ▪
▪ REAL ESTATE CONSULTANTS ▪

November 29, 2022

Richard A. Lanham
Regional Manager, Land Entitlement
NVR, Inc.

Rick:

Attached is our full narrative Fiscal Impacts Analysis (FIA) for the proposed Saddle Crest subdivision, planned for the development of 142 single-family homes on a largely vacant property near the intersection of Happy Creek Road and Shenandoah Shores Road in the Town of Front Royal. The proposal is for four- and five-bedroom homes for sale, with homes to range in size between 1,600 and 2,200 square feet and to be sold in the upper-$300,000's and low-$400,000's.

The FIA to follow documents the net tax benefits that will accrue to the Town of Front Royal annually at build-out. This includes both on-site (real estate and personal property taxes) and off-site benefits, which include expenditures from future residents and businesses. These calculations do not account for any tax revenues that would accrue to Warren County, as that requires a separate calculation and is not within the scope of this analysis.

The FIA shows a net benefit for the proposal of $357,520 annually and after build-out. This equates to approximately $2,520 per home. The following table presents the FIA conclusions at build-out.

Summary of On-Site and Off-Site Fiscal Impacts,
Saddle Crest at Build-Out, Town of Front Royal, Virginia
(Constant 2022 Dollars)

Source of Fiscal Impacts in Town of Front Royal	Impacts On-Site in Town of Front Royal	Impacts Off-Site in Town of Front Royal	Total Fiscal Impacts
Revenues to the Town	$368,490	$231,280	$599,770
Town Costs	-$150,790	-$91,460	-$242,250
Net Fiscal Benefits	**$217,700**	**$139,820**	**$357,520**

Source: Town of Front Royal; S. Patz & Associates, Inc.

All detailed data that support our findings and conclusions are presented in the attached report. Please call if additional data or clarification are needed.

Ariel Goldring

Ariel Goldring
President

Table of Contents

Section I: Introduction 4
Saddle Crest 5
Site Description 5
Saddle Crest Development Program 8
Section II: Fiscal Impacts Analysis 10
Summary of Residential Impacts 10
On-Site Fiscal Impacts from Saddle Crest 12
Real Estate Tax 13
Emergency Services Tax 13
Personal Property Tax 14
Consumer Utility Tax 15
Trash Collection and Recycling Tax 15
On-Site Fiscal Impacts: Town Costs to Serve Saddle Crest 16
Tax-Supported Costs of Saddle Crest 18
On-Site Fiscal Impacts from Saddle Crest 19
Off-Site Fiscal Impacts: From New Single-Family Homes 20
Business Receipts 20
Employment and Earnings 21
Off-Site Fiscal Impacts 21
Saddle Crest FIA Conclusions 22

Section I: Introduction

The following report is a Fiscal Impacts Analysis (FIA) of Saddle Crest, a proposed subdivision of single-family homes on approximately 44.183 acres on the north side of Happy Creek Road in the eastern side of the Town of Front Royal. The concept is for 142 four- and five-bedroom single-family homes for sale. Site work is expected to start as soon as early-2024, with new home sales commencing by mid-2025.

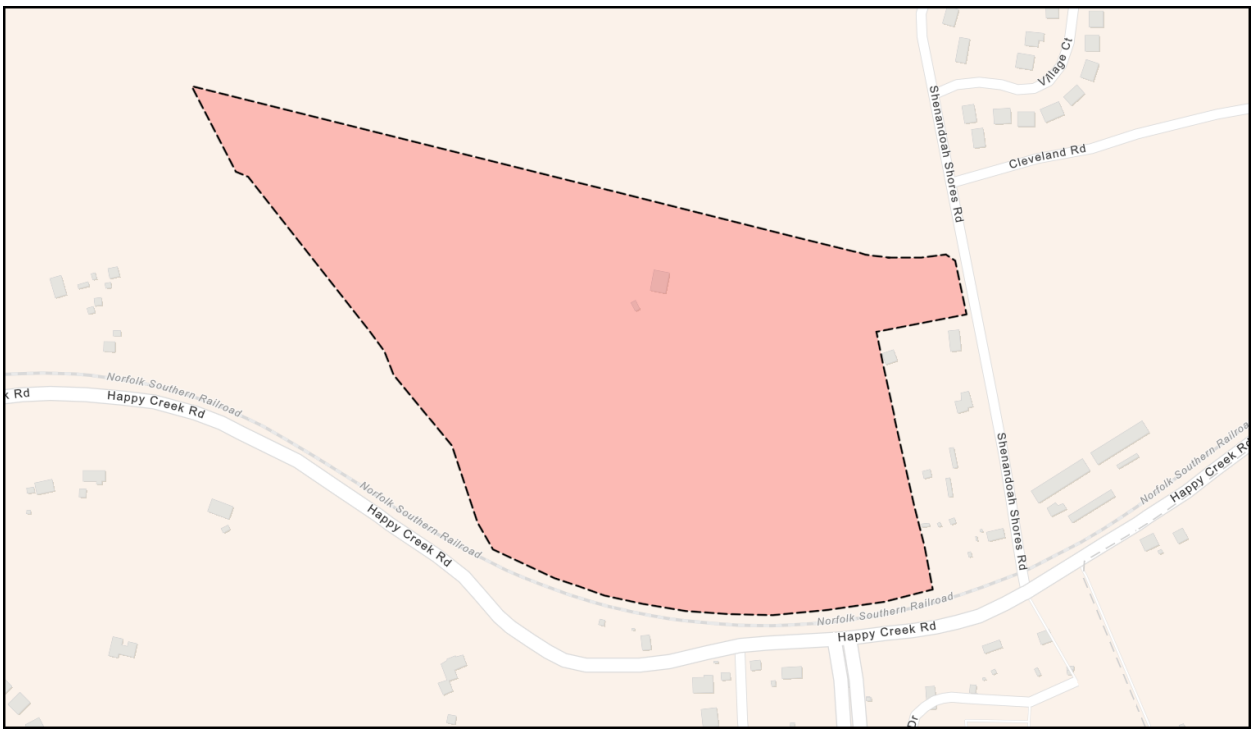
The rezoning effort in Front Royal will be supported by the following Fiscal Impacts Analysis (FIA), which calculates the net tax benefits that will accrue to the Town of Front Royal at project build-out. The FIA to follow includes net tax benefits from on-site development and off-site expenditures in the Town, as will be fully explained in the report. The FIA is based on the ability of the site to be developed and occupied, as planned. The property is planned to be rezoned from R-E to R-1A.

The report to follow is presented in two sections. The first, the Introduction, provides a brief analysis of the Saddle Crest site location and development program. Section II is the calculation of the full narrative FIA that documents annual net tax revenue from the Saddle Crest proposal, based on on-site net revenues and off-site revenues, from on-site expenditures. Town costs are subtracted from the revenue estimates to establish a net fiscal benefit. For this analysis, all tax revenue and cost data are presented in constant 2022 dollars.

Saddle Crest

Site Description

Map A shows the location of the Saddle Crest development site within the eastern portion of the Town of Front Royal. The site is comprised of one irregularly shaped parcel spanning approximately 44 acres on the north side of a Norfolk-Southern rail line and just west of Shenandoah Shores Road. The Saddle Crest site is situated approximately three miles east of Downtown Front Royal, one mile north of Warren Memorial Hospital and six miles southeast of the Walmart- and Lowe's-anchored Riverton Commons and the Target-anchored Crooked Run Center.



Map A – Site Location

Shown next is a northern aerial view of the study site. The study site is shown to be large and with a generally flat topography. At the center of the property is a small commercial building that was constructed in 1999 and is occupied by a single-family detached structure that is presently occupied. This building will be demolished as part of the development program. Apart from a small pond on the western side of the property, the remainder of the site is vacant and largely cleared.

The aerial shows the site to be located in a somewhat mixed-use setting. Non-residential uses near the site are generally located along Shenandoah Shores Road and include Happy Creek Storage (Note 1), Brotherhood-Railroad Signalmen (Note 2), Airpac (Note 3), Terra Site Constructors (Note 4) and a private school called Chelsea Life Academy (Note 5). The only other large non-residential uses near the study site is Warren County Middle School (Note 6), located just south of Happy Creek Road. None of these non-residential uses would deter new home purchases that the Saddle Crest site.

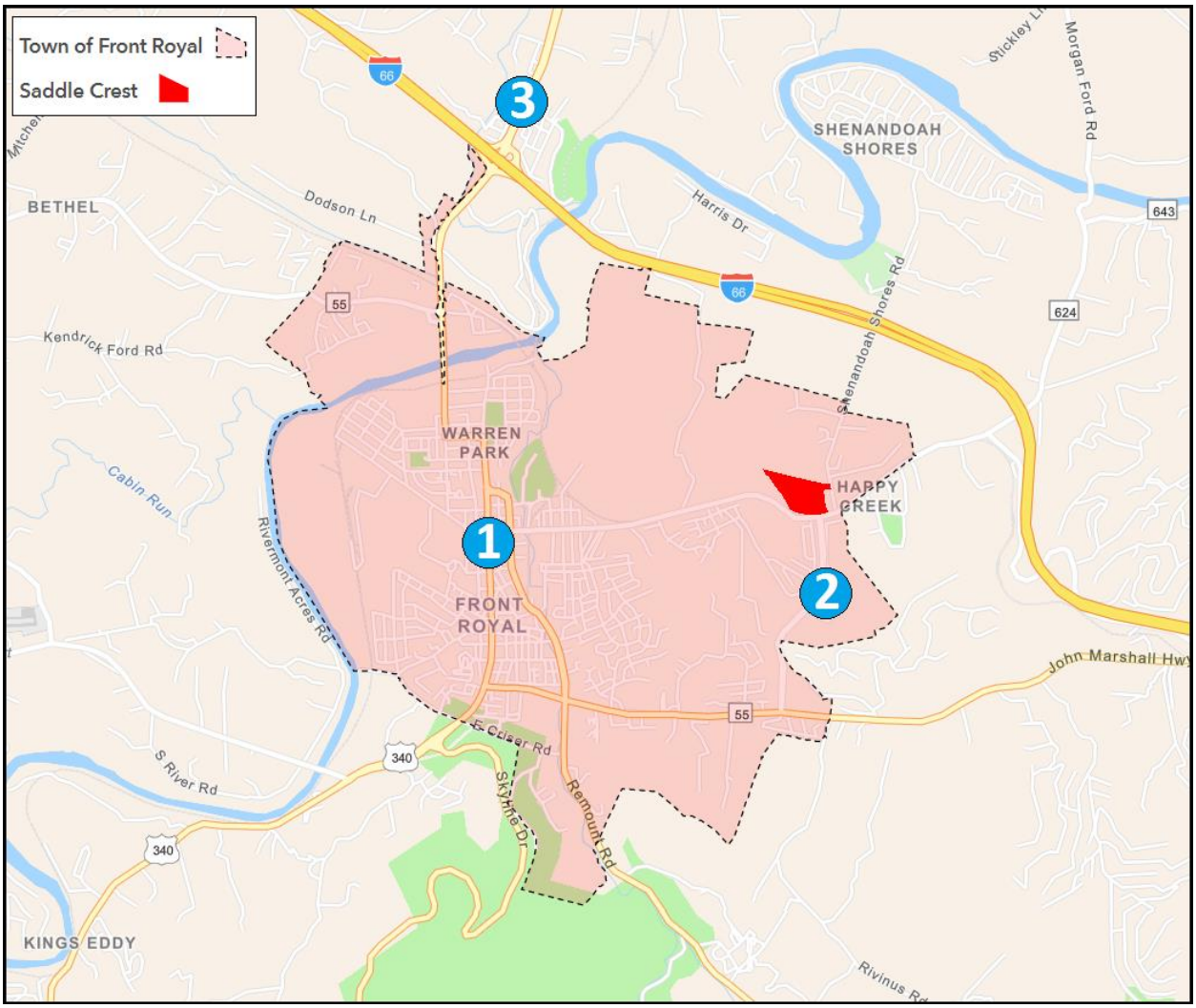
The aerial shows that essentially all of the remaining nearby development consists of single-family homes. Most are mature, though the recently-built Oden Ridge (Note 7) is located nearby and on the south side of Happy Creek Road. Most homes in this attractive subdivision were built over the 2007 to 2021 period, with prices in the upper-$200,000's to low-$400,000's.

Northern Aerial

Map B shows the Saddle Crest setting within the Town of Front Royal. It shows the site to be located off Happy Creek Road (SR 624), which provides direct access to Downtown Front Royal (Note 1), approximately three miles west of the study site. The Downtown is the location of a host of restaurants and retailers. It is also the location of the nearest grocery store, which is a Martin's. Happy Creek Road extends east through more rural portions of Warren County.

South of Happy Creek Road and along Leach Run Parkway is the expansive Warren Memorial Hospital (Note 2), located approximately one mile from the study site. This is a 17,000± square foot, three-story acute-care hospital that opened in the summer of 2021 with 36 private patient rooms, 18 emergency beds, six observation beds, three operating rooms and one cardiac catheterization lab. The 150-acre campus includes room for future expansion phases. It replaced an older hospital that opened off Shenandoah Avenue in the early-1950's. This is one of the largest employers in Warren County.

The third development node shown in Map B is the retail cluster located at the intersection of I-66 and Winchester Road (Note 3). Several big box retailers are located in this area and include Target, Walmart, Lowe's Home Improvement, Petco and Michael's. This is also the location of an Aldi grocery store and several restaurants.

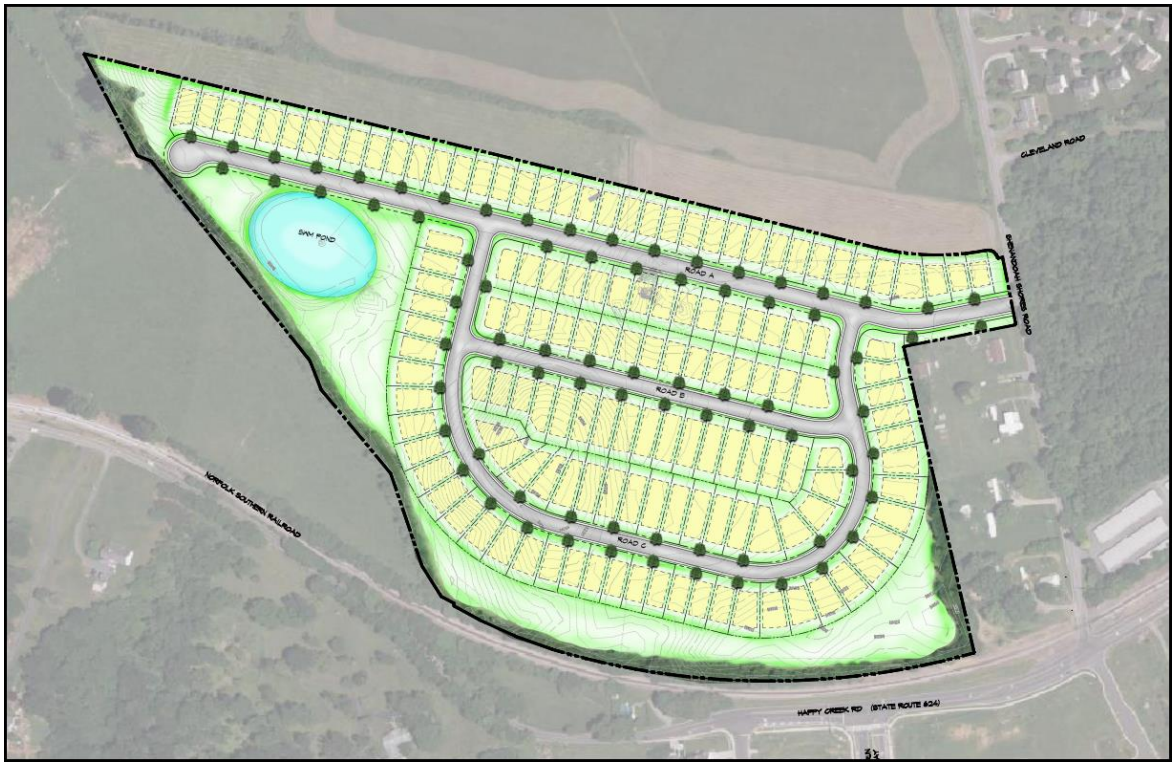


Map B – Site Setting

To summarize, the Saddle Crest site is located within a desirable setting near Downtown Front Royal. It is within close proximity to the region's employment centers, major roadways, a major hospital and a full array of retailers and restaurants.

Saddle Crest Development Program

The site plan for Saddle Crest is presented below. It shows a total of 142 detached single-family homes on the north side of Happy Creek Road and accessible from Shenandoah Shores Road in the east. Three internal roadways will serve each of the residential units. A SWM pond will be located at the western edge of the property.



Saddle Crest Site Plan

Shown next are renderings of the typical homes that will comprise Saddle Crest. These will be attractive two-level homes ranging in size between 1,600 and 2,200 square feet. These homes are proposed to be sold starting in the upper-$300,000's and low-$400,000's. Each home will have four bedrooms with an option for a fifth bedroom in some models. All homes will have attached two-car garages.

Typical Home Rendering

Section II: Fiscal Impacts Analysis

This section of the report presents the methodology and findings of the Fiscal Impacts Analysis (FIA) for the proposed single-family homes that will comprise Saddle Crest in the Town of Front Royal at build-out. The FIA compares the tax revenues to be forthcoming from the proposal, as described above, with the tax-supported costs that the Town will entail to serve the project, once built and at stabilized occupancy. The net fiscal benefits will be the difference between those revenues and the numerous costs to the Town for new development. Although the development will generate both revenues and costs to Warren County, the analysis to follow only calculates the impacts that Saddle Crest will have on the Town of Front Royal.

On-site fiscal impacts from Saddle Crest will cover development on the site. Fiscal impacts created off-site, due to the spin-off effects of resident and employee expenditures within the Town, are studied separately. For off-site impacts, economic impacts are undertaken to show how consumer expenditures will stimulate new business within the Town of Front Royal, based on new business receipts, employment and employee earnings resulting from those expenditures.

Summary of Residential Impacts

Table 2 presents a summary of the revenues, costs and net fiscal benefits (revenue surplus or deficit) for the 142 single-family homes that are proposed for Saddle Crest and for the economic activity that would be generated in the Town of Front Royal by residents off-site.

On-site impacts for residential uses often produce a relatively modest surplus annually, principally due to costs for public school students that are expected to live in the community. This is not a negative issue in this case, as the Town does not operate any schools. Local schools are operated at the County level. The resident expenditures in Front Royal will also generate a sizable level of new business receipts in the Town.

In total, and at build-out, the full development and occupancy of the 142 new single-family homes at Saddle Crest will generate a positive annual fiscal benefit of approximately

$357,520, reported in constant 2022 dollars. This equates to approximately $2,520 per residential unit.

Table 1: Summary of On-Site and Off-Site Fiscal Impacts of New Homes, Saddle Crest at Build-Out, Town of Front Royal, Virginia
(Constant 2022 Dollars)

Source of Fiscal Impacts in Town of Front Royal	Impacts On-Site in Town of Front Royal	Impacts Off-Site in Town of Front Royal	Total Fiscal Impacts
Revenues to the Town	$368,490	$231,280	$599,770
Town Costs	-$150,790	-$91,460	-$242,250
Net Fiscal Benefits	**$217,700**	**$139,820**	**$357,520**

Source: Town of Front Royal, VA; S. Patz & Associates, Inc.

In addition to the on-site fiscal impacts, the economic impacts off-site in Front Royal from new resident expenditures would generate additional tax revenue. Based on anticipated household incomes, resident expenditures could equal $11.9 million annually at businesses in the Town, with another $24.4 million in business expenditures to be generated by the "ripple effect" of resident expenditures across the local economy. This would add a total of over $36 million in business activity in the Town.

The off-site expenditures will generate new jobs. These would be added region-wide and not just in the Town of Front Royal. Annual earnings from these new jobs would provide additional fiscal impacts across the region. These calculations were reduced by 40 percent to account for consumer expenditures outside of the Town, particularly elsewhere in Warren County. Thus, the off-site calculations capture expenditures only within the Town of Front Royal.

The following analysis presents the derivation of the fiscal impacts to be derived from the residential development at Saddle Crest. These impacts include the net fiscal benefits of the proposed single-family homes, being the difference between tax revenue generated for the Town of Front Royal and the costs of public services to serve residents of the new development. As stated above, economic impacts include new business revenue, employees, and employee earnings that would accrue in the Town as a result of resident expenditures in Front Royal annually.

On-Site Fiscal Impacts from Saddle Crest

The following analyses derive the revenues generated for the Town of Front Royal from Saddle Crest "on-site." "On-site" denotes revenues that are derived directly from real estate development and personal property taxes, while "off-site" impacts are generated from local business growth based on new resident expenditures. Off-site impacts will be treated separately as "economic impacts," although their fiscal benefits are also assessed. Data in the tables to follow are rounded off to the nearest ten dollars and represent annual amounts after build-out. All data are presented in constant 2022 dollars.

Table 3 summarizes the various revenues to accrue to the Town of Front Royal from the development and sales of the 142 single-family homes to be built at the Saddle Crest site. Various property taxes would account for 79.5 percent of the revenue to be generated on-site. Smaller consumer utility taxes, motor vehicle license and trash/ recycling fees account for over 20 percent of the total of $368,490 in on-site tax revenue.

Table 2: Summary of Annual On-Site Revenues, Saddle Crest at Build-Out, Front Royal, Virginia
(Constant 2022 Dollars)

	Amount	Percent of Total
Real Estate Tax	$75,690	20.5%
Emergency Services Tax	$186,300	50.6%
Personal Property Tax	$30,900	8.4%
Motor Vehicle Licenses	$7,100	1.9%
Consumer Utility Tax	$20,450	5.5%
Trash and Recycling Tax	$48,050	13.0%
Total	**$368,490**	**100.0%**

Source: Town of Front Royal, VA; S. Patz & Associates, Inc.

Each revenue source will be explained in the paragraphs to follow. A separate section of the report will address the costs of services and facilities that the Town of Front Royal must provide to serve the future homes.

Real Estate Tax

Anticipated home sales prices at Saddle Crest are expected to range between the upper-$300,000's and low-$400,000's. Based on unit finishes and other features, the new homes at Saddle Crest are expected to be assessed at a value of $410,000. This is a conservative estimate given the pace of increased property valuations in Front Royal over the past few years. At the Town's real estate tax rate of $0.13 per $100 of assessed value, real estate taxes would total $58,220 each year after build-out, in constant 2022 dollars. This is shown in Table 3 below.

Table 3: Real Estate Tax, Saddle Crest at Build-Out, Front Royal, Virginia
(Constant 2022 dollars)

	Total
Cost/Price per Unit	$410,000
Number of Units	142
Total Cost/ Price	$58,220,000
Tax Rate	$0.13/$100
Real Estate Tax	**$75,690**

Source: Town of Front Royal; S. Patz & Associates, Inc.

Emergency Services Tax

The Town of Front Royal levies an emergency services tax on real estate property to support fire and other emergency services. At the Town's emergency services tax rate of $0.32 per $100 of assessed value, emergency services taxes would total $186,300 each year after build-out, in constant 2022 dollars. This is shown in Table 4 below.

Table 4: Emergency Services Tax, Saddle Crest at Build-Out, Front Royal, Virginia
(Constant 2022 dollars)

	Total
Cost/Price per Unit	$410,000
Number of Units	142
Total Cost/ Price	$58,220,000
Tax Rate	$0.32/$100
Emergency Services Tax	**$186,300**

Source: Town of Front Royal; S. Patz & Associates, Inc.

Personal Property Tax

Personal property taxes for residences in Virginia are based on the depreciated values of vehicles used solely for residential purposes. Given that the new homes at Saddle Crest are proposed to sell at the top of the market in terms of prices, the anticipated incomes of future residents are expected to be above the Town and County's average household income. Thus, calculating the average depreciated value of vehicles in the Town of Front Royal does not provide relevant data that can be used to estimate expected automobile values of future homeowners.

Homeowners at Saddle Crest are projected to own approximately 284 vehicles, based on an estimated 2.00 vehicles per residential unit expected at the community. Given the future resident incomes, expected car values for new homes at Saddle Crest are estimated at $17,000. This is a conservative estimate, given the anticipated incomes of future homeowners. At this value, the total on-site personal property value for residents at Saddle Crest would total approximately $4.8 million. At the tax rate of $0.64 per $100 of assessed value, on-site personal property taxes would be $30,900 annually, in constant 2022 dollars. This is shown in Table 5.

Table 5: Personal Property Taxes, Saddle Crest at Build-Out, Front Royal, Virginia
(Constant 2022 Dollars)

	Total
Number of Units	142
Vehicles per Unit	2.00
Number of Vehicles	284
Depreciated Value Per Vehicle	$17,000
Total Depreciated Value	$4,828,000
Tax at $0.64/$100	**$30,900**

Source: Town of Front Royal; S. Patz & Associates, Inc.

Motor Vehicle Licenses

Each motor vehicle in the Town of Front Royal is subject to a license fee of $25. In the derivation of personal property taxes in Table 5, it was shown that there would be an estimated 284 vehicles at the property. At a fee of $25 per vehicle, the total tax for this tax source would be $7,100.

Consumer Utility Tax

Consumer utility taxes are taxes on expenditures on consumer utilities, such as electricity, gas, telephone and cable. While the tax rates for the different utilities vary, experience has shown that the average tax is about $3.00 per utility, per month. For four utilities per household, averaging $3.00 per utility per month for 12 months, the total utility tax for Saddle Crest would be $20,450 annually. This is shown in Table 6.

Table 6: Consumer Utility Taxes, Saddle Crest at Build-Out, Front Royal, Virginia
(Constant 2022 Dollars)

	Total
Number of Units	142
Utilities Per Unit	4
Each Utility Average	$3.00
Number of Months	12
Total Utility Tax	**$20,450**

Source: Town of Front Royal; S. Patz & Associates, Inc.

Trash Collection and Recycling Tax

The Town of Front Royal levies a monthly tax of $14.10 for each 96-gallon trash and recycling container. For 142 homes, each of which is expected to have one trash and one recycling container, this would equate to a total of 284 containers. For 12 months, the total taxable amount would total $48,050. This is shown in Table 7 below.

Table 7: Trash Collection and Recycling Taxes, Saddle Crest at Build-Out, Front Royal, Virginia
(Constant 2022 Dollars)

	Total
Number of Units	142
Containers Per Unit	2
Total Containers	284
Price per Container (96 gallon)	$14.10
Number of Months	12
Total Trash/ Recycling Tax	**$48,050**

Source: Town of Front Royal; S. Patz & Associates, Inc.

On-Site Fiscal Impacts: Town Costs to Serve Saddle Crest

The focus of the on-site fiscal impacts of costs to the Town of Front Royal from Saddle Crest is the General Fund Budget expenditures expressed on a per capita basis. Per capita expenditures are allocated (by type) to residents, public school students, and businesses (in terms of numbers of employees) on a proportional basis according to utilization by each type of persons. These costs cover both operations for services and capital improvements in the form of annual debt service to support the capital improvements programs of the Town.

Budget expenditures will be discussed below, and per capita costs will be calculated based on current types of users. Applying these costs per capita to the residents of Saddle Crest produces an estimate of the annual costs to the Town for services to support the proposed new homes.

For the Town's adopted FY 2023 budget, approximately 64 percent of all General Fund expenditures are supported by local taxes, the remainder being primarily revenues from the state and federal governments. An examination of budgeted revenues for the year will demonstrate this proportion. The fiscal impact costs are based on General Fund expenditures supported by local taxes.

Table 8: General Fund Revenue by Type from Local Taxes, Front Royal, Virginia		
	Amount	**Percent**
General Property Taxes		
Real Estate Taxes		
Current taxes, including penalties	$991,750	8.2%
Delinquent taxes, including penalties	$18,850	0.2%
Personal Property Taxes		
Current taxes, including penalties	$427,470	3.5%
Public service corporation taxes	$22,100	0.2%
Interest on delinquent taxes	$21,990	0.2%
Total General Property Taxes	*$1,482,160*	*12.3%*
Other Local Taxes		
Warren County sales tax	$1,327,355	11.0%
Business and occupational taxes and penalties	$812,800	6.7%
Franchise Tax	$68,725	0.6%
Consumer taxes - electric deregulation	$227,625	1.9%
Vehicle licenses	$380,550	3.2%
Bank stock taxes	$271,230	2.2%
Lodging taxes	$317,935	2.6%
Meal taxes	$2,079,955	17.2%
Payment in lieu of taxes	$761,885	6.3%
Total Other Local Taxes	*$6,248,060*	*51.8%*
Subtotal Local Taxes	**$7,730,220**	**64.0%**
Non-Tax Revenue	**$4,340,980**	**36.0%**
Total General Fund Revenue	**$12,071,200**	**100.0%**
Percent Tax Revenue	**64.04%**	

Source: Adopted FY 2023 Budget for the Town of Front Royal, Virginia

When the expenditures for each type of user are determined, and the tax-supported proportions are calculated, these costs are divided by the number of persons by type. The most recent census data show that the Town of Front Royal has a population of 12,160±. Calculating the number of employees who physically work within the Town limits is more challenging, as the U.S. Bureau of Labor Statistics (BLS) only tracks the number of at-place jobs at the county-wide level and not the town level. This is the standard source of employment data for analyses of this type.

The Front Royal Warren County Economic Development Authority do not track the number of employees within the Town Limits. State and regional economic development agencies do not track this data either. Thus, for the sake of this analysis, it was assumed that half

of the County's 13,200 at-place jobs are located within the Town limits. Since the Town of Front Royal does not operate independent schools, a parks/ recreation department or a heath/ welfare department, per capita expenditures for residents and employees are the same, at $412.

The General Fund budget total for the Town for FY 2023, is $12.1 million, with 64.8 percent of that cost for the Town's resident population and 35.2 percent for employment, or persons with jobs in the Town.

Table 9: Allocation of General Fund Expenditures by Type for Residents (Population) and Businesses (Employees), Town of Front Royal, Virginia
(Constant 2022 dollars)

	FY 2023 Adopted: Population	FY 2023 Adopted: Employment	FY 2023 Adopted: Total
Town Council	$123,574	$67,071	$190,645
Clerk of Council	$12,964	$7,036	$20,000
Board of Elections	$10,371	$5,629	$16,000
Town Manager	$293,360	$159,225	$452,585
HR & Risk Management	$272,958	$148,152	$421,110
Benefits & Insurance	$384,894	$208,906	$593,800
Information Technology	$351,175	$190,605	$541,780
Tourism	$160,550	$87,140	$247,690
Finance	$640,461	$347,619	$988,080
Town Attorney	$265,358	$144,027	$409,385
Police	$3,562,151	$1,933,404	$5,495,555
Economic Development	$17,783	$9,652	$27,435
Planning & Community Development	$421,526	$228,789	$650,315
Transfer/ Debt	$498,093	$270,347	$768,440
Fleet Management	$297,213	$161,317	$458,530
General Properties	$273,188	$148,277	$421,465
Horticulture	$238,783	$129,602	$368,385
Total	**$7,824,403**	**$4,246,797**	**$12,071,200**
Percent Tax Support	64.04%	64.04%	64.04%
Tax-supported Expenditures	$5,010,633	$2,719,587	$7,730,220
Number of Persons	12,160	6,600	18,760
Per Capita Tax Support	$412	$412	$412

Sources: FY 2023 Adopted Budget for Front Royal, Virginia; Virginia Employment Commission; S. Patz & Associates, Inc.

Tax-Supported Costs of Saddle Crest

As explained above, costs to the Town to serve the future residents at Saddle Crest are derived by multiplying the per capita costs of residents and employees by the numbers of those persons. These are tax-supported costs, to be compared to the taxes generated by Saddle Crest.

The costs will cover operating costs for general government and the costs of facilities in terms of debt service for capital improvements. Since the Town does not operate any schools, there are no costs associated with school-age children.

There are expected to be about 366 residents at Saddle Crest, at a ratio of 2.58 persons per households. This estimate is based on the most recent census data on average household size in the Town of Front Royal. It was shown above that the average tax-supported cost for residents in the Town is $412. For the residents of Saddle Crest, total tax-supported costs to the Town of Front Royal would be approximately $150,790. This calculation is presented in Table 9 below.

Table 10: Tax Supported Costs for Residents, Saddle Crest at Build-Out, Front Royal, Virginia
(Constant 2022 dollars)

	Total
Number of Units	142
Persons per Unit	2.58
Residents	366
Expenditure Per Capita	$412
Population Expenditures	**$150,790**

Source: Town of Front Royal; S. Patz & Associates, Inc.

On-Site Fiscal Impacts from Saddle Crest

Data in Table 11 below compares the calculated on-site tax revenues expected from Saddle Crest at build-out with the tax-supported costs required to serve the residents of the new single-family homes to be built. The annual net fiscal benefit will be a surplus of $217,700, reported in constant 2022 dollars.

Table 11: Net On-Site Fiscal Tax Benefit, Saddle Crest, at Build-Out, Front Royal, Virginia
(Constant 2022 dollars)

	Total
Total Tax Revenue	$368,490
Population Expenditures	-$150,790
Net Fiscal Benefit	**$217,700**

Source: Town of Front Royal; S. Patz & Associates, Inc.

Off-Site Fiscal Impacts: From New Single-Family Homes

In addition to the revenues and costs that accrue to the Town of Front Royal from the new homes "on-site" – that is, due to the residential units and residents themselves in their dwellings - there are also off-site impacts that occur, as residents spend part of their income in the Town for consumer goods, and as businesses re-spend the income from purchases by residents by the purchase of goods and services from other vendors in the Town. Calculations to follow are reduced by 40 percent to account for expenditure that occurs to businesses outside of the Town, primarily elsewhere in Warren County and neighboring areas. This is a conservative estimate.

Consumer budgets are identified by the U.S. Bureau of Labor Statistics by area and income level. There is no direct budget information for Front Royal, and the income level for Northern Virginia is too high to be applicable here. Instead, national data for a budget at similar income ranges has been chosen for this calculation.

Consumer expenditures made off-site in the Town are translated into economic impacts in Front Royal, using multiplier matrices provided for the local area by the U.S. Bureau of Economic Analysis. These multipliers capture the round-by-round flows of expenditures in the Town initiated by Town residents. The multipliers are specific to Warren County.

There are separate matrices for business receipts, employment and employee earnings. The items in the consumer budget are multiplied in turn by these expenditure-specific categories in each matrix and summed to give the "ripple effect" (spin-off or multiplier effects) of circulation of money through the economy. The ripple effects, plus the original consumer expenditures, equal the total economic impacts of the new residents on the Town economy.

Business Receipts

Residents at Saddle Crest are likely to spend 78.9 percent of their income on non-housing expenditures. Other uses of income are taxes and savings. Overall, this calculates to $11.9 million in annual consumer expenditures from the expected residents at full build-out. The ripple, or multiplier effect, will generate another $24.4 million in annual receipts among Town businesses,

for a total business receipts impact of $36.4 million. These business receipts will form the basis for many tax receipts for the Town of Front Royal from the impacted businesses.

Source of Impact	
Direct Consumer Expenditures	$11,928,000
Indirect Ripple Effect	$24,436,320
Total Business Receipts	**$36,364,320**

Employment and Earnings

Since there will be no employees on-site at Saddle Crest, all employment and employee earnings impacts come from the ripple or multiplier effects on businesses, i.e., employee earnings that support increased business receipts in the Town. There will be approximately 222 new full-time equivalent employment positions created from resident expenditures at Saddle Crest, over time, with total earnings for these employees of $7.2 million

Spinoff Employment and Salaries		
Employees	**Average Salary**	**Total Earnings**
222	$32,516	$7,218,552

Off-Site Fiscal Impacts

Table 12 summarizes the revenues and costs to the Town of Front Royal from the off-site impacts of Saddle Crest. These impacts derive primarily from the $36.4 million in new business receipts in the Town, plus estimates of real property and business personal property for a typical commercial operation. It is proper to look at these impacts as long-term. That is, it is not likely that the projected 222 new employees will be immediate or lead to abrupt expansion of the property tax base, but this should happen over time as part of business expansion in the Town.

Other tax receipts should accrue as soon as consumers at Saddle Crest begin making expenditures, that is, as soon as the subdivision is built out and sold. In the short run, revenues should start at approximately $34,690 and rise to $231,280 as businesses expand physically. Costs are based on new employees within Front Royal at a cost to the Town of $412 per employee, as derived above. With costs of $91,460 the net fiscal benefits from off-site expenditures from Saddle Crest residents should be approximately $139,820.

Table 12: Off-Site Fiscal Impact of Consumer Expenditures by Type, Residents of Saddle Crest, at Build-Out, Front Royal, Virginia
(Constant 2022 dollars)

	Total
Annual Revenues for the Town:	
Real Estate Tax	$59,940
Machinery and Tools Tax	$9,400
Retail Sales Tax	$32,800
BPOL Tax	$39,160
Lodging Tax	$15,740
Utility Tax	$18,430
Meals Tax	$29,720
Motor Vehicles	$8,330
Recordation Tax	$17,760
Total Revenue	**$231,280**
Less Costs to the Town	**-$91,460**
Net Fiscal Benefit to the Town	**$139,820**

Source: RIMS II Modeling System; U.S. Bureau of Economic Analysis

Saddle Crest FIA Conclusions

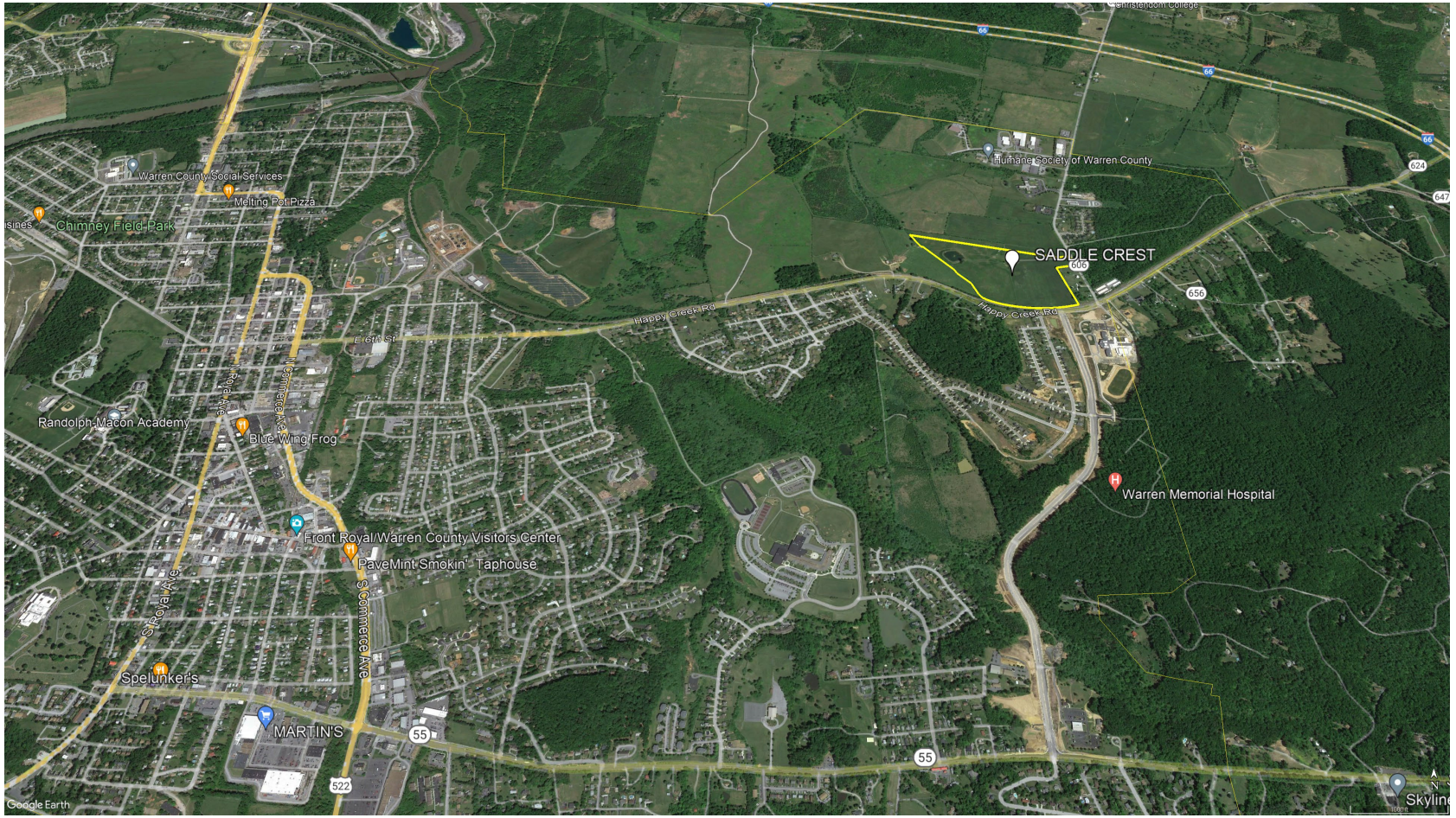
Table 13 shows a summary of net tax benefits for the proposed single-family homes at Saddle Crest. On-site impacts will be a surplus of $217,700. Off-site benefits would total $139,820. Combined, this will generate a fiscal surplus of $357,520 annually and at build-out for the Town of Front Royal. This equates to approximately $2,520 per unit.

Table 13: Summary of On-Site and Off-Site Fiscal Impacts of New Homes, Saddle Crest at Build-Out, Town of Front Royal, Virginia
(Constant 2022 Dollars)

Source of Fiscal Impacts in Town of Front Royal	Impacts On-Site in Town of Front Royal	Impacts Off-Site in Town of Front Royal	Total Fiscal Impacts
Revenues to the Town	$368,490	$231,280	$599,770
Town Costs	-$150,790	-$91,460	-$242,250
Net Fiscal Benefits	**$217,700**	**$139,820**	**$357,520**

Source: Town of Front Royal, VA; S. Patz & Associates, Inc.

Saddle Crest Neighborhood



Community Information

- Rezoning to R-1A
- 44.183 acres
- 134 Single Family Detached Homes, w/2-car garage
- 3.03 units/acre
- Public Streets, w/Sidewalks on both sides
- Existing Public Sanitary Sewer & Water on site
- Landscaping/fencing/berms along property

View of Property Facing Shenandoah Shores Road

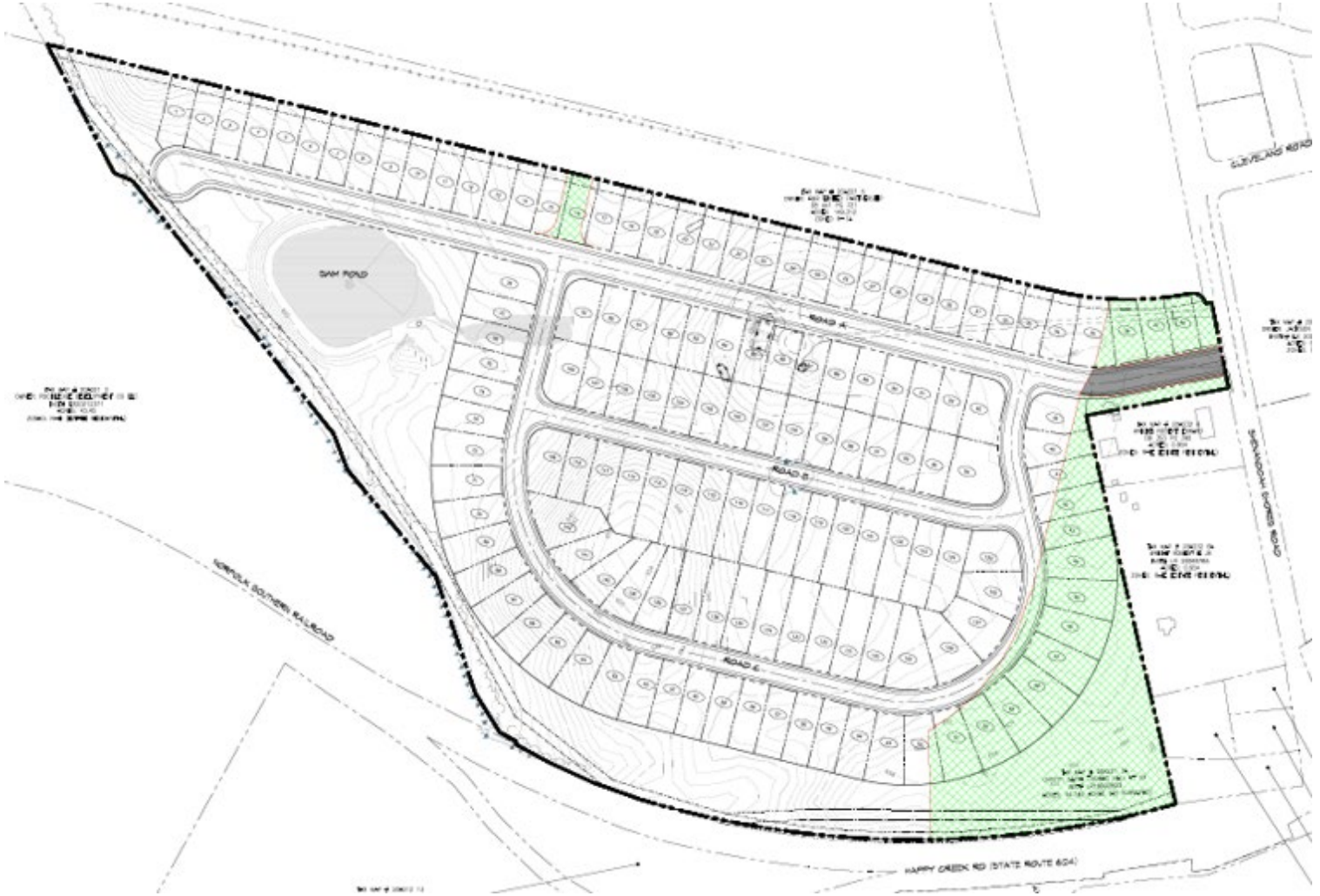
View of Property Facing Northwest

View of Property Facing Southeast

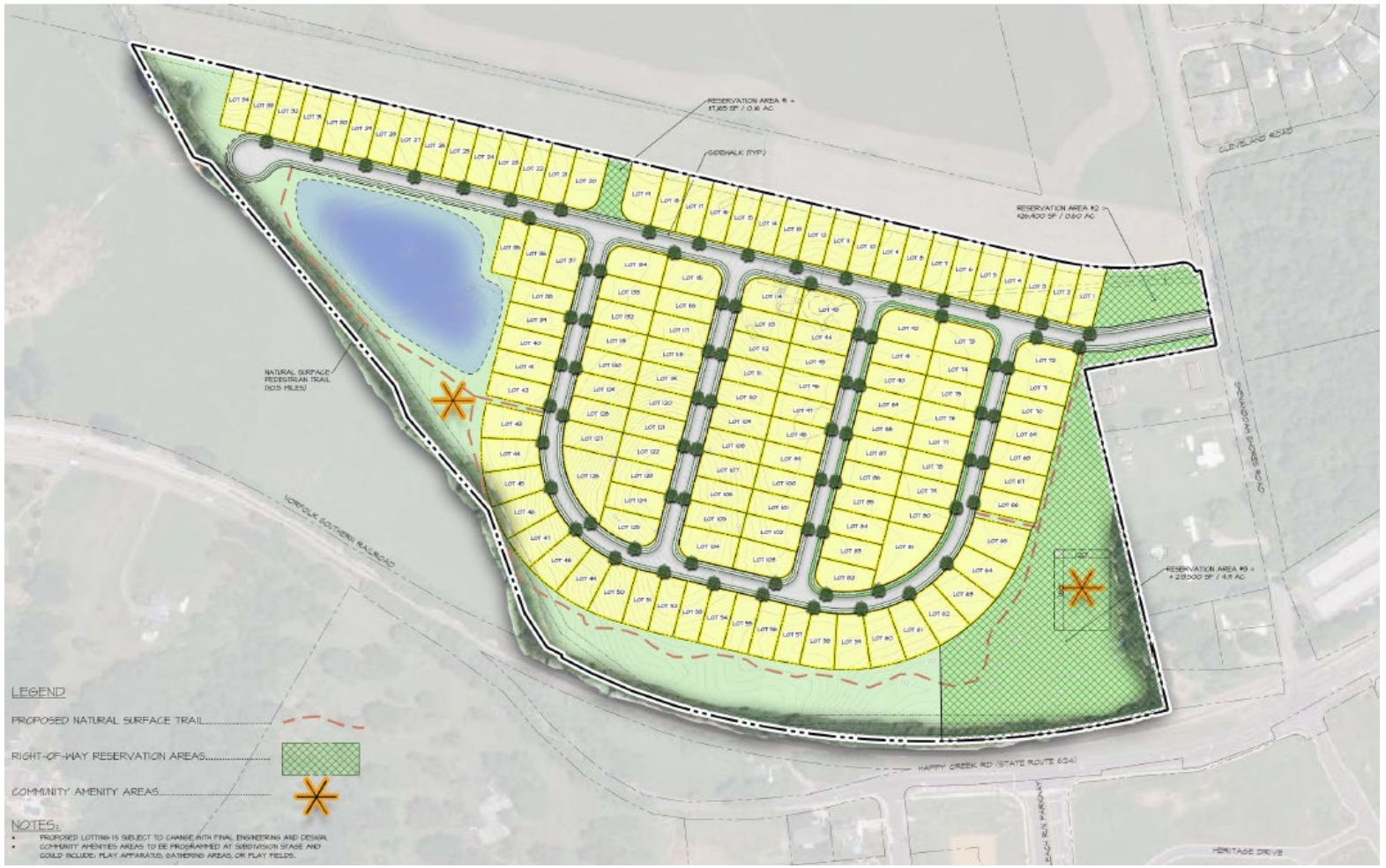
Changes to Address Comments Raised December 7th Planning Commission Worksession

- Approximately 5.5 acres right-of-way reservation for the extension of future Leach Run Parkway
- Reduced number of lots from 142 to 134.
- Added Walking trail in Open Space
- Added Play field in Open Space
- Proffers include $3,600 per unit for Public Schools (24% Credit/by-right zoning)

Overlay of Reserved Area Over Initial Plan



Revised Conceptual Development Plan



Positive Net Fiscal Impact to Town of Front Royal

Summary of On-Site and Off-Site Fiscal Impacts,
Saddle Crest at Build-Out, Town of Front Royal, Virginia
(Constant 2022 Dollars)

Source of Fiscal Impacts in Town of Front Royal	Impacts On-Site in Town of Front Royal	Impacts Off-Site in Town of Front Royal	Total Fiscal Impacts
Revenues to the Town	$368,490	$231,280	$599,770
Town Costs	-$150,790	-$91,460	-$242,250
Net Fiscal Benefits	**$217,700**	**$139,820**	**$357,520**

Source: Town of Front Royal; S. Patz & Associates, Inc.

Example of Homes to be Built

PROFFER STATEMENT

REZONING:	RZ# 2200385 Estate Residential District (R-E) to Residential District (R-1A)
PROPERTY:	44.183 Acres +/-; Tax Map Parcel 20A221-3A (the "Property")
RECORD OWNERS:	Thomas H. Sayre and Carla A. Sayre (collectively "Owner")
APPLICANT:	NVR, INC. ("Applicant")
ORIGINAL DATE OF PROFFERS:	September 14, 2022
REVISION DATE(S):	December 28, 2022

The undersigned Owner hereby proffers that the use and development of the above-referenced parcel, which is requested to be rezoned, shall be in substantial conformance with the following conditions, which shall supersede all other proffers on the Property that may have been made prior hereto. In the event that the above-referenced R-1A conditional rezoning is not granted as applied for by the Owner, these proffers shall be deemed withdrawn and shall be null and void. Further, these proffers are contingent upon final rezoning of the Property with "final rezoning" defined as that rezoning which is in effect on the day following the last day upon which the Town Council of the Town of Front Royal, Virginia (the "Town Council") decision granting the rezoning may be contested in the appropriate court. If the Town Council's decision is contested, and the Owner elects not to submit development plans until such contest is resolved, the term rezoning shall include the day following entry of a final court order affirming the decision of the Town Council which has not been appealed, or, if appealed, the day following which the decision has been affirmed on appeal.

The headings of the proffers set forth below have been prepared for convenience or reference only and shall not control or affect the meaning or be taken as an interpretation of any provision of the proffers. The improvements proffered herein shall be provided at the time of development of that portion of the Property adjacent to or including the improvement or other proffered requirement, unless otherwise specified herein. Any proffered conditions that would prevent the Owner from conforming with State and/or Federal regulations shall be considered null and void. The term "Owner" as referenced herein shall include within its meaning all future owners and successors in interest.

1. Land Use

1.1 The Property shall be developed as a residential single-family detached community.

1.2 The number of homes constructed on this Property shall not exceed 134 single family detached units.

2. Site Development

2.1 Applicant shall develop the Property in conformance with the Saddle Crest Concept Plan dated August 24, 2022, and revised through December 23, 2022 to include walking trails, which is attached hereto and incorporated herein by reference as "Exhibit A."

2.2 Applicant shall incorporate a mixture of vegetative screening/existing vegetation, where appropriate fencing, other appropriate barriers, and open space on the Property's shared boundary with the Norfolk Southern railroad line to minimize the impacts of the railroad to the future residents of the Property.

2.3 The Property shall be served by public water and sewer which shall be installed by the Applicant and dedicated to the Town of Front Royal, Virginia (the "Town").

2.4 The open space areas labeled as "Reservation" shall be available for dedication to the Town for the construction of the extension of Leach Run Parkway at such time as funding is available for said construction. At such time and after a demand is made in writing by the Town for the dedication of the land for Leach Run Parkway, the Property shall be dedicated within 30 days by the owner which is anticipated to be the future homeowners' association for the subdivision. At all times before the aforementioned dedication, the Property will be held in title by the Applicant and then the future homeowners' association for the subdivision and maintained for trails and recreational uses for the benefit of the residents of Saddle Crest.

2.5 Applicant shall install appropriate storm water management facilities on the Property including a storm water retention pond. The pond shall be located in the open space which shall be conveyed to the future homeowners' association for the subdivision. The homeowners' association shall be responsible for the maintenance of the pond.

2.6 A portion of the Property shall be reserved as open space. Such open space shall be conveyed to and maintained by the future homeowners' association for the subdivision constructed on the Property.

2.7 Applicant shall install one or more entrance features on the open spaces depicted on Exhibit A, which are adjacent to Shenandoah Shores Road to include, but not be limited to, a monument sign identifying the subdivision and the entrance to the Property. The entrances features(s) shall be maintained by the future homeowners' association for the subdivision.

2.8 The Concept Plan provides for a future connection to the East-West Connector if and when it is constructed. At such time and after a demand is made in writing by the Town for the dedication of the connection to the East-West Connector, the Property shall be dedicated within 30 days by the owner which is anticipated to be the future homeowner's association for the subdivision.

3. Transportation

3.1 Subject to the provisions for changing the entrance as more specifically set forth above, the Property shall be served by a single access point on Shenandoah Shores Road as depicted on Exhibit A which shall be constructed in accordance with the Town or Virginia Department of Transportation ("VDOT") standards, as appropriate.

3.2 The roads within the subdivision on the Property shall be public, constructed to Town or VDOT standards, as appropriate, dedicated to the Town and maintained by the Town.

4. Homeowners' Association

4.1 Applicant shall create a homeowners' association to maintain the open space areas of the Property, entrances feature(s) and the storm water management pond constructed on the Property.

5. Public Schools

5.1 Applicant proffers to pay the amount of $3,551.25 to the Town at the time of the issuance of each Certificate of Occupancy for each single-family detached residence. Said funds are proffered to be paid to the Town to defer the costs of public schools and/or other public facilities.

[remainder of page intentionally left blank]

Respectfully submitted,

OWNER:

_____
THOMAS HALL SAYRE

STATE/COMMONWEALTH OF _____, AT LARGE
CITY/COUNTY OF _____, to-wit:

The foregoing instrument was acknowledged before me this _____ day of _____, 2022, by THOMAS HALL SAYRE.

_____
NOTARY PUBLIC

My commission expires: _____
Registration number: _____

_____
CARLA A. SAYRE

STATE/COMMONWEALTH OF _____, AT LARGE
CITY/COUNTY OF _____, to-wit:

The foregoing instrument was acknowledged before me this _____ day of _____, 2022, by CARLA A. SAYRE.

_____
NOTARY PUBLIC

My commission expires: _____
Registration number: _____

PROFFER STATEMENT

REZONING:	RZ# ~~————————~~2200385 Estate Residential District (R-E) to Residential District (R-1A)
PROPERTY:	44.183 Acres +/-; Tax Map Parcel 20A221-3A (the "Property")
RECORD OWNERS:	Thomas H. Sayre and Carla A. Sayre (collectively "Owner")
APPLICANT:	NVR, INC. ("Applicant")
ORIGINAL DATE OF PROFFERS:	September 14, 2022
REVISION DATE(S):	~~————————~~December 28, 2022

The undersigned Owner hereby proffers that the use and development of the above-referenced ~~parcels~~parcel, which ~~are~~is requested to be rezoned, shall be in substantial conformance with the following conditions, which shall supersede all other proffers on the Property that may have been made prior hereto. In the event that the above-referenced R-1A conditional rezoning is not granted as applied for by the Owner, these proffers shall be deemed withdrawn and shall be null and void. Further, these proffers are contingent upon final rezoning of the Property with "final rezoning" defined as that rezoning which is in effect on the day following the last day upon which the Town Council of the Town of Front Royal, Virginia (the "Town Council") decision granting the rezoning may be contested in the appropriate court. If the Town Council's decision is contested, and the Owner elects not to submit development plans until such contest is resolved, the term rezoning shall include the day following entry of a final court order affirming the decision of the Town Council which has not been appealed, or, if appealed, the day following which the decision has been affirmed on appeal.

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1. Land Use

1.1 ~~1.1~~ The Property shall be developed as a residential single-family detached community.

1.2 The number of homes constructed on this Property shall not exceed 134 single family detached units.

2. Site Development

2.1 Applicant shall develop the Property in conformance with the Saddle Crest Concept Plan dated August 24, 2022 ~~and~~, and revised through December 23, 2022 to include walking trails, which is attached hereto and incorporated herein by reference as "Exhibit A."

2.2 Applicant shall incorporate a mixture of vegetative screening/existing vegetation, where appropriate~~,~~ fencing, other appropriate barriers, and open space on the Property's shared boundary with the Norfolk Southern railroad line to minimize the impacts of the railroad to the future residents of the Property.

~~2.3 Applicant shall incorporate a mixture of vegetative screening/existing vegetation, where appropriate, and fencing along the shared property lines with Tax Map Nos. 20A232-6, 20A232-6A, 20A232-8, and 20A232-10 to maintain privacy between these adjoining residential uses and the residences to be constructed on the Property.~~

2.3

~~2.4~~ The Property shall be served by public water and sewer ~~provided~~which shall be installed by the Applicant and dedicated to the Town of Front Royal, Virginia (the "Town").

2.4 The open space areas labeled as "Reservation" shall be available for dedication to the Town for the construction of the extension of Leach Run Parkway at such time as funding is available for said construction. At such time and after a demand is made in writing by the Town for the dedication of the land for Leach Run Parkway, the Property shall be dedicated within 30 days by the owner which is anticipated to be the future homeowners' association for the subdivision. At all times before the aforementioned dedication, the Property will be held in title by the Applicant and then the future homeowners' association for the subdivision and maintained for trails and recreational uses for the benefit of the residents of Saddle Crest.

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[remainder of page intentionally left blank]

Respectfully submitted,

OWNER:

_____
THOMAS HALL SAYRE

STATE/COMMONWEALTH OF _____, AT LARGE
CITY/COUNTY OF _____, to-wit:

The foregoing instrument was acknowledged before me this _____ day of _____, 2022, by THOMAS HALL SAYRE.

_____
NOTARY PUBLIC

My commission expires: _____
Registration number: _____

_____
CARLA A. SAYRE

STATE/COMMONWEALTH OF _____, AT LARGE
CITY/COUNTY OF _____, to-wit:

The foregoing instrument was acknowledged before me this _____ day of _____, 2022, by CARLA A. SAYRE.

_____
NOTARY PUBLIC

My commission expires: _____
Registration number: _____

THOMAS MOORE LAWSON, P.C.

***OF COUNSEL - WILLIAMS MULLEN**

120 EXETER DRIVE, SUITE 200
POST OFFICE BOX 2740
WINCHESTER, VA 22604
TELEPHONE: (540) 665-0050
FACSIMILE: (540) 722-4051

***THOMAS MOORE LAWSON • TLAWSON@LSPLC.COM**

December 28, 2022

Lauren Kopishke, Director of Planning & Zoning/Zoning Administrator
Town of Front Royal, Virginia
102 E. Main Stret
Front Royal, VA 22630

Re: Saddle Crest
Our File No. 1474.002

VIA E-MAIL AND HAND-DELIVERY

Dear Ms. Kopishke:

As we discussed in our most recent meeting, enclosed please find ten copies of the following documents for the Planning Commission Work Session and upcoming public hearing:

- Saddle Crest Concept Plan (digital copy sent by e-mail)
- Draft Proffer Statement in redline and clean format
- Fiscal Impact Analysis by Stu Patz & Associates
- Traffic Analysis by Kittleson & Associates

You will note that the Concept Development Plan has been revised to reflect 134 lots from the 142 lots previously proposed. This new plan also provides for a total of approximately 5.5 acres which is to be reserved for a future right-of-way to accommodate the extension of Leach Run Parkway. We have also provided for a right-of-way reservation to allow for a future connection to the East-West connector. The plan submitted also includes more detail about walking trails throughout the open space portions of the property and a representation of a playfield.

In response to comments received from the Planning Commission Members at the last work session, we clarified in the proffers that the construction of all public improvements are the responsibility of the Applicant. Upon inspection and approval by the appropriate governmental authority, those improvements will be dedicated and conveyed to the appropriate agency. In response to comments from the Warren County School System, the Applicant proffered a payment for the school system in the amount of $3,551.25 for each single-family residence which will be paid at the issuance of a Certificate of Occupancy for each residential unit. The amount of the proffer takes into account a 24% credit for the lots that could be developed on the property

currently by right. There are also other credits that should be considered for the significant amount of open space, walking trails, and playfield amenities proffered to be included within this community which should more than offset any impact anticipated by the park system.

For the benefit of the Planning Commission and Town Council, we have also included a complete fiscal impact analysis prepared by Stu Patz & Associates for the Town. The analysis criteria used in the report is intentionally conservative and demonstrates that the proposed community will be tax positive. Finally, we included a copy of the traffic analysis conducted by Kittleson & Associates which not only explains in detail the amount of work performed by the traffic engineer but also demonstrates that there will be no adverse impact to the existing road network as a result of the delivery of the Saddle Crest community.

Thank you for your continued assistance and cooperation. Should you have any questions, please do not hesitate to contact me.

Very truly yours,

Thomas Moore Lawson

TML:jk
Enclosures
cc: NVR, Inc.

THIS SHEET IS FOR ILLUSTRATIVE PURPOSES ONLY!

RESERVATION AREA #1 =
±7,165 SF / 0.16 AC

SIDEWALK (TYP.)

RESERVATION AREA #2 =
±26,400 SF / 0.60 AC

SWM POND

NATURAL SURFACE
PEDESTRIAN TRAIL
(±0.5 MILES)

ROAD A

ROAD B

ROAD C

ROAD D

LOT 1 LOT 2 LOT 3 LOT 4 LOT 5 LOT 6 LOT 7 LOT 8 LOT 9 LOT 10 LOT 11 LOT 12 LOT 13 LOT 14 LOT 15 LOT 16 LOT 17 LOT 18 LOT 19 LOT 20 LOT 21 LOT 22 LOT 23 LOT 24 LOT 25 LOT 26 LOT 27 LOT 28 LOT 24 LOT 30 LOT 31 LOT 32 LOT 33 LOT 34

LOT 35 LOT 36 LOT 37 LOT 38 LOT 39 LOT 40 LOT 41 LOT 42 LOT 43 LOT 44 LOT 45 LOT 46 LOT 47 LOT 48 LOT 49 LOT 50 LOT 51 LOT 52 LOT 53 LOT 54 LOT 55 LOT 56 LOT 57 LOT 58 LOT 59 LOT 60 LOT 61 LOT 62 LOT 63 LOT 64 LOT 65 LOT 66 LOT 67 LOT 68 LOT 69 LOT 70 LOT 71 LOT 72 LOT 73 LOT 74 LOT 75 LOT 76 LOT 77 LOT 78 LOT 79 LOT 80 LOT 81 LOT 82 LOT 83 LOT 84 LOT 85 LOT 86 LOT 87 LOT 88 LOT 89 LOT 90 LOT 91 LOT 92 LOT 93 LOT 94 LOT 95 LOT 96 LOT 97 LOT 98 LOT 99 LOT 100 LOT 101 LOT 102 LOT 103 LOT 104 LOT 105 LOT 106 LOT 107 LOT 108 LOT 109 LOT 110 LOT 111 LOT 112 LOT 113 LOT 114 LOT 115 LOT 116 LOT 117 LOT 118 LOT 119 LOT 120 LOT 121 LOT 122 LOT 123 LOT 124 LOT 125 LOT 126 LOT 127 LOT 128 LOT 129 LOT 130 LOT 131 LOT 132 LOT 133 LOT 134

VILLAGE COURT

CLEVELAND ROAD

RADIUS = 760'

SHENANDOAH SHORES ROAD

90' ROW
LEACH RUN PARKWAY
ALIGNMENT

RESERVATION AREA #3 =
± 213,500 SF / 4.9 AC

RADIUS = 760'

NORFOLK SOUTHERN RAILROAD

HAPPY CREEK RD (STATE ROUTE 624)

LEACH RUN PARKWAY

HERITAGE DRIVE

100 0 100 200 300
Scale 1" = 100'

DATE	REVISIONS
12/23/2022	REVISED PER COUNTY COMMENTS

MORRIS & RITCHIE ASSOCIATES, INC.
ENGINEERS, PLANNERS, SURVEYORS AND LANDSCAPE ARCHITECTS
604 SOUTH KING STREET, SUITE 200
LEESBURG, VA 20175
PHONE: (703) 994 - 4047
MRAGTA.COM

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LEACHRUN PARKWAY ALIGNMENT EXHIBIT

SADDLE CREST CONCEPT PLAN

FRONT ROYAL, VA

JOB NO.:	21115
SCALE:	AS SHOWN
DATE:	2022-08-24
DRAWN BY:	JAE
DESIGN BY:	JAE
REVIEW BY:	JKE
SHEET:	5 OF 5