

At a meeting of the Spotsylvania County Board of Supervisors held July 11, 2023 on a motion by _____, seconded by _____ and passed _____, the Board adopted the following resolution:

RESOLUTION NO. 2023-_____

**Approve CPA23-0001
Amend Comprehensive Plan Land Use Chapter 2**

WHEREAS, the Spotsylvania County Comprehensive Plan (Plan) Land Use Chapter 2, was last reviewed and updated as a whole in 2021; and

WHEREAS, on May 3, 2023 the Spotsylvania Planning Commission determined that updates are needed and developed revisions to the Plan’s Land Use Chapter 2 and authorized public hearings; and

WHEREAS, the proposed updates are as follows:

CPA23-0001, Spotsylvania County Planning Commission: Amendments to the Spotsylvania County Comprehensive Plan (Plan) consistent with the Code of Virginia §§15.2-2223 and 15.2-2232.

Chapter 2, Land Use

Text amendments elaborating on data centers (a targeted industry) as an economic development interest in the County and their land use potential within the Primary Development Boundary (PDB) or within approximately one mile outside the periphery of the PDB as specified. Chapter 2- Land Use, adds data center-centric land use policies specifying conditions where support for such use may be considered and where access to public water and/or sewer outside of the limits of the PDB could be appropriate. Location within the PDB is preferred and project siting in proximity to existing electric transmission corridors is preferred. Project location within a 1-mile buffer of the existing adopted PDB may be consistent with the Plan, subject to post-construction traffic generation; maintaining rural agricultural and/or forestal character; and fiscal viability of extending public water and/or sewer. Universally, the policy seeks to minimize operational noise impacts via project design-based noise mitigation. Further, policy provisions promote heat island reduction elements; encourage alternatives to public water-based cooling systems; discourage use of private water wells; and encourage recycling water. Additionally, the policy seeks to ensure protection of electrical supply and encourages onsite renewables and energy efficient design. Lastly, the policy encourages applicants work with County Fire Rescue and Emergency Management to develop emergency action plans.

WHEREAS, staff has reviewed the proposed update and recommends approval of CPA23-0001 as stated in the Executive Summary dated July 11, 2023; and

WHEREAS, the Spotsylvania Planning Commission public hearing, duly advertised in a local newspaper for a period of two weeks, was held on June 7, 2023, and interested citizens were given an opportunity to be heard; and

WHEREAS, the Spotsylvania County Planning Commission recommended approval of CPA23-0001, with a vote of 5-0; and

WHEREAS, the general welfare and good planning practice are served by approval of the CPA23-0001.

NOW, THEREFORE, BE IT RESOLVED that the Spotsylvania County Board of Supervisors does hereby approve CPA23-0001 to amend Land Use Chapter 2 as follows:



**Adopted by the Spotsylvania County Board of Supervisors December 14, 2021
Amendment(s): July 12, 2022 (Ch.2,3,3a); July 11, 2023 (Ch. 2)**



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Cover Page Photos

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SPOTSYLVANIA COUNTY COMPREHENSIVE PLAN

Adopted by the Spotsylvania County Board of Supervisors December 14, 2021

Amended: July 12, 2022 (CPA22-0001); July 11, 2023 (CPA23-0001)

ACKNOWLEDGEMENTS

Thank you to the many people who contributed to development of this Comprehensive Plan
Adopted December 14, 2021; Amended, July 12, 2022; July 11, 2023

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County Department Directors and Staff

Spotsylvania County Comprehensive Plan

Adopted December 14, 2021; Amended July 12, 2022; July 11, 2023

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Note: The Comprehensive Plan contains numerous hyperlinks to electronic mapping resources, referenced plans, studies, other resources intended for informational resources. These links are meant as helpful resources and come from a variety of host sites maintained by others. They are intended to be updated administratively if links become broken. To report any broken links found please send an email to planning@spotsylvania.va.us.

Chapter 2

LAND USE



INTRODUCTION

The purpose of the Land Use Chapter (Chapter) is to encourage the appropriate use of land, water, and other resources within the County, consistent with the interests of the citizens of Spotsylvania County. This Chapter is a guide for future land use decisions within the County following these general objectives:

- Plan for the orderly development of the County
- Promote a diverse and vibrant economic base
- Maximize the use of existing infrastructure and public facilities to ensure the most efficient operation of facilities and the provision of services
- Accommodate projected residential growth in a manner that is fiscally responsible
- Strive for safe and affordable housing for people of all ages
- Ensure land use policies recognize and accommodate anticipated population increases
- Encourage a community service sector and a commercial base that meets the needs of the citizens and businesses in Spotsylvania County
- Preserve and protect significant historic and environmental resources, rural farm, forest, and agricultural uses and character
- Reduce proximity conflicts between differing land uses related to height, physical massing, scale and density
- Enhance proximity and accessibility between places where people live, work, recreate, and shop

The Chapter describes land use categories and policies that provide a framework to guide physical development and land use changes in the County. The Future Land Use Map (FLUM) (SEE MAP) depicts development patterns that are intended to promote, preserve, and protect the health, safety, and general welfare of the citizens. The FLUM is not intended to be parcel specific, but rather provides a flexible guide for the County's desired future development patterns.

Land use categories as mapped are not intended to be parcel specific but they do give guidance into the envisioned land use focus intended for geographic areas. Adjacent land uses need to be considered when multiple land uses exist or are adjacent to one another. As a general "rule of thumb" concerning parcels from an interpretation standpoint land use flexibility is most pronounced when a project area has multiple land use categories (multiple options for land use support) or is adjacent to a different land use designation (complementary or transitional support along a land use edge). Adjacency of differing land uses suggests transitional uses and often involves site design considerations considering size, scale, height, screening, buffering. Significant land use separators such as major roads, environmental features (extensive wetlands, steep slopes, etc.) do generally establish clear lines of separation.

Land use categories on the FLUM are considered when rezoning and special use permit applications are being considered and to give context to appropriate design of by right development. Land use categories do not change a parcel's zoning classification, nor do they impact continuation of existing legal land uses or other uses permitted by existing zoning (by-right). New development that is in accordance with the Future Land Use Map should ensure appropriate siting and transitions to existing development (impacts of land use differences such as height, physical massing, scale and density) that may differ from the identified land use on



the FLUM in order to minimize negative impacts on existing development. Additionally, it should be noted that different densities and intensities of development may be appropriate within each of the land use categories depending on the location of the property. Each application should be evaluated within the context of its surrounding existing and proposed development, as well as the timing of the infrastructure necessary to support the development.

Land use decisions should be consistent with the FLUM. The FLUM may be amended pursuant to the Code of Virginia §15.2-2.2229.

ECONOMIC DEVELOPMENT AND TOURISM

Economic Development and Tourism are integrally linked to development and lend valuable land use insights to the County. The following summary of economic conditions in Spotsylvania have been prepared by the Spotsylvania County Economic Development, and Tourism Departments:

After the longest expansion in U.S. history, the global pandemic caused by COVID-19 is causing many businesses to close and furlough or reduce payrolls. Retail, travel, and hospitality sectors are being hit the hardest. The predicted outlook is the economic impact will be sharp and short—not sustained according to a leading economist, Chmura Economics.

As restrictions associated with COVID-19 ease and the economic recovery starts, Spotsylvania County will continue to remain strong and attractive to new and existing businesses, as Economic Development anticipates needs of businesses during the recovery. As economic development shifts focus from crisis response to economic recovery, competition between locations will resume and quickly ramp up.

One measurement used to rank the County's future success is through the Vulnerability Index, modeled by Chmura Economics. The Vulnerability Index is a measurement of the negative impact that the coronavirus crisis can have on employment based upon a region's mix of industries. As of April 2020, the County has a vulnerability Index of 119.81. The average Vulnerability Index score is 100, representing the average job loss expected in the United States. Higher scores indicate the degree to which job losses may be greater—an index of 200, for example the rate of job loss can be twice as large as the national average. Conversely, an index of 50 would mean a possible job loss of half the national average. The County remains in a better than average position to regain its previous economy based on the diversity of our industry. The market's demand will continue to promote the County's targeted industry sectors especially warehouse/distribution, manufacturing facilities and data centers. Source: Chmura Economics

Data centers, particularly, are recognized for their potential fiscal benefits while having low transportation impacts compared to other similarly-sized uses. Fiscally, per County Economic Development, a one-million square foot data center is estimated to generate tax revenues of \$15 million annually (much of it machinery and tool tax generated). Such uses typically result in large building footprints occupied by large amounts of data processing equipment. They tend to have limited traffic generation from high-income maintenance and tech employees. County Economic Development have offered that the industry standard for data centers is approximately 30 employees per 250,000 sf. The Comprehensive Plan considers data centers in



commercial, employment center, and mixed-use land use designations within the Primary Development Boundary, and consideration of the use about the periphery of the Primary Development Boundary is contemplated in Land Use Policies Applicable to All Land Uses 11.a-d.

The County continues to be a prime location to do business because, of its geographical location along Interstate 95, close to military installations and academic institutions, and within an easy reach of Northern Virginia, D.C., and Richmond, but with a much lower cost-of-living. Due to the County's lower taxes, quality education and strategic location, the County has become a leader in job creation in the Commonwealth. The County's pro-business, low regulatory environment has succeeded in the attraction of commercial and industrial industries that have enhanced job creation, investment and quality of life for our citizens.

Business Retention, Attraction and Expansion

On a continuing basis, the Spotsylvania Economic Development serves as a liaison between the federal and state government and local businesses, providing information and technical assistance in a variety of areas including funding, government contracting and specialized workforce training. The Department maintains an active membership and/or dialogue with numerous regional organizations including the Virginia Economic Development Partnership, the Virginia Employment Commission, the Virginia Tourism Corporation, Virginia Career Works, the Fredericksburg Regional Alliance, the Chamber of Commerce, the Greater Fredericksburg Regional Tourism Partnerships, the International Economic Development Council and others. The Spotsylvania Economic Development Department also maintains relationships with local military bases and numerous institutions of higher learning that are in regional proximity to the County.

Many local businesses in the County continue to support the Commonwealth's significant commitment to hiring veterans and creating employment opportunities making Virginia the most veteran-friendly state in the nation in which to work.

Balanced economic growth is necessary to offset the costly service demands of low-density residential growth. As the County's commercial and industrial base expands, market opportunities will improve for business service firms and related office development. The County can help stimulate office construction by reserving or allocating well-sited parcels of land near the area's major arterials and established centers of employment. These sites will enhance a well-balanced economic development program. The County's Target Industry Sector Employers are outlined below in Table 1:



Table 1: Target Industry Sector Employers			
Manufacturing	Distribution/Warehouse	Defense Contractors	Healthcare
idX Corporation	LIDL Distribution	HDT Global	Veterans Administration Outpatient Clinics
UnaDyn	CVS Distribution	PAE	Spotsylvania Regional Medical Center
Fortress Doors	Print Mail Communications	EOIR Technologies	Mary Washington Healthcare
TEX-AMM	Trivetts Furniture Distribution	Patriot3	
Kaeser Compressors	Bingham & Taylor	RPI	
Simmons			
Trussway			
Mid-Atlantic Vinyl Products			
Next Day Cabinets			
Source: Spotsylvania County Economic Development			

Economic Development Programs Established to Assist Businesses

Targeted Industries Program - designed to expedite the review and approval of site and building plans involving targeted businesses.

Economic Development Incentives Program - Program used to attract new business, support in the expansion of existing businesses and retain industry. Continued collaboration with State officials ensures the County is using all available resources to maintain and grow the business community.

Economic Development Zones – The County has geography based economic development zones intended to benefit specific industries within their geographic confines, they include: Technology Zone, Tourism Zone, HUBZones, and Opportunity Zones. Because of their ties to geography and land use these zones have been considered in the update of the Future Land Use Chapter within the Comprehensive Plan and as such have been further described in that Chapter.

Virginia Business Ready Sites Program – VBRSP is a discretionary program to promote development and characterization of sites (containing a minimum of 100 contiguous, developable acres) to enhance the Commonwealth’s infrastructure and promote the Commonwealth’s competitive business environment. The program’s goal is to identify, assess, and improve the readiness of potential industrial sites. The Business Ready Sites are also a consideration of the Future Land Use Chapter in the Comprehensive Plan and they are further detailed in that Chapter as they have been identified by location/geography and envisioned use.



Data Center Tax Rate - Data Centers are a targeted industry in the County. The County along with neighboring localities use the same valuation method and depreciation schedule to enhance the ease of doing business. The business-friendly tax rate is \$1.25 / \$100 of assessed value on computer equipment and peripherals. The uniform rate accompanies readied sites with adequate water, affordable and reliable power, and a fast-track development review process, along with a high-tech, well-educated workforce.

Employment and Job Creation

The County's target market sectors consisting of distribution/manufacturing, professional services, information technology/defense contractors, data centers and destination tourism venues continue to remain strong and out-perform other areas of the state due to our strategic location and versatile workforce. High-tech service, distribution centers and data center clusters have been identified as the top industry clusters to target due to the changes the pandemic has presented. There will be increased need for businesses to enable workers to work from home. The pandemic will change how we do business and deliver goods and services to their customers. A historical look at the County's Industry Employment Sectors, employment and earnings is below:



Table 2: County Industry Employment Sectors 10-Year History and 5-Year Forecast							
	2009-2019				2020-2025		
	Current		10-Year History		5-Year Forecast		
Industry	Empl	Avg Ann Wages	Empl Change	Ann %	Total Demand	Empl Growth	Ann % Growth
Retail Trade	7,178	\$30,164	212	0.3%	4,957	128	0.4%
Health Care and Social Assistance	4,998	\$41,550	2,178	5.9%	3,109	623	2.4%
Educational Services	4,717	\$44,756	594	1.4%	2,341	134	0.6%
Accommodation and Food Services	4,263	\$17,108	1,201	3.4%	3,878	316	1.4%
Construction	2,992	\$46,736	-40	-0.1%	1,723	209	1.4%
Professional, Scientific, and Technical Services	2,539	\$73,178	803	3.9%	1,311	190	1.5%
Other Services (except Public Administration)	2,335	\$29,340	518	2.5%	1,436	84	0.7%
Administrative and Support and Waste Management and Remediation Services	1,786	\$32,675	651	4.6%	1,157	101	1.1%
Transportation and Warehousing	1,769	\$51,355	-7	0.0%	1,068	102	1.1%
Wholesale Trade	1,267	\$54,295	486	5.0%	686	17	0.3%
Public Administration	1,153	\$55,498	229	2.2%	575	39	0.7%
Manufacturing	1,079	\$46,738	-152	-1.3%	556	-4	-0.1%
Arts, Entertainment, and Recreation	961	\$16,757	308	3.9%	763	67	1.3%
Real Estate and Rental and Leasing	694	\$42,030	-3	0.0%	393	35	1.0%
Information	588	\$45,287	170	3.5%	339	46	1.5%
Finance and Insurance	573	\$59,729	48	0.9%	291	20	0.7%
Management of Companies and Enterprises	459	\$72,332	159	4.4%	232	21	0.9%
Agriculture, Forestry, Fishing and Hunting	192	\$14,718	-31	-1.5%	106	2	0.2%
Unclassified	120	\$32,261	120	n/a	76	7	1.1%
Utilities	119	\$55,678	33	3.2%	61	6	1.1%
Mining, Quarrying, and Oil and Gas Extraction	43	\$48,847	17	5.3%	24	2	0.7%
Total - All Industries	39,825	\$40,218	7,493	2.1%	24,393	2,166	1.1%

Source: Jobs EQ 2019, Chmura Economics, Industry Sectors for Spotsylvania County

Industrial and Commercial Industry Sectors

Demand for industrial space, warehouse and distribution, is steady as vacancy rates continue to trend downward year-over-year. Continued positive absorption is expected. This trend is a positive indicator for the County since the industrial market is often a leading indicator. The same trend for overall office vacancy rates but with a slower absorption due to positive employment numbers in the region and leading to continued growth in the remaining sectors. Absorption of space for new industrial construction has been led by Lidl USA Regional



Distribution Center in the distribution/warehouse submarket and manufacturing sector additions include idX Corporation and UnaDyn and available existing space continues to be strengthened by healthcare companies and the government contracting industry. As of 2020, the County's total industrial inventory is 6.9 million square feet compared to 6.0 million square feet in 2009, an increase of 15%.

Manufacturing

The County's manufacturing base is well-positioned. The County still has an inventory of available industrial zoned land to meet large and small manufacturing company needs. However, historic trends bear watching going forward.

The Spotsylvania County Planning Department has noted that the County inventory of industrial acreage has been declining over time. In the long term this trend may result in an inadequate inventory of readily available, properly zoned sites for industrial/manufacturing.

An analysis of the County's industrial acreage (last updated in 2018) found total industrial acreage within the County has been in a downward trend from 6,400 acres in 2013 to 5,732 total acres in 2018. Lost industrial acreage is attributed to rezoning activity. Based on the methodology employed, of the total industrial acres staff found 1,398 total acres considered unconstrained and undeveloped (Industrial 1 and Industrial 2 combined). The remaining acreage was either already developed or constrained under permanent protection (under conservation easement), or had environmental factors such as presence of wetlands, steep slopes, resource protection areas. The remaining unconstrained, undeveloped acres were scattered into distinct industrial core areas of the County. Larger industrial sites of ten (10) or more acres are generally in short supply County-wide. Planning staff notes since November 2018 via the Albrite Rezoning, approved July 9, 2019, approximately 6 acres of Industrial Zoned property was added back into the County inventory. Looking back over the past ten years, rezoning applications where new Industrial zoned acreage was proposed is rare in comparison to the volume of acreage proposed to be rezoned away. In all, approximately 13 new industrially zoned acres have been approved during that time. Industrial acreage loss has significantly outweighed acreage gained.

Per Economic Development there is a long-standing population of manufacturing companies in the County with a skilled and talented labor pool. Manufacturers remain exempt from Business License taxes enhancing the environment to do business in addition to the proximity to major Interstates, rail and Virginia ports. The County is strategically located to world-wide transportation and logistical hubs while offering a low cost of doing business, a talented work force and sustainable operations.

Retail Sector

Retail is the largest sector in the County. The County had 6.7 million square feet of shopping center space with 6.3 million square feet occupied and the five-year net absorption rate is 94% as of 2019.



Retail Outlook

Spotsylvania County is home to several large successful retail establishments such as Wal-Mart, Lowes, Home Depot, Michael's, Ross, At Home, BJ's wholesale and many more. Spotsylvania is also home to Spotsylvania Towne Center. Spotsylvania Towne Center houses many top name retail establishments like Macy's, Belk, Dick's, JC Penny, and Costco. Through the pandemic Spotsylvania Towne Center has maintained a high tenant occupancy rate making them one of the most successful malls in the Country. Retail establishments large and small throughout Spotsylvania have made adjustments such as offering curbside pickup to continue retail operation during the coronavirus related close the Governor had in place. The retail market within Spotsylvania continues to be successful even during unprecedented times. In order to ensure a future where businesses not only survive, but thrive, it is critical to anticipate what a post-pandemic world will look like and adjust accordingly.

The Planning Department notes that the retail economy especially can and has also been influenced by macro-level factors such as large scale corporate bankruptcies or scale backs, economic downturns, and competition of "brick and mortar" traditional outlets with the emergence of online based retailing with corresponding shifts in buyer behavior. Nationally within the past few years major retailers have announced bankruptcies often times including store closures. Between 2017 and 2020 national retailers such as JC Penney, Neiman Marcus, J.Crew, Pier 1, Forever 21, Kmart, Payless Shoe Source (announced closure of all 2,100 stores nationwide following bankruptcy filing), Gymboree and Sears have announced bankruptcy and/or location closures. In Spotsylvania County the Sears store that served as an anchor tenant at Spotsylvania Towne Centre since 1980 was recently shuttered and subsequently demolished. The Kmart store located on Route 3 closed in 2017. These factors and trends warrant further watch. Going forward, promotion of a diversification of uses that complement one another, enhance ease of access, critical mass and activity, and identification of additional tenants or uses that may successfully occupy spaces traditionally occupied by brick and mortar retailers will have merit.

Regional Data

The extended labor market area has added more jobs than any other region of the Commonwealth since 2016. According to a recent study by the Virginia Economic Development Partnership, the number of new jobs in the Region grew 1.39 percent and was one of six regions that exceeded Virginia's overall job growth rate of .76 percent, including Northern Virginia and Richmond.

In 2013, approximately 37% of the extended labor market workforce commuted outside the area. This has increased to 42% in early 2019.

In 2015 the Fredericksburg Regional Alliance at the University of Mary Washington (FRA), the University of Mary Washington (UMW), and the Fredericksburg Regional Chamber of Commerce commissioned a study to provide estimates about commuters and related demographics. This study was completed in January 2016 and was based on 2011-2013 data provided by the American Community Survey (ACS) – an ongoing set of research conducted by the United States Census Bureau. In summary of the findings, the competitiveness of the extended labor market workforce has dramatically improved since 2013. Those who live in the County and extended



labor market and work outside the region have attained a higher level of education than those who live and work within the region. This shows the dramatic increase in the overall education of the regional workforce. The study concluded that the average employee who lived and worked in the region in 2017 was more educated than the average employee that commuted outside the region in 2013 closer aligning the workforce skills needed to attract industry from outside the area.

Telecommuting

According to the American Community Survey in 2018 based on a 5-year estimate there were 4.7% or 3,047 citizens in the County working from home.

The effects of the pandemic both during and post recovery could completely reshape traditional office demand and transform what types of service sectors locate around office complexes. According to Costar, less than half of workers can work from home. Telecommuting may become Virginia's biggest demographic trend in the 2020s based on current and future trends addressing the COVID 19 pandemic.

Agriculture and Forestry

Historically, agriculture and forestry have been important components of the Spotsylvania County economy. Spotsylvania was a major producer of many agricultural products, but much of its early notoriety was due to its abundance of raw materials, such as iron ore, gold, lead and zinc. The County was named after colonial Lt. Gov. Alexander Spotswood (1676-1740), who, among other things, was responsible for establishing iron furnaces and foundries in the area. The county seal, with an image of three trees, reflects the importance of forestry to the local economy. A more detailed description of the local agriculture and forestall industry and production can be found in the Natural Resources Chapter subject of Food and Fiber production.

Although the relative economic importance of agricultural and forestal activities has declined as the commercial and industrial base has grown, they are still highly valued as providers of local employment and goods, as well as for providing natural resource protection and scenic amenities in the County. The economic, environmental and aesthetic role of farm and forest resources makes them protection and promotion important to the Spotsylvania community. In addition to land use controls, one of the best ways to preserve these resources is to promote activities to enhance the economic viability of the agricultural and forestry industries.

An important part of the County's economic development strategy should be the promotion of the agricultural and forestal industries. This would include efforts to attract businesses able to utilize local products for the production of finished goods. Furthermore, the economic development department could help to promote the purchase of local agricultural and forestal products through wholesale or retail markets.



Tourism

Per Spotsylvania County Tourism, for 2019 visitors to the Battlefields (912,999) are 60% of visits to the area. The same percentage of the local tourism market visited Battlefields in 1993 as reported in the 2002 Comprehensive Plan. Battlefield tourism remains a significant attraction to area tourism. Visitors to Agritourism sites that include wineries, breweries and the distillery account for (70,839) as of 2019.

Table 3: Tourism (Visitation)

Tourism: Total County Visitation					
	2015	2016	2017	2018	2019
Grapes and Grains*	40,622	91,610	63,327	93,869	70,839
Museums **	11,656	12,894	12,125	18,757	18,877
Battlefield (NPS), State Parks ^	822,830	1,518,052	1,585,695	1,580,141	1,150,426
Total Visitation	875,108	1,622,556	1,661,147	1,692,767	1,240,142
*Grapes and Grains= Spotsylvania Agritourism, Wineries, Breweries, etc.					
**Museums include Shannon Airport, John J Wright, Rappahannock Railroad Museum, Spotsylvania Museum, Salem Church, Elwood, Spotsylvania Visitors Center					
^Include Fredericksburg Regional National Park Service System of Parks and Lake Anna State Park.					
Source: Spotsylvania County Tourism, 2020					

Agritourism

In Virginia, agritourism is defined as any activity carried out on a farm or ranch that allows members of the general public, for recreational, entertainment, or educational purposes, to view or enjoy rural activities, including farming, wineries, ranching, historical, cultural, harvest-your-own activities, or natural activities and attractions. For most people, agricultural tourism refers to a visit to a working farm or any agricultural, horticultural, or agribusiness operation in order to enjoy, be educated, or become actively involved in the activities of the farm or operation – getting a true farm experience. Agritourism has become a huge economic industry in the state of Virginia, 2019 reports show agritourism being a 3-billion-dollar industry in Virginia. Spotsylvania is home to several wineries, breweries, farmers markets, and other agricultural experiences. This is an industry that continues to grow, Spotsylvania economic development encourages and promotes agritourism and will continue to help these businesses grow and flourish in Spotsylvania. Agritourism uses as part of agricultural operations are supported by the Code of Virginia in Sect. 15.2-2288.6 and complementary to that agritourism as defined is included within the definition of the use Agriculture per the Spotsylvania County Zoning ordinance.



ECONOMIC DEVELOPMENT ZONES AND BUSINESS READY SITES

This Chapter highlights and promotes Economic Development Zones and sites located in various parts of the County. Economic diversification and local job creation are a priority for Spotsylvania County. Within Spotsylvania County, Economic Development Zones include: Tourism Zone, Technology Zone, Opportunity Zones, and HUB Zones. Economic Development Zones Maps have been included at the end of this Chapter for reference. The Zones have been summarized below, as follows:

Tourism Zones (See Map)

Tourism Zones are established in Chapter 24, Article II of the Spotsylvania County Code. Spotsylvania County has designated four areas as Tourism Zones. These are located at Lake Anna, Spotsylvania Courthouse, State Route 2 Corridor, and Thornburg. The Tourism Zone Program serves both new and existing qualified businesses, including lodging, dining, retail, meeting and sports facilities, outdoor recreation areas, theme parks and event venues. The Tourism Zone program provides incentives such as tax rebates on Business, Professional and Occupational License (BPOL) and Machinery and Tools Tax (M/T). The qualified business is also placed in the County's Targeted Industry Program, initiating the Fast Track Development Review Process. Tourism zones are intended to stimulate business attraction, growth, and increase employment opportunities. Uses that complement the intent of the tourism zones while meeting the intent of the corresponding land use category should be encouraged.

Technology Zones (See Map)

Technology Zones are established in Chapter 24, Article I of the Spotsylvania County Code. Spotsylvania County has designated two areas of the County as Technology Zones. These are in the Lake Anna area in proximity to the Route 208 corridor, and much of the County's Primary Development Boundary. The Technology Zone program serves both new and existing businesses whose primary purpose is the research, development, or manufacture and/or design of technology products, processes, or related services. The Technology Zone program provides incentives such as tax rebates on Business, Professional and Occupational License (BPOL) and Machinery and Tools Tax (M/T). The qualified business is also placed in the County's Targeted Industry Program, initiating the Fast Track Development Review Process. Technology Zones are intended to stimulate business attraction, growth, and increase employment opportunities. Uses that complement the intent of the technology zones while meeting the intent of the corresponding land use category should be encouraged.

Opportunity Zones (See Map)

The Opportunity Zone program is administered through the Virginia Department of Housing and Urban Development (HUD). This program was included in the Federal Tax Cuts and Jobs Act of 2017, which introduced the Investing in Opportunity Act that established Opportunity Zones and Opportunity Funds. Opportunity Zones are determined by census tracts that have been designated as "low-income" as defined by the US internal Revenue Code Section 45D (e). Opportunity Zones are intended to revitalize economically distressed communities by utilizing private investments. Investors who invest in Opportunity Zones through Opportunity Funds will qualify for capital gains tax incentives. The Opportunity Zone is depicted in the Spotsylvania



County Opportunity Zones Map. Uses that complement the intent of the opportunity zones while meeting the intent of the corresponding land use category should be encouraged.

HUBZones (See Map)

The HUBZone (Historically Underutilized Business Zones) program was created as part of the Small Business Reauthorization Act of 1997 and is administered through the United States Small Business Administration (SBA). The primary goal of the program is to create incentives for the United States federal government to do contracting with businesses by providing those businesses with preferential access to federal procurement opportunities. It is intended to benefit small companies that operate and employ people within HUBZones. In all, there are four (4) Types of HubZone Designations, including Qualified Census Tract; Qualified Nonmetropolitan County; Qualified Indian Reservation; Qualified Base Closure Area. Spotsylvania County has two distinct HUBZone areas whose geographic limits are based on Qualified Census Tracts. The County HUBZones are depicted in the Spotsylvania County HUBZones Map. Per the SBA, for Qualified Census Tracts, a census tract must either: demonstrate a poverty rate of at least 25 percent; or 50 percent or more of its householders must have incomes below 60 percent of the area median household income. Uses that complement the intent of the HUBZones while meeting the intent of the corresponding land use category should be encouraged.

Virginia Business Ready Sites (VBRSP)

The Virginia Economic Development Partnership (VEDP), VBRSP is a discretionary program to promote development and characterization of sites (containing a minimum of 100 contiguous, developable acres) to enhance the Commonwealth’s infrastructure and promote the Commonwealth’s competitive business environment. The program’s goal is to identify, assess, and improve the readiness of potential industrial sites.

VBRSP was developed by a team of state, regional, and local stakeholders including VEDP, DEQ, railroad representatives, utility representatives, civil engineers, and other government, business, and industry representatives. Grants are considered on a competitive basis and made at the discretion of a committee of VBRSP Working Group members.

The VBRSP has two components:

- Site Characterization to assess and designate a site’s current level of development
- Site Development to further develop a pool of potential sites across the Commonwealth

In an effort to develop a pool of viable sites, Site Characterization and Site Development grants are available to assist with the costs associated with the initial assessment and the development required to increase a site’s currently designated Tier Level to the next Tier Level.

- **Tier 1** – Raw land with interested seller
- **Tier 2** – Site controlled and marketed for development
- **Tier 3** – Zoned industrial/commercial, due diligence complete
- **Tier 4** – Certified as “infrastructure ready”
- **Tier 5** – “Shovel Ready” – permits in place



Requirements:

- Minimum of 100 contiguous acres
- Dollar-for-dollar match by applicant/grant recipient
- Applicant - political subdivisions of the Commonwealth of Virginia, including counties, cities, towns, industrial/economic development authorities

Priorities:

- **Viability** - the development required to prepare and position the site at a higher Tier Level can be implemented practically and successfully within a reasonable period of time.
- **Alignment** – the site is aligned with the local or regional economic development strategy or strategic plan.
- **Economic Impact** – the development of the site has a public purpose and would have a significant economic impact on the community and facilitate further increased prospect traffic and economic growth.
- **Commitment** – the scope of work required to increase a site’s currently designated Tier Level to the next Tier Level (Scope of Work) is complete, the necessary financing for the implementation of the Scope of Work is available and documented or will be within a reasonable period of time, the required dollar-for-dollar match of the Site Development Grant requested is identified, and an estimated timeframe for implementation of the Scope of Work has been established.
- **Leveraged Resources** – the use of existing infrastructure, workforce and other community assets, grants and funding, or other resources used to support the site.

In Spotsylvania County numerous sites have been identified for the Business Ready Sites Program. The sites are considered potential “landing” locations for economic development prospects in the future. Of the sites, four (4) have been assigned a business ready site tier. Presently the highest tier site in the County is Tier 2. Three (3) sites have the Tier 2 designation, including: Webster 140 Site along Jefferson Davis Hwy; Gilman Tract East, near Hickory Ridge Road and Jefferson Davis Hwy; Gilman Tract West, located near N. Roxbury Mills Drive and Jefferson Davis Hwy. The remaining Tier qualified site is designated as Tier 1, the Orrock Farm-Spotsylvania, located near Orrock Road at Mallard Road. The County’s tier qualified sites meet the minimum acreage threshold as required (minimum 100 acres). The remaining sites are in the process of being evaluated per the Spotsylvania Department of Economic Development. Spotsylvania County’s identified VEPD Business Ready sites are summarized in Table 4 that follows:



**Table 4: Spotsylvania County Sites in the VEDP Business Ready Sites Program
(as of June 2020)**

Name	Address	Tax Map Reference	Business Ready Sites Program Tier	Park Type	Total Acreage	Distance to nearest Interstate (miles)	Distance to nearest Port (minutes)
Gilman Tract East	Hickory Ridge Road & Jefferson Davis Highway	63-A-141	2	-	666	2	53
Crutchfield Tract	Hickory Ridge Road	62-A-90	-	-	372	4.9	53
Ni Village	Jefferson Davis Hwy	49B-1-1A 49-A-82 49-A-81	-	-	333	3.9	51
Gilman Tract West	N Roxbury Mills Drive and Jefferson Davis Highway	63-A-110	2	-	314	3	54
Coleman Family Farm	6222 Smith Station Road	48-A-84	-	-	250	4	59
Webster 200 Site	Route 606	63-A-36	-	-	200	2	52
South Garden/Broadus Farm	Mudd Tavern Road	64-A-8	-	-	180	1	52
Gutierrez Site	South Roxbury Mill Road	63-5--C	-	-	174	2	53
Orrock Farm-Spotsylvania	Orrock Road at Mallard Road	76-A-61	1	-	147	1	52
Webster 140 Site	Jefferson Davis Highway	76-A-56 76-A-58C 76-A-58	2	-	140	2	52
Fulks Farm	1601 Belvedere Drive	38-A-26D 38-A-26	-	-	140	7.9	62
Thornburg Towne Center	5122 Mudd Tavern Road	63-A-42 63-A-41 63-A-43C 63-A-40 63-A-44	-	-	100	0.5	47
9040 Jefferson Davis Hwy	9040 Jefferson Davis Hwy	49-A-115	-	-	95	3	57
Thornburg Business Center	5630 Morris Road	63-A-37 63-A-32 63-A-33 63-12—E 63-12—D 63-12—C 63-A-27	-	-	95	2	52
6976 Courthouse Road	6976 Courthouse Road	60-A-5	-	-	70	8	59
Aggregate Rail Site	10201 Benchmark Road	37-A-17B	-	-	69	5	60
515 Lansdowne Road	515 Lansdowne Road	24-12-7	-	-	60	4	62
Jim Morris Road Business Park	Jim Morris Road	38-1-5 38-1-6 38-1-8 38-1-9	-	-	43	6.5	63
Back 40 Site	11032 Tidewater Trail	25-1-2	-	-	40	6	65



Table 4: Spotsylvania County Sites in the VEDP Business Ready Sites Program (as of June 2020)							
Spotsylvania Pkwy at Whitehall Drive	Spotsylvania Pkwy at Whitehall Drive	35-13-5B 35-13-5D 35-13-10A	-	-	38	2.4	56
7020 Harrison Road	7020 Harrison Road	22-8--C	-	-	37	4	66
10813 Rollingwood Drive	10813 Rollingwood Drive	23-A-113	-	-	33	2	61
5008 Mudd Tavern Road	5008 Mudd Tavern Road	63-A-53 63-A-52 63-A-45A 63-A-45B 63-A-50 63-A-54	-	-	32	0	51
5199 Commonwealth Drive	5199 Commonwealth Drive	35-A-91	-	-	32	2.6	55
Thornburg Miller Tract	5901 Mallard Rd	76-1-5 76-1-9	-	Industrial	32	1	52
95 Commerce	Davenport Road and Cosner Drive	36-23-B 36-23-A 36-23-P 36-23-E 36-A-43W	-	-	29	3.6	58
Route 1 and Hood Drive	Route 1 and Hood Drive	24-A-40 35-A-112 23A-2-36	-	-	24	1	54
Tidewater Trail Industrial Lot 4	Haul Road	38-1-4	-	-	24	6.8	64
7501 Lake Anna Pkwy	7501 Lake Anna Pkwy	60-A-3	-	-	20.5	7.9	57
Tidewater Trail Industrial Lot 10	Billy Days Road and Tidewater Trail	38-1-10	-	-	13	7	64
Deep Run Property	Tidewater Trail and Bowman Drive	25-A-8EE	-	-	12	3.7	61
Tidewater Trail Industrial Lot 3	Haul Road	38-1-3	-	-	8	7	63
21 Joseph Mills Drive	21 Joseph Mills Drive	25-A-8X	-	-	6	4.6	63
11615 Shannon Drive	11615 Shannon Drive	24-12-8B	-	-	6	4.5	60
8601 Jefferson Davis Hwy	8601 Jefferson Davis Hwy	49-A-95	-	-	5	3.7	53
11224 New Albany Drive	11224 New Albany Drive	24-20-17	-	-	5	3.9	59
11907 Cherry Road	11907 Cherry Road	22-A-153K	-	-	4	3.3	61
Tidewater Trail Industrial Lot 1	Haul Road	38-1-1	-	-	3.5	6.7	62
46 Joseph Mills Drive	46 Joseph Mills Drive	25-A-8FF	-	-	3	4.3	61
10801, 10805 Courthouse Road	10801, 10805 Courthouse Road	23A-2-21R	-	-	2	1.4	55
5927 Plank Road	5927 Plank Road	12B-A-3	-	-	2	4.4	62



Given the competitive nature of business attraction and retention, it is important to have business ready sites available with available acreage, proper zoning, and infrastructure in place. Efforts should be made to identify and increase the number of Tier designated sites within the County. Proactive efforts to improve the Tier designation to result in Tier 4 or Tier 5 (business ready) designations will improve site attractiveness for development and marketing efforts for prospective investments. Having Tier designated sites, especially higher tier designated sites, within the County makes them more attractive to economic development prospects and site selectors. High Tier sites correspond to reduced cost, time, risk associated with developing a site and establishing business operations. The land use map considers Spotsylvania County's business ready sites and seeks to complement efforts to improve Tier designations. The land use map seeks to avoid assigning a land use category that would inhibit the ability to rezone (if necessary) to business ready friendly zoning designation.

LAND USE MAP GUIDANCE

The Primary Development Boundary (See Map)

A major aim of any comprehensive planning process is ensuring that growth happens in a manner that can be supported efficiently and cost-effectively with community facilities and public services. One of the most effective tools for directing the timing and location of new development is the establishment of a primary development boundary to define the area within which public water and sewer utilities will be provided. The Primary Development Boundary (PDB) is shown on the Primary Development Boundary Map and the Future Land Use Map. Land within the boundary is intended to develop with higher residential densities and more intensive non-residential uses than outside of the boundary. By maintaining a PDB, the County encourages the most efficient use of the land while preserving the rural character and agricultural and forestal viability of those portions of the County outside the boundary. This boundary is not permanent and may be adjusted when conditions warrant through the amendment process, in accordance with the policies outlined below.

Primary Development Boundary Policies:

1. Development proposed outside of the Primary Development Boundary seeking extension of or connection to public sewer and/or water should submit an application for a 2232 Review by the Planning Commission pursuant to the Code of Virginia, Section 15.2-2232. Exceptions to this are outlined in a and b below. Additional 2232 guidance and exceptions are outlined in the Public Facilities Chapter Introduction, specifically under Relation to the Capital Improvement Plan. Those projects not eligible for a 2232 exception or deemed not 2232 compliant should submit a Comprehensive Plan amendment application seeking a change to the Primary Development Boundary.
 - a. For public sewer services, exceptions include instances pursuant to Spotsylvania County Utility Ordinance (Spotsylvania County Code Section 22-282) and upon satisfaction of the Director of Utilities that a development will not require a County maintained sewer pump station.
 - b. Individual connections of public water and/or sewer outside of the designated Primary Development Boundary when existing Utility



infrastructure is in place to make said connection feasible, as determined by County Utilities.

2. The ability to extend service pursuant to the above-mentioned Utility Ordinance is not sufficient justification to support a rezoning of the property served or of any land through which the utility lines may extend.
3. Expansions may be approved where the County has determined the change is consistent with the Comprehensive Plan.

The area of land encompassed within the County’s Primary Development Boundary (PDB) is approximately 73 square miles (approximately 18% of the County land area). As part of this Comprehensive Plan update, the PDB was expanded slightly, adding approximately 444 additional acres, resulting in corresponding land use designations of commercial or employment center. The areas included in the expansion in the New Post Area, Five Mile Fork, and just north of Summit Crossing Road have topographic characteristics favorable for inclusion within the PDB and have been vetted by County Utilities. Per the Planning Department’s Future Development analysis spreadsheet last updated January 1, 2021, there is an inventory of 12,049 approved and yet unbuilt residential units including single family detached (3,496), attached (2,314), multi-family (5,095), age restricted (1,144). The vast majority of these future units are located within the PDB. There are significant areas intended for commercial, employment center, and mixed-use development that remain undeveloped at this time. Roughly 1/3rd of the PDB land area remains in undeveloped or underdeveloped status.

Primary Development Boundary “Difficult-to-Serve” Areas

In review of the County Primary Development Boundary (PDB), areas within the PDB have been identified and classified as “difficult to serve” as depicted in the PDB Map and Future Land Use Map. These “difficult-to-serve” areas are specific to difficulties associated with provision of public water and sewer services within the PDB. From a County Utilities standpoint, these areas pose additional challenges related to infrastructure, especially in the near term, and especially related to provision of public sewer. Per County Utilities, “difficult-to-serve” areas within the PDB may not be readily developable for higher intensity uses requiring public water and sewer services. These are areas within the PDB that would require significant infrastructure improvements or capital expenditures in order to provide service. Environmental, topographic, proximity to existing infrastructure, capacity of nearby existing infrastructure challenges all factor into the designation. Development of these areas for higher intensity projects may be inhibited or delayed by lack of readily available public utility services (water and sewer). The cost to extend infrastructure or make necessary upgrades may also not make financial sense for smaller projects. These are cost-benefit considerations for potential site developers in those areas.

Population and Density Estimates Inside and Outside of the Primary Development Boundary (PDB)

The following population and density estimates (Table 5) are based on Geographical Information Systems (GIS) data enrichment tools by ESRI. These tools provide a data apportionment methodology to provide a wide array of demographic, economic, business variables among others. The tool allows for user defined queries of certain geographic areas to provide estimates from known datasets such as census blocks that may not perfectly fit within the parameters of



the user defined search area. The Fawn Lake neighborhood has been calculated separately as a Primary Development Boundary-like development served by public water and sewer and yet outside of the designated Boundary. Fawn Lake would otherwise skew population and density figures for the remainder of areas outside of the Primary Development Boundary that are well and septic system supported.

Table 5: Population and Density Estimates

<i>All values approximate - Sourced from ESRI's Data Enrichment Program</i>						
	2010	2010 Density	2010 Pop %	2020	2020 Density	2020 Pop %
PDB	82,657	1,144.7/sq mi	67.5%	94,869	1,313.8/sq mi	67.9%
Non-PDB & Non-Fawn Lake	38,144	112.5/sq mi	31.1%	42,267	124.7/sq mi	30.3%
Fawn Lake	1,722	562.7/sq mi	1.4%	2,497	815.9/sq mi	1.8%
Totals	122,523	295.4/sq mi		139,633	336.8/sq mi	

Note the table above is not representative of the 2020 US Decennial Census results released after this analysis was run and report population figures close to but do not mirror the 2020 Census population figure of 140,032 (compared to 139,633). The tool utilizes unique formulas to calculate population and density estimates.

Future Land Use Map (See Map) and Land Use Categories

Land use categories are described in this section along with policies associated with each land use. The land use categories as shown on the Future Land Use Map depict the long-range recommendations for the general development of Spotsylvania County as is required by the Code of Virginia §15.2-2.2223.

Land Use Policies Applicable to All Land Uses:

1. Rezoning proposals should address public facilities impacts that are specifically attributable to the development.
2. There is an identified need, especially proximate to Fort A. P. Hill, to minimize light pollution.
3. Wherever possible, existing trees and tree buffers should be preserved rather than replacing mature vegetation with new plantings.
4. Provide Fort A.P. Hill an opportunity to comment on rezoning proposals within the Fort A.P. Hill Approach Fan (Map in Appendix A). There is an identified concern with residential development within the Approach Fan which may be impacted by noise associated with Fort A.P. Hill.
5. The County is supportive of the Fort AP Hill Joint Land Use Study recommendations. The study is incorporated by reference into the Comprehensive Plan (See Appendix A for additional information).
6. Encourage consideration of disabled and elderly citizens in the design and implementation of both new development and redevelopment.
7. There is an identified need for the provision of fiber optic cable and other technological infrastructure throughout the Primary Development Boundary, and to the extent feasible, the County as a whole.
8. Redevelopment and investment in existing developed areas should be encouraged provided that the development does not adversely impact adjoining properties, especially adjoining residential properties.



- a. Where higher density or differing land uses are proposed with the support of the future land use map, projects should consider and mitigate impacts of their physical transitions (building height, scale, project density, uses and massing along the project periphery adjacent to existing adjoining development) through means such as screening, buffering, setbacks, project design that includes complementary uses, complementary development character along the project border. Once inland from the project periphery, proposals can then gradually “step up” intensity away from the adjoining development pattern.
 - b. Encourage projects to submit design details such as project visualizations/renderings or 3D modeling.
9. Public and private utility projects to establish telecommunications towers, power substations, regulator facilities, should be sited and designed to minimize detrimental impacts to neighboring properties, uses, and roadways. Examples include setbacks and vegetative buffers to reduce size and scale conflicts with nearby uses, especially residential uses; employing stealth technology; replacement of existing infrastructure with smaller, less impactful new technologies; and the use of flush mount or low-profile telecommunications antennas, if practical.
10. Solar energy facilities, as defined by the Spotsylvania County Zoning Ordinance should be sited and designed to minimize detrimental impacts to neighboring properties, uses, and roadways, considerate of the following parameters.
 - a. To preserve a diversified rural and agricultural economy and maintenance of historically rural character, the total acreage outside of the Primary Development Boundary devoted to solar energy facilities should be limited to no more than 3.75% (approximately 8,200 total acres).
 - b. To minimize the need for new Cross-County transmission lines, Solar energy facilities should be located within one thousand (1,000) feet of high voltage electric power transmission corridors as depicted within the Comprehensive Plan.
 - c. To maintain rural character, forestry and agriculture as primary uses outside of the Primary Development Area, there is a preference for separation of solar energy facilities of at least two (2) miles from another approved or constructed facility to reduce the physical and land use impacts related to the frequency and scale of such uses in rural areas.
 - d. To reduce visual impacts, solar energy facilities are best located on sites with pre-established and/or preserved vegetative and/or forested buffers of enough depth or density to effectively screen the facility as determined by viewshed analysis along public roadways, nearby or adjacent residential properties, significant cultural or historic resources.
 - e. To protect the County’s ecological cores, prime agricultural soils and forestry potential, solar energy facilities should avoid designated open space, agriculture and forestry areas per the future land use map.
 - f. Solar energy facilities of no more than 1,800 acres (total project area) are preferred over larger facilities.
 - g. Explore opportunities for non-traditional installation methods such as earth screws or earth anchors that may reduce construction noise, expedite installation or removal (if need be).
 - h. Notwithstanding the above guidance, any solar energy facility approved prior to adoption of this Comprehensive Plan shall be considered to be consistent with



the Comprehensive Plan in respect to location, character, and extent. Restrictions recommended herein shall not apply to the extent that any solar energy facility approved by Special Use Permit should ever be reconsidered.

11. Data Centers and requisite infrastructure may be consistent with any land use category except Open Space provided they meet the following parameters:
 - a. Project location within the Primary Development Boundary (PDB) is preferred.
 - b. Project location proximate to existing electric infrastructure (transmission corridors) is preferred in order to minimize extension of new electrical lines.
 - c. Project location outside the PDB within a 1-mile buffer of the existing adopted PDB may be consistent with this Plan, considerate of the following parameters:
 - i. Post-Construction traffic generation is low impact and does not degrade existing level of service.
 - ii. Rural agricultural and/or forestal character is effectively maintained along roads and adjacent land uses through site design elements including, but not limited to: enhanced setbacks, preservation of existing forested areas, street and transitional screening buffers of an appropriate depth and/or vegetative mix to visually mitigate development scale conflicts with the surroundings; and
 - iii. Extension of public water and/or sewer is determined to be fiscally viable.
 - d. Seek to minimize operational noise impacts (ie. HVAC, equipment cooling, backup generation systems), especially in relation to nearby residential development:
 - i. Noise/sound mitigation may be achieved by a variety of means such as but not limited to site design, building design, setbacks, screening and buffering, sound walls, equipment accessories such as sound baffles or wind bands, rooftop mounted HVAC equipment behind parapet walls.
 - ii. Encourage scientific sound studies that demonstrate mitigation of noise generating equipment consistent with d above.
 - e. Roof design incorporates heat island reduction elements such as light-colored or reflective materials, or green roof.
 - f. Encourage innovative, low-impact alternatives to public water-based cooling systems.
 - g. Discourage use of private water wells that would draw cooling water from the water table.
 - h. If public water-based cooling systems are employed, consider employing water reuse (purple pipe) as an alternative to potable water sources.
 - i. Encourage onsite water storage to reduce demand for new water via water recycling.
 - ii. If potable water is employed as a cooling source, work with County utilities to develop a water management plan to ensure adequate capacities to serve the surrounding communities remain in place in case of drought.
 - i. Ensure the electrical grid can support power demands of the end user without negatively impacting the supply of power to the surrounding community.
 - i. Use of onsite renewable energy sources such as rooftop solar as a means to reduce project demand on electrical grid demands is favorable.



- ii. Use of energy efficiency in building and/or campus design (ie. Leadership in Energy and Environmental Design (LEED) Certification as example) is favorable.
 - j. Encourage applicants to work with County Fire Rescue Emergency Management to develop an emergency action plan for the facility.
12. Encourage the use of underground storage tanks/cisterns for new proposed development not presently nor proposed to receive future County water service.
 13. Encourage the installation of back-up generators or generator-ready hookups for quick-connections at critical infrastructure locations such as all public safety facilities, schools (public and private), complementary uses critical to civic resiliency including but not limited to retail fuel stations, grocery and convenience stores, care facilities (adult and child), and transportation depots.
 14. Discourage building footprints within dam break inundation areas.
 15. Encourage land use proposals complementary to the Economic Development Zones provided impacts are properly mitigated. Economic Development Zone maps have been included within this Chapter for reference.
 16. Protect viewsheds and the natural, historic, and scenic integrity of the County’s scenic byways, scenic roads, and Civil War Trails.
 17. Enhance access for transportation alternatives such as FRED. Examples include provision of bicycle and pedestrian safe accommodations to access transportation alternatives, improving pick-up and transfer sites considering all-weather conditions, project design meant to ease access and promote the ability to utilize alternatives.
 18. The preservation of land via conservation easements are generally supported, especially for purposes of historic preservation, environmental protection, farm and forest preservation.
 - a. When land conservation is proposed, carefully consider infrastructure needs of the community and seek to physically accommodate planned public infrastructure improvements meant for community benefit such as future public utility and road right-of-way needs.
 19. Refer to the Table of Zoning Districts Complementary to Land Use Designations Inside, and Outside of the Primary Development Boundary to identify appropriate zoning districts associated with the land use category.

Agricultural and Forestal Land Use Category

Agricultural and Forestal- This land use category represents areas of active agricultural and forestal land within the County, existing agricultural and forestal character, and high to outstanding physical and locational value for agricultural, forestal suitability as exhibited in the Virginia Department of Conservation and Recreation’s Natural Heritage Data Explorer Land Use Suitability models. The models are described in Appendix D, Natural Resources. This land use category is primarily intended for cultivation of crops and livestock purposes, as well as forestry operations, open space, agritourism and other agribusiness, and by-right as zoned rural residential uses. Preservation of existing rural and agricultural friendly zoning designations is encouraged and proposals that would increase residential density above by-right potential or are inconsistent with envisioned primary and secondary uses, especially those that result in significant loss of acreage of agriculture, forestry or silviculture are discouraged.



The Comprehensive Plan recognizes the importance of complementary uses in Agricultural and Forestal areas, considerate of provision of service for populations in the area and agricultural and forestal supply chains. Subordinate or secondary uses generally supported within the Agricultural and Forestal category include: Agriculture and forestry products processing and distribution (i.e. greenhouses, sawmills, feed mills,); Provision of rural, agricultural, forestry goods, services, equipment (i.e. convenience store, garden center, child care center, medical care facility, fuel dispensing facility; farm equipment and supplies establishment); Civic, social, fraternal activities; places of worship; public facilities for provision of service to the community; provision of rural infrastructure and services such as telecommunications infrastructure, broadband, natural gas, electricity (not including power generation plants as a primary use); agritourism and historic tourism (i.e. agritourism uses, camp or recreation ground, bed and breakfast); accessory uses.

Agricultural and Forestal lands are well suited for protection from development pressures through enrollment in Agricultural/Forestal Districts or other programs with similar goals. These areas are also well suited for land protection and preservation efforts (e.g. conservation easements). The County supports a “right to farm” policy which limits the circumstances in which farming practices and operations can be considered nuisances to surrounding development. This land use designation is located outside of the limits of the Primary Development Boundary and therefore outside of the public water and sewer service area.

Agricultural and Forestal Land Use Policies:

1. Foster the preservation of agricultural and forestal land to protect the County’s finite inventory of prime agricultural soils and areas of notable agriculture and forestry conservation value.
2. Discourage rezonings or special use permits for land uses incompatible with agricultural, silvicultural, or forestal use of the land, or that would have an adverse effect on the continued viability of these uses (e.g. significant loss of prime agricultural soils).
3. When residential development is considered within the Agricultural and Forestal land use, particular care should be paid to the viewsheds along rural roads and buffering to active agricultural lands.
4. The County should encourage the development of tourism and agri-tourism related services. These uses should be compatible with the existing development and may include bed and breakfast type inns, farmers' markets, and resorts.
5. Agribusiness in any form should be encouraged so long as it preserves the rural character of this portion of the County.
6. Road improvements (including road safety and intersection improvements) should consider the movement of agricultural freight and machinery, trailered boats and other equipment, rural and tourist populations.
7. The Agricultural and Forestal land use designation is appropriate for conservation easements intended to protect agriculture, forestry, environmentally sensitive areas, and significant historic resources.
8. Applicants should demonstrate adequate well and septic capacity considerate of surrounding uses.



Residential Land Use Categories

There are three distinct residential land use categories. The categories differ by envisioned housing types and densities of residential development. The densities that are provided are recommendations considerate of existing development and envisioned development patterns and intensity going forward. The appropriate density for each proposal needs to be evaluated in the context of the surrounding community, including the availability or provision of needed infrastructure.

Rural Residential – This category is located outside of the limits of the Primary Development Boundary. In general, Rural Residential development has a recommended maximum density of one unit per two acres, including large lot residential, cluster development, farms, and forestland. These properties are served by private wells and septic systems. The preservation of land through conservation easements or preservation methods defined by the County Code may also be appropriate within this land use. Though Agricultural and Forestal land uses are still very much supported in this category, this land use category is more accommodating of Rural Residential rezoning activity than its Agricultural and Forestal counterpart. Rural Residential areas contain fewer areas of notable agricultural or forestal value as exhibited in the Virginia Department of Conservation and Recreation’s Natural Heritage Data Explorer Land Use Suitability models. The models are described in Appendix D, Natural Resources. The Rural Residential category exists in areas of existing rural residential character and is concentrated primarily around the periphery of the Primary Development Boundary where employment opportunities and an abundance of goods and services can be accessed in shorter distances through transportation routes compared to more distant Agricultural and Forestal areas. The land use category also exists in proximity to Lake Anna.

Rural residents (including disadvantaged populations in rural areas as noted in the Transportation Chapter) need access to convenient goods and services. Therefore, neighborhood commercial rezonings should be considered in the rural areas provided that adequate infrastructure is in place or can be added by the applicant to accommodate the use. Transportation infrastructure, such as adequate site distance, signage, and road improvements, must be provided by the applicant to assure safe and convenient access. Site design and architectural elevations should be considered to ensure that the design and appearance of the commercial use is compatible with the architecture and character of the area.

This land use category is located outside of the limits of the Primary Development Boundary and therefore outside of the public water and sewer service area. Applicants should demonstrate adequate well and septic capacity considerate of surrounding uses.

Low Density Residential– This category is reserved for single family attached and detached residences typical in a suburban area. The overall density can be as high as four units per acre, but lower densities are also appropriate. This land use is appropriate within the Primary Development Boundary.

High Density Residential – This urban scale residential category typically includes single family attached and multifamily housing at densities of twelve to sixteen units per acre. Typical uses may include duplexes, villas, cluster housing, town homes, residential condominiums, and



apartments. Public water and sewer must be available for this type of development to occur, and, therefore, this land use is appropriate within the Primary Development Boundary.

With few exceptions, as depicted in the Future Land Use Map the High-Density Residential land use category represents existing residential projects of a similar size and character to the designation. These tend to be standalone, automobile access-oriented projects in a suburban setting surrounded by other uses within existing developed areas. Such projects and are not well fit into a larger mixed-use plan of development. Undeveloped sites with the land use designation tend to be nearby or adjacent to developed high density sites, supporting potential expansion areas for similar development. Considering land use aspirations, high density residential development is otherwise supported as part of mixed-use development under the mixed-use land use category where a mix of complementary uses of varying densities; walkable live, work, play, shop areas, are promoted and enhanced accessibility and transportation alternatives are available.

Residential Land Use Policies:

1. Residential subdivisions should provide interparcel connections to adjoining undeveloped properties and connect to developments at existing interparcel access points, where possible, to help improve the connectivity of the transportation network and more efficient distribution of traffic.
2. Residential uses within the Primary Development Boundary should provide inter- and intra-development pedestrian paths to link adjoining subdivisions and form a cohesive residential area and alternative transportation and recreational opportunities.
3. Residential infill development should maintain the neighborhood character (massing, bulk, height, density) established by the existing adjacent subdivisions in relation to the adjacent subdivision edge only.
4. For residential development outside of the Primary Development Boundary particular care should be paid to preserving the character of the viewsheds along rural roads and buffering to existing agricultural properties, especially when mapped historic and scenic corridors are present.
5. The County should encourage the development of agribusiness and tourist related services within the Rural Residential areas. These uses should be compatible with the existing development and include bed and breakfast type inns, farmers' markets, campgrounds and resorts.
6. Individual driveways onto the primary rural roads should be discouraged and consolidated wherever possible.
7. Promote the provision of a diverse housing mix by encouraging a range of housing sizes and types that meet the needs of citizens at all income levels throughout all stages of life.
8. Promote the construction of market rate affordable housing units rather than units that are subsidized for the initial sale to ensure that housing remains affordable over time. Depending on the land use designation, examples may include and are not limited to condominiums, townhouses, and small single family homes to larger homes, manufactured homes, and active adult and assisted care facilities.
 - a. Affordable housing are those units priced at or below the affordable price range based on the County's methodology for calculating affordability as provided in the Affordability Calculation Table located in the Housing section of this Chapter. This calculation should be updated at least annually.



- b. Encourage residential development projects that integrate a range of complementary residential housing designs and price points (including affordable units).
 - c. Considering manufactured homes as a possible source of affordable housing, consistent with the Code of Virginia Sect. 15.2-2223.5, strategies support:
 - i. preservation of existing manufactured housing communities;
 - ii. creation of new manufactured home communities;
 - iii. creation of new manufactured home subdivisions.
9. Rural Residential land use is appropriate for conservation easements intended to protect agriculture, forestry, environmentally sensitive areas, and significant historic resources.
10. Outside of the Primary Development Boundary, applicants should demonstrate adequate well and septic capacity considerate of surrounding uses.

Mixed Land Use Categories

Mixed Land Use areas should serve as a place for Spotsylvania residents to live, work, shop, and play by providing for a variety of land uses in a compact, walkable community with a dense development pattern. The Mixed Land Use category encompasses a variety of uses, including traditional neighborhoods; higher density residential; non-traditional residential (garage apartments as well as residential units situated over commercial uses); commercial uses (retail and office); light industrial; educational facilities; “cottage” and “artisanal” industries; live-work projects; two or more uses; recreation facilities, and compatible public and other civic facilities. The intensity of the development within the mixed-use category will vary depending upon location, surrounding uses and the availability of mass transit. Larger scale mixed use developments may be proposed under this category or developers may propose smaller projects that that are or will be integrated into a larger mixed-use area. This should be accomplished by utilizing the principles described throughout this category description, with particular attention paid to physical transitions between developments in size, scale, massing, setback, screening and buffering, street layout, building location on the lot, general aesthetic of the development, parking design and location, and pedestrian accessibility.

Alternative modes of transportation are desired within mixed use areas to encourage pedestrian access and discourage automobile reliance. Tracts of land should be developed to provide continuity among the various land uses and to create a compact and walkable living environment and workplace. Transitional uses and/or project design considerations are required to protect lower intensity and density uses from more intense/dense development. Building heights, location specific densities such as along the project edge should be “stepped down” adjacent to lower intensity and density uses, if applicable. Road, street, and pedestrian corridors should be established in a grid pattern and connect wherever possible to adjoining developments. Mixed use developments will often include both on and off-street parking, sidewalks, bike lanes, benches, pedestrian scale lighting, tree lined streets that soften the hardscape and provide shade for pedestrians, fountains and other civic embellishments that assist in fostering a sense of community, and uniqueness of place.

There are three tiers of the mixed land use category. They are described as follows:



Mixed Use Light- Mixed Use Light is the lowest intensity mixed-use category. This land use category envisions a mix of single-family detached and attached residential development at densities of 4 to 8 units/acre. Except for the development of commercial corridors as described below, most of the land within this land use designation is envisioned to be a mix of residential uses.

The land use designation also supports development of mixed-use commercial corridors of a neighborhood or regional scale along roads with a VDOT functional classification of Major Collector or higher.

In “greenfield” development (presently undeveloped or underdeveloped areas), this land use category is generally located as a transitional land use to promote a gradual, more harmonious increase in density and intensity between low-density residential areas and more intensive mixed-use, employment center, or commercial areas.

For infill development, residential development of a similar size and scale to the existing development patterns is preferred. Development of affordable dwellings and creative infill such as residential “doubles” constructed to appear as single-family homes are appropriate in this land use designation. Affordable single family attached, single family detached, manufactured homes are additional examples. This land use designation has been geographically located to generally preserve the development patterns established in infill areas and discourage land use or intensity changes that would significantly alter the existing community.

Mixed Use General- This land use category envisions a broad mix of commercial, office, residential (single-family attached, multi-family) development in a horizontal mixed use pattern (various uses located within a walkable distance of one another), or in the “traditional neighborhood development” form with various uses “stacked” upon one another in multi-story buildings. Residential densities in these areas are envisioned to exceed 8 units/acre. However, urban or semi-urban densities of 16 units/acre or more and resulting building scale are appropriate and encouraged in this land use area. The land use designation is centrally located as core areas of mixed-use nodes and away from nearby low-density development. Urban or semi-urban densities and building scale are appropriate in this land use area.

Mixed Use Commercial Heavy. This land use category envisions a commercial and office “heavy” mixed use district. This category promotes development of commercial (such as retail, office, service, lodging, food establishments, entertainment, “cottage” or “artisanal” industries) at a semi-urban or urban scale. Residential development within these areas is intended as a secondary or subordinate use (in total land area and square footage devoted) within the land use area. The land use designation encourages mixes of residential typologies for housing diversification. Residential development here is intended to help diversify the land use mix and provide the ability for residents to be located nearer to employment opportunities and commercial goods and services and inversely for businesses and employers to benefit from a geographically close customer base or “employee pool”. Like the Mixed-Use General designation, residential densities, except for the Lake Anna Mixed Use Commercial Heavy designation, are intended to exceed 8 units/acre. Urban or semi-urban densities of 16 units/acre or more and resulting building scale are appropriate and encouraged in this land use area.



At Lake Anna, the Mixed Use Commercial Heavy designation is located outside the limits of the Primary Development Boundary and lacks public water and sewer services. The Lake Anna area in proximity to the Route 208 corridor is envisioned to develop as a “village center” and mixed-use area. Economic Development Overlay Zones exist within this area that further promote commercial, technology, tourism related businesses in the area. The Lake Anna mixed use category includes the Technology Zone, Tourism Zone, and a portion of the HUB Zone. The primary focus of the Lake Anna mixed use area therefore is commercial. Residential development in this area is intended as a secondary or subordinate use (in total land area and square footage devoted). Due to its location outside of the County’s Primary Development Boundary Envisioned residential densities and complementary zoning designations are not the same as those within the Primary Development Boundary (see Table of Zoning Districts Complementary to Land Use Designations Outside of the Primary Development Boundary).

Mixed Land Use Policies:

1. Special attention should be given to provision of design guidelines, architectural features and community amenities to enhance placemaking.
2. Appropriate transitions in size, scale, height, massing of building, project density and peripheral density (considering adjoining development, if applicable) and/or setbacks and buffering should be provided from mixed land use developments to adjoining existing developments that exhibit a distinctly different development character.
3. Vehicular and pedestrian connections should be made to adjoining developments at appropriate locations, including at existing interparcel access points.
4. A grid pattern of connected streets is appropriate. Cul-de-sacs are discouraged and only employed in rare instances (e.g. site limitations due to significant environmental or topographic constraints).
5. The County should support public open space and pedestrian accommodations integrated throughout the development.
6. Mixed-Use developments should be designed so that multiple vehicle trips can be combined into one stop by providing several destinations within easy walking distance. This can be encouraged by closely monitoring the provision of parking and ensuring that there is not an excess supply that encourages additional auto trips.
7. Mixed-Use development at Lake Anna should provide local shopping and professional services as well as tourist related uses such as hotels, inns and restaurants.
8. Parking should be located to the rear and sides of buildings preferably at the fringe of development or within structured parking, with the building facades clearly visible from the street.
9. The County should support a diverse housing mix with a range of housing sizes and types that meet the needs of citizens throughout all stages of life and income levels.
10. Promote the construction of market rate affordable housing units rather than units that are subsidized for the initial sale to ensure that housing remains affordable over time. Depending on the mixed-use tier, examples may include and are not limited to condominiums, townhouses, and small single family homes to larger homes, manufactured homes, and active adult and assisted care facilities.
 - a. Affordable housing are those units priced at or below the affordable price range based on the County’s methodology for calculating affordability as provided in the Affordability Calculation Table located in the Housing Section of this Chapter. This calculation should be updated at least annually.



- b. Encourage mixed-use development projects that integrate a range of complementary residential housing designs and price points (including affordable units).
 - c. Considering manufactured homes as a possible source of affordable housing, consistent with the Code of Virginia Sect. 15.2-2223.5, strategies support:
 - i. preservation of existing manufactured housing communities;
 - ii. creation of new manufactured home communities;
 - iii. creation of new manufactured home subdivisions.
11. Quality open spaces should be integrated into developments and may include passive and active areas, pavilions, walking paths, gardens, forested areas, and lakes, pocket parks, among other features.
 12. Commercial and Office development within the Mixed-Use Light tier should primarily be oriented and/or along roads with a VDOT functional classification of Major Collector or higher.
 13. Residential development within the Mixed Use Commercial Heavy Tier should be a secondary or subordinate use (in total land area and square footage devoted) compared to the balance of the full extent of the land use area within which the project is a part.
 14. To enhance site accessibility and reduce internal road network conflict, secure an additional point of ingress/egress to/from the Bowman Center/Sylvania Plant Industrial Center/ Spotsylvania Industrial Park Mixed Use Commercial Heavy area.

Commercial Land Use Category

Commercial- The commercial land use area consists of a variety of retail and office uses, examples of which include, but are not limited to: medical facilities, shopping centers, restaurants, hotels, automobile service and sales facilities, personal service establishments, office parks, entertainment facilities, and similar uses. The majority of the existing commercial developments within the County are located along Jefferson Davis Highway (U.S. Route 1), Plank Road (U.S. Route 3), and Southpoint Parkway. Connectivity to and accessibility from nearby residential development should be encouraged.

Commercial Land Use Policies:

1. Street patterns for new development should follow an interconnected network to reduce congestion and provide routing alternatives for local traffic.
2. New development should provide interparcel connections to adjoining properties, where appropriate, and should connect to existing interparcel access points.
3. Sidewalks and paths between commercial and office buildings and through parking lots should be provided to ensure safe pedestrian routes and, when possible, connect to FRED bus routes.
4. The County should encourage development patterns that redirect traffic patterns to alleviate congestion. Direct access to existing roads by individual uses or lots should be discouraged.
5. Development should proceed sequentially along and back from the major thoroughfares. Development should not isolate an existing land use or undeveloped parcel.
6. Encourage the retention and expansion of existing business operations, as well as the attraction of new businesses and investment.
7. Encourage non-retail commercial operations.



Employment Center Land Use Categories

The Employment Center land use areas are envisioned to be the primary location for new office and industrial development within the County, with a focus on larger scale office complexes, computing and technology-based uses such as data centers, industrial uses industrial parks, office parks, entertainment and tourism attractions and complementary uses, where applicable. Where the Employment Center Land Use Category overlaps the County's Economic Development Zones, the land use category seeks to achieve a complementary vision. Efforts to increase residential densities in these areas are discouraged.

Industrial development within the County is desired in the interests of growing local employment, promoting investment within the community, and maintaining a balanced economic base. Depending on the Employment Center land use category, light and heavy industrial uses are suited for the land use designation. Given the nature of these uses, careful consideration of their location and transition to adjoining properties is important.

Spotsylvania County recognizes the importance of logistics and distribution-based businesses. They are integral to the economy and provision of goods. Supply chains are far reaching. Growth of online sales has vastly increased access to goods from coast to coast and internationally. Access to these resources require extensive supply chains from manufacturer to warehouse to distribution (road, rail, air, water, pipeline, fiber) to final end user. The County recognizes the importance of Interstate 95, US Route 17, and the RF&P Rail Corridor for far reaching logistics systems connections.

Truck terminals, warehousing and distribution facilities can be considered either light or heavy industrial. Such industrial uses must be considered within the context of their size, scale, transportation systems, service area impacts to determine whether they complement light industrial neighbors or heavy industrial ones.

Except for the Thornburg area where Economic Development Zones advocate for tourism related commercial attractions and complementary uses. As a general "rule of thumb" limited commercial development is considered appropriate within the designated Employment Center areas. Commercial development such as retail sales establishments or retail plazas are intended to be secondary or subordinate to the intended employment center uses. The County's targeted commercial centers with 'big box' retailers and others have been identified separately on the Future Land Use Map as the red 'Commercial' category. Provision for commercial development also exists within the County's mapped mixed-use areas.

Employment Center Light- The employment center light category is primarily envisioned for light industrial parks, data centers and office parks. Light industrial uses are usually more consumer-oriented than business-oriented and are involved in manufacturing activities that use moderate amounts of partially processed materials to produce items of relatively high value per unit. Examples include but are not limited to the manufacturing of: clothes, shoes, furniture, consumer electronics and home appliances. Processing, assembly or disassembly operations could also fall into this category. Warehousing and distribution may be appropriate in this land use category. High Technology businesses, data centers and "clean" industry are appropriate in this land use. Typically, these uses cause little pollution or risk of nuisance. Operations are



typically kept internal to the building footprint with limited outdoor operation of machinery or equipment beyond freight-based delivery or distribution.

Employment Center Heavy- Employment Center Heavy uses tend to be larger in scale and may have pollution impacts (noise, odor, etc.) on the surrounding area. Such uses may have emissions or a large degree of outdoor machinery or equipment use as part of normal operations. While these impacts should be minimized, there is the recognition that not all negative effects can be completely mitigated. The location of heavy industrial uses should be encouraged to help ensure appropriate transitions that minimize impacts on neighboring properties. Examples of heavy industrial uses include, but are not limited to: mining operations; refineries, power plants with emissions; scrap recycling operations, rail yards, and the fabrication and assembly of large items where the size and scale of facilities and operations are otherwise significantly “out of character” with the surroundings.

Employment Center Land Use Policies:

1. Encourage development of new and existing industrial parks and mitigate conflicts with nearby residential areas.
2. Street patterns for new development should follow an interconnected network to reduce congestion and provide routing alternatives for local traffic.
3. Truck dependent businesses should be located where they have access to major thoroughfare(s) and do not have to rely on local roads.
 - a. To reduce the extent of impacts on roadways, large Interstate dependent distribution facilities are best suited within three (3) travel miles on sufficiently accommodating roadways to the nearest Interchange of chief access.
4. New development should provide interparcel connections to adjoining properties where appropriate.
5. Sidewalks and paths between commercial, office, and industrial buildings and through parking lots should be provided to ensure safe pedestrian routes and, when possible, connect to bus routes.
6. Encourage development patterns that redirect traffic patterns to alleviate congestion.
 - a. Direct access to existing roads by individual uses or lots should be discouraged
 - b. Discourage strip commercial and ‘big box’ development and promote office and industrial centers in a campus like setting that are linked by pedestrian/bicycle paths, where appropriate, and access roads.
7. Commercial development should be secondary or subordinate (in total land area and square footage devoted) to the intended uses associated with the employment center land use designations.
8. Development should proceed sequentially along and back from the major thoroughfares.
9. Promote the following components of campus style office development over traditional strip commercial development:
 - a. Minimal entrances and conflict points
 - b. Landscaped median strip with few stoplights and crossovers allowing for free-flowing traffic
 - c. Berms, landscaping and trails or sidewalks along major transportation routes
 - d. Pedestrian networks along internal roadways and between complexes
 - e. Maximized interparcel connections
 - f. Mixed uses provide on-site services



- g. Minimize the visibility of parking lots from the major transportation routes
- 10. Encourage job creation that provides sufficient income for employees to be able to afford housing within the County.
- 11. Encourage the retention and expansion of existing business operations as well as the attraction of new businesses and investment.
- 12. Encourage a diversification of uses within the Employment Center category to include light industry, heavy industry and office uses.
- 13. Continue economic development site selection and attraction efforts to identify candidate sites, seek tier designation, and improve tier designated sites for the VEDP Business Ready Sites Program.

Open Space Land Use Category

Open Space- The open space land use category is not intended for development other than for passive recreation purposes such as recreational trails, wildlife management areas, natural or historic preservation and interpretation. The land use is intended to preserve and protect historic and natural resources throughout the County and recognizes the inherent value in open space, resource protection, character and viewshed protection. The open space land use category includes park and recreation facilities owned and operated by the County for passive recreation, State and Federal Government parks, as well as those areas deemed worthy of preservation and conservation, such as buffers along major roadways to preserve the rural character in the proximity of the County’s historic resources. Roadway buffers especially consider the County’s two designated scenic byways and scenic roads. Common open spaces in private developments are also included as they serve to provide passive recreation, permanent screening and buffering, natural resource preservation and protection. Lands in existing conservation easement are included in the open space designation. As part of this Comprehensive Plan update, the open space land use category has been expanded to include mapped wetlands and resource protection areas. The intent of the addition is solely based on proactively considering presence of resources and avoiding introducing negative impacts to them. Acknowledgement of such resources under the open space category also “paints a clearer picture” for areas identified for potential development prospects that may be environmentally constrained and as a result developable acreage reduced or inhibited.

Open Space Land Use Policies

- 1. Viewsheds from County roads should be preserved.
- 2. Development in these areas should be generally discouraged, however, if it is to occur, it should occur in such a way to best blend into the existing landscape.
- 3. The open space land use areas are appropriate for conservation easements intended to protect open space, agricultural and forestal lands, environmentally sensitive areas, significant historic resources.

Institutional Land Uses

Institutional- For the purpose of the future land use element, Institutional land uses include the governmental facilities necessary for the provision of public services, and large public service uses such as airports. Such uses are common throughout the County and are intended to serve geographically dispersed populations within and outside of the Primary Development Boundary. Such uses commonly appear in the County Zoning ordinance as by-right or special uses across



rural, suburban, and urban-scale zoning districts. As such, institutional land uses have application county-wide, both inside and outside of the Primary Development Boundary and across all land use categories. Such uses should mitigate their impacts on public facilities such as the local transportation system and carefully consider impacts to assure impact reduction (size, scale, massing) on the physical surroundings and existing development through site design. Institutional Land Use areas in the future land use map reflect existing institutional uses within the County. Refer to the Public Facilities Chapter for insights into areas identified for establishment of additional County managed facilities.

Historic or Scenic Corridors

The Future Land Use Map acknowledges designated historic or scenic corridors within the County. These designations are not intended to change the underlying land use designation but to emphasize the importance of sensitive site and building design. These corridors have been designated recognizing their inventory of significant historic, cultural, scenic resources, and character. Additionally, there are several important high visibility “gateway” or “first impressions” corridors of importance. Stewardship of recognized historic or scenic resources and continued vigilance to avoid diminishing the value of the corridor designations is up to citizens, landowners, developers, and the County as a whole. Historic and scenic corridor designations within Spotsylvania County include Scenic Byways and Roads, and the Civil War Trail. Outside of the Primary Development Boundary, efforts to preserve and protect the scenic value of these corridors are supported. Examples include establishment of conservation easement, enhanced buffering or setbacks, designating open space areas along corridors, architectural design sensitivity to the nearby rural and/or historic vernacular. Within the Primary Development Boundary where development is intended, enhanced site and architectural design is encouraged. Many of these corridors within the Primary Development Boundary already are subject to enhanced design standards associated with the Highway Corridor Overlay District (HCOD). Similar standards are encouraged to be applied along corridors where the HCOD does not exist. The County encourages architectural renderings, design simulations, viewshed analysis’ when development is proposed along designated historic or scenic corridors as identified on the Future Land Use Map.

Spotsylvania County’s Scenic Byways and Roads, and the Civil War Trail through Spotsylvania County have been described in greater detail below:

Scenic Byways and Roads- The State Scenic Highway and Virginia Byway Act (1966) created the Virginia Byway program. Per the Virginia Department of Conservation and Recreation (DCR), the state scenic byway program is managed by Virginia Department of Transportation (VDOT) in partnership with the DCR. Natural, cultural, historical, recreational and archeological amenities of the commonwealth's scenic roads are recognized through the program, as are unique and varied cultural and features of Virginia's geographic regions.

[VDOT's designation process](#) involves municipalities, citizens and the state who cooperatively determine if a road section of at least ten (10) miles warrants designation for its aesthetic, cultural, historical, natural or recreational significance.

Spotsylvania County has two Virginia scenic byways, they include River Road and Guinea Station Road. In order to maintain the integrity of the County’s scenic roads, its incumbent upon the



County to establish goals aimed at their protection. Fortunately, both corridors are located outside of the Primary Development Boundary and are not expected to or envisioned to experience transformative character changes via development pressures. However, such corridors have been subject to occasional business, utility or telecommunications infrastructure, and residential rezoning proposals that warrant establishing some basic scenic byway protective guidelines. Consideration of the scenic byway designation is often raised as a concern during the public hearing process by citizens interested in maintaining corridor integrity.

VDOT also identifies two transportation corridors within Spotsylvania County as Scenic Roads. Both Scenic Byways and Scenic Roads can be found on VDOT's 2017 Scenic Roads Map. Per VDOT, the scenic roads designation is a historic one, based in Virginia's 1965 Statewide Comprehensive Outdoor Recreation Plan. Scenic Roads in Spotsylvania County include Plank Road (Route 3), extending from the City of Fredericksburg line to Orange County, and Courthouse Road (Route 208), from Interstate 95 to Brock Road. Staff notes that portions of these roads within urbanized areas within the Primary Development Boundary are located within the County Highway Corridor Overlay District, intended to provide enhanced design standards for new development. Otherwise, cognizant of historic resources and interest in maintaining rural character and viewsheds along those corridors, the County has applied open space land use designations. For instance, Courthouse Rd between Smith Station Road and the Spotsylvania Courthouse Battlefield serves as historic rural "gateway" to Spotsylvania Courthouse mixed use area. Rural viewshed protection, enhanced setbacks, buffering, forest preservation, farmland protection, conservation easements, rural context sensitive design are all critical elements to maintaining corridor integrity in these areas.

Civil War Trails Lee vs. Grant Driving Route

Civil War Trails® connects visitors with the great campaigns and lesser-known sites of the Civil War. Stops along the Trail and interpretive signs complemented by map guides, guide visitors as they follow in the footsteps of the generals, soldiers, citizens, and the enslaved who found themselves in the midst of this great struggle.

The approach of Civil War Trails is to interpret—not commemorate or memorialize—the events, people, and places of the most pivotal time in our nation's history.

In Spotsylvania County, the Lee vs. Grant Civil War Trails Driving Route includes: Hill Ewell Drive; a portion of Orange Plank Road extending from Hill Ewell Drive to Brock Road; Brock Road from Orange Plank Road to Courthouse Road in the Spotsylvania Courthouse Area; Courthouse Road to Massaponax Church Road; Massaponax Church Road from Courthouse Road to Jefferson Davis Hwy (Route 1); Jefferson Davis Hwy (Route 1) from Massaponax Church Road to Guinea Station Road; Guinea Station Road extending to the Caroline County line. Significant Civil War sites associated with the 1864 campaign have been highlighted along this route. Within Spotsylvania County, sites include: Todd's Tavern; Spotsylvania Battlefield; Spotsylvania Courthouse Historic District; Harris Farm; Zion Methodist Church; Massaponax Church; and Plantations on Guinea Station Road.

As outlined in the Historic Resources Chapter the protection and interpretation of significant historic resources is valued in the community. Historic locations and events associated with them help shape the history and character of the County and are a major contributor to local



and regional tourism, with associated economic benefits. Like the County's Scenic Byways referenced above, along the Civil War Trails Route efforts should be made to ensure historic resource preservation and protection, including maintaining the aesthetic quality of the corridor, rural and historic viewshed preservation and protection, enhanced setbacks and/or buffering, consideration of the historic architectural vernacular of the area when new development is proposed.

UTILITY, TELECOMMUNICATIONS, AND INTERNET INFRASTRUCTURE

As part of the Comprehensive Plan scope and purpose, the Code of Virginia §15.2-2223.C.8 suggests localities map the designation of corridors or routes for electric transmission lines of 150 kilovolts or more. A map showing the County's existing inventory of such transmission line corridors can be found at the end of this Chapter.

Utilities and telecommunications infrastructure and service reliability is critical in the modern day with application in many areas including personal use, business, public safety, and education. Provision of both publicly and privately administered utility infrastructure to serve the citizens, businesses, public servants (including first responders) of Spotsylvania County requires a geographically expansive network of utility infrastructure that includes all land use designations both inside and outside of the Primary Development Boundary. Provision of public water and sewer (within the Primary Development Area) requires infrastructure such as underground pipes, water treatment facilities, water towers, pump stations, while provision of cellular services by telecommunications providers requires a network of telecommunications towers spread across the County in both rural and developed areas to maintain consistent reliable services. Natural gas and electric providers distribute services by pipe, conduit, or overhead power lines and may require substations, gas regulator facilities. Considering the nature of utilities and telecommunications infrastructure, proposals for these types of facilities should be measured based on their merits and ability to mitigate impacts.

Broad availability of high-speed internet services throughout the County has become increasingly critical in recent years for residents and businesses as the world has become ever more linked to the web for e-commerce, communication, e-learning, news and information sharing. Spotsylvania County recognizes numerous benefits of expanding and enhancing access to high speed internet, including support of: jobs; job growth; education; real estate marketability; telework (a type of transportation demand management (TDM) strategy); economic development; entrepreneurship; tourism; health care; communication/entertainment; public safety and emergency services; other uses and other future uses. The County notes progress in provision of high-speed internet with an additional 12,000 homes provided with cabled broadband service since 2011. However, large rural areas of the County remain unserved by high speed broadband. The County continues to look for creative means (including opportunity for emerging technologies) to help expand broadband services.

Specific to provision of high-speed internet for unserved or underserved populations, especially in rural areas, the County Information Services Department in conjunction with the County Cable and Telecommunications Commission has identified several action items, as follows:



- Continued efforts of the Cable Commission and staff to expand broadband capabilities throughout entire County
- Establish a working timeline for short- and long-term goals
 - Establish broadband subcommittee (immediate)
 - Wireless Services on certain rural County towers (short term –4-8 months)
 - Franchise Agreement renewals (6-12 months)
 - Support for Rappahannock Electric Coop, should their grant application be awarded (long term –no ETA until more information from REC is available)
- Establish a dedicated webpage for broadband initiatives

The County will need to advocate for its citizens for broadband capability, by

- Continued work with franchise service providers
- Continued work with cell tower placement and co-location
- Continued work with grants
- Continued work on wireless and wired solutions
- Explore all available technologies
- Discussion of need for broadband consultant and fulltime broadband staff
- Formation of broadband subcommittee
- Broadband plan approval by the Board of Supervisors



HOUSING

Spotsylvania County Residential Land Use Policies set out to *promote the provision of a diverse housing mix by encouraging a range of housing sizes and types that meet the needs of citizens at all income levels throughout all stages of life, and promote the construction of market rate affordable housing units rather than units that are subsidized for the initial sale to ensure that housing remains affordable over time.* A summary of the County housing inventory and a calculation to determine an approximate value of affordability within the County is in Table 6 below. Housing priced below the reported amount would be considered affordable within the County based on the methodology employed.

Table 6: Housing Inventory

Spotsylvania County Total Housing Inventory By Housing Type Since 2010											
Year	2020*	2019	2018	2017	2016	2015	2014	2013	2012	2011	2010
Single Family - Detached	41151	40711	40142	39585	39203	38883	37615	37938	37685	37476	37141
Single Family - Attached	4604	4357	4238	4120	4064	4007	4030	2775	2743	2730	2730
Multi-Family (Apt Units)	5106	4505	4234	3748	3194	3002	2910	3396	3136	3136	3136
Total	50861	49573	48614	47453	46461	45892	44555	44109	43564	43342	43007
MH - Personal Property	1506	1495	1402	1418	1482	1496	1497	1482	1510	1537	1523
<i>Note from Pat Quinn: Criteria changed for 2014.</i>											
<i>*2020 Figures as of January, 2020</i>											

The Commissioner of Revenue’s Office of Real Estate Assessment tracks the County housing inventory by housing type over time. The County’s total housing inventory by housing type since 2010 is provided in the table above as reference. Based on the Office of Real Estate Assessment’s data, the County’s multi-family housing inventory is 5,106 units as of January 2020. This data is updated annually. Considering the County housing stock as a whole where there are 41,151 single family detached units and, 4,604 single family attached units. Multi-family units (5,106) account for 10% of the County’s total housing inventory. Single family detached units are by far the most prevalent type of housing in the County at nearly 81%.

If we consider the County’s population generation rate estimates by housing type, nearly 87% of the County population resides in single family detached homes. 7% of the County population resides in single family attached units and approximately 5% reside in multi-family housing. Presently the County estimates 3.04 persons per single family detached unit, 2.41 persons per single family attached unit, and 1.49 persons per multi-family unit.

Current County student generation rates suggest the single-family detached housing inventory accounts for approximately 84% of the total student enrollment. Approximately 10% of the student enrollment lives in single family attached units. For multi-family units, nearly 2% of the student body lives in market rate units and 4% reside in tax credit units.

The housing inventory also separately counts mobile home units, noting an inventory of 1,506 such units. Based on the information provided, the County mobile home inventory has remained relatively unchanged. Since 2010 the County has seen a slight decrease in total units from 1,523 (in 2010) to 1,506 (in 2020). There are six residential manufactured home “mobile home” parks within the County ranging from a high of 209 units down to just 4. The total number of mobile



home units within the six parks is 853. Of the total, the remaining units are located outside of mobile home parks.

Residential Building Activity

Table 7: Residential Building Activity (2011-2020)

Spotsylvania County Dwelling Units										
Month	2011	2012	2013	2014	2015	2016	2017	2018	2019	2020
January	16	22	28	30	31	54	48	61	71	51
February	22	30	27	41	26	45	40	47	30	65
March	17	21	49	32	29	33	45	68	79	120
April	18	19	40	40	30	31	58	49	51	66
May	18	10	51	45	35	62	75	52	69	59
June	29	22	47	36	46	52	79	56	64	73
July	31	43	27	55	61	52	80	61	79	78
August	18	54	44	42	29	41	58	71	51	85
September	22	29	28	33	27	51	65	67	53	97
October	26	38	37	35	41	50	70	75	52	80
November	16	23	34	24	29	44	47	43	61	58
December	19	30	31	44	40	49	50	36	52	68
Total for Year	252	341	443	457	424	564	715	686	712	900
<i>(Total includes SF, TH, APT, SW, DW)</i>										

Source: Spotsylvania County Building Office

Residential building permit data shows an increasing rate of new units since 2011 as the housing market slowly rebounded from the 2008 Housing Crisis that negatively impacted the region. Comparing 2020 data (last full year available) to 2011 data, new residential unit activity is nearly 3.6 times higher with 900 units reported in 2020, versus 252 in 2011. Table 7 above shows the overall increase in residential building activity since 2011.

Occupancy rates for apartments:

CoStar is the largest purveyor of real estate market data and market research in the Country. A report was run in late January 2020 and notes/identifies/accounts for 4,871 multi-family units (nearly on par with the County Office of Real Estate Assessments total multi-family housing inventory described below. Of the units tracked by CoStar, the report notes an additional 527 units under construction with an anticipated 12-month absorption rate of 419 units or nearly 80% of the new units. Market vacancy was at 7.6%. When looking at rental vacancy rates it is good to consider established built out projects that have had time to “lease up” separately from newly opened projects that are still in lease up phase where the market is still absorbing or “filling” the new units. For instance, at the time the report was run, existing well established projects such as Kilburn Crossing (2005, 2017 reno.), Breezewood Apartments (1989), Brittany Commons (1998), Silver Collection at Cosners Corner (2016) had vacancy rates of 6.36%, 5%, 4.02%, and 7.66% respectively. Inversely these projects have occupancy rates of 93.64%, 95%, 95.88%, and 92.34% respectively. Abberly at Southpoint (2016) is a fairly recent addition to the multi-family market but is now established with a vacancy rate reported at 5.71% of 280 units. This results in an occupancy rate of 94.29%. Brand new projects including Keswick I Apartments (2019), The Allure at Jefferson (2019) ran much higher vacancy rates at 24.17% and 27.33% respectively. These projects are still in “lease up”.



A 2017 Study of the Regional Multi-Family Housing Market by the Fredericksburg Area Association of Realtors found Spotsylvania’s Multi-Family (Apartment Complex Rentals) Vacancy Rate to be 6%. The study was based on information gained from a survey of property managers of apartment complexes with 40 or more units. This threshold therefore accounts for nearly all apartment complexes within Spotsylvania County. The addition of new multi-family projects in lease up periods do influence the vacancy rates over time so some variability is expected over months, years. Additional factors can also influence variability in vacancy rates over time not associated with lack of demand within the market. Variables including but not limited to socio-economic trends and population shifts, seasonal based moving trends (May to September), property management and maintenance factors, increases in rental choice (moving from one project to another), locational factors such as convenience, public safety, proximity to transit and employment, renters shifting to home buyers, out of market relocations, lifestyle and life cycle change, all lead to potential variability within project vacancy rates without suggesting the market as a whole lacks demand.

What percentage of the Multi-Family units are tax credit financed projects:

The Virginia Housing Development Authority (VHDA) publishes a list of tax credit properties statewide searchable by locality. Based on July 7, 2020 data, the VHDA reports County-wide there are 2,411 Tax Credit Units amongst 21 Tax Credit (TC) projects. The tax credit project inventory is in Table 8 that follows:



**Table 8: Current Tax Credit Properties- Spotsylvania County
(As of July 7, 2020)**

Property Name	Street Address	Jurisdiction	Tax Credit Units	Total Units	Target Type	Building Type
Courthouse Green	8132 Pool Drive	Spotsylvania County	40	40	General	Acquisition/Rehab
Enoch George Manor	10231 Brittany Commons Boulevard	Spotsylvania County	60	60	Elderly	New Construction
Greens of Salem Run	5600 Salem Run Boulevard	Spotsylvania County	200	200	General	New Construction
Heights at Jackson Village	5.3 acres at Old Telegraph Road	Spotsylvania County	187	187	Elderly	New Construction
Keswick	8800 Block of Lake Anna Parkway	Spotsylvania County	120	120	General	New Construction
Keswick II	0 Robert E Lee Dr	Spotsylvania County	116	116	General	New Construction
Keswick Senior	8900 Block of Lake Anna Parkway	Spotsylvania County	100	100	Elderly	New Construction
Kings Crest	11500 Kings Crest Court	Spotsylvania County	99	100	Elderly	New Construction
Meadows at Salem Run II	5711 Castlebridge Road	Spotsylvania County	80	80	Elderly	New Construction
Meadows I	5711 Castlebridge Road	Spotsylvania County	100	100	Elderly	New Construction
New Post	1801 Nottingham Drive	Spotsylvania County	102	102	General	New Construction
Orchard Ridge at Jackson Village	9401 Jefferson Davis Highway	Spotsylvania County	169	169	General	New Construction
Orchard Ridge at Jackson Village II	9401 Jefferson Davis Highway	Spotsylvania County	76	76	General	New Construction
Overlook Terrace	4710 Overview Drive	Spotsylvania County	72	72	General	New Construction



Table 8 Continued: Current Tax Credit Properties- Spotsylvania County (As of July 7, 2020)						
Palmers Creek	8934 Jefferson Davis Highway	Spotsylvania County	200	200	General	New Construction
Pines	8835 Crismond Lane	Spotsylvania County	46	46	General	Acquisition/Rehab
Salem Fields	7100 Alpha Court	Spotsylvania County	139	139	General	New Construction
Salem Run I	5715 Castlebridge Road	Spotsylvania County	160	160	General	New Construction
Salem Run II	5715 Castle Bridge Road	Spotsylvania County	108	108	General	New Construction
Timber Ridge	3500 Golden Field Lane	Spotsylvania County	147	147	General	New Construction
Windover Villas	8001 Cherry Tree Drive	Spotsylvania County	90	90	General	New Construction
Source: Virginia Housing (VDHA) Current Tax Credit Properties List as of 07/07/2020.						

Based on the County’s current multi-family inventory count of 5,106 units, using VDHA data we have found nearly 47% (47.2%) are tax credit. Of the 2,411 total Tax Credit units, 626, or nearly 26% of all tax credit projects, are age-restricted (non-student generating). Considering school age children and student generation, a recent survey of newer Spotsylvania County tax credit projects compared to market rate ones has found that tax credit project student generation rates exceed market rate student generation. For schools, student generation rates are as follows (see Table 9):

Table 9: Multi-Family Housing Student Generation Rates (2019)		
	Market Rate	Tax Credit
Elementary School	0.073	0.291
Middle School	0.047	0.134
High School	0.051	0.139

Multi-family market rate projects tend to generate the fewest children of the three distinct housing types the County tracks (Single family detached, single family attached, multi-family). However, multi-family tax credit projects have student generation rates more akin to single family detached and single family attached units.

Multi-Family demographics:

In 2017, the Fredericksburg Area Association of Realtors (FAAR) commissioned two studies focused on the local housing market. Staff met with representatives of FAAR in late January 2020 to discuss the local housing market, including multi-housing market. FAAR does not believe the three years that has gone by since release of the 2017 study is enough time to have resulted



in a significant change in findings. So FAAR indicated that no update is warranted at this time. Findings of FAAR's 2017 Profile of Demographic, Economic and Housing Market Conditions specific to Spotsylvania County and FAAR's 2017 Multi-Unit Housing Study that focuses on the region and includes locality specific analysis are insightful. As of the 2017 multi-family study conclusions, staff notes the study found:

Most of the variables suggest a strong demand for multi-unit housing in the region. Given the robust economic outlook for the region and low vacancy rate, demand may soon overtake supply. Improving transportation options between Fredericksburg (area) and Northern Virginia, specifically I-95 Express Lanes Fredericksburg Extension and the North and South Rappahannock River Crossing Projects, may increase demand for multi-unit housing even more.

Looking at the Spotsylvania County Housing Study Profile of Demographic, Economic and Housing Market Conditions for multi-family housing conclusions:

The shift towards more multifamily housing and more rental housing reflects a younger workforce and stronger growth in industry sectors that pay relatively lower wages. Younger households and households with lower incomes tend to prefer both rental housing and multifamily housing.

And

On the rental side, there will be substantial need for housing affordable to renters earning below \$50,000. Based on these estimates of future housing needs in Spotsylvania County, about 57.7 percent of future renters will earn below this level and will need rents at or below \$1,250 to be affordable. It is expected that 29.7 percent of new renter households in the County will be able to afford rents between \$1,250 and \$1,749. In Spotsylvania County, it is expected that demand for higher-end rental units will be relatively low, with the suggestion that 7.2 percent of new renter demand will be for units with rents between \$1,750 and \$2,249 per month and 5.4 percent of units with rents of \$2,250 per month or higher.

The results on housing demands referenced above tied to economic struggle and lower incomes are additionally supported by the United Way of Virginia's Asset Limited, Income Constrained, Employed (ALICE) Study of Financial Hardship, dated Spring, 2017 that found 41% of households below the ALICE threshold and 6% below the poverty threshold. The Study provides additional details into methodology and findings. From the study, primary factors contributing to affordable housing demands, demands for multi-family units include: *low wage jobs dominate the local economy; the basic cost of living outpaces wages, economic conditions worsened for ALICE households from 2007 to 2015, public and private assistance helps, but doesn't provide financial stability.*

The Approved Development Analysis

Per the Planning Department's Future Development analysis spreadsheet (as updated through January 1, 2021), there is an inventory of 12,049 approved and yet unbuilt residential units including single family detached (3,496), attached (2,314), multi-family (5,095), age restricted (1,144). The vast majority of these future units are located within the Primary Development



Boundary where higher intensity development is intended. Considering multi-family units, the approved yet unbuilt multi-family inventory would nearly double the current inventory of multi-family inventory in the County. Considering the CoStar reported market absorption of 419 units over 12 months, the multi-family inventory would be absorbed over the course of 12 ½ years. Staff acknowledges it is hard to predict exactly when and how many units will come available in the market at any given time. Variables over time have influence on the rate of construction as well as market absorption. As we have seen, some projects that are approved quickly advance to site plan and construction while others sit idle for numerous years. The 12 ½ year scenario above assumes that all approved yet unbuilt multi-family units (5,095) would be constructed perfectly aligned with current market absorption rates.

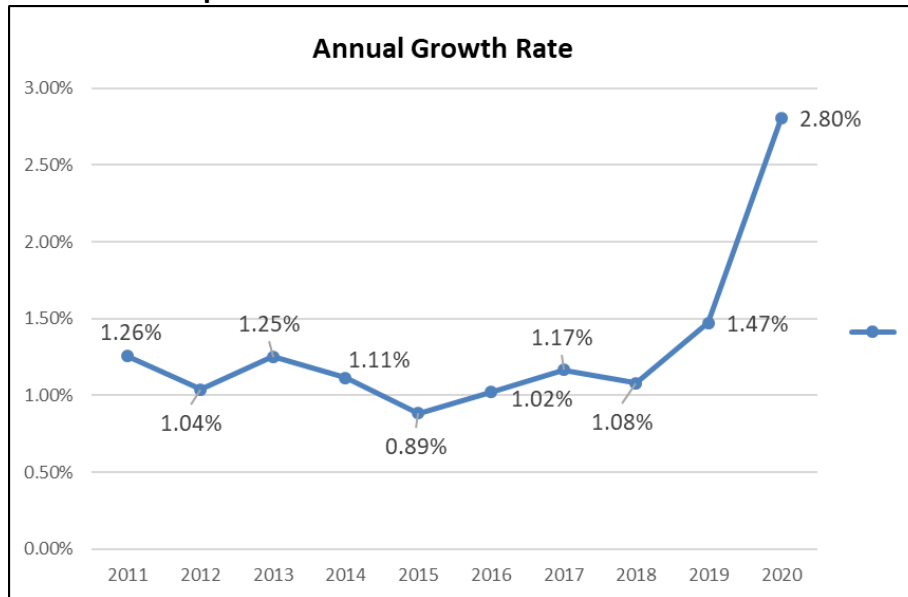
Considering Spotsylvania County’s known residential development “pipeline” projects inventoried above, FAAR’s 2017 Profile of Demographic, Economic and Housing Market Conditions specific to Spotsylvania County between the year 2017 and 2032 found:

Given the expected characteristics and incomes of net new working households in Spotsylvania County over the next 15 years, it is expected that 74.8 percent (10,800 housing units) will need to be single-family detached or attached homes to meet demand. The remaining 25.2 percent (3,645 housing units) are forecasted to be multifamily. This reflects a shift from current development patterns in Spotsylvania County where 86.7 percent of homes in the County are single-family detached or attached homes and only 8.2 percent are multifamily units. (Five percent of the existing units in Spotsylvania County are mobile homes.)

Staff notes even with an abundance of approved units of varying types, the County growth rate has generally remained low over the last decade (See Graphic 1). Staff has included as reference the County’s growth rate between 2011 and 2020 (most recent available). The County growth rate has stayed below 2% during this period based on Census estimates between 2011 and 2019. The recently released 2020 decennial census based on total count suggests a growth rate exceeding 2% over the past year. This may be suggestive of a recent increase in growth or prior years estimates being more conservative than actual growth over a longer period of time. Between the 2010 and 2020 decennial census, the County population grew approximately 14.4% or an average of 1.44% annually.



Graphic 1: 2011 - 2020 Historical Growth Rates



Source: 2011-'19 US Census Population Estimates (all figures as of July 1). 2020 US Decennial Census

Housing Ratio (Housing Units and Jobs)

Per the April 2020 update of the Virginia Employment Commission's Community Profile for Spotsylvania County there were 36,079 jobs located in Spotsylvania County. This equates to a County jobs: housing ratio of 1: 1.42 (50,861 units (incl. SFD, SFA, MF)/36,079 in County jobs = 1.41), including the County's Mobile Home inventory of 1,506 units, the jobs to housing ratio is 1.45. Typically, employment to housing ratios between 0.7 and 1.5 are considered beneficial for reducing vehicle travel according to the Environmental Protection Agency (EPA). However, the County's total labor force as a whole is 67,953 as of March 2020, reflective of an imbalance between total labor force size and employment availability within the County. As noted in the Transportation Chapter, the County has a large commuter population that works outside of the County limits, primarily within the Washington DC and Northern Virginia areas. Of the jobs located within the County, many are in historically low wage industries such as retail trade, accommodation and food service. Approximately 30% of County employment is in those fields. New hires by industry have been most significant in those sectors. Based on a 2nd Quarter, 2019 report by the US Census Bureau's Local Employment Dynamics Program, of the 6,310 new hires within the County, over approximately 42% of new hiring was in those fields. This creates a wage to housing affordability divide where low wage workers come from or seek housing opportunities outside of the County where housing costs are less expensive and commute in to work. A large percentage of the County population who can afford local housing prices tend to make their earnings outside of the County to do so where higher pay jobs exist in larger numbers (DC and Northern Virginia) while many of the prevalent lower wage jobs locally lead to a search, often times outside of the County for affordable housing. Based on 2016 data, FAAR reported the average price for a single-family detached home in the County was \$287,183 and on an upward trend. FAAR's 2017 Profile of Demographic, Economic and Housing Market Conditions forecasted that a third of new homeowners will need housing priced below \$200,000 by 2032. Half will be able to afford housing priced between \$200,000 and \$399,999. The remaining population could afford above that price point.



In the rental market, the FAAR study forecasted that nearly 58% of units would need to be priced less than \$1,250 per month between 2017 and 2032. These forecasts were based on jobs and income trends in the population forecasted through 2032.

Income and Affordability

Affordable housing is often defined as percent of income devoted to housing costs. The typical percentage used by the US Department of Housing and Urban Development (HUD), housing professionals, and the financial community is 30% of gross income. Affordability can be considered for both owner-occupied and renter-occupied dwellings.

The County has employed a methodology to determine what is affordable” for Spotsylvania County, looking at determining a specific price point based on the methodology below. The methodology was vetted by housing and mortgage professionals and provides good “ballpark” figures.

Accounting for household income, Spotsylvania County has based the calculation of local affordability, or “what is the affordable housing price point” to 30% of gross income of those households earning 75% or less of the County’s Median Household Income (gross income). This gives a better “net” income number or “cash on hand” from which families pay their bills. Calculations based solely on gross earnings tend to inflate affordability expectations inconsiderate to the fact that the difference between gross and net income are committed funds (committed funds such as taxes before take home pay). Not all household and family situations are the same. Factors such as family size, number of household earners, insurance, caregiver costs, disability and/or healthcare costs can all influence affordability factors. The Housing Affordability Calculation has been established to set a “rule of thumb” based point of reference for the establishment of affordable housing within the County, or in instances where provision of affordable units has been expressed through development proposals. Its good to note that the County’s median household income is based on US Census data representing the full range of households. Median Household income may include more than one earner within the household.

Monitoring the affordable price range should be done on a dynamic basis using the housing affordability methodology outlined in the 2020 Housing Affordability Calculation Tables below (Tables 10-11). The methodology accounts for household income, interest rate, down payment, interest and escrow, allowable debt loads, down payment (assuming 5%), 30-year mortgage. Using most recently updated data and the methodology outlined above, an affordable house costs less than \$281,457, or rent of less than \$1,237 per month for a household unit. These findings are comparable to FAAR’s affordability results in their 2017 study.



Table 10: Affordability Calculation

2020 Housing Affordability Calculation		
Assumption: 2020 Spotsylvania County Median Household Income*		\$81,434
A.	Gross Annual Household Income:	\$81,434
B.	(A x 75%)	\$61,076
C.	Gross Monthly Income:	
	(B/12 months)	\$5,090
D.	Total Debt permitted by lenders:	
	(.36 x C)	\$1,832
E.	Monthly Allowable Housing Expense:	
	E=\$'s available for Principle and Interest (PI)= (C x 30%)	\$1,527
F.	Monthly Interest and Taxes Escrowed:	
	(E x .19)= \$'s available for Taxes and Insurance (TI)	\$290
G.	Monthly Mortgage Amount:	
	(E - F)=\$'s available for PI	\$1,237
H.	Estimated Housing Mortgage:	
	PV((Mortgage Interest Rate**/12),30-Yr. Term (mos.),G)*-1	\$267,384
Affordable Price Range:		
	(H / .95) 95% consumer mortgage w/5% down	\$281,457
* Most recently available figure from 2013-2017 American Community Survey 5-Year Estimates		
** HSH Associates provides historical interest rate data for 30-year mortgages utilized here. 3.74% based on December, 2019 data.		

The County analysis went further to determine housing affordability based on a single income earner within the County. Based on US Census 2017 estimates, the median household income for a 1-person household within the County was \$46,231. US Census acknowledges a margin of error of +/- \$10,521. If we inflate the estimate to the top of the margin of error (adding \$10,521), to \$56,752, housing affordability is still markedly reduced compared to the County median household income of \$81,434. Using the same methodology as used for county-wide median household income, an affordable house for a single income earner making \$56,752 would be priced at or below \$196,056 (assuming 5% down). Affordability decreases further to home prices at or below \$159,786 if we explore the \$46,231 average for a 1-person household reported by the US Census estimates.



Table 11: Affordability Calculation for 1-Person household

2020 Housing Affordability Calculation		
Assumption: 2020 Spotsylvania County Median Household Income (1-Person Household)*		\$56,725
A.	Gross Annual Household Income:	\$56,725
B.	(A x 75%)	\$42,544
C.	Gross Monthly Income:	
	(B/12 months)	\$3,545
D.	Total Debt permitted by lenders:	
	(.36 x C)	\$1,276
E.	Monthly Allowable Housing Expense:	
	E=\$'s available for Principle and Interest (PI)= (C x 30%)	\$1,064
F.	Monthly Interest and Taxes Escrowed:	
	(E x .19)= \$'s available for Taxes and Insurance (TI)	\$202
G.	Monthly Mortgage Amount:	
	(E - F)=\$'s available for PI	\$862
H.	Estimated Housing Mortgage:	
	PV((Mortgage Interest Rate**/12),30-Yr. Term (mos.),G)*-1	\$186,253
Affordable Price Range:		
	(H / .95) 95% consumer mortgage w/5% down	\$196,056
* Most recently available figure from 2013-2017 American Community Survey 5-Year Estimates December, 2019 data.		

Housing Affordability calculations as reported for 2020 above should be updated at least annually. This is a dynamic calculation subject to market related changes over time.



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Aimee Mann
Deputy Clerk