

**Community Impact Statement**  
*for*  
***Brewer's Station***

**Mixed-Use Planned Development**

February 2, 2018  
(Revised March 7, 2018)

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PLANNING CONSULTANT**



**BREWER'S STATION MIXED-USE PLANNED  
DEVELOPMENT**

**COMMUNITY IMPACT STATEMENT**

**INTRODUCTION**

This application request is to modify proffered conditions of zoning for the proposed Brewer's Station Mixed Use Planned Development. The development will consist of a mix of housing types, civic, and mixed commercial uses, such as retail, office and restaurants. The property was rezoned to Conditional Planned Development Mixed Use (C-PD-MX) by the Isle of Wight County Board of Supervisors on March 20, 2014, subject to the (attached) statement of proffered conditions. Specifically, the application requests to modify proffered conditions pertaining to: 1) water and sewer improvements; and 2) cash proffers.

The approved master plan for the development proposes a maximum of 261 residential units and 85,000 square feet of commercial space with a projected buildout of five (5) years. The development will consist of four (4) land bays comprising approximately seventy (70) acres. The following represents the development proposals for each of the four (4) land bays:

Land Bay I – 65 single-family residential units
Land Bay II – 162 multi-family residential units
Land Bay III – 85,000 square feet of commercial area
Land Bay IV – 34 condominiums

The owner desires to begin the development in phases, likely beginning with Land Bays II and III. As currently approved, the proffered conditions under Section VII specifically state that the regional pump station is to be constructed in Land Bay I. Phasing the development will require construction of the pump station to accommodate the phasing sequence of the overall development, and not be specific to the numerical sequence of how the land bays are identified. Therefore, the

owner is requesting to amend Section VII of the proffered conditions to eliminate language specific to the placement of the pump station.

Additionally, the owner is requesting to amend Section III of the proffered conditions pertaining to cash proffers, consistent with the capacity and enrollment provided by the Isle of Wight County Schools and County staff of the Department of Planning and Zoning.

No changes are included with this application that will amend proffered conditions of zoning pertaining to the uses or the total number or type of residential units approved under the master plan for this development. Therefore, these amendments are being requested in accordance with Section 1-1016 of the Isle of Wight County Zoning Ordinance which allows for the Board of Supervisors to waive the requirements of a public hearing when such amendment to Conditional Zoning does not affect conditions of use or density.

## **LOCATION**

The proposed development is located within the Newport Development Service District (DSD) having frontage on both sides of Brewer's Neck Boulevard. Brewer's Neck Boulevard is a major arterial roadway with numerous businesses, residences, a church, a hotel, Sentara medical facility and salvage yards located along its frontage and connects to other arterial roadways (Carrollton Boulevard and Benns Church Boulevard) at each end of its terminus. Land Bays I and II are located on the south side of Brewer's Neck and Land Bays III and IV are located to north.

Land Bays I and II are bordered to the rear by the Carrollton Library and Carrollton Elementary School fronting on New Towne Haven Lane. Numerous rural residential style lots are developed further south fronting on, and accessed by other roadways that connect to New Towne Haven Lane.

Land Bays III and IV are bordered on the north side of Brewer's Neck Boulevard by a single-family residence on its northern property boundary, an auto repair center and a mini storage facility across Norsworthy Drive, and scattered residential properties accessed further along Norsworthy Drive.

## **ADEQUACY OF EXISTING PUBLIC FACILITIES AND SERVICES**

### **A. Water and Sewer Facilities:**

#### **Water Facilities**

The source of water for this area of the County is the City of Suffolk, Virginia water treatment plant. There are existing 16" water mains located on the frontage of the property along Brewer's Neck Boulevard and New Towne Haven Lane, and a one million-gallon water storage tank located on the north side of Brewer's Neck Boulevard that will serve to provide water to Brewer's Station.

The 2014 rezoning included evaluation of the existing water infrastructure by Kimley-Horn and Associates, Inc. planning and design engineers to demonstrate that the existing water storage tank and distribution system will provide adequate pressures to the development during peak domestic demand, as well as a fire event at each of the four land bay areas. A copy of that report is attached.

#### **Sewer Facilities**

There is an existing 30" HRSD force main along the south side of Brewer's Neck Boulevard. There is also an existing pump station located on New Towne Haven Lane that serves Carrollton Elementary School and the Carrollton Library located south/east of the proposed development. The depth and size of the existing pump station infrastructure is not sufficient to serve the proposed new development. Nor is there an existing public gravity sewer main along the site frontage to convey flows from the development to the existing pump station.

Consequently, as part of the development, the 2014 rezoning approval included the construction of a new pump station to convey the wastewater flows from the development to the existing HRSD force main in the Brewers Neck Boulevard right-of-way. However, recent conversations with staff of the Department of Utilities recognize that this may be cost prohibitive and there may be more efficient ways to provide for public water and sewer to serve the development. Therefore, the proffered conditions have been amended to allow for final determination of the water and sewer requirements during the engineering phase of the development provided that all public water and sewer systems are constructed in conformance with the Isle of Wight County code regarding the provision of water and sewer services to a proposed development.

Furthermore, the public portions of the water and sewer systems will be located within dedicated public street rights-of-way, public utility easements or other public property controlled by the County. The size of water and sewer lines interior to the development shall be determined as part of the final engineering approval.

## **B. Drainage Facilities and Environmental Considerations:**

The property currently consists of cultivated fields and woodlands. The northern portion of the property drains to a small finger of Brewer's Creek located in the center of the site then flows in a southerly direction under Brewer's Neck Boulevard into a tributary of Brewer's Creek. Site topography ranges in elevations 25' from the exterior boundary line to 5' at the finger in the center. The center feature has been designated Resource Protection Area (RPA) where a 100-foot buffer will be provided. There will be no encroachments into the 100-foot RPA buffer other than what will be required to provide the outfall from the stormwater management facilities. Avoiding impacts to this RPA has reduced the overall developable acreage for Brewer's Station from approximately 60 acres to 41 acres.

The only wetlands expected to be impacted are those required to extend the culvert under Brewer's Neck Boulevard. The culvert extension will be necessary to construct the water and sewer mains.

Runoff from the vast majority of the proposed development will be directed to six (6) proposed stormwater ponds, referred to as best management practices (BMPs) under the County's Chesapeake Bay Preservation Area (CBPA) Ordinance. These BMPs will provide water quality, and quantity (volume) to attenuate the 2-year and 10-year storm events to pre-developed levels containing a 100-year storm event within the top of banks. The remainder of the site will drain consistent with the site's existing drainage patterns as allowed under the CBPA provisions. The areas that discharge directly into Brewer's Creek will primarily consist of wooded open space and wetland areas.

The Water Quality Impact Assessment (WQIA) calls for at least one (1) BMP to be contained within each Land Bay. Specifically, there are two (2) BMPs proposed within Land Bay II. These BMPs will be two (2) of three (3) Type II Retention Basins (permanent pool with four times water quality volume). The other is BMP 6 located in Land Bay IV. Two Type III Retention Basins (permanent pool with an aquatic

bench) will be contained in Land Bays I and III. Land Bay IV will contain a Detention Basin (two times water quality volume). Each BMP will drain directly into the creek, allowing each Land Bay to be phased in an order separate of each other.

Attached to this application is the original WQIA and Master Stormwater Plan which remains unchanged since there are no changes to the proposed development plan.

### C. School Facilities:

#### Isle of Wight County's Projected School Capacity/Enrollment W/ Brewer's Station

School	Current Capacity	Enrollment (as of 1/31/18)	Remaining Capacity	Projected Capacity w/ 2017 Projects* (under construction)	Projected Capacity w/ Brewer's Station
Carrollton ES	672	602	70	-15	-43
Westside ES	768	811	-43	-116	-140
Smithfield MS	624	578	46	13	1
Smithfield HS	1296	1256	40	-46	-64

\*Benn's Grant (546 units/203 students), Carrollton Manor (45 units/17 students), Nest on 17 (208 units/59 students).

#### Breakdown of Student's Generated from Brewer's Station is as follows:

Type of Units	# of Units	Carrollton ES	Westside ES	Smithfield MS	Smithfield HS	Total Students
MF	196	25	10	11	9	55
SF	65	8	4	4	9	25
Total	261	33	14	15	18	80

Source: Isle of Wight County Schools and County Staff of the Department of Planning and Zoning

Based upon the capacity and enrollment data provided by the Isle of Wight School Administration and the estimated student projections from the 2017 projects under construction shown in the tables above, both Carrollton and Westside Elementary Schools and Smithfield Middle and High Schools are estimated to exceed capacity after infusion of students from Brewer's Station. Accordingly, the owner is offering a voluntary cash proffer in the amount of \$6,819 per single-family lot, and \$5,238 per multi-family lot for a total of \$443,235 and \$1,044,288, respectively. These

voluntary amounts are derived from the County's 2014 Cash Proffer Study and assume the affected capacity impact of all 80 new students being generated from the total 261 units, using the .378 student generation factor for single family and .281 for multi-family.

Although, the owner is offering a voluntary cash proffer to offset the projected impact of the new students attributable to Brewer's Station, it is important to mention that there are also a number of private schools located within a 10- to 15-mile radius that provide alternative educational choices to existing and future residents.

#### **D. Emergency Service Facilities:**

Studies show that service standards for emergency services are more cost effective for land intensive development as more dispersed development patterns increase local government cost and response times. The proposed development is located within the Newport Development Service District where emergency response stations can provide quick response times due to close proximity.

These include:

- a. Carrollton Volunteer Fire Department 1.8 miles
- b. Smithfield Volunteer Fire Department 3.9 miles
- c. Isle of Wight Volunteer Rescue Squad 6 miles
- d. Isle of Wight Sheriff's Department 12.5 miles

Other nearby stations include:

- a. Rushmere Volunteer Fire Department 12.6 miles
- b. Windsor Rescue Squad 18.2 miles
- c. Windsor Volunteer Fire Department 17.7 miles

#### **Rescue**

Isle of Wight Rescue has the primary responsibility for serving the area and is housed in a newly constructed facility within approximately 6 miles of the development. Carrollton Volunteer Department also has paramedic staff available to the site within 1.8 miles. Sentara St. Luke's is located within 1 mile of the

development offering urgent care, doctor offices and other medical services.

### **Fire**

Carrollton Fire Department has the primary responsibility for providing fire protection. Carrollton fire station is located within 1.8 miles of the development.

### **Law Enforcement**

The Isle of Wight Sheriff's Department has the primary responsibility for providing law enforcement within the development. The department is located approximately 12.5 miles from the development; however, patrol areas are designated to provide strategic response times to the development and throughout the County.

## **E. Transportation Facilities:**

The trip generation potential of the entire development was also evaluated as part of the 2014 rezoning via a Traffic Impact Analysis (TIA) prepared by Kimley Horn. Please note that since no changes to the development plan are proposed with this amendment, the previously approved TIA is unchanged. For reference, the following is a summary of the results of the Traffic Study which formed the basis of the voluntary proffer offered with the application.

The TIA included a review of the existing roadway volumes and travel patterns within the study area, which were increased to reflect background traffic growth for the estimated full build-out year of 2022. The traffic generated by the proposed developments in the vicinity of the Brewer's Station development and the traffic associated with the proposed development was added to develop total traffic volumes for that year. These traffic volumes were analyzed for level of service and delay using Synchro Professional 6.0 software. The result of the analysis indicated that Brewers Neck Boulevard will perform at a "failing" level of service in 2022 when, and if, all of the proposed development "on the books" – yet not currently built, is added to the background traffic volumes in the Brewers Neck corridor. In fact, the traffic projections for the corridor indicate a failing level of service without including the Brewer's Station development. In recognition of that fact, Isle of Wight County worked with VDOT on a corridor study for Brewers Neck Boulevard to determine the best way to mitigate for anticipated future poor level of service of the corridor. The study resulted in a recommendation to improve and extend Nike Park Road to provide a direct connection to Carrollton Boulevard, as an adequate



alternative that would serve to reroute more traffic away from Brewer's Neck Boulevard, thus reducing the number of vehicle trips on Brewer's Neck and preserving the longevity of its capacity.

To facilitate the construction of the Nike Park alternative, the owner has offered a voluntary cash proffer in the amount of \$311,979 to be paid upon the issuance of the 50<sup>th</sup> certificate of occupancy for any residential unit or on or before the certificate of occupancy for any commercial structure in excess of 10,000 SF within Brewer's Station.

Transportation recommendations noted in the TIA include a signal modification at the Brewers Neck Boulevard/New Towne Haven Lane intersection, the addition of left turn lanes for the north and south legs of the aforementioned intersection and left and/or right turn lanes for the four entrances from Brewers Neck Boulevard. A detailed list of specific proposed transportation improvements may be found in the original TIA and proposed access management plan included with this amendment and are noted in the proffer statement with this application.

## **CONCLUSION**

This request for amendment to the proffered conditions for Brewer's Station Planned Development:

1. Provides the flexibility needed in terms of construction and placement of the pump station and necessary infrastructure to accommodate a phased development; and
2. Offers its fair share of the cost of services to provide for the students being generated by the proposed development to ensure adequate capacity within the existing school system to accommodate all 80 students; and
3. Demonstrates and identifies adequate water, sewer, and transportation infrastructure improvements to be constructed in phases at the expense of the owner as each land bay is developed and offers a generous voluntary cash proffer for transportation although the need is not entirely attributed to this development.

4. Reflects a positive fiscal impact to the County assuming the development of Land Bay II as the initial phase of development, followed by the Land Bays I and IV, and construction of the commercial square footage as the market continues to improve and housing development progresses to support a more favorable commercial market condition.