

Casons Mill
Generalized Development Plan Narrative
June 18, 2026

Applicants: **Central Virginia Housing Coalition, Inc.**
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Virginia Statewide Community Land Trust
c/o Michelle Winters
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Greater Fredericksburg Habitat for Humanity, Inc.
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Owner: Denali Capital Group, LLC
c/o **Tricord Incorporated**
P.O. Box 42150
Fredericksburg, VA 22404

(Applicants & Owner are hereafter known collectively as the “Applicant”)

Property: Spotsylvania County Tax Parcel 34-13-1A

GDP: Zoning Map Amendment Generalized Development Plan, entitled
“Casons Mill Subdivision”, prepared by Sullivan, Donahoe & Ingalls,
dated, June 18, 2026, revised through _____, and attached as
Exhibit A

Rezoning Request: From R-1 to PDH-12

Rezoning File No.: R26-XXXX

The following Generalized Development Narrative provides additional information that can be used in interpreting the Generalized Development Plan (“GDP”) and conditional proffers (“Proffers”) that have been submitted in conjunction with the Casons Mill (“Project”) rezoning application (“Application”). This narrative is not a part of the GDP or the Proffers and shall not be interpreted as being a part of the GDP or the Proffers. It provides some detail as to the likely development of the Property but shall not be interpreted as creating or identifying any uses that are prohibited or restricted in any way other than those restrictions or prohibitions that are specifically identified within the PDH-12 Zoning District or the GDP or the Proffers.

1. Project Overview & Proposed Use

The Applicant proposes rezoning the Property from the Residential 1 District (“R-1”) to the Planned Development Housing 12 District (“PDH-12”). The PDH-12 district allows 12 dwelling units per acre, but the submitted GDP proposes 10 units per acre. This district requires 40% percent of the gross area to be provided as open space, but the submitted GDP proposes well over 60% to be open space. The Property is within the Primary Development Boundary.

Though the project’s density is higher than envisioned on this property, there are a number of higher-density developments nearby. Additionally, the ‘presentation’ of this development is one approximately half the density of the actual proposal...by having one point of entry for two units, this appears to be 33 two-story townhouse units to the casual observer. The proposed zoning will allow a residential development that will consist of 66 1-over-1 condominiums as depicted on the GDP.

As described in more detail below, this narrative will illustrate that the Applicant’s proposed development conforms to the policies established by the Spotsylvania County Comprehensive Plan, last updated July 9, 2024 (“Comp Plan”). Proffers will be provided for this project.

The Applicant has engaged three regional nonprofit housing organizations: Central Virginia Housing (“CVH”), Virginia Statewide Community Land Trust (“VSCLT”), and Greater Fredericksburg Habitat for Humanity, to support the delivery of attainable homeownership opportunities within the Project. These organizations collectively bring experience in housing access, affordability preservation, and homeownership program administration within the region. Their involvement is intended to enhance the Project’s ability to serve households who may otherwise face barriers to entering the homeownership market in Spotsylvania County.

- CVH is a regional nonprofit organization serving Planning District 16 with experience in housing program administration, property management, and housing stability services. CVH will assist with outreach to prospective purchasers, housing education, and financial readiness resources, subject to available program capacity and funding.
- VSCLT is a nonprofit organization that utilizes a community land trust model designed to promote long-term housing affordability. Through this model, VSCLT will participate in the Project by facilitating opportunities where the ownership of land is separated from the ownership of the dwelling unit, thereby helping to maintain affordability for future purchasers.
- Greater Fredericksburg Habitat for Humanity is an established nonprofit organization focused on expanding access to affordable homeownership opportunities. Habitat will participate by identifying and preparing income-qualified homebuyers and supporting pathways to sustainable homeownership consistent with its program model.

The proposed 1-over-1 condominium design provides a housing type that is inherently more attainable than traditional single-family detached dwellings, thereby creating an opportunity to expand homeownership access to a broader segment of the local workforce. The involvement of the nonprofit partners described herein is intended to further support this objective by connecting qualified households to these opportunities and, where applicable, supporting long-term housing stability.

The Project is not proposed as a subsidized housing development; however, the inclusion of nonprofit partners provides an added mechanism to promote housing affordability and access in a manner that is consistent with the goals of the Comprehensive Plan, including the provision of safe and affordable housing for a range of income levels.

The Applicant and the nonprofit organizations anticipate entering into separate agreements, as appropriate, to further define their respective roles in connection with the Project. Such roles may include outreach, buyer identification, programmatic support, and affordability preservation mechanisms, as applicable. All such activities will be conducted in accordance with applicable laws and regulations and will not impose additional obligations on the County beyond those set forth in the GDP and associated Proffers.

The Applicant is committed to promoting local individual ownership of the dwellings within this community, more specifically advancing ownership opportunities for current employees of Spotsylvania County (including, but not limited to, educators and first responders). The Applicant will prioritize qualified current employees of Spotsylvania County, with a secondary priority being provided to individuals that work within Spotsylvania County (but not necessarily for Spotsylvania County).

There are a number of benefits that are specific to Community Land Trust (CLT) projects that create a bridge between affordability and long-term benefit in a manner similar to more expensive types of single-family homes. These are three specific examples of how a CLT project benefits not only the project at hand, but also the greater community:

Community Land Trust Homes Strengthen Neighborhoods

Research consistently shows that neighborhoods with higher rates of homeownership are safer, more stable, and have stronger property values. Homeownership also helps families build financial security, create generational wealth, achieve better educational outcomes, and become more involved in their communities.

The Community Land Trust (CLT) homes proposed for Casons Mill are designed to provide these same benefits while making homeownership affordable for working families such as teachers, police officers, nurses, first responders, and county employees. Home prices are based on local incomes rather than market prices, ensuring these homes remain affordable for future generations.

Protecting Property Values

Community Land Trust homes are owner-occupied, well maintained, and permanently cared for through the oversight of the CLT. Homeowners receive ongoing support, and the CLT conducts regular inspections to help ensure homes remain in good condition.

Because CLT homes must be owner-occupied, they experience fewer foreclosures, less turnover, and are less likely to become neglected or vacant. Studies have found that CLT neighborhoods remain more stable during housing downturns and, in many cases, have a positive effect on nearby property values.

The CLT also uses resale restrictions that preserve affordability while preventing rapid price swings. This creates a healthier, more predictable housing market that benefits both CLT homeowners and surrounding property owners.

State law ensures that Community Land Trust homes are not used as comparable sales when appraising non-CLT properties. This safeguard protects surrounding homeowners by preventing CLT affordability restrictions from affecting the appraised value of neighboring homes, while allowing CLT families to access affordable homeownership opportunities.

Creating Safer Communities

Homeowners are generally more invested in their neighborhoods than renters, and research shows that neighborhoods with higher homeownership rates tend to experience lower rates of both violent and property crime.

The CLT model strengthens these benefits by providing long-term oversight of every home. Homes must be owner-occupied, meet maintenance standards, and receive regular inspections. If concerns arise, the CLT works with homeowners to address them before they become larger problems.

This ongoing stewardship helps prevent vacant or neglected properties, encourages neighbors to know and look out for one another, and promotes a stronger sense of community. The result is a neighborhood that is safer, more attractive, and more stable for everyone.

By combining affordable homeownership with long-term stewardship, the Community Land Trust model helps create neighborhoods where families can put down roots, build wealth, and contribute to a thriving community while protecting surrounding property values and enhancing public safety.

2. Project Location

The Project will be developed on 6.60 acres of land. The Project is located in the Salem Voting District and the Courtland Magisterial District. The Project is located on the north side of Courthouse Road approximately 350 feet east of its intersection with Foster Road. The properties to the north and east are zoned R-1, the property to the west is zoned R-8, and the property to the south (across Courthouse Road) is zoned RU and utilized as Courtland Elementary School.

This project is compatible with nearby existing uses. The property is generously buffered from Courthouse Road as well as the neighboring Mill Creek Subdivision. Because of the topography that exists between Mill Creek and Cason's Mill, it is more likely than not that the view from Mill Creek will be of nothing more than the roofs of the Cason's Mill development, diminishing the impact of Cason's Mill to Mill Creek even further.

This project will enhance the region's housing stock and maintain the character of the corridor by the development being set back from Courthouse Road by over 300 feet, and being significantly lower than Courthouse road, further veils the project visually.

2.1 Site Access

The primary access to the Project will be via a new right in/right out entrance on Courthouse Road, as depicted on the GDP. There is a right turn lane proposed into the site with appropriate taper, and the project proposes to replace the existing right turn lane taper into Foster Road with a full-width right turn lane connected to the entrance to Cason's Mill as shown on the GDP.

2.2 Environmental Characteristics

The Project includes considerably more open space than is required. There is a small stream on the northeast side of the property that will not be impacted by the proposed development. There are no stream or wetland impacts anticipated with this project. The open space on this project is intentionally generous to allow use as passive recreation and will encourage groundwater recharge. The Applicant will perform all applicable studies as are typically required for state and federal permitting of the project prior to final site plan approval.

2.3 Cultural and Historic Resources

Based on a review of the Comp Plan and information from the Department of Historic Resources and the United States Department of the Interior, the Property does not have any cultural resources, including civil war era works or cemeteries.

3. Planning and Zoning

3.1 Zoning District and Ordinance

The Property is currently zoned Residential 1 (R-1). The properties to the north, east and south are zoned R-1. The property to the west is zoned R-8. The Property has access to public water and sewer.

3.2 Comprehensive Plan Analysis

The Comp Plan's Future Land Use Map classifies the Property as "Low Density Residential" designation.

3.2.1 County Land Use Goals

The County has outlined its goals for future development and land use within the Comp Plan, with a stated purpose to encourage the appropriate use of land, water, and other resources within the County, consistent with the interests of the citizens of Spotsylvania County. The general objectives of the Comp Plan are to plan for the orderly growth of the County, promote a diverse and vibrant economic base, maximize the use of existing infrastructure and public facilities and the provision of services, accommodate residential growth in a manner that is fiscally responsible, and provide for safe and affordable housing for people of all ages.

The Comp Plan stresses that the County is a "business friendly" community with job creation as a priority. While encouraging growth, this requires residential development that will be built in a fiscally responsible way that is mindful of and takes advantage of existing infrastructure. The subject parcel is served by water and sewer. The proposed 1-over-1 condominiums provide multiple smaller units within a larger structure, the proposal fosters the construction of smaller, multi-story buildings. This increase in density will lead to more efficient land use, promoting sustainable growth, and reducing urban sprawl. Moreover, this request opens opportunities for smaller, more affordable housing options.

3.2.2 Future Land Use Designation

The County's Comp Plan Future Land Use Map classifies the Property as "Low Density Residential". Low density residential districts permit up to four (4) dwelling units per acre. The Applicant proposes to develop the Property as a PDH-12 district, which allows up to twelve (12) dwellings per acre. The proposed density is 10 dwellings per acre, with the goal to provide affordable housing. The proposed 1-over-1 condominiums provide multiple smaller units within a larger structure, the proposal fosters the construction of smaller, multi-story buildings. This increase in density will lead to more efficient land use, promoting sustainable growth, and reducing urban sprawl. Moreover, this request opens opportunities for smaller, more affordable housing options.

3.2.3 The Proposed Use Meets the Comp Plans Stated Land Use Goals

The Comp Plan states that projects seeking increased residential density should address public

The Comp Plan also encourages new developments to preserve wherever possible, existing trees and tree buffers rather than replacing mature vegetation with new plantings. The proposed development provides for the required buffers along the Property boundary. In addition, the proposed building types in the PDH-12 zoning district require that 40% of the Property shall be preserved as open space. The proposed development significantly exceeds this requirement and preserves over 60% (currently ~63% in GDP) of open space.

Relative to density, though the proposed density of the project is approximately 10 units per acre, the presentation of the development is one of single doorways leading to what appear to be single townhomes where, in fact, instead of a two-story townhome, the units are condominiums with the first and second floors having separate ownership with individual doors accessed by a common foyer. This makes the "perceived" density of this development to be nearer 5 dwellings per acre, which is lower, in fact, than the adjacent R-8 land allows.

3.2.4 The Proposed Use Promotes the County's Economic Goals

The Comp Plan supports development that promotes job creation and has a positive benefit on the economy of the County. The County promotes a "business friendly" environment supporting projects that will create employment opportunities. The County stresses that residential developments should pay for themselves and demonstrate that they will not have a significant impact on existing infrastructure or resources. Proposed development should be complimentary to existing surrounding infrastructure.

The proposed development will generate jobs within the County with positive tax revenues. The proposed use also furthers the County's goal of supporting a diverse housing mix, including a variety of housing types and sizes that meet the needs of citizens throughout all stages of life and income levels. By creating housing stock that supports a broader range of home ownership, there are more for-purchase dwellings in Spotsylvania County, with current employees of Spotsylvania County being specifically targeted by offering them priority purchase opportunities. This situation more assuredly keeps both the earning and spending of this project's residents within Spotsylvania County. Therefore, the proposed development promotes the stated Comp Plans economic goals.

3.2.5 Alignment with the County's Transportation Goals

The Comp Plan seeks to maintain an efficient transportation system utilizing available and expected resources. The overarching goal of the Comp Plan is to maintain functional and effective transportation systems that will keep pace with growth into the future. The Comp Plan provides guidance for shaping the future of transportation in the County. County policies include the maintenance of acceptable levels of service on public roadways and ensuring that new development does not degrade levels of service (LOS) and mitigates impacts on the surrounding transportation network and encourages connections between developments that provide alternative traffic routing patterns.

There are no points of connection to either of the adjacent neighborhoods, Mill Creek or Edinburgh, so the 66 lots are proposed to be served by the single entrance on Courthouse Road.

3.2.6 Summary

The Applicant's proposal to develop 1-over-1 condominium residences is consistent with the goals of the Comp Plan. Therefore, the Comp Plan policies support the proposed use at this location.

4. Construction

The Applicant plans to work closely with Spotsylvania County and other regulatory agencies during the permitting process to identify and manage environmental conditions and design specific to the proposed development. The Applicant will implement required mitigation measures and Best Management Practices (BMPs) as required by Spotsylvania County and other regulatory agencies.

It is anticipated that development of the Property could begin within approximately one (1) year after rezoning approval, with building construction starting shortly thereafter. It is anticipated that all residential units would be constructed 3 years after a rezoning approval, subject to market conditions. Phasing of the project is not anticipated at this time, however, the Project could be developed in 2 phases, subject to market conditions.

4.1 Site Development

Construction on the Property would begin with initial clearing and grading (as required). Access to the Property would be improved to appropriate standards for the development. Roads and lots would be cleared, surveyed, and graded along with the installation of utilities and infrastructure. Existing buried utilities would be located flagged, and staked during construction. BMPs for stormwater and erosion control would be installed, according to approved plans, during the site preparation phase (prior to significant grading activities) and would be maintained during construction, until final stormwater facilities are completed.

4.2 Construction Workforce

The Applicant's goal will be to retain a local on-site workforce that would consist of a variety of skilled trades and construction management personnel during the development, along with professional consultants managing the design and permitting that will be required for the proposed development.

5. Public Facilities

5.1 Fire and Rescue

The proposed development will have minimal impact on the County's fire and rescue facilities. The proposed roads and building setbacks will allow for adequate travel area within the Project for emergency access to the improvements. The Property is located approximately 2 miles from Fire and Rescue Station #10. The Voluntary Proffer Statement, once provided, will address cash proffers intended to offset any direct impacts the Project may have on fire and rescue facilities.

5.2 Schools

The Property is located in the Courthouse Road Elementary, Freedom Middle, and Courtland High school districts.

Based on the County's estimates of 0.171 students per multi-family dwelling unit (the nearest corollary to the 1-over-1 condominium), the Project's 66 dwelling units could potentially generate a net of 9 school aged children above the by-right (i.e. 66 proposed multi-family units less 3 by-right single family detached units at 0.572 students per unit) units at full build out. The Proffer Analysis indicates there is excess capacity at Courthouse Road Elementary, Freedom Middle, and Courtland High School. However, as detailed in the Voluntary Proffer Statement the Applicant has proposed cash proffers to offset any impacts the Project may have on school facilities.

5.3 Parks, Buffers and Open Space

As noted above, over 60% of the Property will be maintained as open space and common area. The open space will be used for natural areas, stormwater facilities, and over 2,000 linear feet of sidewalks throughout the Project. The Applicant has included cash proffers in the Voluntary Proffer Statement that will offset any additional impacts the Project may have on the County's park facilities.

All buffers, landscaping, and setbacks will be as generally described on the GDP and will conform to the applicable Zoning Ordinance requirements.

5.4 Water and Sanitary Sewer

The proposed development will connect into an existing 8" gravity sanitary sewer and 8" water main infrastructure which is already constructed throughout the project.

5.5 Transportation

The Property is adjacent to Courthouse Road which has a VDOT Functional Classification of being a Minor Arterial roadway. Access to the Property from Courthouse Road is proposed via a right in/right out entrance. Acceleration and deceleration lanes will be provided. The parking lot and travel lane improvements within the Property will be private.

The project will generate 445 vehicle trips on a daily basis (over a 24 hour period), which includes 8 trips entering and 23 trips exiting during the AM peak and 23 trips entering and 14 trips exiting during the PM peak. A VDOT 527 analysis was not required because the trip generation potential is below 5,000 daily vehicle trips.

6. Housing

The proposed development will enhance the County's inventory of diverse housing types with new 1-over-1 condominiums that will provide affordable housing to help meet market demands.

7. Fiscal Impact Analysis

There has not been a site-specific FIA prepared for this project. The project anticipates positive tax generation based on the relatively low number of school-age children, the personal property tax revenues, as well as the retention of residents in Spotsylvania County that could not otherwise purchase due to high home prices.

Exhibit A

Generalized Development Plan

Exhibit B

Voluntary Proffer Statement