



Date of Council Meeting: October 9, 2012

**TOWN OF LEESBURG
TOWN COUNCIL**

Subject: Referral Request from County on ZMAP 2012-0011, Tuscarora Crossing

Staff Contact: Susan Berry Hill, Director, Department of Planning and Zoning

Recommendation: Endorsement of the staff referral on the first submission of the subject application.

Issue: Should Council offer a recommendation to the County with the first submission referral request?

Background:

On September 24, 2012 staff provided a briefing on the subject application. Staff noted at the worksession that a draft referral would be provided at this meeting for Council to review and comment. The referral is due to the County on October 16, 2012.

The application materials contain very little information or detail about the proposal. Given the information in the application, the first submission referral comments address these key issues:

- The application is not consistent with the land use policy in the Town Plan
- The application is not consistent with the land use policy in the County's comprehensive plan (Revised General Plan).
- The application does not include planned transportation facilities as depicted in the Town Plan nor are there explanations for why these were omitted.
- Central utilities are necessary to serve the proposed development but the application does not state specifically that utilities would be sought from the Town. The application implies that "public" utilities will be provided.
- The application does not address the applicant's intent with respect to annexation.
- Very little information is provided with respect to site planning, transportation (including pedestrian) systems, recreational/open space, phasing, and other development information. As such, it is very difficult to assess what is being proposed.

Staff is seeking endorsement from Council to send the draft referral. Given the lack of information about the proposal, staff has not provided a recommendation with this first submission. However, staff will have resolutions prepared for the October 9 meeting should Council wish to make a recommendation, either in support or opposition to the proposal.

Attachment: Draft referral letter to County with attachments



The Town of Leesburg
INTEROFFICE MEMORANDUM
DEPARTMENT OF UTILITIES

To: Susan Berry Hill, Director, Planning and Zoning

From: *Æ* Aref Etemadi, Deputy Director of Utilities

Date: September 9, 2012

Subject: TLCR-2012-0006 Tuscarora Crossing
TLCI-2012-0006
1st Submission

Please forward the following comments to the applicant:

1. The subject property is divided by W&OD trail locating one third of the property west of bike trail in Sycolin Pressure Zone(SPZ) for water service and Lower Sycolin Sewer Shed(LSS) for sewer service. Therefore, the water and sewer service for the property must be provided from those respective water pressure zone and sewer shed.
2. The remaining two thirds of the property east of bike trail is in Main Pressure Zone (MPZ) for water service and the sewer service is contributed to three separate sewer sheds. A portion drains northwest toward Tavistock sewer outfall, the south eastern portion drains toward LSS and the northeast portion draining toward Lower Tuscarora creek sewer which does not exist and may or may never be constructed. To serve the later portion of this property a pump station has to be constructed. Currently the Village of Leesburg is proposing a temporary pump station in the same general facility of one needed for this project. Therefore, it is required of this applicant to begin negotiations with the Kettler Company to size this pump station to serve the portion of this proposal. Failure to do so will result in this applicant having to upgrade the one proposed by Kettler later on after operation or entirely replace it with a larger station. Town will not allow a second pump station in this area for sewer service. If applicant chooses not to resolve this issue at this time then a proffer is required obligating the applicant to upgrading of the station or complete replacement with a larger station at no cost to town or service interruption.



The Town of Leesburg
INTEROFFICE MEMORANDUM
DEPARTMENT OF PLAN REVIEW

TO: SUSAN BERRY-HILL
DEPT. OF PLANNING AND
ZONING

DATE: SEPTEMBER 14, 2012

FROM: DENNIS B. DARNES, P.E.
SENIOR PROJECT MANAGER/
SECTION CHIEF
DEPT. OF PLAN REVIEW

RE: TLCR-2012-0006
TUSCARORA CROSSING
ZMAP FIRST SUBMISSION
REFERRAL COMMENTS

Recommendation:

The Department of Plan Review (DPR) recommends that the above listed county referral be revised to address the following review comments prior to any action on the application.

Information received by DPR on August 21, 2012:

- | | |
|--|------------|
| 1. Referral Memorandum | 08-21-2012 |
| 2. Loudoun County Referral Memorandum | 08-17-2012 |
| 3. Zoning Map Amendment | 07-09-2012 |
| 4. Statement of Justification and Issues for Consideration | 07-09-2012 |

Analysis and Conclusions:

The Department of Plan Review has completed a referral review of the Zoning Map Amendment application forwarded. The following comments are offered for your consideration.

Zoning Map Amendment Issues:

Concept Plan:

1. Update the ZMAP to depict items noted in section K.2. of the Minimum Submission Requirements for Zoning Map Amendment Application checklist to include a “traffic circulation map that illustrates both external and internal traffic ways, including existing and proposed rights-of-way, travel lanes, major pedestrian and bike paths and trails, school bus stops/shelters, park and ride lots, and other transit or multimodal related facilities, and other transportation improvements.”
2. Depict the planned extension of Trailview Blvd. to the west from the intersection with Crosstrail Blvd. across the subject property, to its proposed connection to the planned location of Keystone Blvd. within the Town’s Corporate Limits as shown on the Countywide Transportation Plan and the Town of Leesburg, Town Plan. (Sht. 3).
3. Update the ZMAP to depict items noted in section K.3. of the Minimum Submission Requirements for Zoning Map Amendment Application checklist to include an overlay of

- “proposed land use items and transportation elements over the existing conditions information” as stated. Review the intent of the overlay as stated in the checklist; “Intended to show the changes in topography, drainage, water features, trees and vegetation, etc. anticipated as a result of the proposed development.” (Sht. 3).
4. Update the ZMAP to depict items noted in section K.4. of the Minimum Submission Requirements for Zoning Map Amendment Application checklist to include a “proposed plan for all major sanitary sewer improvements and a means of providing water service; the approximate location and estimated size of all proposed stormwater management facilities and a statement as to the type of facility proposed.” Notes (Notes 10, 12 and 15, Sheet 1) currently provided on the plan do not provide the appropriate level of detail required by the checklist. Also note that water and sewer services for this area will be provided by the Town of Leesburg. (Sht. 3).
 5. Update the ZMAP to depict items noted in section N. of the Minimum Submission Requirements for Zoning Map Amendment Application checklist to include a Phasing Plan for the proposed development. The proposed number of units will likely not be constructed within a single building season. (Sht. 3).
 6. Update the Vegetative Cover Map to include a legend describing the purpose of the shading and line types shown. (Sht. 4).
 7. Explain the labeling of Crosstrail Blvd. as “Rt. 653 Relocated” on the ZMAP. (Sht. 3).
 8. Update the ZMAP to show how access will be provided to the property of the “United States of America”, PIN 150-46-4822 located in the middle of the subject property.
 9. Update the ZMAP to include the instrument numbers for all easements which exist on the subject property.
 10. Show proposed roads and lot layouts with conceptual grading tied into existing Loudoun County topography.
 11. Provide a conceptual utilities layout plan to show how stormwater will drain from this site; the location of proposed water and sanitary sewer lines; any future pump stations, etc. that may be required.
 12. Provide additional notes and/or design calculations to demonstrate how both water quality and water quantity requirements will be met under the new stormwater regulations.
 13. Show the Limestone Overlay District.

Dennis B. Darnes, P.E.
Senior Project Manager/Section Chief

DCSM = Design and Construction Standards Manual
SLDR = Subdivision and Land Development Regulations
Z.O. = Zoning Ordinance

Cc: William R. Ackman, Jr., P.E., Director of Plan Review

October 9, 2012

Evan Harlow, Project Manager
Loudoun County Department of Planning
1 Harrison Street, SE
P.O. Box 7000
Leesburg, VA 20177

RE: Referral Request for ZMAP 2012-0011, Tuscarora Crossing

Dear Mr. Harlow:

Thank you for the opportunity to provide first submission referral comments on the captioned application. Town staff has reviewed the submission and individual referral comments have been provided by the Departments of Utilities and Plan Review and are attached for your reference. This memo serves to consolidate all town comments into one response.

Background: The applicant, Hunter Lee Center LLC, has made application to rezone 250 acres from PD-GI (Planned Development General Industrial) to PD-H4 (Planned Development Housing) to be administered as R-8 for purposes of constructing 797 residential units, 453 of which are proposed to be single family detached units and 344 are proposed to be townhouses. The property is located between the existing Kincaid Forest subdivision and the Villages at Leesburg. The Town's wastewater treatment plant exists to the north; Tuscarora Creek bounds the site on the east; and the Luck Stone Quarry exists to the south. The property is identified as PIN 191-20-4939 and PIN 150-46-5420 and is within the Leesburg Joint Land Management Area (JLMA). Although the property is zoned PD-GI (Planned Development General Industrial), no development under this approved plan has been initiated.

The future alignment of the Crosstrail Boulevard extension bisects this property and will serve as the primary access. . The property is also bisected by the W&OD Trail, and the County's Quarry Overlay District covers most of the area. This overlay requires that residential properties receive notice of the proximity of the quarry operations within sale documents and other promotional materials. The Town's airport overlay also covers a portion of this property and would require a similar notification to potential purchasers of units in the development.

Comments: Town staff offers the following consolidated comments. For more detailed coverage of Utility and Plan Review comments, please refer to the attachments.

1. Town Plan - Land Use: The Town Plan designates this property for Community Office (Landbays 1 and 2) and Community Office/Light Industrial (Landbay 3). The intent of these land uses is to “provide for the diverse employment needs of the Town” and to “provide some of the retail and personal services needs of the employees and customers of the primary use for daily needs”. In addition, the purpose of the office/light industrial designation is to acknowledge that some light industrial uses are compatible with office uses. Some of these office/light industrial uses may also be compatible with residential use.

The Town Plan (page 6-31) describes the light industrial uses as those that could include any one or combination of activities related to “manufacturing processing, assembling, fabrications, treatment, packaging, storage, sales, research and development, and distribution of materials”. Light industrial uses typically involve manufacture and/or assembly of previously prepared materials as opposed to use of raw materials and production and distribution of materials is not in bulk. The Town Plan also describes light industrial use as those that do not produce negative impacts on the environment such as excessive fumes, odors, noise, or other environmental nuisances. Some office and light industrial uses that meet this definition may be located, with appropriate buffering, adjacent to residential use. Those office and light industrial uses with higher impacts need more than buffering and require physical separation from residential uses. Therefore, the type of office and light industrial use will determine whether they should be located adjacent to residential uses.

Staff notes that Chapter 6 of the Town Plan specifies 8 key land use objectives which guide all of the land use policy direction. The one that applies most critically in this application states that the town should “maintain land supply for employment”. A number of Plan objectives point to the need to preserve employment uses so that:

- the Town continues to make progress on a good jobs to housing balance with creation of jobs that match the occupational needs of the Town’s residents (Objective 2a and 2b, Chapter 8);
- the Town moves toward its goal of having a balanced tax base with a majority of tax revenue coming from business as opposed to residential uses.

The Town has a limited amount of property in the corporate limits and the JLMA which is designated for business use. The rezoning of 250 acres to residential use will diminish the Town’s ability to achieve these goals.

Further, the existing locations of the sewage treatment plant, the rock quarry, and the overhead utility lines were all factors in designating the subject property for office and light industrial uses.

The proposal for strictly residential development does not comply with the planned land use designations in either the Town Plan or the County's Revised General Plan which designates the property for Business use. The applicant's Statement of Justification states that the current zoning and approved plan will result in industrial uses that are not compatible with the existing residential development at Kincaid Forest and residential development that has been approved to be developed in Landbay C of the Villages at Leesburg. However, little rationale is provided beyond that to justify the proposal or discuss why an alternative land development plan could not be devised for the property which incorporates other types of employment uses such as a blend of light industrial and commercial uses.

2. Town Plan – Transportation:

Crosstrail – The Town Plan and the Countywide Transportation Plan both show Crosstrail Boulevard bisecting the subject property in the general alignment as depicted on the applicant's Concept Development Plan. The road is designated as a major arterial and planned as a 4-lane facility with acceleration and deceleration lanes in 120 feet of right-of-way. The application states that this section of Crosstrail will be built with the development of the project and states the applicant will be "willing" to construct the crossing at Tuscarora Creek.

Trailview and Keystone - The Countywide Transportation Plan shows an extension of Trailview Boulevard in the County connecting from the east to Crosstrail Boulevard (planned extension through the subject property). The Roadway Network Policy Map in the Town Plan further extends Trailview Boulevard from this point through the subject property connecting to planned Keystone Drive, which is also planned to connect to Russell Branch Parkway. This road network was planned in conjunction with the land use in the JLMA area which depicts office and industrial uses.

Trailview is designated as a major arterial and planned as a four-lane facility with acceleration and deceleration lanes within 120 feet of right-of-way. Keystone Drive is designated as a through collector and planned as a four-lane undivided facility with acceleration and deceleration lanes within 90 feet of right-of-way.

The subject proposal does not include Trailview Boulevard or Keystone Drive. The applicant's Traffic Impact Analysis (TIA) that was submitted with the application shows a reduction in trips with the proposed land use when compared with the PDGI zoning, and the need for Trailview and Keystone as planned through the site is not supported by the TIA. Staff acknowledges the findings of this study, but is not supportive of the land use that is proposed in this application. If the proposal included a mix of residential, office, retail and/or light industrial, the need for Trailview and Keystone as connecting road facilities would need to be assessed under such a scenario.

3. Utilities:

The Town Plan states that utilities will be provided by the Town to properties in the JLMA and that if utilities are extended into the JLMA the Town anticipates that the property will be annexed into the Town (see Town Plan, Chapter 6, Objective 10). The Town's Sewer and Water Master Plan explains capacity considerations and outlines how utility systems should be provided in the JLMA. One third of the subject property is located west of the W&OD trail and this is in the Sycolin Pressure Zone (SPZ) for water service and the Lower Sycolin Sewer Shed (LSS) for sewer service.

The remaining two thirds of the property east of the W&OD trail is in the Main Pressure Zone (MPZ) for water service. The sewer service is divided into three separate sewer sheds. A portion drains northwest toward Tavistock sewer outfall, the southeastern portion drains toward the LSS and the northeast portion drains toward the Lower Tuscarora creek sewer which currently does not exist, and may never be constructed.

To serve the Lower Tuscarora portion of this property a pump station, needs to be constructed. Currently the Village of Leesburg is proposing a temporary pump station in the same general vicinity as the one required for this project. The Town of Leesburg will not allow two pump stations in this area for sewer service due to fact that the Town will assume responsibility for these pump station and it would not be cost-efficient to operate two stations.

Therefore, staff recommends that this applicant begin negotiations with the Kettler Company to size the pump station to serve the portion of this proposal draining to the facility. Failure to do so will result in this applicant having to either upgrade or replace the one proposed and being built by Kettler at a later date. If the applicant chooses not the resolve this issue at this time then a proffer is required obligating the applicant to upgrade or replace the station with a larger station at no cost to Town and do so with no service interruption.

4. Annexation:

As noted above, Town Plan policy anticipates that the Town will provide utilities to development in the JLMA and that these properties would be annexed. Given that the proposed land use is not consistent with the Town Plan, and given the lack of information about the proposal, the Town Council has chosen not to provide a recommendation regarding utilities and annexation with the first submission of this application.

5. Application Information:

Very little detail is provided in the application. More information about this proposal is warranted due to the size and proximity of this proposal to existing residential and non-residential development, as well as the potential for this property to be incorporated into the Town. To fully understand the applicant's concept and to assess it, staff recommends that the applicant offer additional information on the following:

- The general site design should be explained and how it will work with existing topography and other natural site features.
- A general plan for stormwater management should be addressed.
- Phasing.
- Civic open space is proposed on the concept development plan and the applicant should discuss how it will serve the development. This is particularly important for the civic/open space that is located on the south/east side of Crosstrail Boulevard which has no apparent relationship to the land development.
- A description of how the proposal will address provision of affordable units should be provided.
- Internal transportation networks including bike and pedestrian networks should be provided to understand how connections to existing systems will be made.

Thank you for your consideration of these comments. Please do not hesitate to contact me should you have questions about the Town's comments.

Sincerely,

Susan Berry Hill, AICP

Cc: Town Council
Town Planning Commission
John Wells, Town Manager
Scott Parker, Assistant Town Manager
Aref Etemadi, Deputy Director, Utilities
Dennis Darnes, Section Chief, Plan Review
Calvin Grow, Transportation Engineer, Public Works

Attachments:

1. Referral from Public Utilities (Aref Etemadi)
2. Referral from Plan Review (Dennis Darnes)