



Date of Council Meeting: July 8, 2013

## TOWN OF LEESBURG TOWN COUNCIL WORK SESSION

**Subject:** Referral Request from County on: ZMAP 2012-0021, Crosstrail Commercial Center; SPEX 2012-0047 Crosstrail Hotel; SPEX 2012-0048 Crosstrail Gas Pumps; and SPEX 2012-0049 Crosstrail Outdoor Sales

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

**Recommendation:** Endorsement of the consolidated comment letter from town staff second submission for the Crosstrail application.

**Issue:** Does Council wish to endorse the draft comment letter for the 2<sup>nd</sup> Submission of Crosstrail applications?

**Background:** On June 7, 2013 Town staff received a request from County staff for referral comments on the second submission of Crosstrail. As is practice, the Town is consulted for all development that is proposed in the JLMA. First submission comments were sent on April 11, 2013 after the Council had been briefed on the issues raised during town staff's review of the application. Second submission comments are due July 10, 2013.

The attached referral comment letter is for Council review and endorsement prior to sending to county staff. A motion for endorsement will be provided on the agenda for the July 9 Council meeting. If endorsed, staff will forward the referral comment letter to the project manager at the county on July 10.

The full process for review of this application is as follows:

- Staff review which can include 2-3 submissions
- County Planning Commission review with public hearing
- Board of Supervisors review with public hearing

Key issues include:

- To demonstrate compliance with the Town Plan, a development phasing plan is requested to demonstrate that the project will be mixed use and not just retail.
- The applicant's preferred utility service plan is not preferred by Town staff. Development of utilities must meet Town requirements.
- Construction of road segments, particularly connecting to Town segments, must meet DCSM standards and construction phasing should be proffered to minimize disruption to transportation systems.
- The applicant has not responded to staff recommendations pertaining to stormwater management.

The attached referral for this application does not discuss Resolution 2005-102 which sought to incorporate the Crosstrail property by Boundary Line Adjustment. In the past, Council has chosen to make a recommendation on utility and incorporation issues when an application reached the Board of Supervisors. As such, no recommendation on extension of utilities or incorporation of the property into the Town is provided. If Council wishes to provide a recommendation at this time, staff recommends this be discussed at the work session on July 8.

Attachments:

Draft referral letter to County for Crosstrail

July 10, 2013

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

RE: Referral Request for ZMAP 2012-0021, Crosstrail Commercial Center; SPEX 2012-0047, Hotel; SPEX 2012-0048, Gas Pumps; SPEX 2012-0049, Outdoor Sales - First Submission

Dear Mr. Iwanczuk:

Thank you for the opportunity to provide second submission referral comments on the captioned applications which includes revised ZMAP and SPEX plats, proffers, a referral response letter, and traffic study and appendix dated June 5, 2013. Town staff in the Departments of Utilities, Plan Review, Public Works, Economic Development, Airport Manager, Parks and Recreation, and Planning and Zoning have provided comments.

**Proposal:** The applicant has proposed to rezone 57.4 of the 444.81 acre parcel known as Crosstrail from PD-IP (Planned Development Industrial Park) for the purpose of building commercial and office development. The proposal is to rezone this portion of the Crosstrail property to Planned Development –Commercial Center – Small Regional Center (PD-CC-SC). This zoning district allows for community and small-scale regional retail and office uses. The applicant proposes up to 100,000 square feet of office use and up to 550,000 square feet of non-office uses including retail flex-industrial uses. The application includes three special exceptions for a hotel, convenience store with gas pumps, and outdoor sales. Lastly, the application includes five zoning modifications to address reductions in building and parking setbacks (see Attachment 1 for proposed Concept Development Plan).

While the Crosstrail land holding does include approximately 18.05 acres that are within the Town corporate limits, this property is not included in the proposal. In 2012 the Town purchased 44.30 acres of the Crosstrail property for airport-related uses. This property is zoned PD-IP under County zoning and is not included within the boundaries of this proposal.

The property is designated in the County's Revised General Plan (RGP) for Business Community uses north of Crosstrail Boulevard and for Keynote Employment uses south of Crosstrail Boulevard. Business Community uses allow for a mix of office and retail uses and up to 10% of the mixed use composition may be retail. The County's Retail Plan policies will be applied to the proposal as well as the RGP policies.

The property is currently zoned PD-IP which allows for industrial and flex industrial uses and with support retail. There are no proffers associated with the zoning of the property. The proposed zoning category, PD-CC-SC, will allow for more retail than what would be allowed under the current zoning.

Review Comments are attached and consolidated in the comments provided below.

Town Plan – The Town Plan designates the property for Regional Office uses. This designation emphasizes campus-style office with support retail. The intent of Regional Office is generally:

1. To help meet the need for a broad spectrum of local and regional employment that offers high paying jobs and supports a balanced tax base.
2. To provide some of the daily retail and service needs of people associated with primary office use in a convenient manner that reduces automobile use.
3. To provide flexibility in uses so that light industrial and high tech uses may be permitted where compatible with other Regional Office uses.

The Regional Office designation allows office uses such as corporate headquarters, emerging technologies facilities, public and private sector office uses, hotels conference centers and higher education facilities. Retail and service uses are for daily needs of workers, customers, and businesses including personal services and office supplies, and office –related uses such as bank facilities, restaurants, and health clubs and day care facilities. Light industrial and high tech uses are also appropriate provided they are of a nature that does not have negative environmental or operational impacts on the office uses. Floor area ratios are anticipated to be relatively high in the range of .35 to 1.0. Up to 20% of the total square footage can be retail use to serve the predominant use of office.

The Crosstrail property is zoned for industrial use but there was no square footage cap placed on the property when it was rezoned. The FAR requirements under the PD-IP zoning district would apply. Town Plan policy allows for up to 20% of the total square footage to be retail and encourages the retail to be incorporated with the office, light industrial and flex industrial uses. The applicant has reasoned in the Statement of Justification that a PD-SC-CC zoning will allow for a concentration of retail uses that will serve as a catalyst for further development of the property for office, flex industrial and light industrial uses. However, the Town Plan intended for the retail use to serve the industrial and office uses. As proposed, the retail will function more as a destination-type retail, rather than a service-oriented retail, at least until such time as the industrial/office uses are constructed.

With respect to other non-residentially zoned and planned properties in the vicinity, the Oaklawn property is directly north of Crosstrail and it is approved for 1.5 M s.f. of retail, office, hotel, and restaurant uses. A proposal for a community retail center is anticipated at the Leesburg South property (aka Meadowbrook) and the 2012 Town Plan designates this property for up to 150,000 s.f. of retail. Overall existing retail square footage for larger lifestyle, regional and super regional retail centers is approximately 1.6 million square feet in Leesburg. This does not include smaller retail outlets.

Given the comments above, it does not appear that this proposal is consistent with the land use designation in the Town Plan. It does not appear to be consistent with the retail component envisioned to support Regional Office uses. It is difficult to assess what the impact this retail would be on existing retail projects in the town, or how it would affect the need for projected retail that is currently designated on the Town Plan but not yet zoned and approved for development.

Since the ultimate land development plan has not been submitted with this proposal for the remainder of the Crosstrail property, staff must ask the question is this rezoning the first step towards a gradual conversion of this property from employment use to that of general retail use?

*The Applicant's response letter provides further justification for the proposed retail and office land uses in Crosstrail by noting that other mixed use developments in Leesburg, notably Oaklawn and Village at Leesburg, serve as gateway mixed use projects that generally embody the objectives for mixed use that are envisioned by the Town Plan. Village at Leesburg, in particular, advances the objectives of the Plan by fully integrating office, retail and residential uses and successfully integrating large footprint uses (e.g. Wegmans, Cobb Theater and LA Fitness) into the development.*

*Staff agrees with the applicant that there are successful mixed use projects in Leesburg. Mixed use projects can be accomplished in several ways. True integration of uses is accomplished by building and site design that either vertically integrates the uses or situates mixed uses in tight proximity to one another such that they are easily walkable. The Village at Leesburg is an example of both these mixed use design approaches.*

*Additionally, mixed use can also be achieved by a horizontal separation of mixed uses. To assure that a mix of uses is actually accomplished over time using this design approach, it is essential to have a phasing plan that brings the proposed uses on line at*

*specified intervals of construction. The design for the Crosstrail proposal segregates uses over large spatial areas. The retail on the east side of Hawling Farm Road could be built without any commitment to construction of uses proposed for the west side of the road. To meet the Town Plan policy for Regional Office, the applicant needs to demonstrate how office uses can be developed along with the retail that is proposed. This is essential for demonstrating compliance with the Town Plan policy for Regional Office land use. As such, staff recommends that the applicant proffer a development phasing plan to demonstrate integration of the office, hotel and retail uses.*

### Parks and Recreation

The 2nd submission now shows a 1-acre parkland dedication. The plans have been revised to show this dedication (sheets 3 and 5) and the proffers state that the applicant intends to dedicate 1 acre of land to the Town for expansion of the Freedom Park. The Department of Parks and Recreation does not currently have plans for usage of this acreage but the Town would accept the dedication of the property for future development. Proffer I.C. 9. should be revised to state that: “The one acre portion of the Property depicted on the Concept Plan as located in the northwest quadrant of Battlefield parkway and the Dulles Greenway adjacent to Freedom Park shall be dedicated to the Town of Leesburg upon request”.

### Utilities

1. The applicant is now proposing a pump station to serve the northern portion of the property. **Staff is not supportive of this alternative.** However, if authorized by Town Council, the following conditions apply:
  - a. It will be an interim pump station and must be labeled as such on the application and referenced as such in the proffers;
  - b. Funds must be set aside to abandon this facility and connections must be made from the sewer system to the ultimate sewer outfall;
  - c. Applicant must demonstrate adequate capacity is available in the receiving sewers for addition of these flows. Staff has confirmed availability of capacity at the Sycolin and bypass intersection. The rest of system from that point to the site must be confirmed by the applicant;
  - d. Station will be a privately operated and maintained system by the applicant; and;
  - e. The station must meet class I reliability criteria.
2. It is staff’s recommendation that the applicant and Town enter into an agreement to build the Lower Sycolin Sewer phase II and enter into a cost sharing agreement.
3. See Attachment 1 for a future waterline stub. This does not need to be shown on this application but must be agreed to by the applicant.

Airport - The Airport Manager notes that the developer is reminded to submit a Notice of Proposed Construction to the FAA via form 7460 regarding any proposed construction adjacent to the airport. This evaluation by the FAA will determine if proposed structures will penetrate the protected airspaces surrounding the airport and will also determine if the structure would adversely affect the FAA's Instrument Landing System (a radio navigation aid).

The Airport Commission has expressed concern about the parking lot and building lighting that will be used and stresses the importance of the fact that since this site is in very close proximity to the Leesburg Airport, extra caution should be used when selecting and installing lighting to not impede the safety of airport operations. Staff requests more information regarding a lighting plan and how this plan will not compromise operations at the airport. *Staff reiterates the comments made for the first submission through the comment letter dated April 11, 2013. In addition, the applicant notes in the Applicant response letter dated June 5, 2013, that they will "submit the form prior to approval of the first site plan for any structure located EAST of Hawling Farm Boulevard. Light on Crosstrail will be installed in a manner that will not impede the safety of aircraft using the Airport". Staff notes that, depending on the building heights, the FAA 7460 requirements may need to be met with buildings east OR west of Hawling Farm Boulevard. Staff recommends that the applicant acknowledge this in revised proffers. Staff also recommends that the applicant commit to lighting on the Property that will not impede the safety of aircraft using the Leesburg airport. The following language is suggested: "Light units shall be oriented and shielded to prevent an unwanted glare safety hazard to aircraft operations and adjacent vehicular roadway".*

Public Works - Transportation - The Applicant's Statement of Justification states that: "The Applicant plans to construct portions of Hawling Farm Boulevard and Crosstrail Boulevard as well as a Greenway Exit Ramp from the Dulles Greenway when required by development of the Property. The Applicant plans to bond and construct portions of Hawling Farm Boulevard from Battlefield Parkway to the Dulles Greenway slip ramp as well as the Dulles Greenway off-ramp in the approximate location shown on the Concept Development Plan, as required to accommodate development of uses on the Property. The Applicant plans to construct traffic signalization at the Hawling Farm Boulevard/Battlefield Parkway intersection as required to provide access to the Property consistent with the Facilities Standards Manual requirements."

The following comments are provided by the Department of Public Works:

1. The study needs to be signed and sealed by a Professional Engineer. *DCSM 7-111.1*
2. Some of the intersections in the study are outside the corporate limits, and are maintained by VDOT. The Applicant should confirm that VDOT staff has had the opportunity to comment on this submission.

3. The Town of Leesburg requires a minimum level of service of C per approach at project build-out, and level of service D per approach at build-out plus 20 years. The Applicant should provide recommendations for achieving the required level of service at all Town maintained intersections. *DCSM 7-111.1.D(2)*
4. The traffic study assumes Hawling Farm Boulevard will be constructed from Battlefield Parkway to the “first intersection providing access for development of up to 250,000 sq.ft.” by project buildout in 2021. The Transportation Division recommends that two lanes of Hawling Farm Boulevard from Battlefield Parkway to Crosstrail Boulevard and two lanes of Crosstrail Boulevard from Sycolin road to the Greenway should be developed in the first phase of development. As an alternative, Hawling Farm Boulevard shall be constructed to serve only the portion of development that will generate traffic that will not exceed the level of service (LOC) C at the intersection with Battlefield Parkway. No development south of this limit shall proceed until Crosstrail Boulevard is constructed between the Greenway and Sycolin Road and the connection of Hawling Farm Boulevard to Crosstrail Boulevard is made. If the development is occupied beyond this limit without the connection to Crosstrail Boulevard, it will decrease the level of service at the intersection of Battlefield Parkway and Hawling Farm Boulevard below acceptable standards *DCSM 7-111.1.D (3)*.
5. All intersection improvements needed to provided LOS C at project buildout shall be constructed at Battlefield Parkway and Hawling Farm Road in the first phase of development (proffers).

Plan Review – This property is located in the JLMA and could be considered by Town Council for annexation/incorporation. As such, while staff fully acknowledges that the application must be reviewed for compliance with county zoning and facilities standards requirements, town staff must review the application with consideration that road and stormwater infrastructure could ultimately be the responsibility of the Town.

Concept Plan:

- 1.(1) Update the ZMAP to depict all 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.” Specifically provide detail regarding missing items such as existing and proposed rights-of-way, travel lanes, major pedestrian and bike paths and trails, public bus stops/shelters and any other proposed transportation improvements. Also note that the Loudoun County Planning Guidelines for Bicycle and Pedestrian Facilities for 4 lane roads include a 6’ wide sidewalk facility and a 10’ shared use path. Update Note 4 on Sheet 3 to specify a 6’ wide sidewalk. (Sht. 2 and 3). ***Information specifically requested was not added to the Zoning Concept Plan. Detail regarding existing/proposed ROW, travel lanes, pedestrian paths and trails, etc. are still not shown on the Zoning Concept Plan. Note that roadway and pedestrian facility***

- construction associated with connections to Town maintained facilities shall meet Town of Leesburg standards. (Sht. 3)***
- 2.(2) Update the ZMAP to depict all 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.” Specifically show all proposed roads, lot layouts clearly depicting the parking lots (including regular and ADA parking spaces), internal travelways and proposed conceptual grading for the subject areas tied into existing Loudoun County topography as noted in section K.3. of the Minimum Submission Requirements for ZMAP. More detail should also be provided regarding the impact on existing wetlands (if any) as well as to the impact on any existing forested vegetation in the area. (Sht. 2). ***Information specifically requested was not added to the Zoning Concept Plan. Detail regarding existing/proposed parking lot layouts, roads, etc., including conceptual grading are still not shown on the Zoning Concept Plan. (Sht. 3)***
- 3.(3) Update the ZMAP to depict all 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.” Specifically provide a conceptual utilities layout plan to show how Leesburg’s water and sanitary sewer will be looped through this commercial center and to show how stormwater will drain from each individual site to ensure the new stormwater management regulations can be met for this development. Provide additional notes and conceptual design calculations to demonstrate how both water quality and water quantity requirements will be met under the new stormwater regulations and to verify the size of the facilities shown are adequate. (It should also be noted that the Town of Leesburg’s rainfall intensities have been verified to be higher than average Loudoun County accepted values. Therefore, the Town of Leesburg intensity values should be used in all storm and stormwater management design calculations for this development.) (Sht. 2 and 4). ***Information specifically requested was not added to the Zoning Concept Plan. Details of the proposed water quality and quantity facilities are still not included on the Zoning Concept Plan. As a result, there is no way to verify that the proposed facilities will be adequate to meet the requirements of the new stormwater regulations. As was previously noted, Town of Leesburg intensities should be utilized in preliminary sizing calculations when included. (Sht. 3)***
- 4.(4) Update the ZMAP to show how the existing drainage from the airport property will be conveyed through the proposed development. Note that no drainage should “backup” onto the airport property and cause standing water. ***No additional information regarding drainage from the airport property was included with this submission for evaluation.***
- 5.(5) Update the ZMAP to depict all 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. Specifically, address phasing of the project as it relates to required supporting infrastructure. The Traffic Impact Analysis appears to require numerous improvements to turn lanes, etc. at different points of the overall

development. Update the ZMAP to address phasing of the road network (tied to specific building square footage to be permitted before the road network is required to be in place) and ensure all required improvements to the transportation network are in accordance with comments provided by the Town of Leesburg Department of Public Works. Further, if all of the sanitary sewer and waterline facilities will be required to serve all, or a portion of this site in an early phase of the project, address access to those facilities without the complete roadway network being in place. (New Sht.). ***No additional information regarding phasing of infrastructure development was included with this submission of the Zoning Concept Plan. Note that connections to Town facilities (roadway intersections, utility connections, etc.) shall be constructed to their ultimate configurations utilizing Town standards.***

- 6.(6) Update the ZMAP to include the instrument numbers for all easements which exist on the subject property. (Sht. 1). ***Comment was not addressed.***
- 7.(9) Due to the close proximity of the bridge over the Dulles Greenway (Route 267) and the grade differential at the intersection of Hawling Farm Blvd. and Battlefield Parkway, there is a concern that adequate sight distance may not be available at the intersection. As the location of this entrance is critical, it is recommended that the applicant provide a conceptual sight distance plan and profile with the next submission of this application. ***Applicant responded that a conceptual plan was previously submitted and discussed with Town staff. DPR requests a copy of a study which relates to the current location of this intersection be forwarded for evaluation. Standards for sight distance have recently changed and review is necessary to confirm compliance with current standards.***

**Proffer Statement Issues:**

- 8.(N) The applicant is proposing in Section I, 7a.) of the proffers to provide Multipurpose Trails and Bicycle facilities within a “public easement” and sidewalk within a “public access easement” along Hawling Farm Boulevard. These facilities are normally contained within the public ROW and not separate easement dedications.
- 9.(N) The applicant is proposing phased construction of the intersection of Hawling Farm Boulevard and Battlefield Parkway in Section(s) II B 2 and II B 4 of the proffer statement. The Town of Leesburg does not support phased construction of the intersection. The connection of Hawling Farm Boulevard to Battlefield Parkway shall be constructed to its’ ultimate configuration with the first phase of construction to eliminate multiple interruptions for the construction of this intersection.
- (#) Indicates comment number outstanding from the DPR comment letter dated March 4, 2013. Updated comment information from second submission is shown in ***bold italics***.
- (N) Indicates new comment based on either new, or revised information provided with this submission.

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

Referral – Crosstrail  
2nd submission  
July 10, 2013  
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Sincerely,

Susan Berry Hill, AICP

Attachment:

1) Future waterline stub

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  
Bill Ference, Parks and Public Space Planner, Parks and Recreation  
Marantha Edwards, Director, Economic Development  
Scott Coffman, Airport Manager  
Betsy Fields, Research and Community Information Manager

