



Date of Council Meeting: April 7, 2014

**TOWN OF LEESBURG
TOWN COUNCIL WORK SESSION**

Subject: Referral Request from Loudoun County on ZMAP 2013-0005, Goose Creek Club; SPEX 2013-0017, Goose Creek Golf Course; SPEX 2013-0018, Hotel; and 2013-0019, Restaurant - 2nd SUBMISSION

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

Recommendation: Endorsement of the staff referral on the second submission for the Goose Creek Golf Club applications.

Issue: Does Council endorse the draft comment letter for these applications?

Background: As is practice, the Town is consulted by the County for all development that is proposed in the JLMA. Last September, staff reported to Council on two key land development applications for properties in the Leesburg Joint Land Management Area (JLMA) that are being reviewed by the County. These two projects are Tuscarora Crossing and Goose Creek Club. A vicinity map is attached to this memo to show where these properties are located. A draft consolidated comment letter for Tuscarora Crossing will be submitted by staff for Council to review at the April 21-23 meeting. The first submission comment letter for Goose Creek Club was endorsed by Council on September 23, 2013 and was forwarded to county staff. The attached draft comment letter for Goose Creek Club is provided for your review and endorsement at the April 7-8 meeting. A motion for endorsement will be provided on the agenda for the April 8, 2014 Council meeting. If endorsed, staff will forward the referral comment letter to the project manager at the County on April 9.

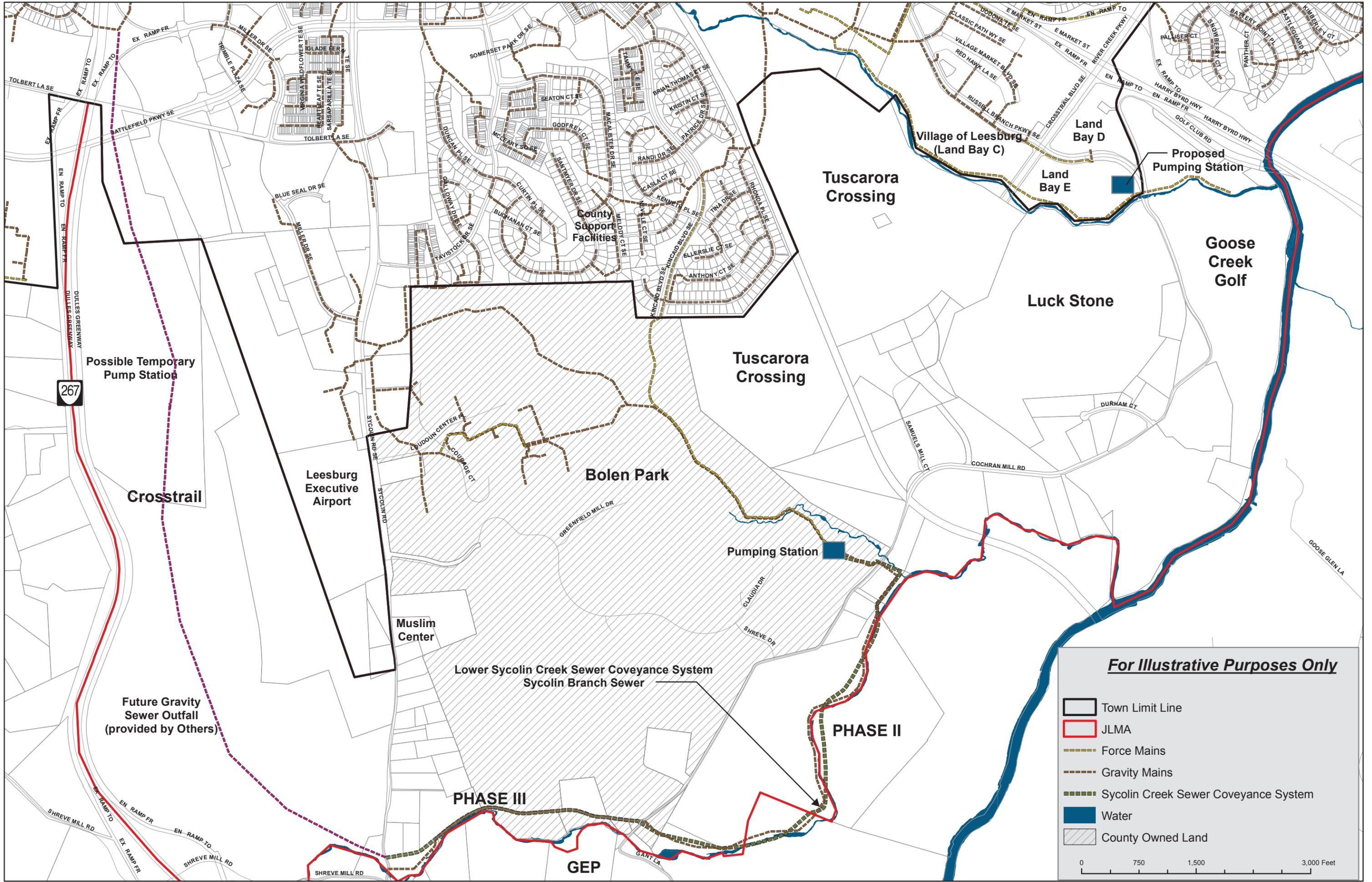
The full review process is as follows. This referral letter is provided for step 1.

- Step 1 Staff and applicant review. This step typically includes 2-3 rounds of submissions.
- Step 2 County Planning Commission review with public hearing.
- Step 3 Board of Supervisors review with public hearing.

Town and County policy states that properties in the JLMA will be served by Town utilities. The Goose Creek Club property may be annexed at the discretion of Council. This project proposes to be served by Leesburg utilities. Technical comments are provided regarding recommendations for utility service should Council agree to extend utilities to these properties. The attached staff referral for this application does not offer recommendations as to annexation at this time. In the past Council has chosen to make a recommendation on annexation and utility provision when the application got to the Board of Supervisors. As such, no definitive recommendation on extension of utilities or annexation is provided in this comment referral. If Council wishes to provide a recommendation with this referral on incorporation of this property into the Town, staff recommends this be discussed at the work session on April 7.

Attachments:

- Vicinity Map
- Draft referral letter, attachments, and Concept Development Plan for Goose Creek Club



For Illustrative Purposes Only

- Town Limit Line
- JLMA
- Force Mains
- Gravity Mains
- Sycolin Creek Sewer Conveyance System
- Water
- County Owned Land



[Type text]

April 2, 2014

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

RE: Referral Request for ZMAP 2013-0005 Goose Creek Club; SPEX 2013-0017, Golf Course; SPEX 2013-0018, Hotel; and SPEX 2013-0019, Restaurant – 2nd submission

Dear Ms. Birkitt:

Thank you for the opportunity to provide second submission referral comments on the captioned applications. We have reviewed the following application materials:

- Statement of Justification dated February 7, 2014
- Plat dated February 7, 2014
- Traffic Impact Analysis update dated January 28, 2014
- Proffer Statement dated February 7, 2014
- Applicant Response Letter dated February 7, 2014

Town staff from the Departments of Utilities, Public Works, Plan Review, Parks and Recreation, Economic Development, and Planning and Zoning has provided comments on these applications.

Proposal: The applicant has proposed to rezone approximately 110.2 acres from JLMA-3 to PD-OP (82.3 acres) and PDH-6 (27.9 acres) to allow 158 units (33 single family detached and 125 townhouse units); 36,000 square feet of office, a 132 room hotel; a 9-hole golf course and a 6,000 square foot restaurant. *There was no change in the development proposal regarding proposed land use, proposed square footage, or number of units proposed between the first and second submissions.*

The property is designated in the County's Revised General Plan (RGP) for Business Community uses. 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 Town Plan designates the property for Open Space.

The property is currently zoned JLMA-3, Joint Land Management Area - 3 and PD-OP, Planned Development - Office Park. The former is a rural residential district allowing densities of one unit per three acres. The PD-OP district allows for predominantly office development with support retail.

Proffers dated February 7, 2014 were submitted with the second submission.

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

Town Plan

1. Land Use. *First Submission Comment:* The subject property is in the Leesburg Joint Land Management Area. The Town Plan provides land use recommendations in the JLMA “to be used as the basis for a joint planning effort with Loudoun County...” (Town Plan, p. 6-23). The Town Plan designates the property for Open Space uses which includes recreational use such as a golf course. The proposed 9-hole golf course is consistent with this designation.

The Open Space designation does not anticipate other uses such as the proposed residential, office, hotel and restaurant uses for the property. The proposed plan shows the location of the office, hotel and restaurant uses clustered between Tuscarora Creek and Route 7. Staff has considered the applicant’s justification for proposing these uses. The Statement of Justification notes that mixed use development is desired by the Town Plan and references the Village at Leesburg as an example of a mixed use project that has proven to be a positive asset to the town in terms of use, fiscal impact, and which is also attractive and well-designed. The applicant’s Statement of Justification continues to state that this type of mixed use community development concept should be extended further eastward to Goose Creek which forms the natural boundary of the JLMA. Staff notes that the Town Plan designates areas within the Town’s corporate limits along East Market Street as Regional Office. This designation anticipates office use with support retail including such uses as hotels and restaurants. The Goose Creek application’s inclusion of office, hotel and restaurant uses is generally compatible with the Town’s vision to have employment and employment supportive uses in the Route 7 corridor outside of the Bypass.

With respect to residential uses, the proposed location is less than ideal. It is adjacent to properties that are currently developed for industrial use including the Luck Stone rock quarry. The proposed residential use is not integrated with the other nonresidential uses on the property and it is relatively remote from those uses as well as the other mixed uses at the Village at Leesburg. The proposed pedestrian trail included in the plan does provide a link between the residential and non-residential components of this plan but it is a weak one at best given the distance between the proposed residential uses and these other uses. For these reasons, staff is not supportive of residential uses at this location.

Applicant Response: The property is designated Business Community in the Revised General Plan which allows for 25% of the land area to be residential. The proposed plan is a mixed use concept including an office, hotel and restaurant north of Tuscarora Creek with residential uses south of the creek all of which is bordered by a golf course. The applicant maintains this will promote a live, work, play environment.

Second Submission Staff Comments: Staff continues to have concerns about the location of residential uses as shown in the proposal. Heavy industrial uses currently exist in this area of the JLMA including a rock quarry, fueling station, and concrete plant all across Cochran Mill Road to the west. Despite attempts to buffer the industrial uses from the residential uses with berms and trees, noise, dust, vibration, and other environmental impacts emanating from the industrial uses will impact the residential uses at Goose Creek Club. Also, dump trucks, semi-tractor trailers and concrete mixing trucks regularly use Cochran Mill Road. The mixture of this heavy industrial traffic with residential traffic and school bus traffic is not recommended.

The applicant contends that the proposal is a mixed use design with opportunities for employee to live in units that are proximate to office, recreational and commercial uses. However, the proposed pocket of 158 units is not physically integrated with these employment uses. Further, the proffers do not integrate the uses by assuring that non-residential uses are constructed along with residential uses. So there is no assurance that business employment uses will be built and all likelihood that the project would result in only residential development in a location that is not optimum for residential development.

2. Community Design. This area also serves as an eastern gateway to the Town. The Town Plan notes the following:

“County decisions about streets and other transportation facilities and service, water and sewer utilities, schools, and parks – as well as County approvals of private development - also affect the Town’s community design. There are opportunities to enhance community design through planning in the Joint Land Management Area (JLMA)...” (Town Plan, p. 5-3).

Staff recommends that the County obtain further information from the applicant about the site planning and building design of the office, hotel, and restaurant uses. This development is very visible from Route 7 and is an important gateway to the Town.

Applicant Response: The proffers and revised concept plan state that design of the non-residential uses will comply with the Village at Leesburg Design Guidelines.

Second Submission Staff Comment: Section II B. of the proffers addresses design parameters for Land Bay 2, the residential area of the proposal. Neither the draft proffers, nor the Concept Development Plan reference application of the aforementioned design guidelines for non-residential uses proposed in Land Bay 1 as was stated in the applicant’s response.

3. Recreation. A pedestrian trail is shown on the concept plan which links the non-residential component of the plan with the residential area. This trail is proposed to link to an existing trail on Russell Branch Parkway. Staff recommends that the applicant commit to construction of this trail through proffers.

Applicant Response: Proffer IX C. states that prior to approval of the first occupancy permit for any dwelling unit on the Property, a ten foot wide asphalt shared use path will be built by the owner from the proposed soccer field, across Land Bay 2, to the trail on Russell Branch Parkway. The maintenance of the trail will depend on whether the trail is actually within the VDOT right-of-way or if it is outside of the right-of-way it will be maintained by the HOA.

Second Submission Staff Comment: The applicant should clarify the location of the trail per the right-of-way and thus, clarify the maintenance commitment of this facility. Additionally, the trail is proposed to connect with an existing trail in Land Bay. However, there is no commitment in the proffers to assure that the section of trail that is in Land Bay 1 will be maintained. The applicant has touted the pedestrian connectivity proposed between the residential and non-residential components of this proposal to promote walkability and to justify the residential component of this plan. Proffer commitment should be made to assure that a network of trail system will be provided throughout the proposed development.

A soccer field is now shown on the Concept Development Plan in Land Bay 2 and two parking fields are shown to service this facility. The proffers state (IX B.) that the soccer field and associated parking will be built and conveyed to a non-profit entity. Staff defers to the County, but questions whether maintenance responsibilities for these facilities would be acceptable and/or feasible for local non-profits.

4. Signage. The location of the proposed restaurant and hotel is relatively remote from Route 7 in terms of direct access. Staff wishes to note for the applicant that off-site signage is not permitted through the Leesburg Zoning Ordinance. Should this application be approved, and the property is incorporated into the town, the applicant should not expect the Town to approve a request for off- site directional signage for these uses.

Applicant Response: Acknowledged.

Utilities

1. Utility Service. The Town Plan and County Revised General Plan state that properties in the JLMA will be served by the Town. The Town has plant capacity for sewer and water service to this site. However, the proposal does not identify *how* public utility service will be provided. Staff has met with the applicant and representative of the Tuscarora Crossing proposal and the Village at Leesburg, Landbay C developments to discuss service alternatives to this area. A single pump station is recommended to serve all these properties and logically it would be located on this property. The landowner for the Village at Leesburg, Landbay C property has developed plans for a pump station on that property and the design capacity of the pump station does not include the subject property. To date, staff is not aware that a coordinated approach has been agreed to between these property owners. Consequently, there is no sewer outfall currently for this project.

Applicant Response: The applicant understands that service of this property is planned via connection to the pump station that is planned for Land Bay E within the Village at Leesburg property.

Second Submission Staff Comment: While the proffers state that the property will be served by public water and sanitary sewer service by the Town, the proposal does not describe how this will be accomplished. The applicant's response letter states that the pump station planned on Land Bay E of the Village at Leesburg will serve this property but there is no further explanation about how service will be provided. Staff recommends that the applicant contact Town Utility staff to discuss this proposal and better define how utility service is envisioned. The plans and proffers should be revised to clearly describe how the applicant proposes to provide utility service.

2. Utility Agreement. Plans for the extension of sewer and water to this site must be endorsed by the Town Council.

Applicant Response: Acknowledged.

Public Works - Transportation

1. Cochran Mill Road/Russell Branch Parkway. The site is proposed to be served by the extension of Russell Branch Parkway which transitions into existing Cochran Mill Road. The concept plan shows a full section of this road across the frontage of the property and the Statement of Justification states that this section will be “completed by others”. The applicant should provide more information about how this road will be provided and explain what is meant by “completed by others” when the access to the residential development is dependent on this road. (Public Works and Plan Review comment)

Additionally, the applicant should dedicate the right-of-way and any temporary/permanent easements for the future alignment of the RBP extension to the limits of the subject property.

Applicant Response: VDOT and Loudoun County have approved funding in the 6-year plan to replace the Cochran Mill Road Bridge. The replacement cost of this bridge is not reasonably related to the construction of 158 residential units proposed on this property. The applicant is providing right-of-way for a half section and will construct a half section of a four lane divided 90 foot roadway from the proposed Tuscarora Creek Bridge along the east side of Cochran Mill Road to the southern end of Land Bay 2 to the point of divergence of such road from the property. A full section of right-of-way will be provided across Land Bay 1 to Goose Creek.

The right-of-way will be reserved for Russell Branch Parkway for a period of ten years from the date of the proffers and will expire by ten years if neither the County nor VDOT has commenced construction of the road.

Second Submission Staff Comment: Funding has been identified for 2 of the 4 lanes for Cochran Mill bridge. Staff continues to recommend that the applicant fund the remaining 2 lanes and that the applicant provide frontage improvements or proffer to pay in lieu of doing the frontage improvements for Cochran Mill Road. Staff continues to recommend that the applicant dedicate the right-of-way for the future alignment of Russell Branch Parkway. Staff recommends that the proffers be revised to state that the right-of-way will be dedicated upon request of the County, VDOT or the Town (if the property is incorporated).

2. Level of Service. The Traffic Impact Study was analyzed by staff using Synchro 7 Software to look at each of the intersections in the development and determine the Levels of Service. Three intersections did not meet the Town’s Design, and Construction Standards Manual requirement for a minimum LOS “C” at project build-out. The applicant needs to provide phased improvements to maintain the required LOS for the following Town–maintained intersections:
 - a. Route 7 westbound on–ramp and River Creek Parkway
 - b. Russell Branch Parkway and Crosstrial Boulevard

c. Golf Club Road and Russell Branch Parkway SE

Applicant Response: This proposal is subject to Loudoun County LSDO and FSM requirements, not the Town's.

Second Submission Staff Comments: Staff does not wish to pursue this comment further. As such, the comment is resolved.

Plan Review

1. Stormwater. The applicant should provide information about how stormwater will drain from the site to ensure that the new stormwater management regulations can be met. Additional notes and conceptual design calculations should be provided for water quality and quantity. Verification should be provided to assure that the size of the planned facilities is sufficient.

Applicant Response: It is premature to analyze stormwater runoff until the site plan or subdivision plans have been prepared. The application will meet County FSM standards.

Second Submission Staff Comment: Repeat comment.

2. Phasing Plan. The applicant should provide further information about development phasing for this project. Information about infrastructure phasing as it relates to the proposed development should also be provided.

Applicant Response: Land Bay 1 will proceed as market demands dictate. Land Bay 2 will be developed in one phase.

Second Submission Staff Comment: The applicant response was general and did not offer helpful information about how the project and infrastructure will be developed over time. The applicant should submit this information so that the County and the Town will know how the infrastructure will be timed with the project development.

3. Limestone Overlay. The applicant should show the Limestone Overlay District on Sheet 2.

Applicant Response: The property is not in the LOD.

Second Submission Staff Comment: No further comment.

4. Bridge. Improvements to the bridge at Tuscarora Creek and Cochran Mill Road are currently in the design phase at VDOT. The design is for a 10 year storm. To assure continued access to the residential portion of this project, the bridge should

be designed to meet a 100 year storm. This is essential to assure emergency services. Staff recommends that the applicant discuss this issue with VDOT.

Applicant Response: The applicant will design and construct a half section of a 4-lane major collector along the property frontage of Route 653 to the eastern end of Land Bay 2 and right-of-way to the point of divergence of Cochran Mill Road from the property. Sheet 15 shows a reservation for a 4-lane section. The Land Bay 2 access point has been shifted to the south to meet VDOT spacing requirements and to align with the southern entrance of the fuel supply facility on the west side of Cochran Mill Road.

Second Submission Staff Comment: Staff continues to recommend that the applicant coordinate with VDOT to assure that the bridge design includes provisions for the 100-year storm and an ultimate 4 lane divided street section including turn lanes. The applicant should construct this section or provide a payment in-lieu provision in the proffers.

5. Golf Club Road (New Comment): The Golf Club Road right-of-way should be clearly delineated on the Concept Development Plan. The frontage improvements should include curb, gutter, sidewalk, and cul-de-sac at its terminus.

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

Attachments:

1. Plan Review – Dennis Darnes, Senior Project Manager/Section Chief
2. Utilities – Aref Etemadi, Deputy Director

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



The Town of Leesburg
INTEROFFICE MEMORANDUM
DEPARTMENT OF PLAN REVIEW

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

DATE: March 28, 2014

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

RE: TLCR-2013-0002
GOOSE CREEK CLUB ZMAP-
2013-0005, SPEX-2013-0017-
0019
SECOND 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 March 4, 2014:

- | | |
|---------------------------------------|------------|
| 1. Referral Memorandum/Email | 03-04-2014 |
| 2. Loudoun County Referral Memorandum | 02-14-2014 |
| 3. ZMAP and SPEX Plat | 02-07-2014 |
| 4. Revised Statement of Justification | 02-07-2014 |
| 5. Proffer Statement | 02-07-2014 |
| 6. Responses to Comments | 02-07-2014 |

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.(1) Provide a conceptual utilities layout plan to show how Leesburg's water and sanitary sewer will be looped through this overall development and to show how stormwater will drain from the site(s) to ensure that 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.) *Repeat comment.*

- 2.(2) Update the ZMAP to include a Phasing Plan for the proposed development. Specifically, address phasing of the project as it relates to providing required supporting infrastructure. *Project phasing was not included in the latest submission. Comment response only speaks in general terms about construction/infrastructure phasing. Provide a Phasing Plan with the next submission of the application.*
- 3.(4) The ZMAP currently shows a section of Cochran Mill Road/Russell Branch Parkway across the frontage of the property to be completed "by others". This VDOT project currently proposes to construct a bridge which is capable of passing the 10-yr. storm flow only. The applicant is proposing to add residential uses to the subject property which is currently a commercial use. From an access standpoint, the applicant should be required to upgrade the bridge (and thus the roadway) to be able to pass the 100-yr. storm in order to provide access for emergency services, etc. for the benefit of the new residents. *Additional coordination with VDOT will be required to ensure that the bridge design includes provisions for the 100-yr. storm and an ultimate 4 lane divided street section including any required turn lanes. The applicant should construct or provide payment in lieu of construction to cover their required frontage improvements on Cochran Mill Road to the greatest extent possible.*
- 4.(5) The applicant shall either dedicate or reserve the ROW and any temporary/permanent easements for the future alignment of the Russell Branch Parkway Extension to the limits of the property with this ZMAP. Coordinate ROW alignment and requirements with VDOT and Loudoun County. *Coordinate ROW alignment of Cochran Mill/Russell Branch Parkway with VDOT and Loudoun County staff. Ensure that a reservation is acceptable in lieu of ROW dedication upon request.*
- 5.(N) Golf Course Road ROW needs to be clearly delineated on the Concept Development Plan. Also, Golf Course Road frontage improvements are required to include curb, gutter, and sidewalk, as well as a cul-de-sac at it's terminus.



Dennis B. Darnes, P.E.
Department of Plan Review

- (#) Indicates comment number outstanding from the DPR comment letter dated September 16, 2013. Updated comment information from second submission is shown in *italics*.
- (N) Indicates new comment based on either new, or revised information provided with this submission.
- Cc: Scott Parker, AIA, Assistant Town Manager
William R. Ackman, Jr., P.E. Department of Plan Review
Tom Mason, P.E., Department of Public Works
Calvin Grow, P.E., Department of Public Works
Aref Etemadi, Department of Utilities
Chris Murphy, Zoning Administrator



the hometown of the 21st century
The Town of Leesburg
Utilities Department

To: Susan Berry Hill, Director, Planning and Zoning

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

Date: March 19, 2014

Subject: Goose Creek Club-ZMAP 2013-0005
SPEX 2013-0017
SPEX2013-0018
SPEX 2013-0019
2nd Submission

Please forward the following comments to the applicant:

1. The applicant must clearly show the means of utility service to this project. I am not in a position to recommend approval of a plan not knowing how utilities will be extended and if they will be acceptable to Town.
2. The extension of Town utilities must be endorsed by town council.

