



Date of Council Meeting: April 21, 2014

**TOWN OF LEESBURG
TOWN COUNCIL WORK SESSION**

Subject: Referral Request from Loudoun County on ZMAP 2012-0011, Tuscarora Crossing **4th SUBMISSION**

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

Recommendation: Endorsement of the staff referral on the fourth submission for the Tuscarora Crossing application.

Issue: Does Council endorse the draft comment letter for this application?

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 is attached to this memo for Council's review. A motion for endorsement will be provided on the agenda for the April 22, 2014 Council meeting. If endorsed, staff will forward the referral comment letter to the project manager on April 23, 2014.

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 Tuscarora Crossing 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 21.

Note that a few sections on transportation comments of the draft referral are not complete. Staff will provide updates at the work session on April 21.

Attachments:

Vicinity Map

Draft referral letter, attachments, and Concept Development Plan for Tuscarora Crossing.

April 23, 2014

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, 4th Submission
(reviewed by Town staff)

Dear Mr. Harlow:

I have received your referral request dated April 9, 2014. Thank you for the opportunity to provide what will be the Town's fourth submission referral comments on the captioned application. This submission has been reviewed by Town staff from the departments of Utilities, Plan Review, and Planning and Zoning. The Departments of Public Works, Economic Development, and the Airport Manager have been notified of the receipt of the referral but have no direct comments.

Referral comments are based on:

- Statement of Justification dated March 5, 2014
- Applicant response letter dated April 14, 2014
- Draft Proffer Statement dated March 5, 2014 and revised April 9, 2014
- Concept Development Plan dated July 9, 2012 and revised April 8, 2014

Background:

The applicant, Hunter Lee Center LLC, has revised the application to rezone 250 acres from PD-GI (Planned Development General Industrial) to PD-H3, (changed from PD-H4 -Planned Development Housing which was proposed with the first submission) to be administered as R-8.

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 has been zoned PD-GI (Planned Development General Industrial) for many years, no development has been initiated under this approved plan.

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

portion of this property and would require a similar notification to potential purchasers of units in the development.

Changes to Proposal:

The application is currently with the County Planning Commission who will be meeting on May 5 to review this submission. Town staff understands that the County staff and Planning Commission considered the three previous referral comment letters from the Town that were provided on this application along with other referral input from county agencies. In response, the applicant made the following changes to the proposal:

- Trailview Boulevard is now shown on the CDP and divides what is now Land Bay 1 and Land Bay 7
- 90 feet of ROW has been reserved for Trailview Boulevard with 90 feet of dedication on western portion of the road
- Sidewalks on both sides of Trailview
- A modification has been requested to reduce the required setback of 25 feet along Trailview Boulevard
- The property is now planned for:
 - 39% non-residential
 - 32 % residential
 - 29% open space
- Crosstrail Boulevard is now predominantly lined with non-residential uses with:
 - Land Bay 6 is a retail component (moved from Land Bay 5)
 - Land Bay 7, 30 acres, is proposed for PD-IP
 - Land Bay 5, 14.63 acres, is proposed for PD-GI
 - Land Bay 3 remains PD-IP
 - Land Bay 4 remains civic/school use
- The Land Bays on the east side of Crosstrail are now proposed for PD-IP and PD-GI
- The acreage of the PD-IP Land Bay 7 – has been reduced from 40 acres to 30 acres.
- The 10 acres reduced from Land Bay 7 is now designated as open space along Tuscarora Creek.
- Land Bays 1 and 2 remain residential. The number of residential units is 576, a reduction of 1 unit from the 3rd submission
- Unit mix is now proposed at 159 SFD and 417 SFA. The 3rd submission was 312 SFD, 265 SFA
- New design commitments are now proffered for façade treatments on the retail use that is proposed on Land Bay 5

Town staff offers the following consolidated comments. Recommendations regarding the fourth submission are provided in bold italics.

Initial Comment : Town Plan - Land Use As noted in the referral comments for the first submission, the Town Plan designates this property for Community Office (Land Bays 1 and 2) and Community Office/Light Industrial (Land Bays 3, 4, and 5). 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 service needs of the employees and customers of the primary use for daily needs” (Town Plan). 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 in bulk. The Town Plan also describes light industrial use as those that do not produce negative impacts to 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 which have higher impacts will need more buffering and require physical separation from residential uses. Therefore, the type of office and light industrial use proposed, site planning, and buffering treatments will together, determine whether a light industrial/office land use proposal is appropriate to be located adjacent to residential uses.

Staff notes that Chapter 6 of the Town Plan specifies 8 key land use objectives which guide 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 economic and community development 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.

To address the County's land use designation of Business and the Town's land use designation of Community Office/Light Industrial, the applicant has proposed to add 23,000 square feet of commercial uses in Land Bay 5. If the proposed area were to be approved for residential uses, as opposed to employment uses, the proposal to add 23,000 square feet of neighborhood commercial use might be a step in the right direction to provide for neighborhood services that are needed for daily shopping needs of residents. However, Town staff maintains that the Town Plan designation for employment uses continues to be appropriate for this location. The town's Economic Development staff frequently receives inquiries for land availability for light industrial uses. There is interest for zoning that permits businesses that employ some aspect of parts assembly, product distribution, or fabrication. In many instances, these businesses have low traffic, environmental, or compatibility impacts. However, they do not fit within a typical retail zoning district. Unfortunately there is not a sufficient amount of property within the Town for such uses. The subject property is suitable for such light industrial uses. Further, with proper site planning and buffering, such uses could be developed without negatively impacting the Kincaid Forest residential area to the west.

With the 3rd and 4th submissions, the applicant has proposed to move the proposed elementary school site from Land Bay 3, on the east side of Crosstrail, to Landbay 4, on the west side of Crosstrail. Land Bay 3, continues to be proposed for industrial development. To facilitate those earlier change, the total unit count has decreased from 720 to 577 units. With the 3rd submission the two landbays that are east of Crosstrail were planned for non-residential uses and staff supports these changes because these land uses are now more compatible with the existing and planned industrial use southeast of this proposal. Staff has urged the applicant to designate more of Landbay 1 adjacent to the Tuscarora Creek for non-residential uses such as a low intensity light industrial use and/or office use. The applicant has responded in the 4th submission by revising the CDP to convert a portion of the area east of Trailview and fronting on Crosstrail in Land Bay 7 to light industrial use. Staff supports this change. There is a small area east of Trailview, abutting the Doppler Weather Radar tower and the proposed light industrial area that is still planned for residential uses. Staff recommends that the applicant consider revisions to the plan to make this area light industrial as well, thereby maximizing the amount of non-residential that could be reasonably be accommodated using the applicant's current site layout.

Staff notes that the unit count has remained approximately the same – a reduction from the third submission of 1 unit for a total unit count of 576 homes. The unit types have changed to accommodate the same unit count on a reduced land area. SFD units have decreased from 312 to 159 and SFA have increased from 265 to 417. The CDP and Illustrative Plan provide a generalized layout for the roads within the Land Bay 1. Beyond this information, there is no information about the design of the unit types.

Staff asks the applicant if there is any information about the unit types – not as an issue, but simply for the benefit of the residents in Kincaid Forest, particularly those who about the Tuscarora Crossing application. Staff acknowledges that the applicant is asking for a legislative entitlement for the zoning of this property with this application and that design details are not required. That said, the public will not have an opportunity to weigh in on the unit types and design at the site plan stage of development. As such, staff suggests that if the applicant has an idea now of what the unit type/design will likely be, that that information should be shared with the public at this time.

Town Plan – Transportation

1. Crosstrail Boulevard- 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 in 120 feet of right-of-way with an ultimate condition of 6 lanes.

The applicant has proffered to dedicate 120 feet of right-of-way, construct 2 lanes of Crosstrail, and build the bridge crossing over Tuscarora Creek and the W&OD Trail. The Applicant's rationale for constructing 2 of 4 lanes is that the proposed uses will generate fewer trips than the current industrial-zoning and therefore this proposal should only be responsible for two lanes. Crosstrail Boulevard is the only access to this site planned by the applicant and staff recommends that the applicant proffer to improve Crosstrail to a 4-lane section from the existing terminus at Russell Brand Parkway to the western property boundary. This improvement is anticipated in the Town Plan and the Countywide Transportation Plan as an interim condition. ***With the 4th submission, this remains an outstanding issue.***

The applicant's proposal still does not specify enough detail regarding how the phasing of road construction to the site will be provided as development of the residential property proceeds. The commitment to provide 2 lanes prior to issuance of the 289th occupancy permit does not explain how access will be phased up to the 289th unit. More information is requested to explain the phasing of the road and lane improvements that are needed at the intersections of Crosstrail Boulevard and Russell Branch Parkway to maintain Level of Service "C". Proffers state that if the non-residential component of this proposal is built before the 289th residential occupancy permit the applicant will "ensure construction" of the section of Crosstrail that provides ultimate access to the commercial entrance. The proffers do not state when this connection will occur. ***These issues remain outstanding. The proffers are also not clear about how the bridge and W&OD crossing will be accomplished.***

2. Trailview and Keystone - The Countywide Transportation Plan shows an extension of Trailview Boulevard in the County connecting from the east to Crosstrail Boulevard as planned 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 applicant has shown Trailview Boulevard on the revised concept plan and staff is supportive of this change (see Engineering comments below). The proposal does not include Keystone Drive connection. The Traffic Impact Analysis (TIA) shows a reduction in trips based on the proposed residential uses versus the trip generation with the PDGI uses. Keystone and Trailview connections may be needed to provide a regional road network that will ultimately provide alternative routes to relieve congestion on East Market Street. Recent traffic counts on East Market Street indicate that a regional network to manage traffic will be necessary. The Keystone and Trailview connections will help disperse traffic in the area to address this congestion. The TIA should be revised to include scenarios with Trailview and Keystone to assess the area-wide transportation network before any decision is made to delete these road segments. ***This remains an outstanding issue. A traffic study would have to be produced in order to justify eliminating Trailview from the Town Plan. VDOT would need to review this as well. A traffic study would have to evaluate the number of vehicles that would have used the extension and where those vehicles would go if the road was eliminated. It is possible that eliminating this road would increase the trips on Route 7/East Market Street to the extent that additional lanes would be needed on Route 7. Town staff has requested this traffic study throughout the review of this application. It is not prudent for the Town to eliminate this road without a study and it should be the developer's responsibility to provide this study, not the taxpayers at a later date.***

[Note to Town Council – staff is still coordinating on this comment and will update Council at the work session on April 21]

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, and 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 are 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.

Fourth submission comments include the following:

1. Utility Provision – Note 11 on the Plan set states: “The site will be supplied with public water and sanitary sewer by extension of existing systems.” It does not state specifically that utilities will be provided by the Town. Notes 13 and 18 also state that construction will be subject to Loudoun Water standards.
Note 11 should be revised to state: “The site will be supplied with public water and sanitary sewer by extension of existing systems as approved by the Town of Leesburg Town Council.”

2. Square Footage Inconsistency – The total square footage proposal for office and light industrial on the tabulations on Sheet 1 and Proffer II.D. 2 for Land Bay 7 do not correspond with the square footage counts on sheet 7 of the plan set.
Please clarify.

3. **Initial Comment: Plan for Utility Service** - The 2nd submission plan is substantially different from the first submission given the inclusion of an elementary school site on Land Bay 4 and a commercial site on Land Bay 5, both of which are located on the east side of Crosstrail Boulevard. Open space was shown with the first submission for Land Bay 4 and residential use for Land Bay 5. This land use change will affect the utility planning for the site. The applicant must demonstrate how water and sewer will be provided to these Land Bays.

The proffers state that the applicant will pay for the cost of providing water and sewer to the site. However, there is still no detail provided for how the site will be served. The applicant should depict how each of the land bays will be served with water service. Water loops should be accomplished for service reliability and safety. Provision of one connection point to the water system will not satisfy this requirement. Utility system design at this stage of development needs to provide reasonable assurance to the Town that the applicant has a workable plan for utility service. The Town still has no such assurance with this third submission. This continues to be an issue with the 4th submission. The proposed water pipe sizes and depicted alignments shown on Sheet 7 should be removed because the alignments and sizes have not been substantiated by design.

4. **Initial Comment: Pro-rata** - The Applicant is expected to commit payment of their entire share of pro-rata for their sewer outfall to Village of Leesburg pump station at the time of issuance for the first occupancy permit of any building on the development plan. The Town is cost-sharing with developer and must be reimbursed when the first connection is permitted.

Proffer VIII. F. states that : “If the Owner utilizes the pump station located at the Village at Leesburg to the north of the Property, the Owner shall pay the constructing party ...the Owner’s prorata share of the utilization of such pump station.” Staff notes that Outfall A as depicted on the drawings is the current option for sewer service in this area. Staff notes that another land development application has recently been submitted in this sewer service area (ZMAP 2013-0002, Goose Creek Golf Club). The applicants for Tuscarora Crossing, Goose Creek and the owner of the Villages at Leesburg, Landbay C are encouraged to collaborate on a design capacity for a single pump station that can serve all of these properties. This proffer should be revised:

“The Owner will utilize the pump station located at the Village at Leesburg to the north of the Property, the Owner shall pay the Town of Leesburg or a third party which is responsible for overseeing the reimbursement for the construction of said pump station, their entire share per Proffer XII.A below, prior to the issuance of the first residential or non-residential occupancy permit in Land Bay 7 for the Owner’s pro-rata share of the utilization of such pump station. Owner shall provide proof of this payment to the County.

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 outstanding issues identified in this referral, the Town Council has chosen not to provide a recommendation regarding utilities and annexation with this fourth submission of this application.

[Does Town Council wish to revise this section?]

Engineering and Infrastructure This property is located in the JLMA and could be considered by Town Council for annexation. 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. The following staff comments were made with the first submission and second submission comments are provided in italics.

1. Update the CDP 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.” *The Concept Development Plan is still deficient in showing all “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.”*

The applicant has responded that this detail is not required. Staff continues to recommend that such detail be provided with this application to avoid unnecessary problems at the Construction Drawing/Site Plan phase. Comment is repeated with the 4th submission.

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). *Planned roads are still not depicted on the Concept Development Plan. Note that since this site is included in a potential annexation area for the Town of Leesburg, all roads shall be constructed to public street standards. The applicant is currently proposing private road construction without the planned connection of Trailview Blvd. to Keystone Blvd. with this ZMAP.*

With the 4th submission Staff continues to request that Trailview Blvd. be constructed to a public street standard for the entire length possible. As currently shown, the proposed roadway appears to be a 4-lane divided roadway section to the FAA parcel and then narrows beyond that point. The four lane divided section should be extended along the alignment of Trailview Blvd. to a cul-de-sac provided at the terminus, which would allow for extension across Tuscarora Creek in the future. Please note that intersection spacing/crossovers will need to meet VDOT design requirements. Also note that the proffer language still lists 70’ ROW, but 90’ of ROW is required for construction of the proposed roadway section. Note also that there appears to be a significant amount of residential development proposed with access via Trailview Blvd. with only one point of access from Crosstrail Blvd. Loudoun County Fire and Rescue personnel should evaluate emergency access within this landbay.

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). *No overlay of the existing topography showing required drainage and topographic changes (grading) was provided with this submission.*

Staff continues to recommend that such detail be provided with this application to avoid unnecessary problems at the Construction Drawing/Site Plan phase.

With the 4th submission, the comment is repeated.

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). *No proposed sanitary sewer or water mains are depicted on the Concept Development Plan. Also, notes provided on the ZMAP still indicate that utilities will be provided by Loudoun Water. Correct the notes on the coversheet to indicate Town of Leesburg will provide utility services for this site and show the proposed alignment of the necessary water and sewer facilities.*

The preliminary sewer and water service map now incorporated into the proposed plan set does not address how the proposed waterline is to be looped in order to provide adequate pressure for the overall development and ensure water quality. See Utility comments.

With the 4th submission, the comment is repeated.

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). *No phasing plan has been included with the ZMAP submission.*

The proffers state that Crosstrail will be constructed prior to the 361st occupancy permit. Staff continues to recommend more information about the land development and infrastructure phasing schedule.

With the 4th submission, the comment is repeated.

6. Explain the labeling of Crosstrail Blvd. as “Rt. 653 Relocated” on the ZMAP. (Sht. 3). *Note that Crosstrail Blvd. is a planned “major arterial” roadway and not a “collector” street as currently represented on the Concept Development Plan. The application does not address the construction phasing of the portions of Crosstrail Boulevard that this project proposes to construct, including the bridge over the Tuscarora Creek that will complete Crosstrail Boulevard to Russell Branch Parkway. This portion of Crosstrail Boulevard is located almost entirely on the Applicant’s property (with only a minor offsite portion at the Village at Leesburg where all ROW has already been dedicated). The Town of Leesburg is extremely concerned that if the applicant does not construct all four lanes, the traffic from this development will be diverted to existing town roads*

(which could be problematic) and any missing links would need to be constructed at the Town of Leesburg's taxpayer expense at a later date should this property ever be brought into the Town's Corporate Limits. Therefore, staff recommends that the applicant proffer to design, phase and build a 4-lane section of Crosstrail including the bridges that complete Crosstrail Boulevard to Russell Branch Parkway and all required turn lanes along Crosstrail Boulevard. Regarding phasing, staff recommends that the Applicant design the entire 4 (four) lane section and build a minimum of 2 (two) lanes as well as the required turn lanes of Crosstrail Boulevard including all bridges from its' terminus near Russell Branch Parkway through the entirety of the Applicant's property prior to the issuance of the "first" residential occupancy permit. The remaining portion of the 4 (four) lane section of Crosstrail Boulevard would then need to be constructed (including all bridges and associated turn lanes) prior to the issuance of the 541st (75%) residential occupancy permit for this development.

As was previously noted, this portion of Crosstrail Boulevard is located almost entirely on the Applicant's property (with only a minor offsite portion at the Village at Leesburg where all ROW has already been dedicated) the developer of Tuscarora Crossing needs to construct all 4 lanes of Crosstrail Boulevard. The proffer language provided with this submission is unclear as to what portions are to be constructed in what order and thus should be clarified. In addition, all required ROW, and any required Permanent and Temporary Easements necessary to construct Crosstrail Boulevard should be dedicated with the first phase of the development.

With the 4th submission, the comment is repeated.

7. 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. *Access via a planned public road is still not shown with this submission. Access via a public road is still not shown. Staff continues to recommend that such detail be provided with this application to avoid unnecessary problems at the Construction Drawing/Site Plan phase.*

With the 4th submission, the comment is repeated.

8. Show proposed roads and lot layouts with conceptual grading tied into existing Loudoun County topography. *Complete roadway layouts and conceptual grading not included with this submission. Staff continues to recommend that such detail be provided with this application to avoid unnecessary problems at the Construction Drawing/Site Plan phase.*

With the 4th submission, the comment is repeated.

9. 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. *No drainage plans included with this*

submission. Conceptual utilities plan is still not provided. Also see Utilities comments.

With 4th submission, the comment is repeated.

11. 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. *No information regarding stormwater management/BMP was provided with this submission. Staff continues to recommend that such detail be provided with this application to avoid unnecessary problems at the Construction Drawing/Site Plan phase.*

With 4th submission, the comment is repeated.

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. Engineering referral – Dennis Darnes, Section Chief, Dept. of Plan Review

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
Marantha Edwards, Director, Economic Development
Scott Coffman, Airport Manager



The Town of Leesburg
INTEROFFICE MEMORANDUM
DEPARTMENT OF PLAN REVIEW

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

DATE: APRIL 16, 2014

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

RE: TLCR-2012-0006
TUSCARORA CROSSING
ZMAP FIFTH 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 April 10, 2014:

- | | |
|--|------------|
| 1. Revised Zoning Map Amendment (9 Sheets) | 04-08-2014 |
| 2. Revised Proffer Statement | 04-09-2014 |
| 3. Revised Statement of Justification | 04-09-2014 |
| 4. Cooley Memorandum | 04-14-2014 |

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) 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." *Concept Development Plan still deficient in showing all "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." In order to avoid problems in the Construction Drawing/Site Plan phase of this development, staff continues to request*

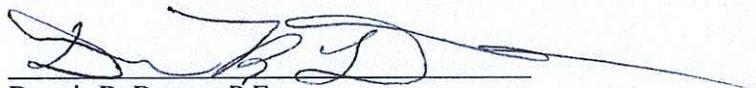
*that this level of detail be included on the Concept Development Plan. (Comment is repeated.) **Comment is repeated.***

- 2.(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). *Planned roads still not depicted on the Concept Development Plan. Note that since this site is included in a potential annexation area for the Town of Leesburg, all roads shall be constructed to public street standards. The applicant is currently proposing private road construction without the planned connection of Trailview Blvd. to Keystone Blvd. with this ZMAP. Staff continues to request that Trailview Blvd. be shown on the Concept Development Plan. This link is still included on the Countywide Transportation Map and shall be accommodated through the subject property. This roadway is to be constructed to a public street standard as was noted in previous comments. (Sht. 3). (No revised traffic impact analysis was provided with this submission of the application. Therefore, staff is unable to determine the required capacity of Trailview Blvd. 70' of ROW (previously 90') is now shown as the width of ROW for Trailview Blvd. Please be advised that Trailview Blvd. is classified as a minor arterial roadway, which requires a minimum of 90' of ROW. Also show the 90' ROW dedication on the Concept Plan extending all of the way to the property boundary in the vicinity of the proposed tie to Keystone Blvd. as shown on the 2010 CTP and the Town Plan. Also include a commitment to provide any easements required to construct Trailview Blvd. which may be outside of the proposed ROW.) Staff continues to request that Trailview Blvd. be constructed to a public street standard for the entire length possible. As currently shown, the proposed roadway appears to be a 4-lane divided roadway section to the FAA parcel, and then narrows beyond that point to become a private road. The four lane divided section, with turn lanes as warranted, should be extended along the alignment of Trailview Blvd. to a cul-de-sac provided at the terminus point just shy of the northern property boundary, and make allowances for extension across Tuscarora Creek in the future. Please note that intersection spacing/crossovers will need to meet VDOT design requirements along the length of Trailview Blvd. Also note that the proffer language still lists 70' ROW, and 90' of ROW is required for construction of the proposed roadway section. Note also that there appears to be a significant amount of residential development proposed with access via Trailview Blvd. with only one point of access from Crosstrail Blvd. Loudoun County Fire and Rescue personnel should evaluate emergency access within this landbay.*
- 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). *No overlay of the existing topography showing required drainage and topographic changes (grading) was provided with this submission. In order to avoid problems in the Construction Drawing/Site Plan phase of this development, staff continues to request that this level of detail be included on the Concept Development Plan. (Comment is repeated.) **Comment is repeated.***

- 4.(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). *No proposed sanitary sewer or watermains are depicted on the Concept Development Plan. Also, notes provided on the ZMAP still indicate that utilities will be provided by Loudoun Water. Correct the notes on the coversheet to indicate Town of Leesburg will provide utility services for this site and show the proposed alignment of the necessary water and sewer facilities. The preliminary Sewer and Water Service Map now incorporated into the ZMAP does not address how the proposed waterline is to be looped in order to provide adequate pressure for the overall development and ensure water quality. (No looping of the watermain is shown as was previously noted. Please respond to comments from the Town Department of Utilities, regarding the proposed sanitary and waterline arrangements.)* **Comment is repeated.**
- 5.(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). *No phasing plan has been included with the ZMAP submission. No phasing plan addressing infrastructure elements which are necessary to support the overall development (including phases) has been included with the ZMAP submission. (No phasing plan was included with this submission as was previously requested.)* **Comment is repeated.**
- 6.(7) Explain the labeling of Crosstrail Blvd. as “Rt. 653 Relocated” on the ZMAP. (Sht. 3). *Note that Crosstrail Blvd. is a planned “major arterial” roadway and not a “collector” street as currently represented on the Concept Development Plan. Also, who builds the bridges that complete Crosstrail Boulevard to Russell Branch Parkway needs to be clarified to state: “The Applicant shall design the entire 4 lane section and build a minimum of two lanes as well as the required turn lanes of Crosstrail Boulevard including all bridges from its’ terminus near Russell Branch Parkway through the entirety of the Applicant’s property prior to the issuance of the first residential zoning permit. The remaining portion of the 4-lane section of Crosstrail Boulevard shall be constructed (including all bridges and associated turn lanes) prior to the issuance of the 541st (75%) residential zoning permit for this development. As this portion of Crosstrail Boulevard is located almost entirely on the Applicant’s property (with only a minor offsite portion at the Village at Leesburg where all ROW has already been dedicated) the developer of Tuscarora Crossing needs to construct all 4 lanes of Crosstrail Boulevard as noted above. Otherwise the Town of Leesburg would be required to construct any missing links at taxpayer expense at a later date should this property ever be brought into the Town’s Corporate Limits.” As was previously noted, this portion of Crosstrail Boulevard is located almost entirely on the Applicant’s property (with only a minor offsite portion at the Village at Leesburg where all ROW has already been dedicated) the developer of Tuscarora Crossing needs to construct all 4 lanes of Crosstrail Boulevard. The proffer language provided with this submission is unclear as to what portions are to be constructed in what order and thus should be clarified. In addition, all required ROW, and any required Permanent and Temporary Easements necessary*

*to construct Crosstrail Boulevard should be dedicated with the first phase of the development. (Clarify the proffer statements regarding the phasing of construction for Crosstrail Boulevard. It is still unclear as to what will be constructed (and when) and the phasing of construction within the various landbays.) **Comment is repeated.***

- 7.(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. *Access via a planned public road is still not shown with this submission. Access to the site via a public road still not addressed with this submission. (FAA approval of the permanent access to the property is required.) **Comment is repeated.***
- 8.(10) Show proposed roads and lot layouts with conceptual grading tied into existing Loudoun County topography. *Complete roadway layouts and conceptual grading not included with this submission. In order to avoid problems in the Construction Drawing/Site Plan phase of this development, staff continues to request that this level of detail be included on the Concept Development Plan. (Comment is repeated.) **Comment is repeated.***
- 9.(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. *No drainage plans included with this submission. In order to avoid problems in the Construction Drawing/Site Plan phase of this development, staff continues to request that this level of detail be included on the Concept Development Plan. (Comment is repeated.) **Comment is repeated.***
- 10.(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. *No information regarding stormwater management/BMP was provided with this submission. In order to avoid problems in the Construction Drawing/Site Plan phase of this development, staff continues to request that this level of detail be included on the Concept Development Plan. (Comment is repeated.) **Comment is repeated.***

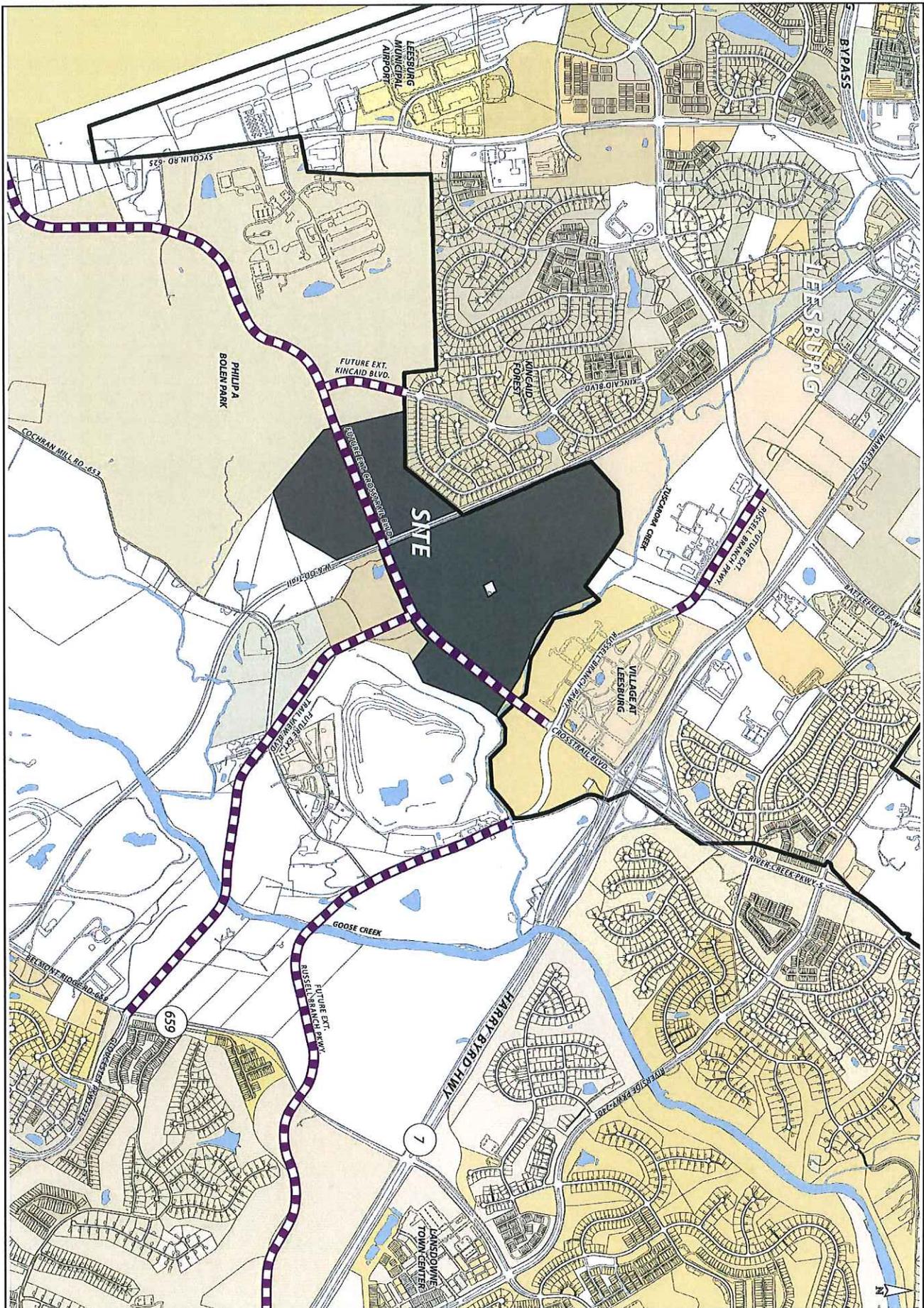


Dennis B. Darnes, P.E.
Senior Project Manager/Section Chief

- (#) Indicates comment number outstanding from the DPR comment letter dated March 28, 2014. Most recent comment information for the fifth submission is shown in red in **bold italics**.
- (N) Indicates new comment based on either new, or revised information provided with this submission.

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



CONTEXT MAP

TUSCARORA CROSSING

ZONING MAP AMENDMENT

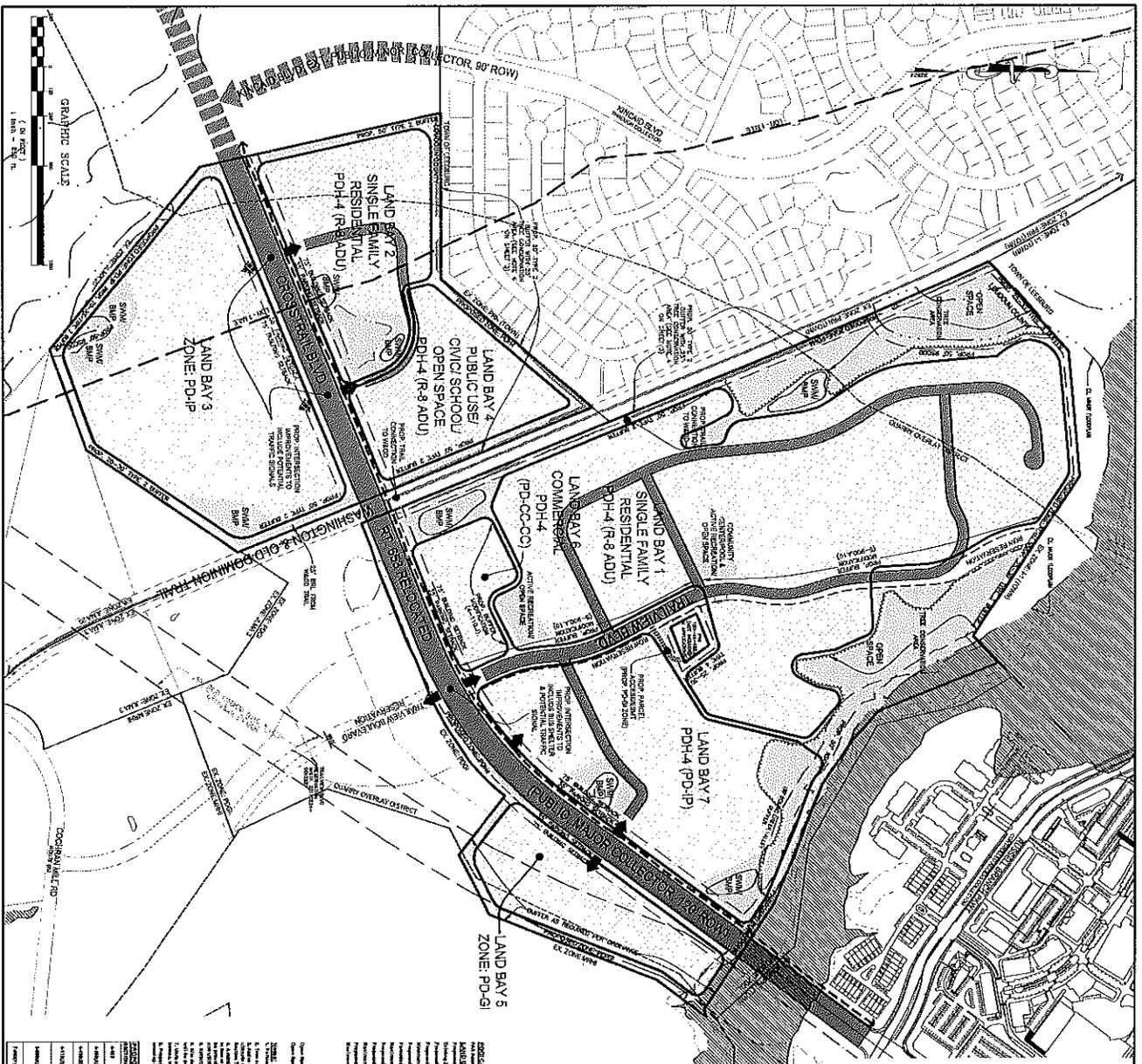
ZMAP 2012-0011

CATOCTIN ELECTION DISTRICT LOUDOUN COUNTY, VIRGINIA

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DATE	DESCRIPTION
JULY 08, 2010	ISSUE FOR REVIEW
AUG 03, 2010	REVISED
SEP 01, 2010	REVISED
OCT 01, 2010	REVISED
NOV 01, 2010	REVISED
DEC 01, 2010	REVISED
JAN 01, 2011	REVISED
FEB 01, 2011	REVISED
MAR 01, 2011	REVISED
APR 01, 2011	REVISED
MAY 01, 2011	REVISED
JUN 01, 2011	REVISED
JULY 01, 2011	REVISED
AUG 01, 2011	REVISED
SEP 01, 2011	REVISED
OCT 01, 2011	REVISED
NOV 01, 2011	REVISED
DEC 01, 2011	REVISED
JAN 01, 2012	REVISED
FEB 01, 2012	REVISED
MAR 01, 2012	REVISED
APR 01, 2012	REVISED
MAY 01, 2012	REVISED
JUN 01, 2012	REVISED
JULY 01, 2012	REVISED
AUG 01, 2012	REVISED
SEP 01, 2012	REVISED
OCT 01, 2012	REVISED
NOV 01, 2012	REVISED
DEC 01, 2012	REVISED



LEGEND

- PROPERTY BOUNDARY
- ZONING BOUNDARY
- LAND BAY AREA
- IMPROVED ROAD (BY APPLICANT)
- THINNE ROAD (BY OTHER)
- LAND FLOODPLAIN
- LAND EASEMENT
- SHARED USE PATH (ON-SITE BY APPLICANT)
- OPEN SPACE
- TRAIL OVERLAY AREA

ZONING ORDINANCE REQUIREMENTS & PROJECT TABLETIONS

LAND BAY 1
 ZONE: PD-IP
 PH-4 (R-8 ADU)
 SINGLE FAMILY RESIDENTIAL

LAND BAY 2
 ZONE: PD-IP
 PH-4 (R-8 ADU)
 SINGLE FAMILY RESIDENTIAL

LAND BAY 3
 ZONE: PD-IP-P

LAND BAY 4
 PUBLIC USE/ OPEN SPACE
 PH-4 (R-8 ADU)

LAND BAY 5
 ZONE: PD-IP-G

LAND BAY 6
 COMMERCIAL
 PH-4 (PD-CC-C)

LAND BAY 7
 PH-4 (PD-IP)

CONCEPT DEVELOPMENT PLAN
TUSCARORA CROSSING
ZONING MAP AMENDMENT
ZMAP 2012-0011
CATOCIN ELECTION DISTRICT LOUDOUN COUNTY, VIRGINIA

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