



Date of Council Meeting: April 8, 2013

TOWN OF LEESBURG TOWN COUNCIL WORK SESSION

Subject: Referral Request from County on: 1) ZMAP 2012-0011, Tuscarora Crossing and 2) 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 staff referrals on the second submission for the Tuscarora Crossing application and first submission for the Crosstrail applications.

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

Background: Two key land development applications for properties in the Leesburg Joint Land Management Area (JLMA) are currently being reviewed by the County. These two projects are Tuscarora Crossing and Crosstrail. A vicinity map is attached to this memo to show where these properties are located.

As is practice, the Town is consulted for all development that is proposed in the JLMA. The Tuscarora Crossing application is a second submission. First submission comments were reviewed by Council on September 24, 2012, endorsed and sent to county staff. On March 11, 2013, staff provided a briefing and preview of issues identified in the preliminary review of the Crosstrail applications.

The attached referral comment letters for both applications are now ready for Council review and endorsement. Motions for endorsement will be provided on the agenda for the April 9 Council meeting. If endorsed, staff will forward the referral comment letters to the project managers at the county on April 10.

The full review process is as follows. Both of these referrals are provided for step 1.

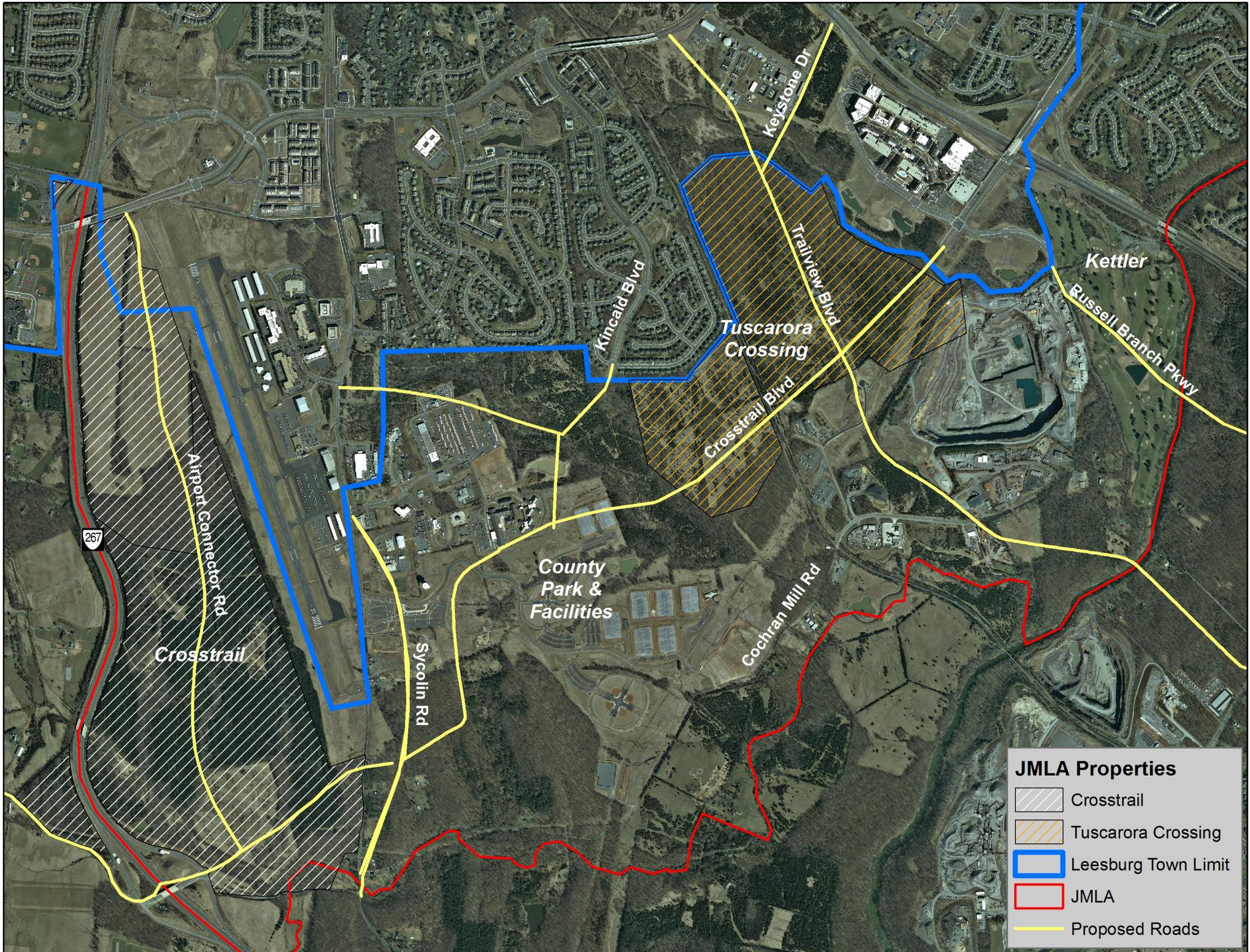
- Step 1 Staff and applicant review. This step typically includes 2-3 rounds of submissions.
- Step2 County Planning Commission review with public hearing.
- Step 3 Board of Supervisors review with public hearing.

Town and County policy states that properties in the JLMA will be served by Town utilities. These properties may be annexed at the discretion of Council. The attached referrals for both of these applications do not offer Council recommendations as to extension of utilities or annexation at this time. In the past Council has chosen to make a recommendation on these issues when the applications got to the Board of Supervisors. As such, no recommendation on extension of utilities or annexation is provided in either of these comment referrals. If Council wishes to provide a recommendation at this time, staff recommends this be discussed at the work session on April 8.

Lastly, a memo regarding retail information is provided for your information from Betsy Fields.

Attachments:

- Vicinity Map
- Memo from Betsy Fields
- Draft referral letter to County for Tuscarora Crossing
- Draft referral letter to County for Crosstrail



JMLA Properties

-  Crosstrail
-  Tuscarora Crossing
-  Leesburg Town Limit
-  JMLA
-  Proposed Roads



The Town of Leesburg
INTEROFFICE MEMORANDUM
EXECUTIVE DEPARTMENT

DATE: March 18, 2013
TO: Susan Berry Hill, Director
FROM: Betsy Fields, Research & Communications Manager
SUBJ: Crosstrail Commercial Center, JLMA Zoning Referral

Project Summary

The Peterson Companies LC has submitted a County application to rezone approximately 57 acres of land between the Leesburg Executive Airport and the Dulles Greenway from PD-IP to PD-CC-SC. They propose to build 550,000 square feet of retail, including a gas station and a limited service hotel, and 100,000 square feet of office. Based on average annual retail sales per square foot within the Town of Leesburg, this proposed project will generate \$155 million in retail sales annually.

Retail Market Analysis

Based on 2012 Retail Sales and Consumer Expenditure data from Claritas (see attached), the local retail market is currently losing \$255 million in sales to leakage – purchases made outside the trade area by people who live in the trade area. About half of that amount is in automotive fuels (\$115 million). Of the remaining \$140 million in leakage, key merchandise lines include meals at restaurants, furniture, kitchenware and home furnishings, sporting goods, and home improvement goods, including lawn & garden.

In addition, there are merchandise lines for which the local retail market captures significant outside sales (purchases made by people who do not live in the trade area). The large capture numbers in these merchandise lines indicate the presence of “category killers” – notably, the Outlet Center for clothes and shoes and Wegmans for groceries. In order to successfully bring new retail offerings in these categories to the trade area, new retail establishments need to differentiate their offerings from the existing offerings in some way. For example, they could offer a specific segment of that merchandise line that is currently missing from the market, or they could offer a unique customer experience, based on convenience, special services or some other factor. Otherwise, their success depends upon redirecting sales from existing retailers to themselves.

Of course, the consumer base within the trade area is growing, and as it grows, so will the retail market. In 2012, the average household in Leesburg spent nearly \$42,000 in retail purchases (excluding automotive sales). Households in western Loudoun spent slightly more, at \$45,300 per household. By 2025, Leesburg and western Loudoun are expected to add about

9,000 new households, generating an estimated \$398 million in new retail sales (source: Loudoun County Department of Management & Financial Services).

Project Impact

The biggest unknown about this project is what merchandise lines will be offered and whether these lines will compete with existing retailers or complement them. Given the projected growth of the local retail market, it appears that the market will eventually absorb the proposed new retail square footage. The project represents approximately 40% of the new retail square footage that can be supported by the projected growth through 2025. However, without knowing what other new retail development will occur in the trade area, it is impossible to predict the effect of this project on the existing retail market with certainty. For example, if this project relocates an existing retailer to a larger, newer facility, the impact will be vastly different than if it introduces a competitor.

Attachments

1. 2012 Western Loudoun Trade Area Retail Analysis
2. Western Loudoun Trade Area Map

April 10, 2013

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, Second Submission

Dear Mr. Harlow:

Thank you for the opportunity to provide second submission referral comments on the captioned application. Town staff has reviewed the submission and individual referral comments have been provided by the Departments of Utilities, Plan Review, Public Works, Economic Development, Airport Manager, and Planning and Zoning.

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 applicant has reduced the number of residential units from 797 to 720 (367 single family detached and 353 single family attached units) and has added 23,000 square feet of commercial uses in Land Bbay 5 to be administered as Planned Development-Commercial Center- Neighborhood Center (PD-CC-NC). The density is now 2.9 units/acre. An elementary school site was added to Land Bay 4.

The property is located between the existing Kincaid Forest subdivision and the Villages at Leesburg. The Town's wastewater treatment plant exists to the north; Tuscarora Creek bounds the site on the east; and the Luck Stone Quarry exists to the south. The property is identified as PIN 191-20-4939 and PIN 150-46-5420 and is within the Leesburg Joint Land Management Area (JLMA). Although the property is zoned PD-GI (Planned Development General Industrial), no development under this approved plan has been initiated.

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

Town staff offers the following consolidated comments.

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.

Town Plan – Transportation

1. Crosstrail - The Town Plan and the Countywide Transportation Plan both show Crosstrail Boulevard bisecting the subject property in the general alignment as depicted on the applicant's Concept Development Plan. The road is designated as a major arterial in 120 feet of right-of-way with an ultimate condition of 6 lanes.

The applicant has proffered 2 lanes of Crosstrail. The Applicant's rationale is that the proposed use will generate fewer trips than the current industrial zoning and therefore this proposal should only be responsible for two lanes. The proffers state that 2 lanes of Crosstrail will be constructed prior to the issuance of the 361st residential occupancy permit.

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.

Additionally, the applicant's proposal 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 361st occupancy permit does not explain how access will be phased up to the 361st unit. Access will clearly have to be provided from points west as the bridge on Crosstrail Boulevard over Tuscarora Creek is not proposed to be constructed with this application. Trailview to the south is planned but not yet constructed. This means that access to the site will come from Kincaid Boulevard and Crosstrail Boulevard from the west (when it is constructed

through Bolen Park to its intersection with Kincaid Boulevard). More information is requested on the phasing of the road.

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's response letter states that the subject proposal does not include Trailview Boulevard or Keystone Drive citing the rationale the residential development of the subject property does not warrant the construction of Trailview or Keystone. As such, the Traffic Impact Analysis (TIA) shows a reduction in trips based on the proposed residential uses versus the trip generation with the PDGI uses. Staff is not supportive of the proposed land use based on guidance from the Town Plan. Further, Keystone and Trailview connections will likely 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.

3. Intersection of Crosstrail/Russell Branch - The TIA indicates that the Level of Service at this intersection may be LOS D at build-out plus twenty years. The Town's DCSM requires a LOS C. The applicant should verify that a LOS C can be maintained at this intersection.

Utilities

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

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

Second submission comments include the following:

1. 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.
2. The Applicant needs to select the locations of water and sanitary sewer casing pipes which are needed to be placed under Crosstrail Boulevard for their utility service. The installation of these casings must be coordinated with the county so that these pipes are incorporated as part of the plans being prepared by Dewberry for Crosstrail Boulevard. The applicant must also commit to reimbursement of the costs to the county and staff recommends that the applicant proffer to such commitment. (See Attachment 1).
3. The preliminary sanitary sewer outfall analysis exhibit provided with this application does not match the most recent layout on the concept development plan. This exhibit must be revised to reflect the changes.
4. 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.

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 the second submission of this application.

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.”*
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.*
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.*
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.*
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.*
 6. Update the Vegetative Cover Map to include a legend describing the purpose of the shading and line types shown. (Sht. 4). *No legend or key was provided with this submission. (Sht. 5).*
 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. The application does not address the bridge over the Tuscarora Creek at Crosstrail Boulevard that will complete Crosstrail Boulevard to Russell Branch Parkway. Lastly, staff recommends that the applicant design and build a 4-lane section of Crosstrail including required turn lanes of Crosstrail Boulevard. 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 will not 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.*
 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.*
 9. 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.*
 10. 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.*

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.*
12. Show the Limestone Overlay District. *Not shown 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.

Sincerely,

Susan Berry Hill, AICP

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

April 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 first submission referral comments on the captioned applications. Town staff has reviewed the submission by the Departments of Utilities, Plan Review, Public Works, Economic Development, Airport Manager and Planning and Zoning.

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 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. 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?

Utilities

1. The phasing for provision of utilities is unclear from the applicant's Statement of Justification and the Utilities Plan provided in the plan set. It is not know which portions of the utilities will be built with this application for the initial phase. Staff recommends that the utility plan for the first phase through build out be thoroughly discussed with Town staff.
2. The sewer outfall proposed toward the southern property line drains to the Lower Sycolin Sewer outfall Phase II. This portion of the sewer outfall has not been programmed in the next 5 years of the Town's CIP. It may be necessary for the applicant to build this outfall if by such time the Town has not funded the Phase II construction. The plans for the Lower Sycolin Sewer outfall Phase II are at 90% completion and are ready to be submitted to the County and State for approval.
3. The only portion of the Crosstrail property which is programmed to drain to the north is the portion within the Town limits. The Applicant must demonstrate the adequacy of the existing sanitary sewer system for the additional flows before the approval of this application. This proposed connection is very costly and difficult to achieve.
4. The applicant should show how the building will drain to the proposed sewer system.
5. Water lines must be located east or north of the e road centerlines.

6. The crossing of water and/or sewer lines under the Greenway ramp and Battlefield Parkway will need to be enclosed in a steel casing.
7. It is unclear whether the entire waterline is being built with the initial phase. If phased, each phase must show adequacy of service and fire flow projection.
8. The Town will not extend utilities to the subject property. It is the applicant's responsibility to extend utilities from their current terminus to serve the property.
(Aref Etemadi)

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).

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 Crosstrail Boulevard by project build-out in 2021. 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, development should be limited to only that which will not cause the level of service at the intersection of Hawling Farm Boulevard and Battlefield

Parkway to exceed the level of service C. Staff recommends that no development south of this limit 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)*

Plan Review – 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.

1. The Applicant should update the proposal 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).
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).
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).
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.
 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.).
 6. Update the ZMAP to include the instrument numbers for all easements which exist on the subject property. (Sht. 1).
 7. Show the location of the Limestone Overlay District in proximity to this site. (Sht. 2).
 8. Note that heights of all structures, light poles, traffic signal arms, etc. shall conform to FAA standards in the vicinity of the airport.
 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

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recommended that the applicant provide a conceptual sight distance plan and profile with the next submission of this application. (Bill Ackman and Dennis Darnes)

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

Sincerely,

Susan Berry Hill, AICP

Cc: Town Council
Town Planning Commission
John Wells, Town Manager
Scott Parker, Assistant Town Manager
Aref Etemadi, Deputy Director, Utilities
Dennis Darnes, Section Chief, Plan Review
Calvin Grow, Transportation Engineer, Public Works
Marantha Edwards, Director, Economic Development
Scott Coffman, Airport Manager
Betsy Fields, Research and Community Information Manager