9-A

MOTION:

SECOND:

February 23, 2016
Regular Meeting
Res. No. 16-

RE: **INITIATE COMPREHENSIVE PLAN AMENDMENT VIRGINIA GATEWAY ADDITION LIMESTONE DRIVE – BRENTSVILLE MAGISTERIAL DISTRICT**

ACTION:

WHEREAS, under Section 15.2-2229 of the Virginia Code, the Board of County Supervisors may consider amendments to the Comprehensive Plan; and

WHEREAS, an application for an amendment to the Comprehensive Plan was received to change the Comprehensive Plan designation of approximately 23.8796 acres located at 7801 Limestone Drive immediately northeast of the intersection of Limestone Drive and Wentworth Green Drive; GPIN #7497-01-3120, from FEC, Flexible Employment Center to RCC, Regional Commercial Center; and

WHEREAS, in accordance with LU16.2 of the Long-Range Land Use Plan a Comprehensive Plan Amendment for a commercial development with a commitment of a concurrent rezoning may be submitted outside of the annual review process; and

WHEREAS, the proposed Comprehensive Plan designation of Regional Commercial Center is compatible with the surrounding development and may further the Comprehensive Plan goal to provide a pattern of land use Countywide that encourages fiscally sound development and achieves a high-quality living environment; and

WHEREAS, if the Prince William Board of County Supervisors decides to initiate consideration of such an amendment, the Planning Commission must hold a public hearing on that amendment after its referral to the Planning Commission by the Board;

NOW, THEREFORE, BE IT RESOLVED that the Prince William Board of County Supervisors does hereby initiate an amendment to the Comprehensive Plan of the properties described above from Flexible Employment Center to Regional Commercial Center.

Votes:
Ayes:
Nays:
Absent from Vote:
Absent from Meeting:

For Information:
Planning Director

ATTEST: _____
Clerk to the Board

COUNTY OF PRINCE WILLIAM

OFFICE OF EXECUTIVE MANAGEMENT
1 County Complex Court, Prince William, Virginia 22192-9201
(703) 792-6600 Metro 631-1703 FAX: (703) 792-7484

Christopher E. Martino
Acting County Executive

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Corey A. Stewart, Chairman
Pete Candland, Vice Chairman
Ruth M. Anderson
Maureen S. Caddigan
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Frank J. Principi

February 8, 2016

TO: Board of County Supervisors

FROM: Christopher M. Price, AICP
Director of Planning

THRU: Christopher E. Martino
Acting County Executive

RE: Initiate a Comprehensive Plan Amendment for Virginia Gateway Addition Limestone Drive – **Brentsville Magisterial District**

I. **Background** is as follows:

A. Comprehensive Plan Amendments – Under the Code of Virginia, the Board of County Supervisors may consider amendments to the adopted Comprehensive Plan.

B. Application Submitted – A Comprehensive Plan Amendment (CPA) for a commercial development with a commitment to a concurrent rezoning may be submitted outside of the annual review process in accordance with LU16.2 of the Long Range Land Use Plan. The application was accepted on November 30, 2015.

C. Request – This is a request to initiate an amendment to the Long-Range Land Use Plan to re-designate approximately +/-24.0 acres from FEC, Flexible Employment Center to RCC, Regional Commercial Center. A general location map showing the map amendment request is shown in Attachment A. The chart below summarizes the area for the long range map amendment:

LRLU Classification	Existing (Ac.)	Proposed (Ac.)
FEC, Flexible Employment Center	+/- 24.0	0
RCC, Regional Commercial Center	0	+/- 24.0
Total	**+/- 24.0**	**+/- 24.0**

D. Site Location – The site is located at 7801 Limestone Drive immediately northeast of the intersection of Limestone Drive and Wentworth Green Drive and approximately 1,400 feet southeast of the intersection of Wellington Road and Limestone Drive (see maps in Attachment A). The site is identified as GPIN 7497-01-3120.

E. Existing Zoning and Land Use – The project area is zoned M-1, Heavy Industrial and lies within the I-66/Rt. 29 Sector Plan and the Airport Safety Overlay District. The existing long-range land use designation is FEC, Flexible Employment Center.

F. Demographic Impacts – The following chart summarizes the demographic impacts of the application based on land use designation proposed using methodology consistent with the Build-Out Analysis:

Scenario	Employment	Residential Units
Existing Capacity	674 - 1,349	0 - 0
Proposed Capacity	451 - 905	96 – 180 *

*No residential units are anticipated with the concurrent rezoning

G. Long-Range Land Use Map Amendments – The table on the following page summarizes the applicant's request for considering Virginia Gateway Addition Limestone Drive:

Project	District	Existing Land Use	Existing Acres	Requested Land Uses	Proposed Acres
Virginia Gateway Addition Limestone Drive	Brentsville	Flexible Employment Center (FEC)	+/- 24.0	Regional Commercial Center (RCC)	+/- 24.0

H. Companion Rezoning –There will be a concurrent rezoning filed from M-1, Heavy Industrial to B-1, General Business. The project will serve as an addition to the existing Virginia Gateway regional retail development and will be developed in a comprehensive, coordinated matter.

I. Adjacent Land Uses – To the south is Gainesville Elementary School. A residential community is located west of the subject area. Land to the north of the subject area includes a mix of manufacturing and commercial uses. Virginia Gateway lies to the northwest.

II. Current Situation is as follows:

A. BOCS Initiation – The Board of County Supervisors will consider this request at its scheduled meeting on February 23, 2016.

B. Staff Evaluation of Proposed Request for Initiation – Staff has evaluated this request with the purpose of recommending whether to initiate the application as proposed, to initiate with an expanded area or different land use designation, or not to initiate the application based on consistency with the Comprehensive Plan and staff is recommending initiation.

C. Board Action Requested – The Board is requested to initiate a Comprehensive Plan Amendment for Virginia Gateway Addition Limestone Drive.

III. **Issues** in order of importance are as follows:

A. Comprehensive Plan – Are the proposed amendments consistent with the applicable goals of the Comprehensive Plan and the surrounding land uses?

B. Legal – What legal requirements should guide decisions to initiate or not initiate proposed Comprehensive Plan Amendments?

C. Timing – Is there a time frame for BOCS to take action?

D. Fiscal Impact – Are there budget or financial impacts?

IV. **Alternatives** beginning with the staff recommendation are as follows:

A. Initiate a Comprehensive Plan Amendment for Virginia Gateway Addition Limestone Drive – The following policy issues are relevant to this application:

1. Comprehensive Plan –

a. Long-Range Land Use Plan – Changing the Long Range Land Use designation from planned Flexible Employment Center (FEC) to Regional Commercial Center (RCC) is compatible with the existing commercial land uses in the surrounding area located north of the subject area (See Attachment A for a map showing the general location of the amendment request). Changing the land use classification increases the potential for residential according to the build out analysis (See attachment B), however, no residential component will be proposed with the concurrent rezoning. Further, the incorporation of the project area adjacent to Virginia Gateway will ensure that it is developed in a comprehensive, coordinated manner. Special attention should be given to incorporating an appropriate buffer such as landscaping between residential uses on the west side of the subject area and Gainesville Middle School located on the south side of the subject area.

b. Planned Employment Capacity – Under the current Comprehensive Plan Amendment, the Applicant is requesting a change of +/-24 acres of land designated FEC to RCC which reduces employment capacity for the project area. See Attachment B for more details.

c. Surrounding Land Uses – The adjacent EI, Industrial Employment designation is compatible with the proposed RCC, Regional Commercial Center designation with mitigation measures. In addition,

surrounding land uses include commercial development which is compatible with the surrounding land uses for the proposed land use.

d. Transportation Infrastructure – The proposed land use for the subject area would likely result in a decrease in trip generation compared to the existing planned land use designation. Pedestrian linkages should be provided throughout the development for better connections with the existing residential and commercial development.

2. Legal – Initiation of a CPA does not mean that the Board must approve the CPA after it is studied; it instead begins the process for consideration. Other legal issues will be addressed by the County Attorney's Office.

3. Timing – There is no requirement to take action within a certain amount of time for comprehensive plan amendment requests.

4. Fiscal Impact – There is no direct fiscal impact due to initiation of the Comprehensive Plan Amendment Virginia Gateway Addition Limestone Drive, but staff time and resources will be necessary for research, analysis and to conduct public hearings for the Planning Commission and the Board of County Supervisors.

B. Take No Action

1. Comprehensive Plan – There would be no change to the existing Long Range Land Use Plan for the subject properties.

2. Legal – Legal issues will be addressed by the County Attorney's Office.

3. Timing – There is no requirement to take action on the Long-Range Land Use requests.

4. Fiscal Impact – No fiscal impacts are identified if the Board of County Supervisors takes no action on the request.

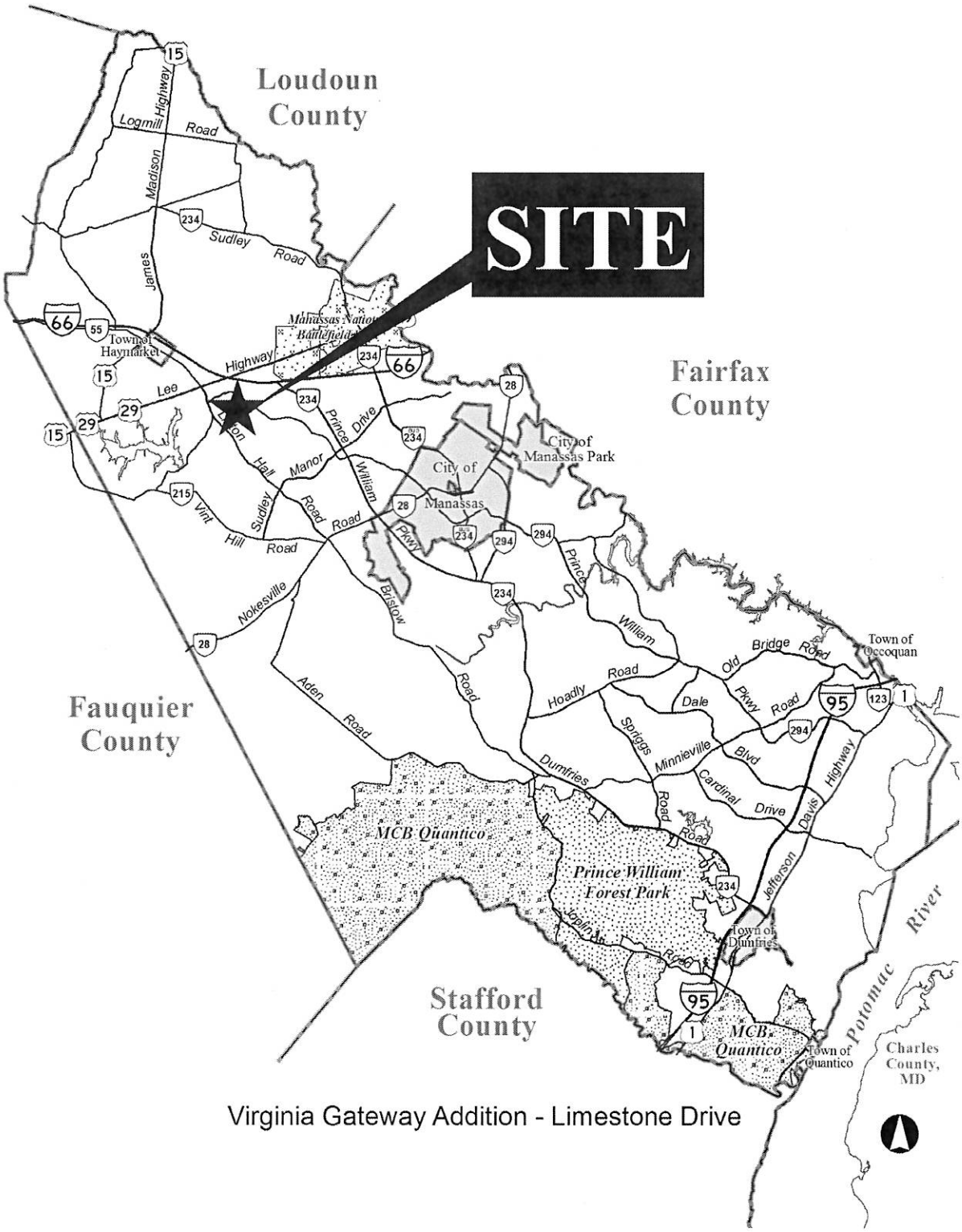
V. **Recommendation** is that the Board concurs with Alternative A and approve the attached resolution.

Attachments

A. Project Maps
B. Project Summary

Staff: Angelica Gonzalez, 703-792-8132

VICINITY MAP

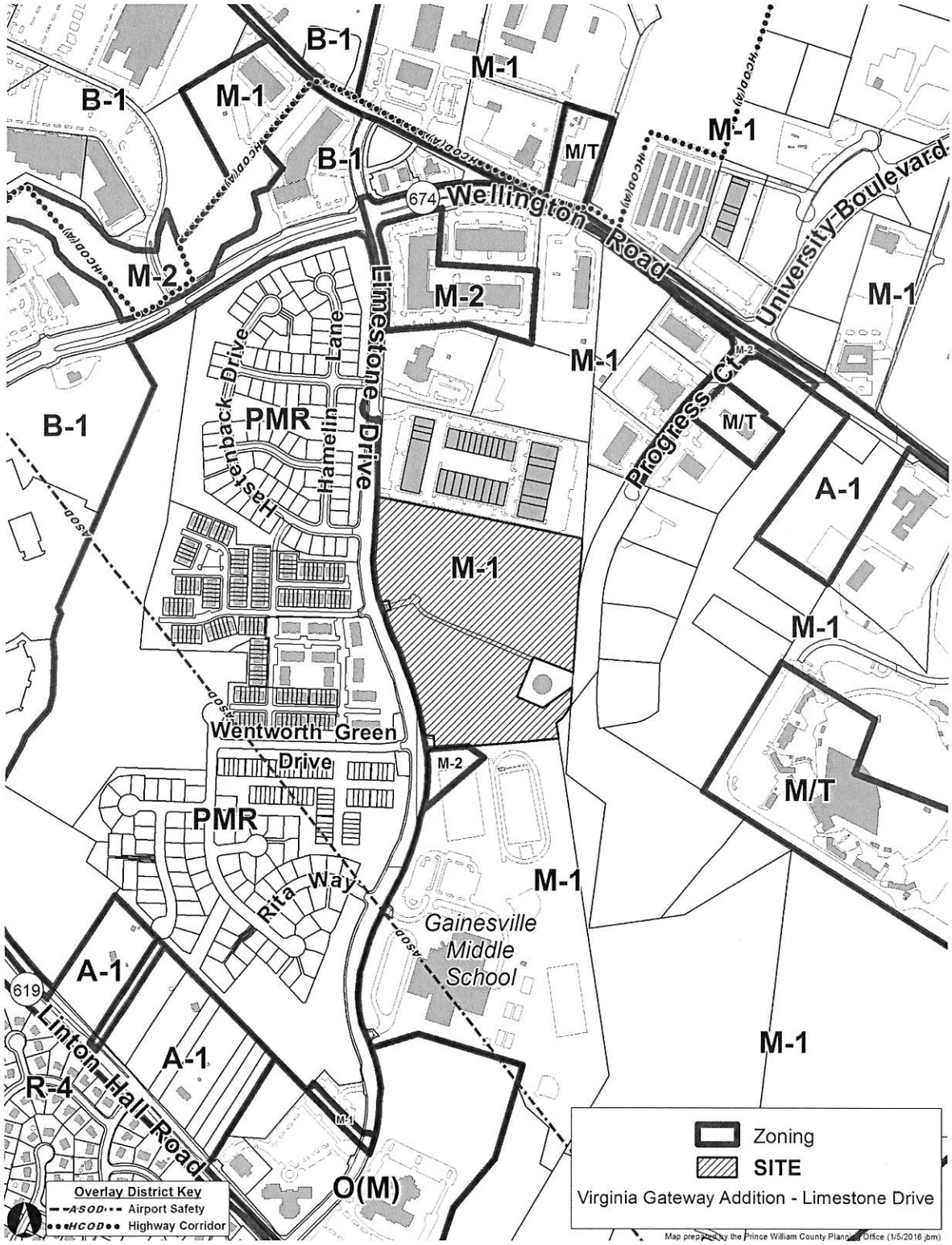


Virginia Gateway Addition - Limestone Drive

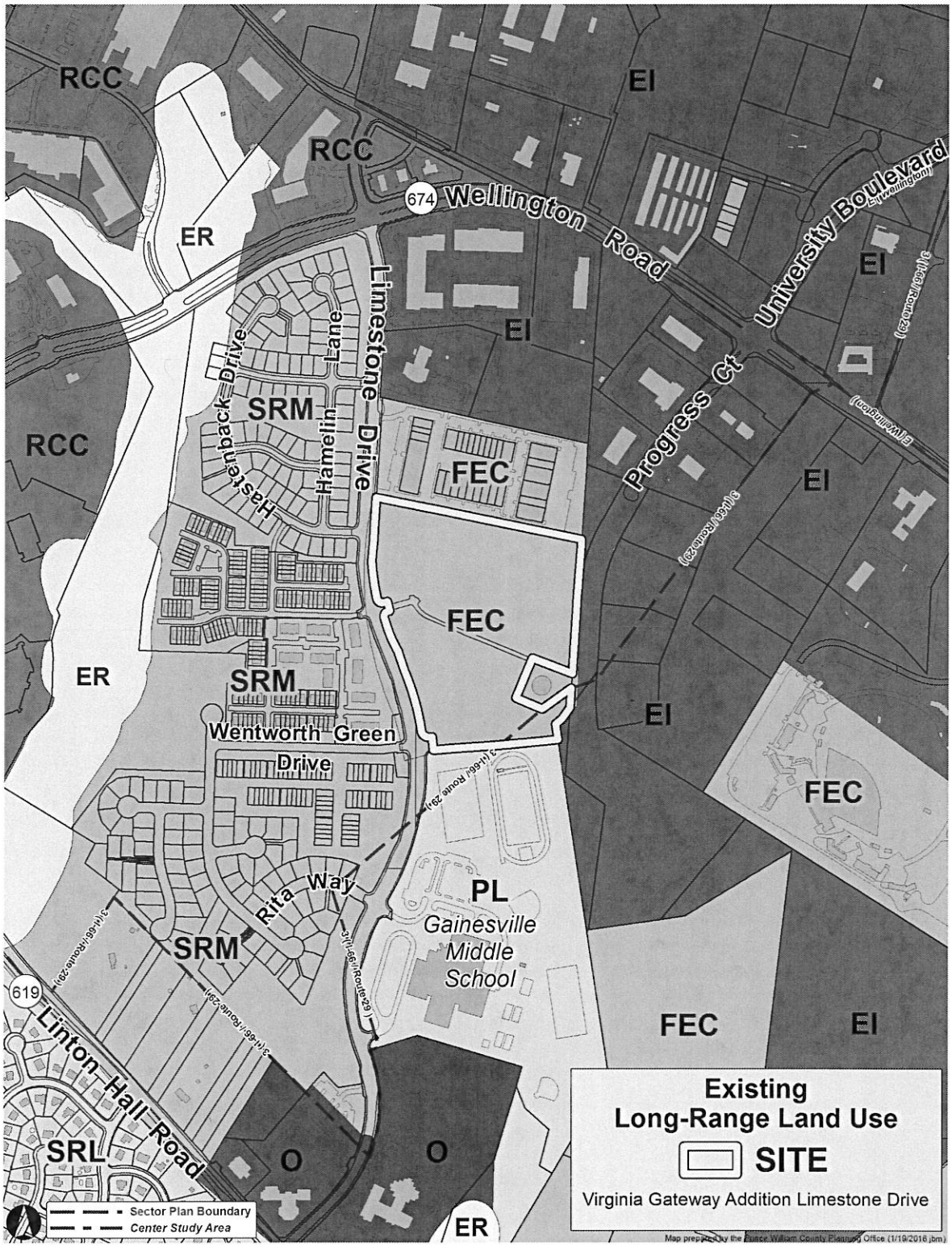
AERIAL MAP

674
Wellington Road
University Boulevard
Limestone Drive
Hasenbacks Drive
Lane
Hamelin
Progress Ct
Wentworth Green Drive
Rita Way
Gainesville Middle School
619
Linton Hall Road
SITE
Virginia Gateway Addition - Limestone Drive

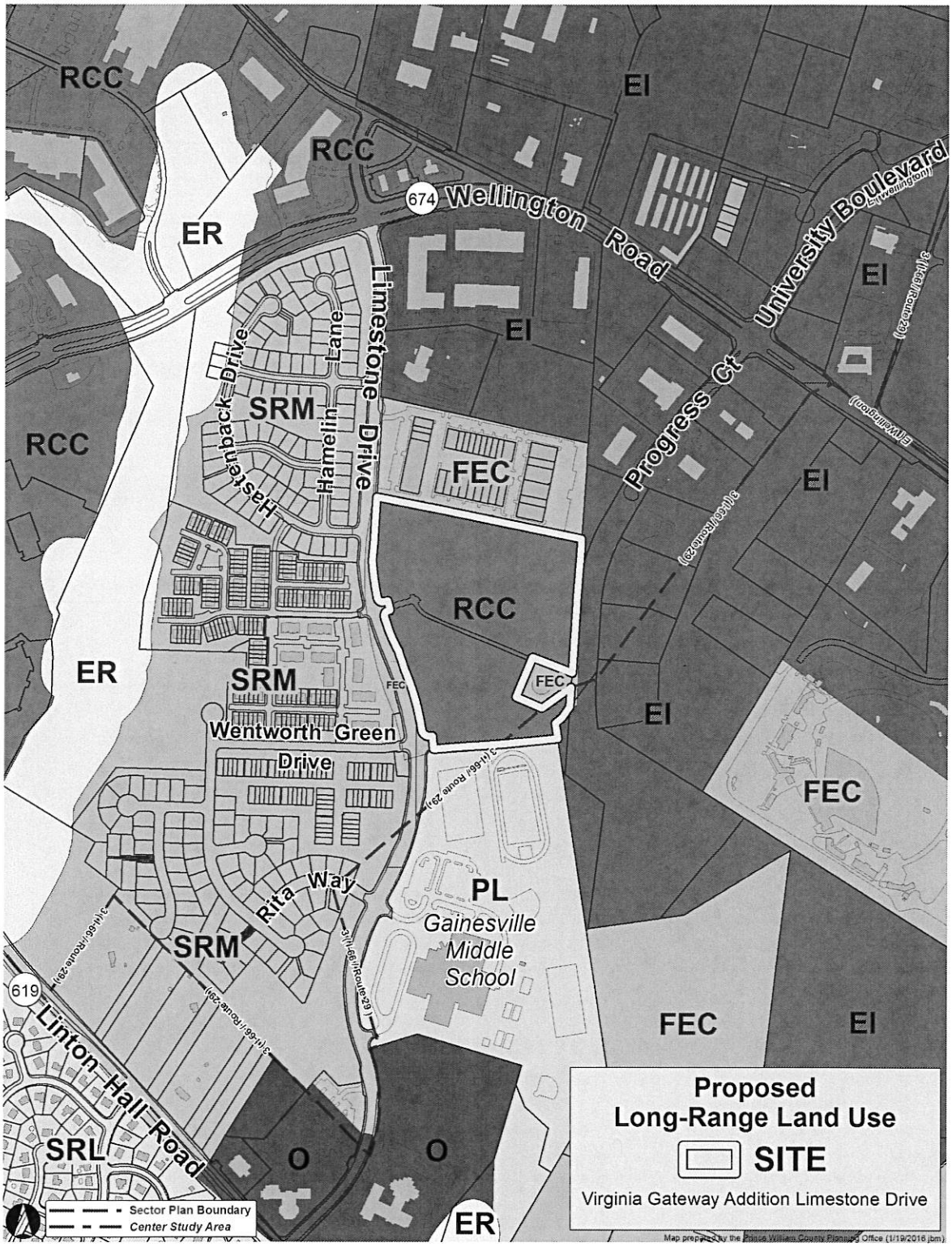
ZONING MAP


B-1
M-1
M/T
M-2
A-1
PMR
R-4
O(M)
674 Wellington Road
University Boulevard
Progress Ct.
Limestone Drive
Lane
Hamelin
Hastenback Drive
Wentworth Green Drive
Rita Way
Gainesville Middle School
619 Linton Hall Road
HCOD(A)
ASOD
Zoning
SITE
Virginia Gateway Addition - Limestone Drive
Overlay District Key
ASOD Airport Safety
HCOD Highway Corridor
Map prepared by the Prince William County Planning Office (1/5/2016 jbm)

EXISTING LONG RANGE LAND USE MAP



PROPOSED LONG RANGE LAND USE MAP



Virginia Gateway Addition Limestone Drive

Request: This is a request to change +/- 24 acres from FEC, Flexible Employment Center to RCC, Regional Commercial Center.

Long-Range Land Use Summary

Location: Northeast of the intersection of Limestone Drive and Wentworth Green Drive and approximately 1,400 feet southeast of the intersection of Wellington Road and Limestone Drive. The following table summarizes the request:

LRLU Classification	Existing (Ac.) (+/-)	Proposed (Ac) (+/-)
Flexible Employment Center (FEC)	23.88	0
Regional Commercial Center (RCC)	0	23.88
Total	**23.88**	**23.88**

The following table summarizes the uses and densities intended within the Flexible Employment Center (FEC) and the Regional Commercial Center (RCC) designations:

Flexible Employment Center (FEC) ***Existing***	The purpose of the Flexible Use Employment Center classification is to provide for areas of employment uses situated on individual sites or in campus-style "parks." Primary uses in the FEC classification are light manufacturing, "start-up" businesses, small assembly businesses, and office uses (including government offices, particularly those for Prince William County agencies). Retail and/or retail service uses shall be considered secondary uses and shall represent no greater than 25 percent of the total FEC gross floor area of the project. These retail/retail service uses shall be so located on a site that their primary purpose is to support the needs of those employed within that FEC project. Warehousing, wholesale, storage and/or distribution uses shall also be considered secondary uses within any FEC project. Outdoor storage shall also be considered a secondary use and shall be limited to no more than 25 percent of the land area of the FEC project. Within an FEC designated project, the more intense uses shall be located in the core of the area and the less intense uses (excluding outdoor storage) at the periphery, to act as a transition between the FEC project and adjacent areas designated or developed for different uses. Office development in FEC areas is encouraged to be in accordance with the *Illustrative Guidelines for Office Development*, provided as a supplement to the Community Design Plan chapter of the Comprehensive Plan and available from the Planning Office.

Regional Commercial Center (RCC) ***Requested***	The purpose of the Regional Commercial Center classification is to provide for areas, located close to and/or with good access to/ from an interstate highway, where large-scale retail projects that serve a regional rather than local market are to be located. RCC projects should be planned and developed in a comprehensive, coordinated manner. Primary uses include regional retail malls, mixed-use projects, and large single-user retail buildings. Residential uses shall be considered secondary uses and shall represent no greater than 25 percent of the total RCC gross floor area of the project. Drive-in/drive-through uses are discouraged. Residential uses shall, with the exception of Residential Elderly, be part of a mixed-use building. Shared/structured parking is encouraged. The acceptable housing type within any mixed-use RCC project is multifamily, at a density of 16-30 dwelling units per gross acre, less the ER designated portion of a property. Development in RCC projects shall occur according to an infrastructure implementation plan submitted at the time of rezoning. The intent of this plan is to ensure that critical infrastructure for office, employment, and lodging uses is developed adequately for each phase of the project. Development shall also occur according to a phasing plan that must ensure that office, employment, retail, and lodging uses are always the primary uses within the area rezoned.

Demographics:

The following chart summarizes the demographic impacts of the application based on land use designation proposed using methodology consistent with the Build-out Analysis:

Virginia Gateway Addition Limestone Drive				
	Existing		Proposed	
Total Acres	**24.00**		**24.00**	
Residential Acres	**0.00**		**6.00**	
Employment Acres	**24.00**		**18.00**	
ER Acres	**0.00**		**0.00**	
	Low	High	Low	High
Total Employees	**674**	**1,349**	**451**	**905**
Total Dwellings	**0**	**0**	**96**	**180**
Total GFA	**261,360**	**522,720**	**156,816**	**313,632**
Residents	**0**	**0**	**233**	**438**
Office Employees	470	940	269	539
Retail Employees	58	116	163	327
Industrial Employees	130	261	0	0
Other Employees	16	32	19	39
Retail GFA	26,136	52,272	73,704	147,407
Office GFA	117,612	235,224	67,431	134,862
Industrial GFA	104,544	209,088	0	0
Other GFA	13,068	26,136	15,682	31,363
SFD Units	0	0	0	0
SFA Units	0	0	24	45
MFA Units	0	0	72	135

Comprehensive Plan Analysis

The long-range land use plan identifies the preferred location for RCC land use designations to be located close to and/or with good access to/ from an interstate highway, where large-scale retail projects that serve a regional rather than a local market. The parcel that applied for the amendment comprises of approximately +/-24 acres that is located less than a mile from Interstate 66 and Route 29 and the applicant is proposing a large facility that will potentially serve a broad market.

Changing the existing +/-24 acres of land designated FEC to RCC reduces employment capacity based on the build-out analysis.

The surrounding land use includes commercial development which is compatible with the proposed land use. Also the adjacent EI, Industrial Employment designation is compatible with the proposed RCC, Regional Commercial Center designation with mitigation measures.

Transportation Analysis

Based on the Applicant's Trip Generation Comparison Table submitted with the application, the current office, retail, and restaurant use which yields 523,640 gsf generates 1,146 AM peak hour and 1,285 PM peak hour. On a daily basis the uses generate 12,777 trips. The existing land use designation which yields 418,920 gsf of office, retail and restaurant use is expected to yield 14,252 daily vehicle trips. In the first scenario, the proposed Comprehensive Plan Amendments uses would yield 220,000 gsf for a health and fitness club generates 7,245 trips. This equates to a 49% reduction in daily traffic. In the second scenario, the proposed Comprehensive Plan Amendments uses would yield 130,000 gsf for a health and fitness club and 30,000 gsf for a restaurant generates 8,096 trips. This equates to a 45% reduction in daily traffic. The proposed Comprehensive Plan Amendment and proposed uses represent a significant decrease in traffic during the AM peak hour, PM peak hour, and daily trips compared to the existing use and the existing Comprehensive Plan land use.

Concurrent Rezoning

If initiated, the applicant proposes to file a concurrent rezoning to B-1, General Business. The project will be an addition to the existing Virginia Gateway Retail Center and will be developed in a comprehensive, coordinated manner

Applicant's Justification

The applicant provided the following justification and narrative:

Proposal Overview:
This proposal for the initiation of a Comprehensive Plan Amendment ("CPA") is for approximately 23.8796 acres, which is located at 7801 Limestone Drive, immediately northeast of the intersection of Limestone Drive and Wentworth Green Drive (the "Property").

Request for Initiation of Comprehensive Plan Amendment: The Property is zoned M-1, Heavy Industrial, and is designated FEC, Flexible Employment Center on the Comprehensive Plan Land Use Map. The Applicant is proposing RCC, Regional Commercial Center for the Property, which is the existing designation for Virginia Gateway. The purpose of the RCC designation is for large scale retail projects that serve a regional market. Those areas of the County designated RCC are located close to or with good access from an interstate highway. This property is located close to Interstate 66.

This Property is located adjacent to an established regional retail development, Virginia Gateway. Virginia Gateway, which has developed in phase over the last 15-20 years, is adjacent to the Property. The Property and this CPA is a natural addition to Virginia Gateway and would be developed in a comprehensive, coordinated manner, similar to the rest of Virginia Gateway.

The Applicant is requesting an out of turn CPA since the proposal is for a commercial development. Details of the commercial development will be provided in connection with the companion rezoning.

Virginia Gateway Addition (Limestone Drive)
Comprehensive Plan Amendment
December 14, 2015
Gorove Slade Associates Inc

Scenario 1

Land Use	ITE Code	Size	Weekday AM Peak Hour In	Out	Total	PM Peak Hour In	Out	Total	Daily Total
Existing Zoning (M-1)									
Office	710	445.1 kSF	557	75	632	99	478	577	4,084
Retail	820	39.27 kSF	56	33	89	155	166	321	3,699
Restaurant	932	39.27 kSF	234	191	425	233	154	387	4,994
			847	299	1,146	487	798	1,285	**12,777**
Long Range Land Use Plan (FEC)									
Office	710	314.2 kSF	422	57	479	74	357	431	3,134
Retail	820	52.36 kSF	66	40	106	187	202	389	4,460
Restaurant	932	52.36 kSF	312	255	567	310	206	516	6,658
			800	352	1,152	571	765	1,336	**14,252**
Proposed Land Use (RCC)									
Health/Fitness Club	492	220 kSF	156	155	311	401	302	703	7,245
			156	155	311	401	302	703	**7,245**
Comparison									
Difference (Proposed - Existing)			-691	-144	-835	-86	-496	-582	**-5,532**
% Difference [(Proposed - Existing) / Existing]			-82%	-48%	-73%	-18%	-62%	-45%	**-43%**
Difference (Proposed - Long Range Land Use)			-644	-197	-841	-170	-463	-633	**-7,007**
% Difference [(Proposed - LRLU) / LRLU]			-81%	-56%	-73%	-30%	-61%	-47%	**-49%**

Existing Zoning - M-1, 0.50 FAR
Long Range Plan - FEC, 0.40 FAR

Virginia Gateway Addition (Limestone Drive)
Comprehensive Plan Amendment
December 14, 2015
Gorove Slade Associates Inc

Scenario 2

Land Use	ITE Code	Size	Weekday AM Peak Hour In	AM Peak Hour Out	AM Peak Hour Total	PM Peak Hour In	PM Peak Hour Out	PM Peak Hour Total	Daily Total
Existing Zoning (M-1)									
Office	710	445.1 kSF	557	75	632	99	478	577	4,084
Retail	820	39.27 kSF	56	33	89	155	166	321	3,699
Restaurant	932	39.27 kSF	234	191	425	233	154	387	4,994
			847	299	1,146	487	798	1,285	**12,777**
Long Range Land Use Plan (FEC)									
Office	750	314.2 kSF	494	61	555	68	412	480	3,683
Retail	820	52.36 kSF	66	40	106	187	202	389	4,460
Restaurant	932	52.36 kSF	312	255	567	310	206	516	6,658
			872	356	1,228	565	820	1,385	**14,801**
Proposed Land Use (RCC)									
Health/Fitness Club	492	130 kSF	92	92	184	243	183	426	4,281
Restaurant	932	30 kSF	179	146	325	178	118	296	3,815
			271	238	509	421	301	722	**8,096**
Comparison									
Difference (Proposed - Existing)			-576	-61	-637	-66	-497	-563	**-4,681**
% Difference [(Proposed - Existing) / Existing]			-68%	-20%	-56%	-14%	-62%	-44%	**-37%**
Difference (Proposed - Long Range Land Use)			-601	-118	-719	-144	-519	-663	**-6,705**
% Difference [(Proposed - LRLU) / LRLU]			-69%	-33%	-59%	-25%	-63%	-48%	**-45%**

Existing Zoning - M-1, 0.50 FAR
Long Range Plan - FEC, 0.40 FAR

Prince William County Government
Board of County Supervisors

Initiate CPA Virginia Gateway Addition (Limestone Drive)

Brentsville Magisterial District

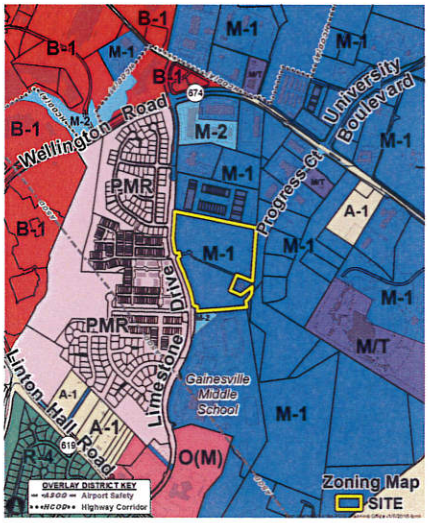
Angelica Gonzalez, Planner
Planning Office

Virginia Gateway Addition (Limestone Drive)

- Proposal:
  Amend the Long-Range Land Use designation of ±24 acres from Flexible Employment Center (FEC) to Regional Commercial Center (RCC).
- Location:
  Northeast of the intersection of Limestone Drive and Wentworth Green Drive.

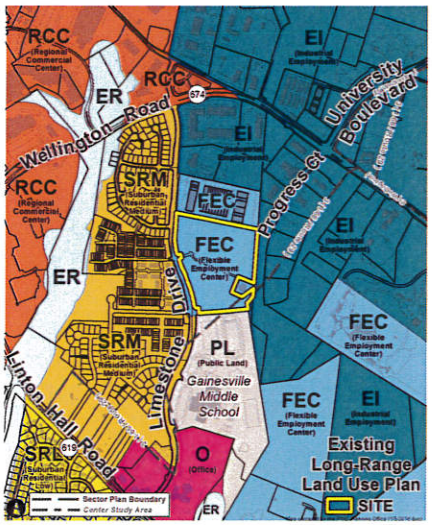
Virginia Gateway Addition - Limestone Drive

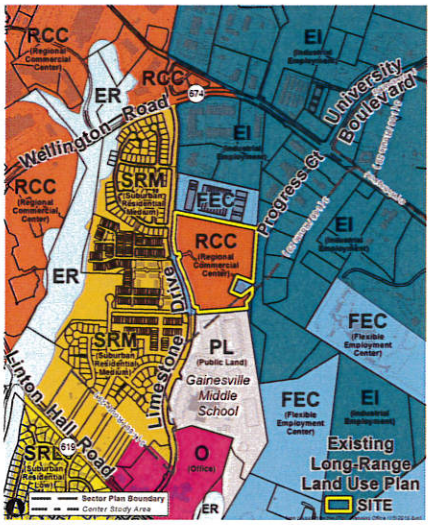
Virginia Gateway Addition (Limestone Drive)



February 23, 2016 Brentsville Magisterial District |3|

Virginia Gateway Addition (Limestone Drive)



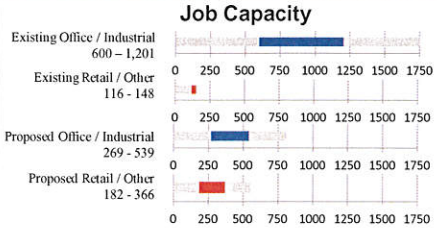


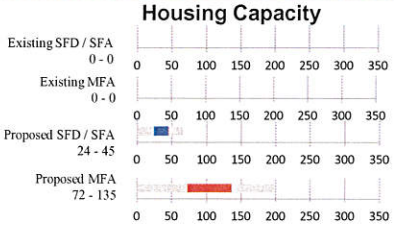
February 23, 2016 Brentsville Magisterial District |4|

Virginia Gateway Addition (Limestone Drive)

View of Site

Virginia Gateway Addition Limestone Drive





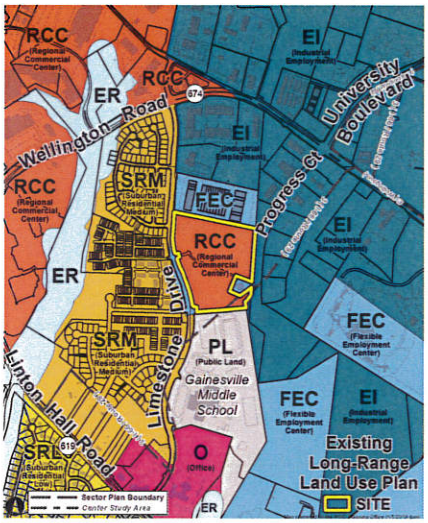
Pros:

- Will be coordinated with existing Virginia Gateway project
- Compatible with surrounding uses
- Decreases vehicle trips in AM Peak and PM Peak
- Concurrent non-residential rezoning

Cons:

- Reduces employment capacity

Recommendation: Initiate

Recommendation

- Initiate a Comprehensive Plan Amendment for Virginia Gateway Limestone Drive to change the land use from Flexible Employment Center (FEC) to Regional Commercial Center (RCC).