STAFF REPORT

Comprehensive Plan Amendment #PLN2012-00228, Bradley Square
(Coles Magisterial District)

Planning Commission Public Hearing: January 16, 2013
Staff Recommendation: Approval

I. Background is as follows:

A. Comprehensive Plan Amendments – Under the Code of Virginia, the Board of County Supervisors can initiate amendments to the adopted Comprehensive Plan. The Board of County Supervisors initiated Comprehensive Plan Amendment (CPA) #PLN2012-00228, Bradley Square, on March 20, 2012 as part of the annual comprehensive plan amendment initiation process.

B. Request – This request was initiated to consider re-planning the site to SRM, Suburban Residential Medium from CEC, Community Employment Center.

<table>
<thead>
<tr>
<th>Long-Range Land Use Map Designation</th>
<th>Existing Acreage</th>
<th>Proposed Acreage</th>
</tr>
</thead>
<tbody>
<tr>
<td>Community Employment Center (CEC)</td>
<td>22</td>
<td>0</td>
</tr>
<tr>
<td>Suburban Residential Medium (SRM)</td>
<td>0</td>
<td>22</td>
</tr>
<tr>
<td>Total</td>
<td>22 acres</td>
<td>22 acres</td>
</tr>
</tbody>
</table>

C. BOCS Initiation – On March 20, 2012, the Board of County Supervisors initiated this CPA request with an area encompassing +/-22 acres as part of the annual 2012 CPA initiation process. There is a residual area on Old Dominion Drive (+/- 0.60 acres) which is not contiguous to the larger southern area (+21 acres) on Dumfries Road and is not subject to the rezoning. While not ideal, staff does not object to the exclusion of the +/- 0.60 acres on Old Dominion Drive from the associated rezoning because the land area is not contiguous. Staff would expect to see a rezoning of the residual CPA area (+/-0.60 acres) added to or at least coordinated with the New Dominion Square.
D. **Site Location** – The subject site is located on the east side of Dumfries Road, +/- 800 feet west of its intersection with Old Dominion Drive and +/- 1,100 feet south its intersection with Old Dominion Drive (see maps in Attachment A). The study area is identified as GPINs 7794-77-5445, 7794-77-8664, 7794-79-5703, 7794-79-6404, and 7794-88-3202.

E. **Existing Zoning and Land Use** – The property is zoned A-1, Agricultural. The site is currently vacant.

F. **Companion Rezoning** – This proposed CPA has a companion rezoning application (REZ #PLN2013-0040, Bradley Square) to rezone the site from A-1 to R-6, Residential.

G. **Adjacent Land Uses** – The study area is separated into northern and southern portions. The northern portion which is substantially smaller is surrounded by the Old Dominion Race Track to the east and south, vacant land to the north across Old Dominion Drive and single family detached dwellings to the west. The southern portion is surrounded by vacant land to the south and west, Old Dominion Race Track and a single family detached dwelling to the north and vacant land across Dumfries Road to the west. A CPA has been recently approved directly to the north, New Dominion Square (#PLN2012-00226) as has a companion rezoning (#PLN2011-00268) for 324 single-family attached dwellings. If developed, this will replace the race track use. In the initiating resolution, New Dominion Square is referenced and it is indicated that the subject request and Bradley Square should be coordinated.

II. **Current Situation** is as follows:

A. **Planning Office Recommendation** – The Planning Office recommends approval of Comprehensive Plan Amendment #PLN2012-00228, Bradley Square, for the following reasons:

- The proposed change is compatible with surrounding uses.
- The location is appropriate based on available and planned infrastructure.

B. **Planning Commission Public Hearing** – A public hearing before the Planning Commission is scheduled for January 16, 2013.

III. **Issues** are as follows:

A. **Policy** – What are the broad policy and Comprehensive Plan implications if this CPA request is approved?
B. **Zoning and Site Development** – What zoning districts would be consistent with this CPA?

C. **Community Input** – Have members of the community raised any issues?

D. **Other Jurisdictional Comments** – Have other jurisdictions raised any issues?

E. **Legal** – What are the pertinent legal issues associated with this proposal?

F. **Timing** – Is there a time limit for the Planning Commission to take action on this proposal?

IV. **Alternatives** are as follows:

A. **Recommend approval** of Comprehensive Plan Amendment #PLN2012-00228, Bradley Square.

1. **Policy** – If the property is re-designated to SRM, it could be rezoned to allow single-family attached dwelling units as well as passive open space. The proposed change would result in a decrease of employment land use capacity that would be expected to yield approximately 369 to 919 employees, and a decrease in the daily vehicle trips by up to *1,891. The location of this site near more densely planned development to the south and west, is suitable for single-use planning and zoning as proposed instead of mixed-use planning and zoning. The reduction of commercially designated land with this application does not significantly alter the opportunity to realize non-residential and mixed use development in the area. See Attachment B for the staff analysis.

   * This figure is derived using the midpoint density of development in the CEC designation.

2. **Zoning and Site Development** – The companion rezoning application for Bradley Square, REZ #PLN2013-00040, would be consistent with the proposed Long-Range Land Use designation with the Bradley Square CPA. The R-6 zoning district implements the SRM designation.

3. **Community Input** – Notice of the Comprehensive Plan Amendment has been transmitted to property owners within 200 feet of the site. Several citizens have called with questions; but only one has expressed concerns about traffic and drainage. Staff believes the proposal mitigates the traffic and drainage impacts.

4. **Other Jurisdictional Comments** – The project area is within the required notification area of the City of Manassas. The City has not identified an issue with the introduction of a residential development to this site but did raise a question about road improvements along Dumfries Road. In light
of the proposed mitigation, staff believes that the associated impacts are addressed.

5. **Legal** – Approval of this proposal would change the Comprehensive Plan Land Use designation to SRM, Suburban Residential Medium. Legal issues resulting from Planning Commission action will be addressed by the County Attorney’s Office.

6. **Timing** – The Planning Commission does not have a deadline for acting on this CPA request. However, staff has a policy to bring initiated CPAs forward to the Planning Commission and Board of County Supervisors at the same time as the concurrent rezoning.

B. **Recommend denial** of Comprehensive Plan Amendment #PLN2012-00228, Bradley Square.

1. **Policy** – The CPA study area would retain the CEC planning designation, and the existing A-1 zoning district would remain.

2. **Zoning and Site Development** – If the existing A-1 zoning district remained in place, the site could be developed with up to 2 single family detached dwelling units or agricultural uses or if rezoned consistent with the CEC planning district up to 36 dwelling units, up to 35,723 square feet of retail and up to 72,529 square feet of office. In both instances various SUP uses could be permitted subject to Board of County Supervisors’ approval.

3. **Community Input** – Notice of the Comprehensive Plan Amendment has been transmitted to property owners within 200 feet of the site. Several citizens have called with questions; but only one has expressed concerns about traffic and drainage. Staff believes the proposal mitigates the traffic and drainage impacts.

4. **Other Jurisdictional Comments** – The project area is within the required notification area of the City of Manassas. The City has not identified an issue with the introduction of a residential development to this site but did raise a question about road improvements along Dumfries Road. In light of the proposed mitigation, staff believes that the associated impacts are addressed.

5. **Legal** – Denial of this proposal would not change the Comprehensive Plan Land Use designation from CEC, Community Employment Center. Legal issues resulting from Planning Commission action will be addressed by the County Attorney’s Office.
6. **Timing** – The Planning Commission does not have a deadline for acting on this CPA request. However, staff has a policy to bring initiated CPAs forward to the Planning Commission and Board of County Supervisors at the same time as the concurrent rezoning.

V. **Recommendation** is that the Planning Commission concurs with Alternative A and recommends approval of CPA #PLN2012-00228, Bradley Square.

Staff: Fran Burnszynski, AICP, x6962

Attachments:

A. Area Maps
B. Staff Analysis
C. BOCS Initiating Resolution (which includes Bradley Square with New Dominion Square)
COMPREHENSIVE PLAN CONSISTENCY ANALYSIS

The following is a staff analysis of the proposal’s consistency with the Comprehensive Plan. This analysis is based on the relevant Comprehensive Plan Long-Range Land Use Plan objectives. These objectives are used as the criteria in determining appropriateness of a Comprehensive Plan Amendment.

**REQUEST** – This is a proposed amendment to the Comprehensive Plan to change the Long-Range Land Use designation of +/-22 acres from CEC to SRM. The applicant has filed a rezoning (#PLN2013-00040) that applies to +/- 21.49 acres. It proposes uses which are consistent with the proposed designations. The density is within the identified range for the CEC designation. The proposal is in character with the residential component of the CEC designation which exists in this part of the County.

**General Characteristics of Area**

The following table summarizes the area characteristics (see maps in Attachment A):

<table>
<thead>
<tr>
<th>Direction</th>
<th>Land Use</th>
<th>Long Range Future Land Use Map Designation</th>
<th>Zoning</th>
</tr>
</thead>
</table>
| North     | **Northern portion:** Across Old Dominion Dr. vacant  
**Southern portion:** Proposed single family attached and existing single family detached dwellings | **Northern portion:** SRL  
**Southern portion:** SRM and CEC | **Northern portion:** R-6  
**Southern portion:** B-1 and PMR |
| East      | **Northern portion:** Old Dominion Race Track  
**Southern portion:** vacant land | **Northern portion:** SRM  
**Southern portion:** SRM | **Northern portion:** PMR  
**Southern portion:** PMR |
| South     | **Northern portion:** Old Dominion Race Track  
**Southern portion:** vacant land | **Northern portion:** SRM  
**Southern portion:** CEC | **Northern portion:** PMR  
**Southern portion:** A-1 |
| West      | **Northern portion:** Single family detached dwellings  
**Southern portion:** Across Dumfries Rd. – vacant land | **Northern portion:** CEC  
**Southern portion:** CEC | **Northern portion:** A-1  
**Southern portion:** B-1 &A-1 |
The +/- 22 acres affected by the CPA are located on the east side of Dumfries Road, approximately 800 feet east and 1,110 feet south of its intersection with Old Dominion Drive. The study area is identified as GPINs 7794-77-5445, 7794-77-8664, 7794-79-5703, 7794-79-6404, and 7794-88-3202. The CPA area is slightly larger than the area requested to be rezoned. The +/-0.60 acre area along Old Dominion Drive will be rezoned at a later time. It is expected that this land area will be added to New Dominion Square or at least be developed in an integrated and coordinated manner with New Dominion Square.

**Long-Range Land Use Plan Analysis**

Through wise land use planning, the County ensures that landowners are provided a reasonable use of their land while the County is able to judiciously use its resources to provide the services for residents and employers’ needs. The Long Range Land Use Plan sets out policies and action strategies that further the County’s goal of concentrating population, jobs, and infrastructure within vibrant, walkable, mixed-use centers serviced by transit. In addition to delineating land uses on the Long Range Land Use Map, the plan includes smart growth principles that promote a countywide pattern of land use that encourages fiscally sound development and achieves a high-quality living environment; promotes distinct centers of commerce and centers of community; complements and respects our cultural and natural resources, and preserves historic landscapes and site-specific cultural resources; provides adequate recreational, park, open space and trail amenities that contribute to a high quality of life for county residents; and revitalizes, protects, and preserves existing neighborhoods.

The following table summarizes the intended uses and densities intended for the proposed SRM and the existing CEC designations:

<table>
<thead>
<tr>
<th>Suburban Residential Medium (SRM)</th>
<th>Community Employment Center (CEC)</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Proposed</strong></td>
<td><strong>Existing</strong></td>
</tr>
</tbody>
</table>

The purpose of the Suburban Residential Medium classification is to provide for a variety of housing opportunities at a moderate suburban density, greater than that of the SRL classification. The preferred housing type in this classification is single-family. The density range in SRM projects is 4-6 dwellings per gross acre, less the ER, Environmental Resource-designated portion of a property. Cluster housing and the use of the planned unit development concept may occur, provided that such clustering and planned district development furthers valuable environmental objectives as stated in EN-Policy 1 and EN-Policy 4 of the Environment Plan, the intent stated in the Cultural Resources Plan and preserves valuable cultural resources throughout the county.

The purpose of the Community Employment Center classification is to provide for areas of low- to mid-rise offices (including government offices, particularly those for Prince William County agencies), research and development, lodging, and mixed-use.
projects planned and developed in a comprehensive, coordinated manner. CEC projects shall be located at or near the intersection of principal arterials and major collector roads, or at commuter rail stations. Retail, retail service and/or residential uses shall be considered secondary uses and shall represent no greater than 25 percent of the total CEC project area. Retail and retail service use(s) shall be so located within a building or on a site that their primary purpose is to support the needs of those employed within that CEC project or living or working within the mixed-use building. Drive-in/drive-through uses are discouraged. Single-family attached or multifamily housing — including elderly housing — is permitted, at a density of 6-12 units per gross acre, less the ER-, Environmental Resource-designated portion of a property. Development in CEC projects shall occur according to a phasing plan, described in Action Strategy 31 of this chapter. The intent of the phasing plan is that mixed, employment and residential and/or retail uses shall be provided at every stage of the project’s development. Office development in CEC 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. A minimum office building height of 3-5 stories is preferred.

Potential Effect of Proposed Reclassification

Currently as CEC, development of the site would yield up to 36 dwelling units and 919 jobs. The proposed SRM designations could yield an estimated 124 dwelling units and no jobs. The comprehensive plan amendment would also substantially decrease the amount of daily trips to the site because employment and retail uses would no longer be included.

Comprehensive Plan Chapter Analysis

1. **Community Design** — Provide quality development and a quality visual environment throughout Prince William County for residents, businesses, and visitors. Create livable and attractive communities.

   - As part of the associated rezoning, a road pattern with a continuous pedestrian network is shown and proffered connecting to the New Dominion Square development to the north. The layout will retain an existing farm pond which will be a focal point for the community based on its location, design and will help reinforce the relationship of this development to New Dominion Square.
• The placement of the SRM designation directly adjacent to the existing CEC designation will help sustain the mixed use potential of the latter designation.

• The proposed layout associated with the rezoning request shows coordination with the proposed CPA and REZ site to the north, New Dominion Square, as relates to road and stormwater management infrastructure, future signage, lighting, architecture, community facilities and amenities.

2. **Cultural Resources** – Identify, preserve, and protect Prince William County’s significant historical, archaeological, architectural, and other cultural resources – including those significant to the County’s minority communities – for the benefit of all of the County’s citizens and visitors.

• The site is not located in a prehistoric sensativity area or historic overlay district. The site is not a registered cultural resource in the County, but is partially within an historic sensativity area.

• A metal detector survey was conducted in association with the rezoning of the site. No further work was recommended as a result of the survey.

3. **Economic Development** – Ensure adequate land to allow the County to compete for economic development opportunities that will bring new professional and other high paying jobs. Focus on tourism and historic preservation as positive components of economic development.

• The project proposes residential development with associated open space and eliminates non-residential mixed use options for the site which reduces land available for jobs and economic development opportunities. It should be noted there are substantial areas of mixed use planning designations directly to the south and west of the subject site as well as employment and commercial opportunities nearby at Manassas Airport and Innovation such that this change will not severly curtail the employment and mixed use opportunities in the immediate or larger areas.

4. **Environment** – Preserve, protect, and enhance the significant environmental resources and features of the County, including air quality, topography, soils, ground and surface water, biotic communities (stream corridors, forests, and wetlands), sensitive plant and animal species, and natural viewsheds.

• The applicant is proposing a minimum of 6.4 acres of open space areas.

• Existing drainage features including the existing farm pond will be retained on the subject site and be made into an amenity.
• As part of the associated rezoning, numerous areas have been identified to contain low impact development techniques.

5. **Fire and Rescue** – To achieve and ensure an adequate and timely response to emergencies – including, but not limited to, fire, medical, hazardous materials, and natural disaster emergencies – in accordance with established LOS standards.

• The Comprehensive Plan does not identify a fire and rescue station on the subject site.

• The site is closest to the Lake Jackson Fire Station. It is estimated that there are approximately 1,031 responses per tactical unit at this station, which is within the recommended standard of 2,000 responses per unit. The site is within the recommended 4.0-minute response time for fire suppression and basic life support. The entire site is within the 8.0-minute response time for advanced life support services.

6. **Housing** – Identify sufficient locations and consistent criteria for the provision of diverse housing opportunities for all segments of the County’s population.

• The SRM planning designation would recommend single-family attached dwellings, and the companion rezoning proposes 124 single-family attached dwelling units. The recommended density is between 4-6 dwelling units per acre for the SRM. The proposal, at 5.85 dwelling unit per acre, is within the recommended density, and the unit type, single-family attached is as recommended. The area within one half mile of the site and within the County contains 172 dwelling units of which all are single-family detached dwellings. New Dominion Square will contain up to 324 attached dwelling units.

• The Housing Chapter of the Comprehensive Plan encourages affordable housing and/or a contribution to the Housing Preservation Trust Fund. The companion rezoning has proffered a monetary contribution of $250 per dwelling unit to help address this objective.

• The proposed residential planning designation can offer a mix of detached and attached dwelling units. As currently planned, there would be a recommendation to include multi-family dwellings instead of detached dwellings. The associated rezoning only offers one unit type-attached but the adjacent areas offer detached dwelling units which in combination offers some options.

7. **Long-Range Land Use** – To promote a Countywide pattern of land use that encourages fiscally sound development and achieves a high-quality living environment.
Attachment B – Staff Analysis

• The proposal will decrease potential employment by a range of 369 to 919 jobs and increase residential population by a range of 212 to 388 people. Approximately 22 acres of CEC would be eliminated as would some possibility to mix-uses consistent with the County’s Smart Growth objectives. Still, it should be noted that the residential proposal does not significantly reduce the employment opportunities in the area as there are substantial areas of CEC to the south and west of the site as well as employment opportunities adjacent to Manassas Airport and within Innovation.

• The concentration of residential development in the SRM and the focus of development away from the existing pond and its environs will ensure that the residential units on this site are not spread across the overall site and the residents will be able to walk more easily to adjacent commercial uses and planned mixed use development to the south and west.

8. Transportation – To create and sustain an environmentally friendly, multi-modal transportation system that meets the demands for intra- and inter-county trips; is integrated closely with existing and planned development; and provides a network of safe, efficient, and accessible modes of travel.

• The long-range land use plan promotes development in centers, transit corridors and revitalization areas. The project is not in a Center of Commerce or Center of Community and not in a transit corridor. However, the area is currently developed and planned for a community employment center and represents an opportunity for revitalization in the County.

• The proposed designation will allow uses that will generate substantially fewer trips (an estimated total of 1,891 vehicles per day) than the existing designation (an estimated total of 2,604 daily vehicle trips).

• As proffered with the associated rezoning request, the applicant has committed to escrow funds for the future widening of Dumfries Road as set forth in the Comprehensive Plan.

Recommendation: Staff recommends approval of CPA #PLN2012-00228, Bradley Square. The land use analysis shows that the proposed designation fits at this location because of the existing and planned residential development to the north and east of the site and the planned mixed use areas to the south and west of the site. The analysis shows that SRM can meet many of the goals of the Comprehensive Plan, is compatible with the general area and makes for an appropriate location for additional residential uses near planned commercial and mixed use areas of the County.
MOTION: NOHE
SECOND: COVINGTON
RE: INITIATE COMPREHENSIVE PLAN AMENDMENT #PLN2012-00226,
NEW DOMINION SQUARE - COLES MAGISTERIAL DISTRICT
ACTION: APPROVED

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 called New Dominion Square requesting for an amendment to the Comprehensive Plan was received to change the Comprehensive Plan designation of approximately 40.6 acres, located on the east side of Dumfries Road, approximately 1.7 miles north of the Dumfries Road/Prince William Parkway intersection; GPINs: 7794-78-2062, 7794-79-8410, 7794-88-7936, 7794-89-2123, 7794-89-3125, 7794-78-7434, 7794-79-9814, 7794-89-0718 and 7794-98-1625 from Community Employment Center (CEM), Suburban Residential Low and Environmental Resource (ER) to Suburban Residential Medium (SRM) and ER; and

WHEREAS, an application called Bradley Square for an amendment to the Comprehensive Plan was received to change the Comprehensive Plan designation of approximately 22 acres, located on the east side of Dumfries Road, approximately 1,200 feet south of the Dumfries Road/Old Dominion Road intersection; GPINs: 7794-77-5445, 7794-77-8664, 7794-79-5703, 7794-79-6404 and 7794-88-3202 from CEC to SRM; and

WHEREAS, definition and initiation of an expanded study area, of approximately 63 acres that includes both New Dominion Square and Bradley Square may provide opportunities for development of a well-planned and integrated community; and

WHEREAS, the proposed Comprehensive Plan designation of SRM 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, the applicants for both New Dominion Square and Bradley Square have committed to submission of rezoning applications that would be coordinated with review of the amendment to the Comprehensive Plan; 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; and
March 20, 2012
Regular Meeting
Res. No. 12-345
Page Two

WHEREAS, the Prince William Board of County Supervisors combined the property included in the Bradley Square CPA #PLN2012-00228 with the New Dominion Square CPA #PLN2012-00226, to be considered as one case;

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 and any additional adjacent lands that may be reasonably included in the study area from Community Employment Center, Suburban Residential Low and Environmental Resource or other designation as may be included in an expanded study area to Suburban Residential Medium and Environmental Resource.

Votes:
Ayes: Caddigan, Candland, Covington, Jenkins, May, Nohe, Stewart
Nays: Principi
Absent from Vote: None
Absent from Meeting: None

For Information:
Planning Director
Jay Du Von

ATTEST: __________________________
Chief Deputy Clerk to the Board