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PLANNING OFFICE

Rebecca Horner, AICP, CZA Director of Planning

June 8, 2018

- **TO:** Planning Commission
- FROM: Scott F. Meyer Planning Office
- RE: Rezoning #REZ2018-00006, Residency Road Brentsville Magisterial District
- I. <u>Background</u> is as follows:
 - <u>Request</u> This is a request to rezone ±13.61 acres from B-1, General Business, M-1, Heavy Industrial, and M-2, Light Industrial, to PBD, Planned Business District, with associated development and use waivers/modifications, to develop indoor and outdoor commercial recreation facilities, among other potential uses.

REZ Proposal: B-1, M-1, and M-2 to PBD zoning (B-1/M-2 uses)	Required / Allowed in PBD Zoning District w/ B-1 and M-2 implementing designation	Provided / Proposed with PBD Zoning District w/ B-1 and M-2 implementing designation (as proffered)
REZ area	Minimum 15 acres for PBD	Total Area = ± 13.61 acres for PBD (<i>Modified, as proffered</i>)
Land Bays	Section 32-404.02 of Z.O. – Designation of land bays shall be made with reasonable consideration for Comprehensive Plan land use designations	PBD zoning (3 land bays, as proposed) Land Bay 1 = B-1/M-2 designation Land Bay 2 = B-1/M-2 designation Land Bay 3 = B-1/M-2 designation
Open Space	20% required in PBD	54% provided
Floor Area Ratio (FAR)	0.40 in B-1; 0.50 in M-2	Up to 0.40 in B-1 designation Up to 0.50 in M-2 designation
By-Right Use Parameters in PBD zoning	Recreation facility, commercial (indoor), only	Recreation facility, commercial (indoor); Recreation facility, commercial (outdoor) (<i>Modified, as proffered</i>)

REZ Proposal: B-1, M-1, and M-2 to PBD zoning (B-1/M-2)	Required / Allowed in PBD Zoning District w/ B-1 and M-2 implementing designation	Provided / Proposed with PBD Zoning District w/ B-1 and M-2 implementing designation (as proffered)
Landscaping & Buffers	50-foot (Type C) perimeter landscape buffer	In accordance with proposed landscape plan; (Modified, as proffered)
		10-foot landscape strip, along western frontage upon redevelopment; 15-foot perimeter landscape buffer, along eastern and southern property lines
Setbacks from Street Rights-of-Way	30 feet setback for buildings/structures	Less than 30 feet setback for buildings/structures; (Modified, as proffered)
Maximum Height	45 feet in B-1; 60 feet in M-2	Up to 45 feet in B-1 designation; Up to 60 feet in M-2 designation (60 feet maximum height, as proffered)
Average Daily Vehicle Trips	N/A	N/A; to be provided/assessed at site plan review

- B. <u>Site Location</u> The subject property is located ±200 feet southeast of the intersection of Residency Road and Nokesville Road (Route 28), and west and northwest of the intersection of Carolina Drive and Pennsylvania Avenue. The site is identified on County maps as GPINs 7695-03-8930, 7695-03-9957 (portion), and 7695-12-1562; and is currently addressed as 10103 Residency Road, and 10000 and 10100 Pennsylvania Avenue, respectively (see Attachment A for maps).
- C. <u>Comprehensive Plan</u> The site is designated REC, Regional Employment Center, in the Comprehensive Plan.
- D. <u>Zoning</u> The ±13.61-acre site is currently zoned B-1, General Business, M-1 Heavy Industrial and M-2, Light Industrial. The site is partially located within the Nokesville Road (Route 28) Highway Corridor Overlay District and is within the Airport Safety Overlay District.

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- E. <u>Surrounding Land Uses</u> The subject site is located between Residency Road and Pennsylvania Avenue, along a corridor that is characterized by a mixture of light industrial and commercial/retail uses. To the north of the site along Nokesville Road (Route 28) is a 7-Eleven gas station/convenience store, vacant/undeveloped land on a pad site, and a McDonald's restaurant with drive-through. Existing industrial/commercial buildings, vacant/undeveloped land, and City of Manassas (abutting the Manassas Regional Airport) is to the south. Vacant/undeveloped land and Pennsylvania Avenue is to the east. To the west of site are existing industrial/commercial buildings, warehouse, and automotive repair facilities along Residency Road (see Attachment A for maps).
- F. <u>Background & Context</u> The Applicant (Pine Tree Land Enterprise, L.L.C. & Pine Tree Enterprise, Inc.) are the owners of the properties, which encompass ±13.61 acres. The subject request to rezone ±13.61 acres from B-1, General Business, M-1, Heavy Industrial, and M-2, Light Industrial, to PBD, Planned Business District, through B-1/M-2 designated Land Bays, and with associated development and use waivers/modifications, to develop indoor and outdoor commercial recreation facilities, among other potential uses. The overall intent of the proposal is to allow for more flexibility of current and future development of the site, through the creation of PBD, while implementing M-2 and B-1 use designations in the three land bays.

It is also important to note that there have been violations issued from Property Code Enforcement involving the expansion of offsite parking onto an adjacent parcel and commencement of unauthorized uses. Specifically, there were two Violation Notice and Correction Order (VNCO) notices issued. The first VNCO was issued on March 20, 2017, which was for expansion of a parking lot area onto an adjacent parcel without site plan or zoning approval. The second VNCO, which was issued on April 7, 2017, was for commencement of a commercial indoor recreation facility/activity within a portion of an existing building without zoning approval. Currently, there is no zoning approval for a "commercial indoor recreation facility". Rather, the current use approvals for the building are as follows: "school of special instruction use and restaurant"; "warehouse with associated office use"; and "assembly use". At this time, the Applicant has been advised to limit the use to a "school of instruction", while pursuing this subject rezoning request. As such, the two VNCOs are currently on-hold, pending outcome of the subject rezoning request. This rezoning proposal addresses property code and zoning violations, while also addressing potential future development opportunities/needs.

II. <u>Current Situation</u> is as follows:

- A. <u>Planning Office Recommendation</u> Staff recommends approval of #REZ2018-00006, Residency Road, subject to the proffers dated June 4, 2018, for the following primary reasons:
 - The rezoning proposal, as proffered, enables the delivery of a mixture of up to 133,524 SF of light industrial and commercial/retail uses in an area targeted for such mixture of uses.
 - As proposed, the development also brings the option for indoor and outdoor commercial recreational facilities, which will provide an additional amenity to serve the surrounding area at a regional scale.
 - The proposal directly implements key elements of the Strategic Plan, while increasing the commercial tax base and increasing at-place employment.

See Attachment B for the staff analysis and Attachment C for the proposed proffers.

- B. <u>Planning Commission Public Hearing</u> A public hearing before the Planning Commission has been advertised for June 20, 2018.
- **III.** <u>Issues</u> in order of importance are as follows:
 - A. <u>Comprehensive Plan</u>
 - 1. <u>Long-Range Land Use</u> Is the proposed use consistent with those uses intended by the REC use designation?
 - 2. <u>Level of Service (LOS)</u> How does the proposal address the mitigation of impacts to existing levels of service?
 - B. <u>Strategic Plan</u>
 - 1. <u>Robust Economy</u> How does the proposal help to foster a diverse local economy that creates a culture of innovation and achieves more quality jobs, economic opportunities, and an expanded commercial tax base?
 - C. <u>Community Input</u> Have members of the community raised any issues?
 - D. <u>Other Jurisdictional Comments</u> Have other jurisdictions raised any issues?

- E. <u>Legal Uses of the Property</u> What uses are allowed on the property? How are legal issues resulting from the Planning Commission action addressed?
- F. <u>Timing</u> When must the Planning Commission take action on this application?
- **IV.** <u>Alternatives</u> beginning with the staff recommendation are as follows:
 - A. <u>Recommend approval</u> of #REZ2018-00006, Residency Road, subject to the proffers dated June 4, 2018, as found in Attachment C.
 - 1. <u>Comprehensive Plan Consistency Analysis</u>:
 - a. <u>Long-Range Land Use</u> The subject site is designated REC, Regional Employment Center, in the Comprehensive Plan. The proposed PBD, Planned Business Development, zoning district directly implements the REC use designation. By offering a flexible mixture of commercial and light industrial/flex office type uses through B-1/M-2 use designations in three Land Bays, an appropriate mixture of uses will be established. Additionally, the option for indoor and outdoor recreational facilities will allow for further amenities that can serve the surrounding areas, and help to create a regional-level attraction.
 - b. <u>Level of Service (LOS)</u> The LOS impacts related to this subject rezoning request would be partially mitigated through monetary contributions by the proffers, at full development, as follows:

Fire & Rescue	\$0.61 per square foot (SF) for any new building(s) area	No specific building size proposed; Intent to construct up to 133,524 SF	\$81,449.64
Water Quality	\$75 per acre	±13.61 acres	\$1,020.75
TOTAL			\$ 82,470.39

2. <u>Strategic Plan</u>:

a. <u>Robust Economy</u> – If approved, the proposed rezoning of the property will allow for intended uses and greater flexibility for future uses. This added flexibility may be considered consistent with Strategic Plan objectives of promoting new employment opportunities and increasing the commercial tax base. Resulting commercial tax revenues will be consistent with the Strategic Plan goal to increase the commercial tax base to 35 percent.

- 3. <u>Community Input</u> Notice of the application has been transmitted to adjacent property owners within 500 feet of the subject property. As of the date of this staff report, the Planning Office has not received any feedback from the community and staff is not aware of any opposition.
- 4. <u>Other Jurisdictional Comments</u> The project site directly abuts the City of Manassas (approaching the Manassas Regional Airport), which is located to the south. The City has been notified of the proposal and was sent a courtesy copy of the submissions during the review process. The City of Manassas did not offer any specific comments or concerns, and staff is not aware of any objection.
- 5. <u>Legal Uses of the Property</u> If the rezoning request is approved, the subject site could be developed, as proffered. Legal issues resulting from Planning Commission action are appropriately addressed by the County Attorney's Office.
- 6. <u>Timing</u> The Planning Commission has until September 18, 2018, which is 90 days from the first public hearing date, to take action on the rezoning proposal. A recommendation to approve the request would meet the 90day requirement.
- B. <u>Recommend denial</u> of #REZ2018-00006, Residency Road.
 - 1. <u>Comprehensive Plan Consistency Analysis</u>:
 - a. Long-Range Land Use The subject site is designated REC, Regional Employment Center, in the Comprehensive Plan. Currently, the subject site contains multiple zoning districts, as M-1, M-2, and B-1. None of these zoning districts directly implement the REC use designation. However, in combination, the mixed districts can still offer an opportunity for the area to develop with supportive uses, which can contribute to the regional employment base. If the zoning proposal is denied, the existing conditions will remain unchanged.
 - b. <u>Level of Service (LOS)</u> Denial would not have any impact on the existing level of service.
 - 2. <u>Strategic Plan</u>:
 - a. <u>Robust Economy</u> If the rezoning is denied, the site could still be developed with a variety of uses, including heavy industrial, light industrial, and commercial/retail. As such, the subject site can be

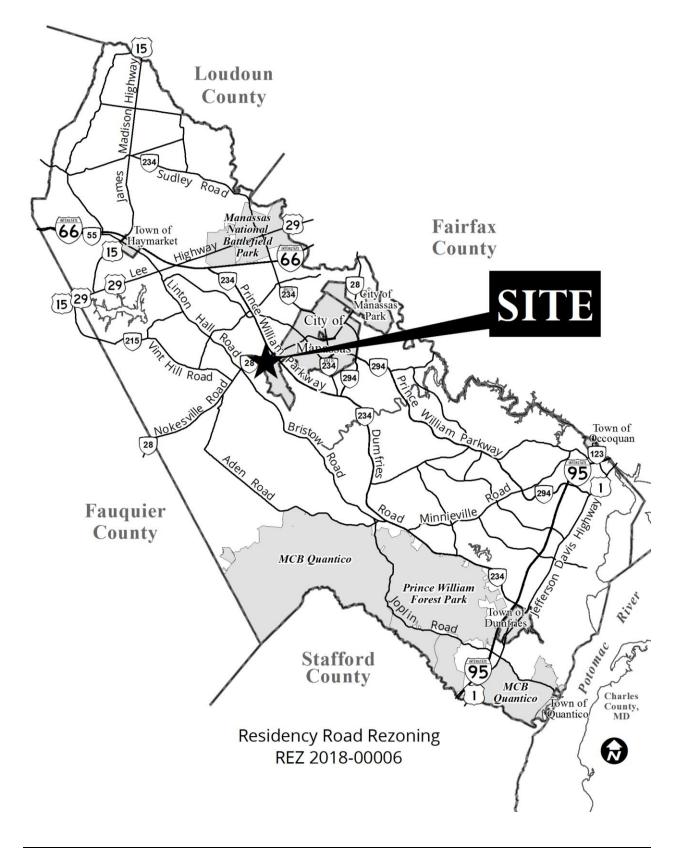
developed to meet the Strategic Plan objective of increasing the commercial tax base.

- 3. <u>Community Input</u> Notice of the application has been transmitted to adjacent property owners within 500 feet of the subject property. As of the date of this staff report, the Planning Office has not received any feedback from the community, and staff is not aware of any opposition.
- 4. <u>Other Jurisdictional Comments</u> The project site directly abuts the City of Manassas (approaching the Manassas Regional Airport), which is located to the south. The City has been notified of the proposal and was sent a courtesy copy of the submissions, during the review process. The City of Manassas did not offer any specific comments or concerns, and staff is not aware of any objection.
- 5. Legal Uses of the Property If the rezoning request is denied, the site could not be developed, as proposed. However, the site could be developed and utilized with the by-right uses permitted in the M-1, M-2, and B-1 zoning districts, and as originally proffered through REZ #84-45. Legal issues resulting from Planning Commission action are appropriately addressed by the County Attorney's Office.
- 6. <u>Timing</u> The Planning Commission has until September 18, 2018, which is 90 days from the first public hearing date, to take action on the rezoning proposal. A recommendation to deny the request would meet the 90-day requirement.
- V. <u>Recommendation</u> is that the Planning Commission accept Alternative A and recommend approval of #REZ2018-00006, Residency Road, subject to the proffers dated June 4, 2018.

Staff: Scott F. Meyer, x 6876

Attachments

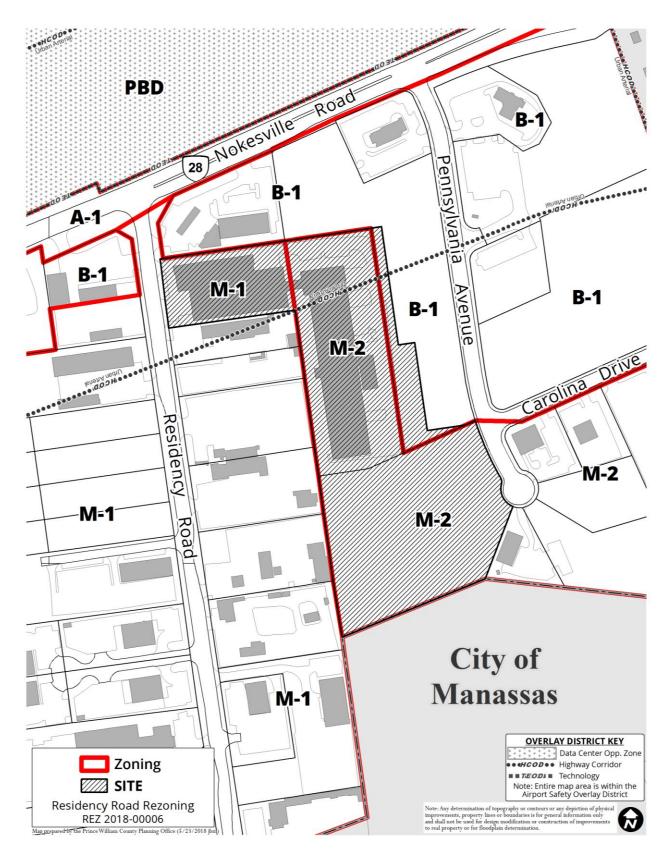
- A. Area Maps
- B. Staff Analysis
- C. Proffer Statement
- D. Master Zoning Plan (MZP)
- E. Environmental Constraints Analysis (ECA)
- F. Historical Commission Resolution



Attachment A – Maps AERIAL MAP

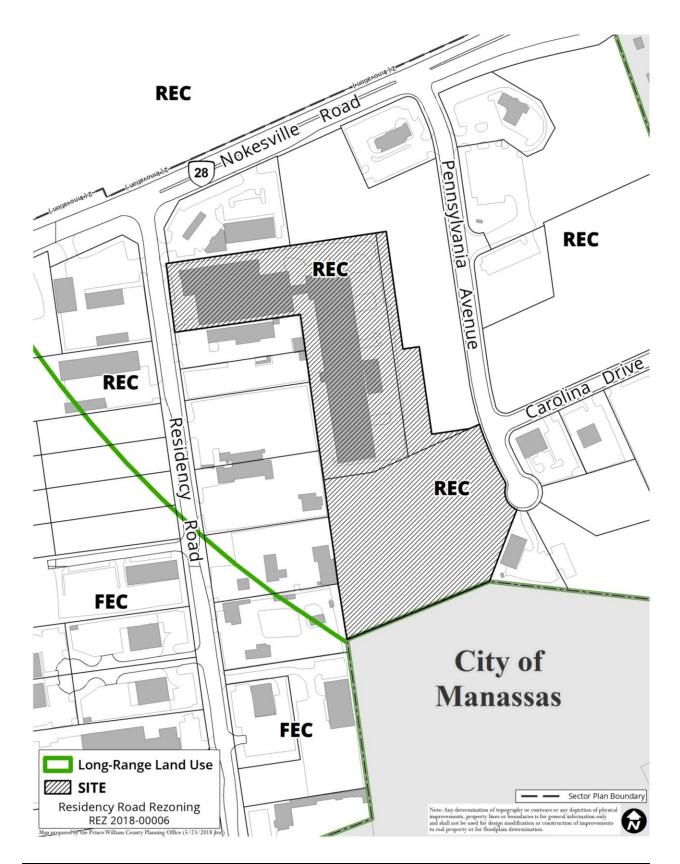


Attachment A – Maps EXISTING ZONING MAP



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Attachment A – Maps LONG-RANGE LAND USE MAP



Part I. Summary of Comprehensive Plan Consistency

Staff Recommendation: APPROVAL

This summary analysis is based on the relevant Comprehensive Plan action strategies, goals, and policies. A complete analysis is provided in Part II of this report.

Comprehensive Plan Sections	Plan Consistency
Long-Range Land Use	Yes
Community Design	No
Cultural Resources	Yes
Environment	Yes
Fire and Rescue	Yes
Police	Yes
Potable Water	Yes
Sanitary Sewer	Yes
Transportation	Yes

Part II. Comprehensive Plan Consistency Analysis

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

Direction	Land Use	Long-Range Land Use Map Designation	Zoning
North	Gas Station/Convenience Store (7- Eleven); Vacant / undeveloped land with pad sites; McDonald's restaurant with drive-through; along Nokesville Road (Route 28)	REC	B-1
South	Existing industrial/commercial buildings; Vacant / undeveloped land, City of Manassas (approaching Manassas Regional Airport)	REC; City of Manassas	M-1; M-2
East	Vacant / undeveloped land; Pennsylvania Avenue	REC	B-1; M-2
West	Existing industrial/commercial buildings; warehouse / automotive repair; Residency Road	REC	M-1

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 on 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 site is designated REC, Regional Employment Center, in the Comprehensive Plan and is located within the Development Area of the County. The following table summarizes the land use patterns/densities intended within the REC designation:

Long-Range Land Use Map Designation	Intended Uses and Densities
Regional Employment Center (REC)	The purpose of the Regional Employment Center classification is to provide for areas located close to and/or with good access from an interstate highway where intensive regional employment uses are to be located. REC projects* should be planned and developed in a comprehensive, coordinated manner. Primary uses in the REC are mid- rise and/or high-rise office (including government offices particularly those for Prince William County agencies), research and development facilities, lodging, and mixed-use projects. Residential uses shall represent no greater than 25 percent of the total REC gross floor area of the project. Drive-in/drive-through uses are discouraged. Shared/structured parking is encouraged. The acceptable housing type within any mixed-use REC project is multifamily, at a density of 16-30 dwelling units per gross acre, less the ER designated portion of a property. Development in REC 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, and lodging uses are always the primary uses within the area rezoned. Office development in REC 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 4-6 stories is preferred.

	* In all instances, a "project" or "project area" is defined as the	
	boundary of a rezoning or special use permit request.	

• <u>Comprehensive Plan Land Use & Zoning Compatibility</u> – The subject site is designated REC, Regional Employment Center, in the Comprehensive Plan. The proposed PBD, Planned Business Development, zoning district directly implements the REC use designation. By offering a flexible mixture of commercial and light industrial/flex office type uses through B-1/M-2 use Land Bays, an appropriate mixture of uses will be able to develop. Additionally, the option for indoor and outdoor commercial recreational facilities will allow for further amenities that can serve the surrounding areas, and help to create a regional-level attraction.

Proposal's Weaknesses

• <u>Minimal Commitment for Site Development</u> – As proffered, development of the site will be in general conformance with the Master Zoning Plan (MZP), which may result in the site being developed with a varied and uncertain mixture of uses. Minimal development details are shown for Land Bay 3, which may develop with commercial/light industrial uses or an outdoor recreational facility, such as an athletic sports field. Staff would have preferred a more firm commitment to the use details on how the site will be developed in regard to the orientation of building(s), parking, landscaping, and other layout components.

<u>On balance</u>, this application is found to be consistent with the relevant components of the Long-Range Land Use Plan.

Community Design Plan Analysis

An attractive, well-designed County will attract quality development, instill civic pride, improve the visual character of the community and create a strong, positive image of Prince William County. The Community Design Plan sets out policies and action strategies that further the County's goals of providing quality development and a quality living environment for residents, businesses and visitors, and creating livable and attractive communities. The Plan includes recommendations relating to building design, site layout, circulation, signage, access to transit, landscaping and streetscaping, community open spaces, natural and cultural amenities, stormwater management, and the preservation of environmental features.

Tree cover of a minimum of 10% of the total site area is required. As always, preservation of trees is preferred over replacement. There are areas of existing trees that would make a better buffer than replanting and provide better tree cover. Based on the MZP, clearing of existing

trees and the small amount of planting proposed on the MZP, it appears that the tree cover requirement may not be met.

According to the Limits of Construction (LC) shown on the landscape plan, the Applicant intends to clear the entire site, except a 15-foot wide buffer at the southwestern end of the site. Watershed staff recommends the Applicant preserve existing good quality vegetation at the western, southern, and eastern property lines in the southern portion of the site, which is where the outdoor recreational area is proposed. As proposed and based on the area context, staff believes that the proposed landscaping improvements are sufficient for Land Bays 1 and 2, which are currently developed with existing uses. However, Land Bay 3 is undeveloped and there are existing trees on the southern and southwestern portion on the site.

Proposal's Strengths

- <u>Landscaping with Redevelopment Contingency</u> As proffered, the Applicant is committing to landscaping, in accordance with the DCSM, in the event that the existing buildings on Land Bays 1 and 2 are removed and the site is redeveloped. This provides the reassurance that upon redevelopment, current landscape standards are met.
- <u>Limited Height</u> As proffered, the maximum height of any building on the property shall be limited to 60 feet. At staff's request, the Applicant has agreed to this height restriction, which is favorable in consideration of the site's proximity to the Manassas Regional Airport.
- <u>Crane Storage Provision</u> As proffered, if cranes are stored on the property, they shall be stored in the lower position. At staff's request, the Applicant has agreed to this height restriction, which is favorable in consideration of the site's proximity to the Manassas Regional Airport.

Proposal's Weaknesses

• <u>Lack of Development Commitment Details</u> – In the proffers, there are no guidelines or details about the overall site layout, architecture, appearance, materials, signage, and building elements of structures to be developed on the property. Although requested by staff, the Applicant has not committed to any level of site layout, specific elevation concept, or design details. Although staff acknowledges these details are not known at this time and the need for flexibility, not having these elements limit staff's ability to analyze and know what to expect. While the development in Land Bay 1 and 2 are existing, the greatest uncertainty is within Land Bay 3, which remains undeveloped.

- <u>Insufficient Landscaping / Conflicts with Minimum Development Standards</u> As proposed, the Applicant is requesting waivers/modifications to all of the required landscaping buffer standards within the requested PBD zoning district. Although it is based on surrounding land uses and existing conditions, staff has requested for the following, which the Applicant has not provided with the latest submission:
 - Along the northern property line (Land Bay 1 and existing-1 property to the north). At a minimum, upon redevelopment of Land Bay 1 to M-2 uses (within PBD zoning district), commit to provide a 15-foot landscape buffer.
 - No buffer/landscaping is proposed along the northern property line for Land Bay
 Provide the 15-foot landscape buffer, like what was provided along the entire eastern side (abutting the B-1 zoned property to the east).
- <u>Conflicts with Interior Parking Lot Landscaping Requirements</u> As proposed, it is uncertain if and how the Applicant's design will meet minimum standards. The Applicant will need to address this during site plan review.

<u>On balance</u>, this application is found to be inconsistent with the relevant components of the Community Design Plan.

Cultural Resources Plan Analysis

Prince William County promotes the identification, evaluation, and protection of cultural resource sites throughout the County, as well as the tourism opportunities these sites present. The Cultural Resources Plan recommends identifying, preserving, and protecting 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. To facilitate the identification and protection of known significant properties that have cultural resource values worthy of preservation, the land use classification County Registered Historic Site (CRHS) is used in the Comprehensive Plan. The Plan includes areas of potentially significant known but ill-defined or suspected pre-historic sites, Civil War sites, historic viewsheds, landscapes or areas of potential impact to important historic sites, and encourages the identification, preservation, protection, and maintenance of all cemeteries and/or gravesites located within the County.

The subject property has been previously disturbed and is currently contains a mixture of industrial/commercial and service-oriented uses in the vicinity of the Manassas Regional Airport. It is within an area characterized by industrial and warehouse uses. As such, no cultural resource studies were requested by the County Archaeologist or the Historical Commission.

• The Historical Commission reviewed this proposal at its December 12, 2017 meeting and determined that no further work was needed (see resolution in Attachment F). The County Archaeologist concurs.

Proposal's Weaknesses

• None identified.

<u>On balance</u>, this application is found to be consistent with the relevant components of the Cultural Resources Plan.

Economic Development

An enhanced, diverse nonresidential tax base creates quality jobs, allowing people to live, work and recreate in Prince William County. The Economic Development Plan sets out policies and action strategies that further the County's goal of attracting and fostering the growth of environmentally sound industries to create quality jobs and diversify the nonresidential tax base, creating a climate where citizens can live and work in Prince William County. The Plan includes recommendations relating to business attraction, retention and expansion, the provision of adequate infrastructure, redevelopment of less competitive areas, telecommuting and other information-age opportunities, and recognition of tourism as an industry.

Proposal's Strengths

• <u>Nonresidential Development</u> – The application proposes nonresidential development that will increase the County's nonresidential tax base. PBD zoning appears be a more suitable zoning district, given the existing development on the site and the need for future flexibility.

Proposal's Weaknesses

• <u>Loss of Industrial Zoned Land</u> – While it is understood that the owners desire to unify the zoning of this site, the Department of Economic Department is concerned about the base loss of M-1 and M-2 zoned land. According to the Department of Economic Department, the intent to develop indoor and outdoor recreation, on land currently zoned for industrial uses, does not contribute to the Strategic Plan goal to increase the number of jobs in targeted industries.

However, it should be noted with M-2 and B-1 land uses being proposed within the land bays, there still will be opportunities for light industrial and commercial/retail uses.

<u>On balance</u>, this application is found to be consistent with the relevant components of the Economic Development Plan.

Environment Plan Analysis

Prince William County has a diverse natural environment, extending from sea level to mountain crest. Sound environmental protection strategies will allow the natural environment to co-exist with a vibrant, growing economy. The Environment Plan sets out policies and action strategies that further the County's goal of preserving, protecting and enhancing significant environmental resources and features. The Plan includes recommendations relating to the incorporation of environmentally sensitive development techniques, improvement of air quality, identification of problematic soil issues, preservation of native vegetation, enhancement of surface and groundwater quality, limitations on impervious surfaces, and protection of significant viewsheds.

The site is a combination of developed warehouse/office space and open, managed turf. There is a small portion of early successional forest in the southern section of the subject property. There are no Resource Protection Area (RPA) features or floodplain on the property.

SUBWATERSHED: Broad Run subshed 280 TOTAL SITE AREA / ER AREA: 13.61 acres / 0 acres TREE SAVE AREA: Not provided UNDISTURBED AREA: Not provided IMPERVIOUS / PERVIOUS: 7.3 acres / 6.31 acres AREA OF DISTURBANCE: Not provided RARE, THREATENED, AND ENDANGERED SPECIES: None

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Soils:			
<u>No.</u>	Soils name	Slope	<u>Erodibility</u>
3A	Albano silt loam	0-4%	Moderate
4B	Arcola silt loam	2-7%	Severe
17A	Dulles silt loam	0-4%	Moderate
46B	Panorama silt loam	2-7%	Moderate
46C	Panorama silt loam	7-15%	Severe
48A	Reaville silt loam	0-4%	Slight
			-

Disturbance of the site has occurred beyond the extent of a previously-approved site plan. Stormwater management is required for all land disturbance not part of a previously-approved site plan. As proposed, the Applicant is proposing to provide SWM facilities where a perimeter landscape buffer is required. This will need to be reassessed, and the proposed facility will need to be located outside of the buffer.

Per Sections 802.20-21 of the DCSM, a minimum 10% tree cover for the site is required, which will be assessed during site plan review. With this proposal, the Applicant is requesting to waive/modify landscaping along the frontage and the rear of the property. Although the details of site development are unknown at this time, stormwater management will need to be provided in accordance with all pertinent state and local regulations.

- <u>Water Quality</u> As proffered, a \$75 per acre of the rezoning area (±13.61 acres) monetary contribution for water quality monitoring, stream restoration, and/or drainage improvements will be provided.
- <u>Limits of Construction</u> As proffered, the Applicant shall limit construction to within those areas depicted on the Landscape Plan, subject to minor revisions in accordance with final engineering considerations at the time of site plan review and approval. No clearing or improvements shall be made outside of the limits of construction without County approval, with the exception of: (a) the removal of noxious vegetation, such as poison ivy, poison oak, etc., as well as dead, dying or hazardous trees; and (b) the installation and maintenance of any existing or required utilities.

Proposal's Weaknesses

• <u>Insufficient Tree Preservation in Land Bay 3</u> – There is an overall lack of commitment for onsite tree preservation in proposed Land Bay 3, which is located at southwestern portion of the site. Staff would have preferred if more pro-active measures were taken to commit to preserve the existing stand of trees in Land Bay 3, depending on how it develops. While staff recognizes the need for flexibility with future development options, the Applicant's unwillingness to address this concern is contrary to the established policies.

<u>On balance</u>, this application is found to be consistent with the relevant components of the Environment Plan.

Fire and Rescue Plan Analysis

Quality fire and rescue services provide a measure of security and safety that both residents and businesses have come to expect from the County. The Fire and Rescue Plan sets out policies and action strategies that further the County's goal of protecting lives, property, and the environment through timely, professional, humanitarian services essential to the health, safety, and well-being of the community. The Plan includes recommendations relating to siting criteria, appropriate levels of service, and land use compatibility for fire and rescue facilities. The Plan also includes recommendations to supplement response time and reduce risk of injury or death to County residents, establishment of educational programs, such as cardio-pulmonary resuscitation (CPR) training, automatic external defibrillators (AED), and encourage installation of additional fire protection systems – such as sprinklers, smoke detectors, and other architectural modifications.

The first due responding station is Fire/Rescue Station 25 (Linton Hall). This subject site is not located within the 4.0-minute travel time for fire and basic life support, but is within the 8.0-minute travel time for advanced life support. The Linton Hall station is located approximately 2.9 miles northwest of the subject site. In FY 2017, Fire/Rescue Station 25 responded to 3,412 incidents, while the workload capacity for this station is 2,200 incidents.

- Monetary Contribution As proffered, the Applicant will make a monetary contribution of \$0.61 per square foot of any new building area to be constructed prior to issuance of any building permit, excluding any structured parking.
- Inside 8.0-Minute Travel Time The site is located within the 8.0-minute travel time for advanced life support services.

Proposal's Weaknesses

- Outside of 4.0-Minute Travel Time The site is located outside the recommended 4.0minute travel time for fire suppression and basic life support.
- Station Workload FY 2017 data shows the number of incidents in the Fire/Rescue Station 25 area as 3,412 incidents, while the workload capacity is 2,200 incidents. As such, it is operating over capacity.

On balance, this application is found to be consistent with the relevant components of the Fire and Rescue Plan.

Police Plan Analysis

Residents and businesses expect a high level of police service for their community. This service increases the sense of safety and protects community investments. The Police Plan is designed to promote Prince William County's public safety strategic goal to continue to be a safe community, reduce criminal activity, and prevent personal injury and loss of life and property, as well as to ensure effective and timely responses throughout the County. This Plan encourages funding and locating future police facilities to maximize public accessibility and police visibility as well as to permit effective, timely response to citizen needs and concerns. The Plan recommends educational initiatives, such as Neighborhood and Business Watch, and Crime Prevention through Environmental Design (CPTED), which encourages new development to be designed in a way that enhances crime prevention. The Plan also encourages effective and reliable public safety communications linking emergency responders in the field with the Public Safety Communications Center.

At this time, the Police Department does not believe this application will create a significant impact on calls for service. The Applicant should coordinate with the Police Department as the site develops, and apply the various Crime Prevention Through Environmental Design (CPTED) strategies during site development, which can be found at

http://www.pwcgov.org/government/dept/police/Pages/CPTED.aspx.

• <u>No Significant Impact</u> – The Police Department has reviewed the proposal and does not believe it will result in a new significant impact on calls for Police service.

Proposal's Weaknesses

• None identified.

<u>On balance</u>, this application is found to be consistent with the relevant components of the Police Plan.

Potable Water Plan Analysis

A safe, dependable drinking water source is a reasonable expectation of County residents and businesses. The Potable Water Plan sets out policies and action strategies that further the County's goal of providing an economically and environmentally sound drinking water system. The Plan includes recommendations relating to system expansion, required connections to public water in the Development Area, and the use of private wells or public water in the Rural Area.

The subject property is within the Development Area of the County and is thereby required to utilize public water to develop. Public water is available onsite from an existing 8-inch water main.

The Applicant shall plan, design, and construct all onsite and offsite water utility improvements necessary to develop/utilize the subject property and satisfy requirements in accordance with all applicable Service Authority, County, and State requirements, standards, and regulations.

Proposal's Strengths

• <u>Water Connection</u> – The Applicant is required to comply with Zoning Ordinance Section 32-250.74, which mandates connection of the site to public water service. As proffered, the site shall be connected to public water, with the Applicant bearing all costs associated with providing onsite and offsite facilities to meet the demand generated by its uses.

Proposal's Weaknesses

• None identified.

<u>On balance</u>, this application is found to be consistent with the relevant components of the Potable Water Plan.

Sanitary Sewer Plan Analysis

Appropriate wastewater and sanitary facilities provide needed public health and environmental protections. The Sanitary Sewer Plan sets out policies and action strategies that further the County's goal of providing an economically and environmentally sound sanitary and stormwater sewer system. The Plan includes recommendations relating to system expansion, required connections to public sewer in the development area, and the use of either private or public sewer systems in locations classified as Semi-Rural Residential (SRR), as well as the Rural Area.

The subject property is within the Development Area of the County and is thereby required to utilize public sewer to develop. Public sewer is available onsite from an existing 8-inch gravity sewer main.

The Applicant shall plan, design, and construct all onsite and offsite sanitary sewer utility improvements necessary to develop/utilize the subject property and satisfy requirements in accordance with all applicable Service Authority, County, and State requirements, standards, and regulations.

Proposal's Strengths

• <u>Sewer Connection</u> – The Applicant is required to comply with Zoning Ordinance Section 32-250.75, which mandates connection of the site to public sewer service. As proffered, the Applicant shall connect to public sewer and is responsible for those onsite and offsite improvements.

Proposal's Weaknesses

• None identified.

<u>On balance</u>, this application is found to be consistent with the relevant components of the Sanitary Sewer Plan.

Transportation Plan Analysis

By providing a multi-modal approach to traffic circulation Prince William County promotes the safe and efficient movement of goods and people throughout the County and surrounding jurisdictions. The Transportation Plan sets out policies and action strategies that further the County's goal of creating and sustaining an environmentally friendly, multi-modal transportation system that meets the demands for intra- and inter-county trips, is integrated with existing and planned development, and provides a network of safe, efficient, and accessible modes of travel. The Plan includes recommendations addressing safety, minimizing conflicts with environmental and cultural resources, maximizing cost effectiveness, increasing accessibility of all travel modes, minimizing projected trip demand, and providing sufficient network capacity. Projects should include strategies that result in a level of service (LOS) of "D" or better on all roadway corridors and intersections, reduce traffic demand through transportation demand management

strategies, dedicate planned rights-of-way, provide and/or fund transit infrastructure, pedestrian and bicycle pathways, and improved and coordinated access to transit facilities.

Access to the subject site will be provided from an existing asphalt drive off of Residency Road along the northern property boundary. The secondary (new) access point will be provided by an asphalt driveway from the southeast and opposite of the intersection of Carolina Drive and Pennsylvania Avenue.

As requested by County Transportation and the Virginia Department of Transportation (VDOT), Left and Right Turn Warrant Analyses were performed for the current site entrance on Residency Road as well as the proposed site entrance on Pennsylvania Avenue opposite Carolina Drive. All analyses were done for Year 2019 "site build-out" conditions. In summary, the Left and Right Turn Lane Warrant Analyses show that neither left- nor right-turn lanes are warranted for any of the conditions presented and analyzed at either of the site entrances.

In addition, the identified parking violations associated with the adjacent parcel, as previously discussed in the "Background & Context" section on page 3 of this staff report, are being addressed and resolved through the proposed rezoning and ultimate site development. The provision of required parking and other related standards will be addressed during site plan review.

Proposal's Strengths

• <u>Site Access</u> – As shown on the MZPP and proffered, the Applicant proposes two access points to serve the site.

Proposal's Weaknesses

• None identified.

<u>On balance</u>, this application is found to be consistent with the relevant components of the Transportation Plan.

Strategic Plan

This section of the report is intended to address the project's alignment with the outcomes provided within the County's Strategic Plan. The Strategic Plan posits that individuals, families and businesses prefer communities with a robust economy; easy access to jobs, services and activities; that support even the most vulnerable in the community; are safe and secure; and provide a quality education that assures lifelong learning and steady employment. From this analysis, the Strategic Plan Team developed five strategic goal areas to guide Board actions: "Robust Economy", "Mobility", "Wellbeing", "Safe and Secure Community", and "Quality Education and Workforce Development". It is important to note that no single area is viewed as more critical than another. Rather, each are interrelated and have direct impact on each other. Collectively, these goal areas impact the quality of life in all facets of the community issues

raised during the review of the proposal, which are not directly related to the policies, goals, or action strategies of the Comprehensive Plan, but which are materially relevant to the County's responsibilities in considering land use issues. The aspects of the proposal relative to the Strategic Plan are as follows:

Increase commercial tax base

• Increase commercial tax base as a percentage of overall tax revenue to 35%.

Increase at-place employment

• Increase growth in at-place employment by more than 3,300 jobs per year.

Materially Relevant Issues

This section of the report is intended to identify issues raised during the review of the proposal, which are not directly related to the policies, goals, or action strategies of the Comprehensive Plan, but which are materially relevant to the County's responsibilities in considering land use issues. The materially relevant issues in this case are as follows:

- Due to the proximity of the subject site to the Manassas Regional Airport, there are various airport-related precautions, restrictions, and disclosures that will need to be stated, addressed, and coordinated during the site plan review process.
- There are two unresolved and outstanding proffer items that will need to be addressed before proceeding to the Board of County Supervisors. Refer to the "Proffer Deficiencies" section on Page B-14.

Modifications / Waivers

The following waivers and/or modifications to the requirements of the Zoning Ordinance are being requested and are incorporated into this rezoning request:

Pursuant to Section 32-404.05 of the Zoning Ordinance, approval of the subject rezoning shall constitute a waiver/modification of the following:

- a. Modification/waiver of Section 32-280.12.3 to permit buildings or structures to be located less than 30 feet from street rights-of-way as shown on the Land Use Plan.
- b. Modification/waiver of Section 32-404.03; 32-401.11-13; and/or 32-403.21-23 of the Zoning Ordinance to permit the following uses as by-right uses on the Property:
 - i. Recreation facility, commercial (indoor); and
 - ii. Recreation facility, commercial (outdoor)

- c. Modification/waiver of Section 32-404.04.1 to permit the PBD acreage of the subject Property to be less than 15 acres.
- d. Modification/waiver of Section 32-404.04.5 to permit landscaping on the Property in accordance with the Landscape Plan.

Proffer Deficiencies

Staff has requested that the Applicant incorporate the following additional two items into the proffers:

- 1. <u>Prohibition of on-street parking along Residency Road and Pennsylvania Avenue</u>; This will directly help to ensure that all parking is contained onsite, to serve the proposed uses. Also, due to the previous parking violations onto the adjacent parcel, it is crucial to staff that additional measures be made for onsite parking to be appropriately managed.
 - At this time, the Applicant has not provided a proffer to specifically address this issue. As such, this matter is unresolved and will need to be addressed prior to consideration by the Board of County Supervisors.
- 2. <u>Adding clarification within use parameters section that commercial recreation facility</u> (indoor/outdoor) is among the allowable uses; One of the key waivers being requested through this rezoning to PBD is to permit a commercial recreation facility (indoor and outdoor) as among the by-right uses. For clarity, this waiver to allow such uses should be specified as the permitted uses.
 - At this time, the Applicant has not provided a proffer to specifically address this issue. As such, this matter is unresolved and will need to be addressed prior to consideration by the Board of County Supervisors.

Agency Comments

The following agencies have reviewed the proposal and their comments have been summarized in relevant comprehensive plan chapters of this report. Individual comments are in the case file in the Planning Office:

- City of Manassas
- Manassas Regional Airport
- PWC Archaeologist
- PWC Economic Development
- PWC Fire Marshal Office
- PWC Historical Commission
- PWC Planning Office / Proffer & Zoning Administration
- PWC Police / Crime Prevention
- PWC Public Works Watershed / Environmental / Arborist
- PWC Service Authority
- PWC Transportation
- Virginia Department of Transportation (VDOT)

PROFFER STATEMENT

RE: #REZ2018-00006, Residency Road Rezoning

Applicant/Record Owner: Pine Tree Land Enterprise, LLC and Pine Tree Enterprise, Inc. Property: GPIN 7695-03-9957 (part), GPIN 7695-12-1562 and GPIN 7695-03-8930 (hereinafter, the "Property") Brentsville Magisterial District Approximately 13.6088 Acres B-1, General Business, M-1, Heavy Industrial and M-2, Light Industrial to PBD, Planned Business District

Date: June 4, 2018

The undersigned hereby proffers that the use and development of the subject Property shall be in strict conformance with the following conditions, which shall supersede all other proffers made prior hereto (including the proffers approved with REZ1984-0045 and REZ1985-0045). In the event the above-referenced rezoning is not granted as applied for by the Applicant, these proffers shall be withdrawn and are null and void.

The headings of the proffers set forth below have been prepared for convenience or reference only and shall not control or affect the meaning or be taken as an interpretation of any provision of the proffers. Any improvements proffered herein below shall be provided at the time of development of the portion of the site served by the improvement, unless otherwise specified. The terms "Applicant" and "Developer" shall include all future owners and successors in interest.

For purposes of reference in this Proffer Statement, the "MZP" shall be that plan entitled "Residency Road Rezoning Master Zoning Plan Amendment" prepared by Harold A. Logan Associates, P.C., dated March 8, 2018, last revised June 4, 2018, consisting of the following sheets:

- a. Land Use Plan (Sheet 2 of 4) (the "Land Use Plan")
- b. Landscape/Buffer Plan (Sheet 4 of 4) (the "Landscape Plan")

USE AND DEVELOPMENT

- 1. <u>Master Zoning Plan</u> The Property shall be developed in general conformance with the Land Use Plan, subject to changes approved by the County in connection with site plan review. Land Bays 1, 2 and 3 shall be designated and may be used in accordance with the B-1, General Business and/or M-2, Light Industrial districts.
- 2. <u>Uses</u> The following uses shall be permitted on the Property: (a) uses permitted as byright uses, secondary uses, accessory uses, and/or with a special use permit in the PBD, Planned Business District, B-1, General Business District or the M-2 Light Industrial District; and (b) uses permitted by these Proffers.

COMMUNITY DESIGN

3. <u>Height</u> -

- a. The maximum height of any building on the Property shall be limited to 60 feet.
- b. The maximum height of freestanding light poles/fixtures shall not exceed 50 feet.
- c. If cranes are stored on the Property, they shall be stored in a lowered position. This shall not apply to any cranes used during construction on the Property.

4. Landscaping -

- a. Landscaping shall be provided in substantial conformance with these Proffers and the standards depicted on the Landscape Plan, in accordance with the DCSM, at the time of site plan approval.
- b. Within the landscape strips and parking lot islands, which have been subject to compaction by existing buildings, paved/gravel parking lots and/or travelways (i.e., Land Bays 1 and 2), the Applicant shall, in accordance with the DCSM, have the soil loosened to a depth of a minimum of 3' to planting and a top dressing of 4" to 6" of clean topsoil shall be provided, to the extent necessary and feasible. This topsoil shall be a loam, sandy loam, clay loam, silt loam, sand clay loam, or loamy sand. The topsoil shall not be a mixture of or contain contrasting textured subsoils. The topsoil shall contain less than 5% by volume of cinders, stones, slag, coarse fragments, sticks, roots, trash, or other materials larger than 1 ½" in diameter and shall not contain gravel. The topsoil shall contain a minimum of 5% natural fine organic matter, such as leaf mold, peat moss, etc. Said requirements shall be evidenced with a note on any applicable site plan.
- c. In the event that the existing building on Land Bay 1 is removed and Land Bay 1 is redeveloped with a new building(s) requiring a new site plan, the Applicant shall provide landscaping, if required, in accordance with the DCSM. Compliance shall be demonstrated on said new site plan.
- d. In the event that the existing building on Land Bay 2 is removed and Land Bay 2 is redeveloped with a new building(s) requiring a new site plan, the Applicant shall provide landscaping, if required, in accordance with the DCSM. Compliance shall be demonstrated on said new site plan.
- e. The Applicant shall provide edging i.e. a protective barrier, such as, but not limited to wheel stops, curbing, berming and the like, as needed, along new landscaping areas along the eastern perimeter of this rezoning in Land Bay 2, in accordance with

the DCSM. Said requirements shall be evidenced with a note any applicable site plan.

5. <u>Signage</u> - Any new freestanding signage for the Property shall be monument style, with a masonry base and such signage shall meet the requirements of the Zoning Ordinance. The signage may have project identification signage and/or multiple tenant panels and shall be landscaped with ground level landscaping at the base. A sign permit shall be required for said new freestanding signage.

ENVIRONMENTAL

- 6. <u>Monetary Contribution</u> The Applicant shall make a monetary contribution to the Prince William Board of County Supervisors in the amount of \$75.00 per acre (\pm 13.6088 acres) for water quality monitoring, drainage improvements and/or stream restoration projects. Said contribution shall be made prior to and as a condition of final site plan approval with the amount to be based on the acreage reflected on the site plan.
- 7. <u>Limits of Construction</u> The Applicant shall limit construction to within those areas depicted on the Landscape Plan, subject to minor revisions in accordance with final engineering considerations at the time of site plan review and approval. No clearing or improvements shall be made outside of the limits of construction without County approval, with the exception of: (a) the removal of noxious vegetation, such as poison ivy, poison oak, etc., as well as dead, dying or hazardous trees; and (b) the installation and maintenance of any existing or required utilities.

FIRE & RESCUE

8. <u>Monetary Contribution</u> - The Applicant shall make a monetary contribution to the Prince William Board of County Supervisors in the amount of \$0.61 per square foot of gross building floor area for each new building on the Property to be used for fire and rescue services. Said contribution shall be based on the size of any new building(s) shown on the applicable site plan(s) (excluding any structured parking) and shall be paid prior to and as a condition of the issuance of a building permit for such building(s).

TRANSPORTATION

- 9. <u>Access</u> Access to the Property shall be provided as shown on the Land Use Plan.
- 10. <u>Maintenance</u> Parking, walking and driving surfaces shall be maintained in a manner that results in safe pedestrian and vehicle travel.

WATER AND SEWER

11. <u>Water and Sewer</u> - The Property shall be served by public sanitary sewer and water, and the Applicant shall be responsible for those improvements required in order to provide such service for the demand generated by the development of the Property.

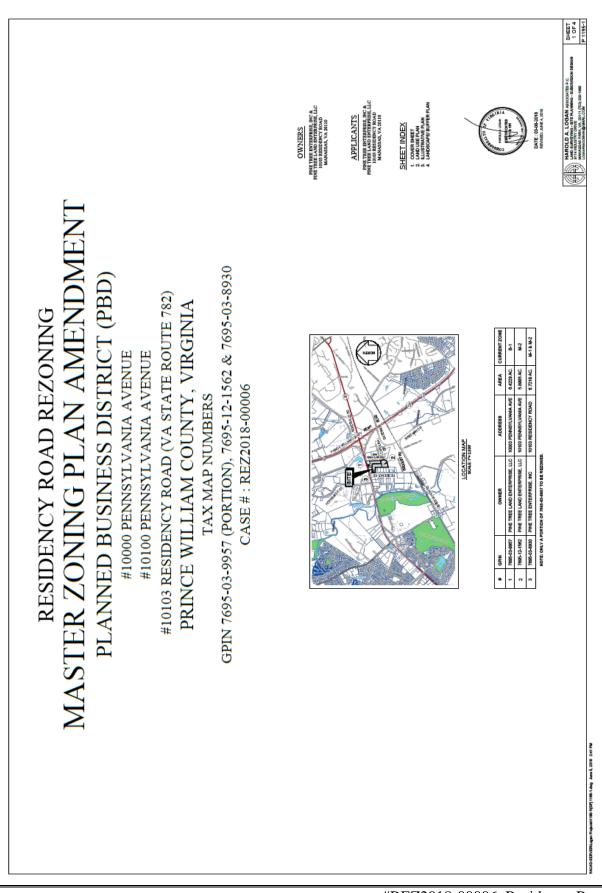
WAIVERS/MODIFICATIONS

- 12. Pursuant to Section 32-404.05 of the Zoning Ordinance approval of the subject rezoning shall constitute a waiver/modification of the following:
 - a. Modification/waiver of Section 32-280.12.3 to permit buildings or structures to be located less than 30 feet from street rights-of-way as shown on the Land Use Plan.
 - b. Modification/waiver of Section 32-404.03; 32-401.11 32-401.13; and/or 32-403.21 32-403.23 of the Zoning Ordinance to permit the following uses as byright uses on the Property:
 - i. Recreation facility, commercial (indoor); and
 - ii. Recreation facility, commercial (outdoor).
 - c. Modification/waiver of Section 32-404.04.1 to permit the PBD acreage of the subject Property to be less than 15 acres.
 - d. Modification/waiver of Section 32-404.04.5 to permit landscaping on the Property in accordance with the Landscape Plan.

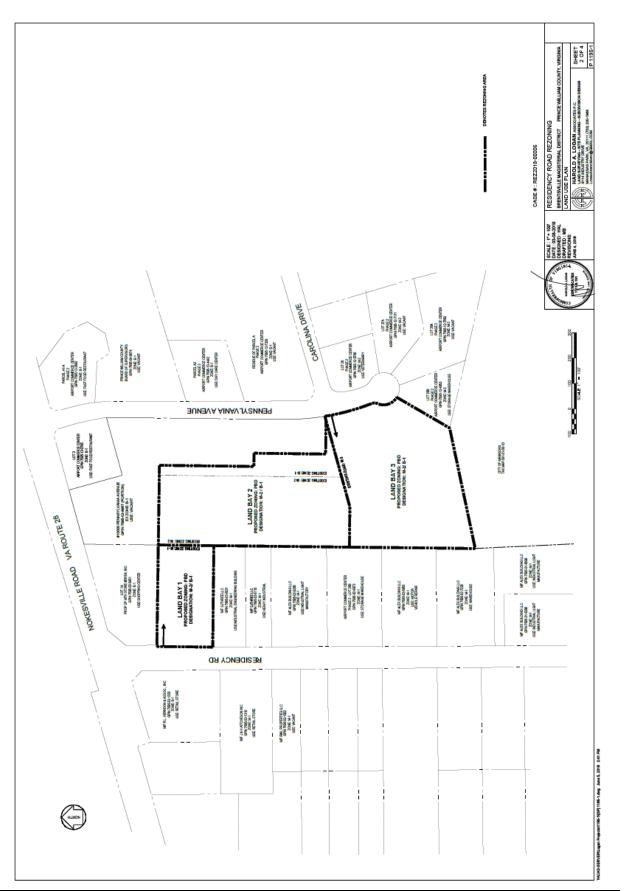
MISCELLANEOUS

13. <u>Escalator</u> - In the event the monetary contributions set forth in the Proffer Statement are paid to the Prince William Board of County Supervisors within eighteen (18) months of the approval of this rezoning, as applied for by the Applicant, said contributions shall be in the amounts as stated herein. Any monetary contributions set forth in the Proffer Statement which are paid to the Prince William Board of County Supervisors after eighteen (18) months following the approval of this rezoning shall be adjusted in accordance with the Urban Consumer Price Index ("CPI-U") published by the United States Department of Labor, such that at the time contributions are paid, they shall be adjusted by the percentage change in the CPI-U from that date eighteen (18) months after the approval of this rezoning to the most recently available CPI-U to the date the contributions are paid, subject to a cap of 6% per year, non-compounded.

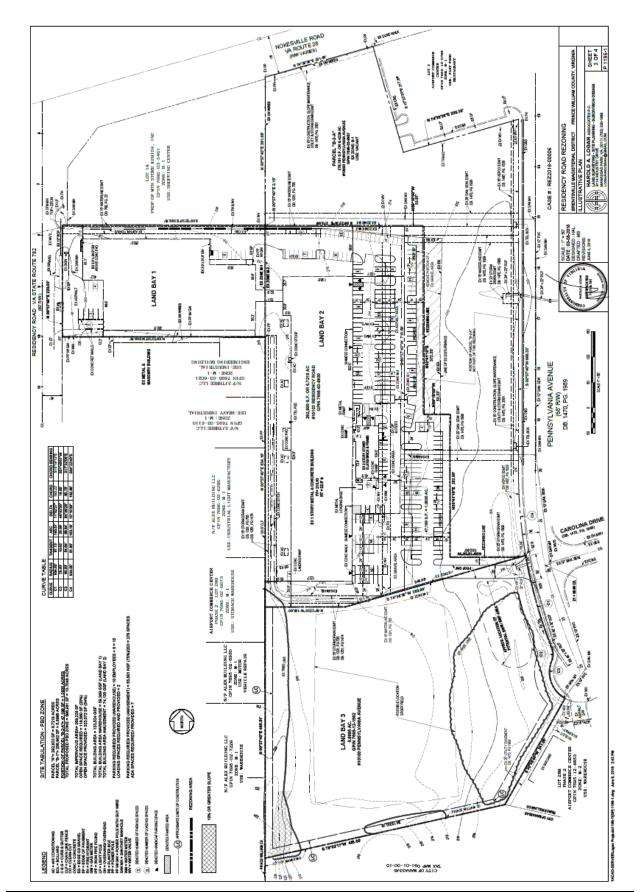
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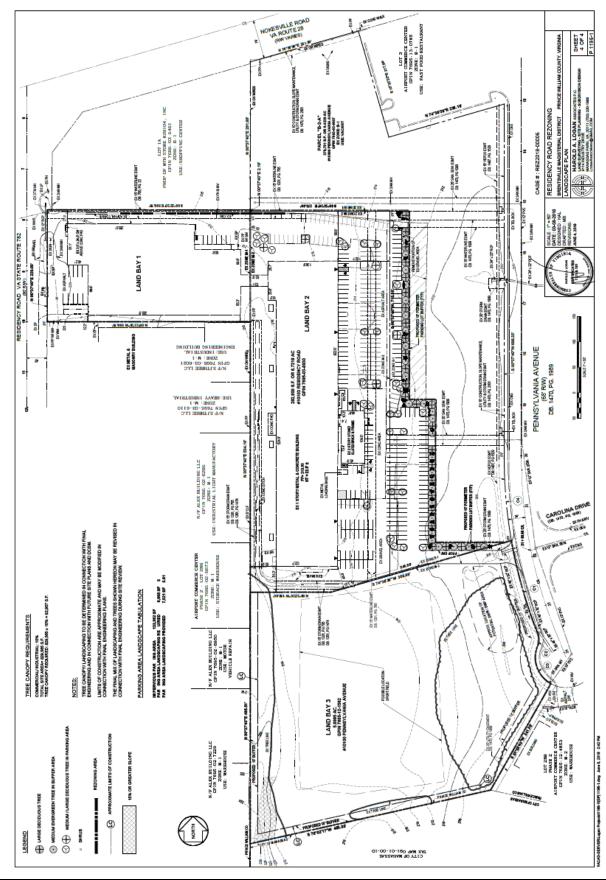
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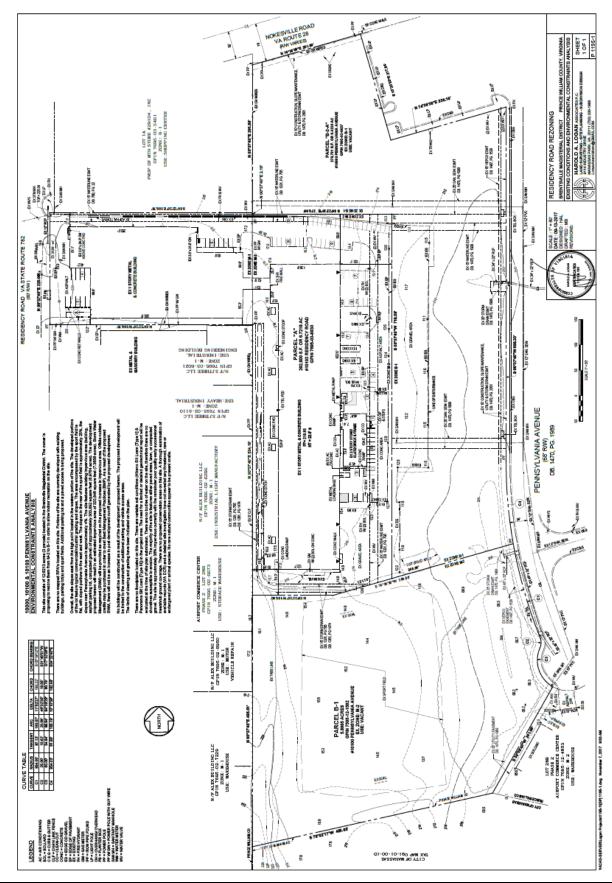
#REZ2018-00006, Residency Road Page D-2



#REZ2018-00006, Residency Road Page D-3



Attachment D – Master Zoning Plan (MZP)



#REZ2018-00006, Residency Road Page E-1

Attachment F – Historical Commission Resolution

HISTORICAL COMMISSION RESOLUTION

MOTION: VAN DERLASKE

SECOND: CUNARD

RE: LAND DEVELOPMENT RECOMMENDATIONS

ACTION: APPROVED

WHEREAS, the Prince William County Historical Commission seeks to identify, preserve and protect historic sites and structures in Prince William County; and

WHEREAS, the Prince William County Historical Commission's review of pending land development applications assists in determining the necessity for cultural resource surveys and other research and evaluations; and

WHEREAS, the Prince William County Historical Commission believes that the identification, preservation and protection of historic sites and structures throughout Prince William County is well served by this action;

NOW, THEREFORE, BE IT RESOLVED, that the Prince William County Historical Commission does hereby recommend to the Prince William County Planning Commission the action(s) noted for the following properties:

<u>Case Number</u> REZ2018-00006	<u>Name</u> Residency Road Rezoning	Recommendation No further work
SUP2018-00017	Gainesville West Telecom	Table
SUP2018-00020	Dunkin Donuts - Jefferson Davis Highway	No further work

<u>Votes:</u> Ayes: by acclamation Nays: none Absent from Vote: none Absent from Meeting: Bish, Brace MOTION CARRIED

ATTEST:_

Secretary to the Commission

December 12, 2017 Regular Meeting Res. No. 17-056