

MOTION:

**March 10, 2020
Regular Meeting
Res. No. 20-**

SECOND:

**RE: DO NOT INITIATE COMPREHENSIVE PLAN AMENDMENT #CPA2020-00006,
EAGLES CROSSING – GAINESVILLE MAGISTERIAL DISTRICT**

ACTION:

WHEREAS, under Section 15.2-2229 of the Virginia Code, the Prince William 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 approximately 4.08 acres, located on Bethlehem Road, approximately 0.25 miles south of the intersection of Burrell Lane and Bethlehem Road and 0.35 miles south of the intersection of Burrell Lane and Bethlehem Road, identified as GPIN's: 7596-88-4039 and 7596-88-3699 from FEC, Flexible Use Employment Center to SRH, Suburban Residential High; and

WHEREAS, the proposed amendment does not further the objectives of the Comprehensive Plan, is incompatible with the surrounding industrial development with frontage along Bethlehem Road, and will not 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;

NOW, THEREFORE, BE IT RESOLVED that the Prince William Board of County Supervisors hereby does not initiate an amendment to the Comprehensive Plan of the property described above from FEC, Flexible Use Employment Center, to SRH, Suburban Residential High.

Votes:

Ayes:

Nays:

Absent from Vote:

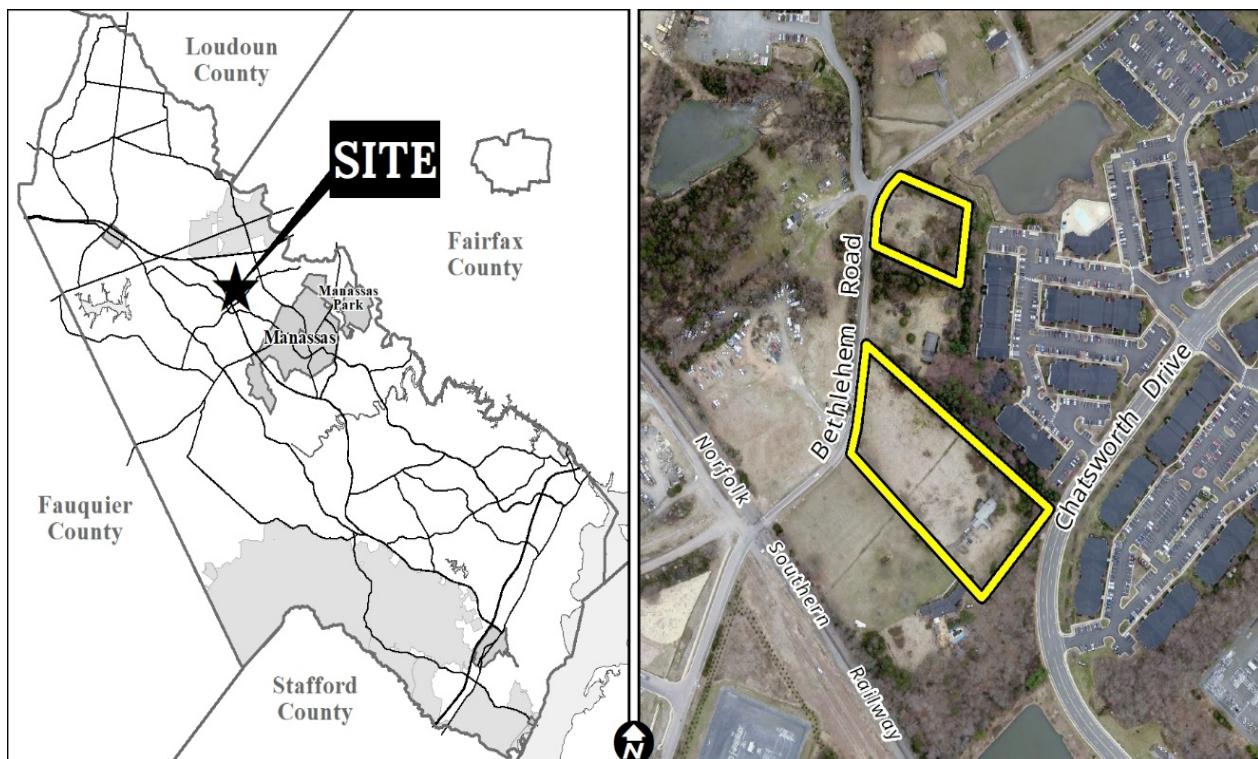
Absent from Meeting:

ATTEST: _____
Clerk to the Board



STAFF REPORT

BOCS Meeting Date:	March 10, 2020
Agenda Title:	2020 Annual Initiation of Comprehensive Plan Amendments
District Impact:	Gainesville Magisterial District
Requested Action:	Do not initiate Comprehensive Plan Amendment #CPA2020-00006, Eagles Crossing
Department:	Planning Office
Staff Lead:	David J. McGettigan, Sr., AICP, Long Range Land Use Manager



EXECUTIVE SUMMARY

One long-range land use amendment was received as part of this year's annual application process. This is a request to amend the Comprehensive Plan to change the long range land use designation from FEC, Flexible Use Employment to SRH, Suburban Residential High for two non-contiguous parcels along Bethlehem Road of approximately ± 4.08 acres and identified as GPINs: 7596-88-4039 and 7596-88-8129.

It is the recommendation of staff that the Board of Supervisors does not initiate Comprehensive Plan Amendment #CPA2020-00006, Eagles Crossing.

BACKGROUND

- A. Comprehensive Plan Amendments (CPAs) – Under Section 15.2-2229 of the Code of Virginia, the Board of County Supervisors may consider amendments to the adopted Comprehensive Plan.
- B. Annual Update – The Comprehensive Plan Land Use chapter outlines the County policy for the annual review of amendments to the Comprehensive Plan text and/or the Long-Range Land Use Plan designation for a given property. The submission deadline for consideration of potential CPAs in 2020 was Friday, January 3, 2020.
- C. Requests – One Long-Range Land Use Plan amendment request was received as part of this year's annual application process. It is located in the Gainesville Magisterial District. See Attachment A, Vicinity Map, showing the general location of the amendment request. See Attachment E for the Applicant's justification statements. The chart below summarizes the area for the initiation request to amend the long range map.

LRLU Classification	Existing Acreage (±)	Proposed Acreage (±)
FEC, Flexible Use Employment Center	±4.08	0
SRH, Suburban Residential High	0	±4.08
Total	±4.08	±4.08

- D. Site Location – The subject properties are located on the east side of Bethlehem Road. The address for the sites are respectively 8129 and 8137 Bethlehem Road, and is identified on County maps as GPINs 7596-88-4039 and 7596-88-8129. Bethlehem Road is located approximately 0.25 miles south of the intersection of Burrell Lane and Bethlehem Road. 8137 Bethlehem Road is located approximately 0.35 miles south of the intersection of Burrell Lane and Bethlehem Road.
- E. Existing Zoning and Land Use – Both parcels in this application are zoned A-1, Agricultural, and designated FEC, Flexible Use Employment Center, in the Comprehensive Plan. The properties lie within the Data Center Opportunity Zone and Airport Safety Overlay Districts. The northern subject site is undeveloped and abuts R-16 zoned properties. The southern subject site has a single-family dwelling unit. Both properties are across the street from M-2 zoned properties. Additionally, the northern subject parcel has a small portion of M-2 and A-1 directly across Bethlehem Road. The existing land uses in the area consists mostly of vacant property and single-family detached homes to the north and west on along Bethlehem Road. There is a vacant property and single-family detached homes to the south with NOVEC station and data center along Bethlehem Road. To the east of both properties are several multifamily residential apartments which are accessed from Chatsworth Drive.

- F. Demographics- The following table summarizes the range of demographic impacts of the long-range land use CPA applications using methodology consistent with the Build-Out Analysis. The Comprehensive Plan Amendment requestor intends to submit a concurrent rezoning application. The application impacts are based on their anticipated concurrent rezoning as well as estimated transportation impacts.

	Employment	Residential Units
Existing Capacity	112-227 jobs	0
Proposed Capacity	0	40-65 people

- G. Concurrent Rezoning- If initiated, the applicant proposes to file a concurrent rezoning, to R-16, Suburban Residential, district consistent with the SRH, Suburban Residential High, designation, for a residential development to allow up to 16 dwellings units per acre.
- H. CPAs Previously Initiated by the Board – Nine CPAs for long-range land use changes initiated by the Board of County Supervisors (BOCS) are pending. See Attachment C for status and details of the pending applications.
- I. Strategic Plan – On January 24, 2017, the BOCS adopted a Strategic Plan that seeks to significantly expand the County's commercial tax base.
- J. Staff Analysis: Staff conducts a preliminary analysis of each application received. This analysis is based on the relevant Comprehensive Plan action strategies, goals, and policies. A Project Summary and Analysis is provided in Attachment B of this report.

STAFF RECOMMENDATION

- A. 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 to not initiate the application.
1. Criteria of Staff Evaluation – Staff evaluated each recommendation for initiation based on consistency with the Comprehensive Plan and the adopted Strategic Plan. (Project Summary and Staff Analysis can be found in Attachment B)
 2. Three Types of Possible Recommendations –
 - a) Initiate – Based on the staff evaluation, Comprehensive Plan Amendment applications may be recommended for initiation, which would be heard within 12 months of acceptance of the concurrent rezoning application.
 - b) Expanded Study Area / Different Land Use Designations – In some

cases, staff may determine that either a larger area should be studied to make the proposal more appropriate for the area and/or different land use designations may be recommended.

- c) Do Not Initiate – Based on the staff evaluation, applications may not be recommended for initiation based on inconsistency with the goals of the Comprehensive Plan.

B. Staff Recommendation- Staff recommends to not initiate this application for the following reasons;

1. The reduction in planned employment capacity does not support the adopted Strategic Plan goal to increase the County's commercial tax base.
2. This application would create a pocket of residential development along Bethlehem Road that is isolated from the remainder of the other residential development areas due to a lack of ingress/egress connection to Chatsworth Drive.
3. Bethlehem Road is largely an industrial road and the truck traffic on this road will be incompatible with a residential development.
4. This area of the county is largely industrial and provides for future industrial which is critical to future employment opportunities. As residential uses encroaches into these industrial areas, opposition to industrial and employment uses increases further which exacerbates the inability of the County to expand the employment and non-residential tax base.
5. The elementary, middle, and high school serving this site are over capacity. The change of the LRLU designation to SRH, Suburban Residential High, will generate additional students further impacting the level of service.

C. Board Actions Requested –

1. Comprehensive Plan Amendment #CPA2020-00006, Eagles Crossing – Do not initiate.

Community Input

As of the date of this staff report, the Planning Office has not received any verbal or written comments on this proposal.

Legal Issues

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 are appropriately addressed by the County

Attorney's Office.

Timing

There is no time requirement to take action on this request for initiation of a Comprehensive Plan Amendment.

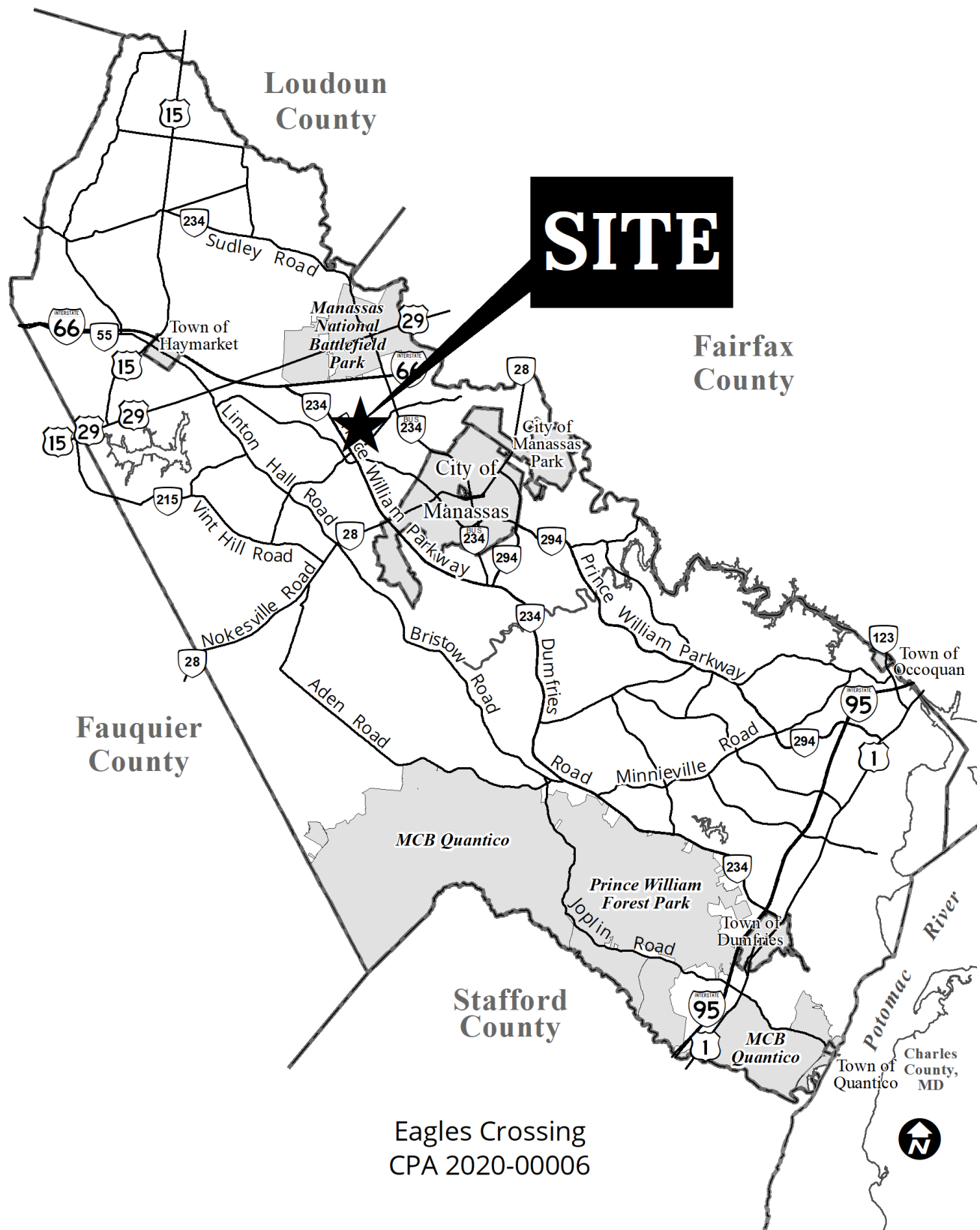
STAFF CONTACT INFORMATION

Alex Vanegas, CPM | (703) 792-8127,
avanegas@pwcgov.org

ATTACHMENTS

Attachment A: Vicinity & Aerial Maps
Attachment B: Project Summary & Staff Analysis
Attachment C: Long-Range Land Use & Zoning Maps
Attachment D: Pending Comprehensive Plan Amendments
Attachment E: Applicant's Justification Narrative Statement

Attachment A: Vicinity & Aerial Maps



Attachment A: Vicinity & Aerial Maps



Attachment B: Project Summary and Analysis

Eagles Crossing

Request: This is a request to change ±4.08 acres from FEC, Flexible Use Employment Center to SRH, Suburban Residential High.

Long-Range Land Use Summary

Location: The site is addressed as 8129 and 8137 Bethlehem Road, and is identified on County maps as GPINs 7596-88-4039 and 7596-88-3699. 8129 Bethlehem Road is located approximately 0.25 miles south of the intersection of Burrell Lane and Bethlehem Road. 8137 Bethlehem Road is located approximately 0.35 miles south of the intersection of Burrell Lane and Bethlehem Road.

The following table summarizes the request:

LRLU Classification	Existing Acreage (±)	Proposed Acreage (±)
FEC, Flexible Use Employment Center	±4.08	0
SRH, Suburban Residential High	0	±4.08
Total	±4.08	±4.08

The following table summarizes the uses and densities intended in the FEC, Flexible Use Employment Center, and SRH, Suburban Residential High designations:

FEC, Flexible Use Employment Center <i>Existing Land Use Designation</i>	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.
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Attachment B: Project Summary and Analysis

SRH, Suburban Residential High <i>Requested Land Use Designation</i>	The purpose of the Suburban Residential High classification is to provide for areas of a variety of housing opportunities at the highest suburban density. The preferred housing type in this classification is multifamily (apartments and condominiums). The density range in SRH projects is 10-16 dwellings per acre, less the ER designated portion of a property.
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Demographics:

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

Eagles Crossing				
	Existing		Proposed	
Total Acres	4.08		4.08	
Residential Acres	0.00		4.08	
Employment Acres	4.08		0.00	
ER Acres	0.00		0.00	
	Low	High	Low	High
Total Employees	112	227	0	0
Total Dwellings	0	0	40	65
Total GFA	44,322	88,645	0	0
Residents	0	0	89	145
Office Employees	79	159	0	0
Retail Employees	9	19	0	0
Industrial Employees	22	44	0	0
Other Employees	2	5	0	0
Retail GFA	4,432	8,864	0	0
Office GFA	19,945	39,890	0	0
Industrial GFA	17,729	35,458	0	0
Other GFA	2,216	4,432	0	0
SFD Units	0	0	0	0
SFA Units	0	0	0	0
MFA Units	0	0	40	65

Attachment B: Project Summary and Analysis

Concurrent Rezoning

If the CPA is initiated, a concurrent rezoning is proposed with this application from A-1, Agricultural to R-16, Suburban Residential, which would allow the applicant to build to a maximum of 65 dwelling units.

Comprehensive Plan Analysis

The long-range land use plan identifies both parcels as FEC, Flexible Use Employment Center. In addition, both of the subject properties lies within the Data Center Opportunity Zone and the Airport Safety Overlay District. This application would create a pocket of SRH area along Bethlehem Road that is isolated from the remainder of the other SRH areas due to a lack of ingress/egress connection to Chatsworth Drive. Replacing the existing FEC, Flexible Use Employment Center with SRH, Suburban Residential High, long-range land use designation would provide additional housing opportunity in the area, however, would remove commercial opportunities. For these reasons, staff does not recommend initiation.

The following policy issues are relevant to this application:

Economic Development

The proposed amendment will result in a decrease of planned employment capacity. Under the proposed Comprehensive Plan amendment, the Applicant is requesting to change approximately ± 4.08 acres of land designated FEC, Flexible Use Employment Center, to SRH, Urban Residential High, which reduces the planned employment capacity from between 112-227 to 0 jobs. The reduction in planned employment capacity does not support the adopted Strategic Plan goal to increase the County's commercial tax base.

Surrounding Land Uses

Changing the long-range land use designation from FEC, Flexible Use Employment Center, to SRH, Suburban Residential High, does not support the employment goals established for this community. The existing land uses in the area consists mostly of vacant or single-family detached to the north and west on along Bethlehem Road. There is a vacant or single family detached to the south with NOVEC station and data center along Bethlehem Road. To the east of both properties are several multifamily residential apartments which are accessed from Chatsworth Road.

Direction	Land Use	Long Range Future Land Use Map Designation	Zoning
North	Vacant w Incidental Structure	SRH	R-16
South	Vacant w Incidental Structure Single-family detached dwellings, NOVEC	FEC, SRH	A-1, R-16
West	Vacant Industrial, Data Center	FEC	M-2, M-1

Attachment B: Project Summary and Analysis

Direction	Land Use	Long Range Future Land Use Map Designation	Zoning
East	Multi-family dwellings	SRH	R-16

Schools

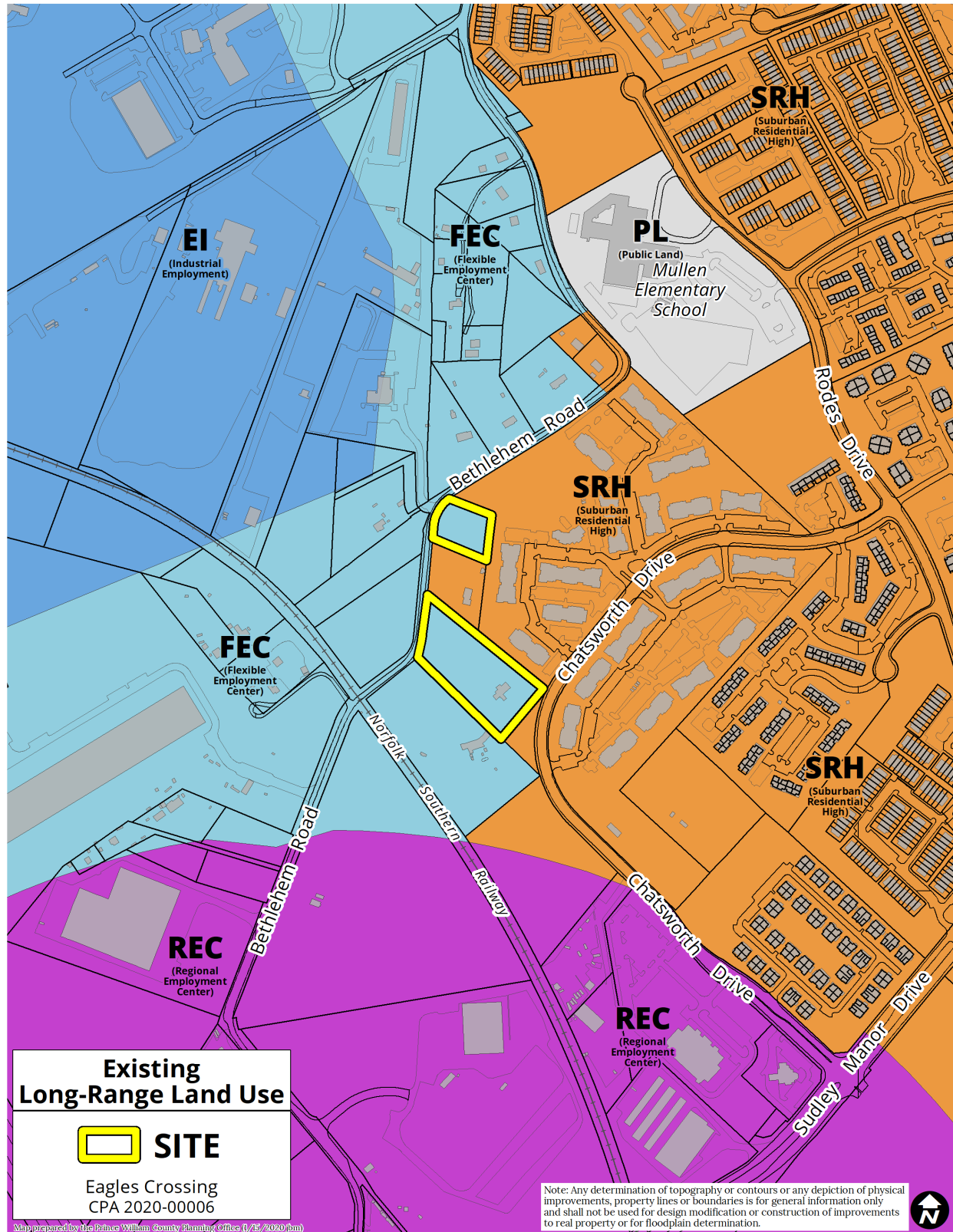
The elementary, middle and high school serving this site are over capacity – George P. Mullen ES, 107.6%, Marstellar MS, 102.9%, and Stonewall Jackson HS, 109.8%. The development proposed with this change of the LRLU designation to SRH, Suburban Residential High, will generate additional students further impacting the level of service.

Transportation Analysis

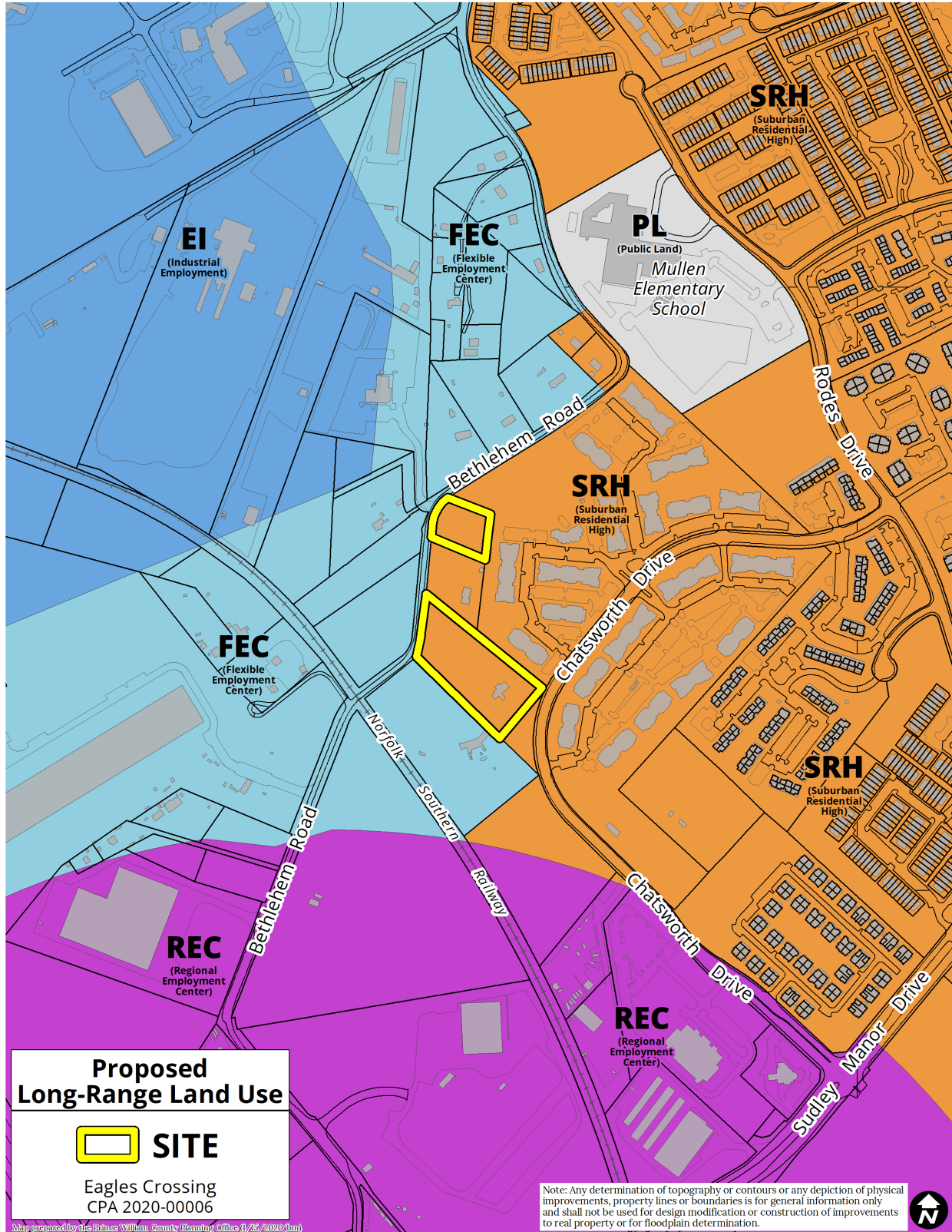
Transportation Infrastructure – The existing long-range land use designations are expected to generate trips based on their planned future land uses. Converting the long-range land use of this site from FEC, Flexible Use Employment Center to SRH, Suburban Residential High, could, depending on the specific development proposal request, result in a maximum 416 weekday vehicle trips for the SRH (40-65 residential units) development versus a maximum of 1,773 weekday vehicle trips for the existing FEC long range land use designation with a range of 44,322 sq. ft. - 88,645 sq. ft. development. The specific transportation impacts would be reviewed and addressed during the rezoning process.

Use	Estimated Range of Transportation Impact		Range	Applied Trip Generation
Residential	VPD Based on # of d.u.			
Suburban Residential High, SRH	Low	High	Min/Max # d.u.	Trip Generation per d.u. type
Multi-Family Dwelling	256	416	40 to 65	6.4
Office/Commercial	VPD Based on building square footage			
FEC, Flexible Use Employment Center	Low	High	Min/Max sq. ft	Trip Generation per 1,000 gsf
Office/Retail	886	1,773	44,322 sq. ft to 88,645 sq. ft.	20 vpd/1000 gsf

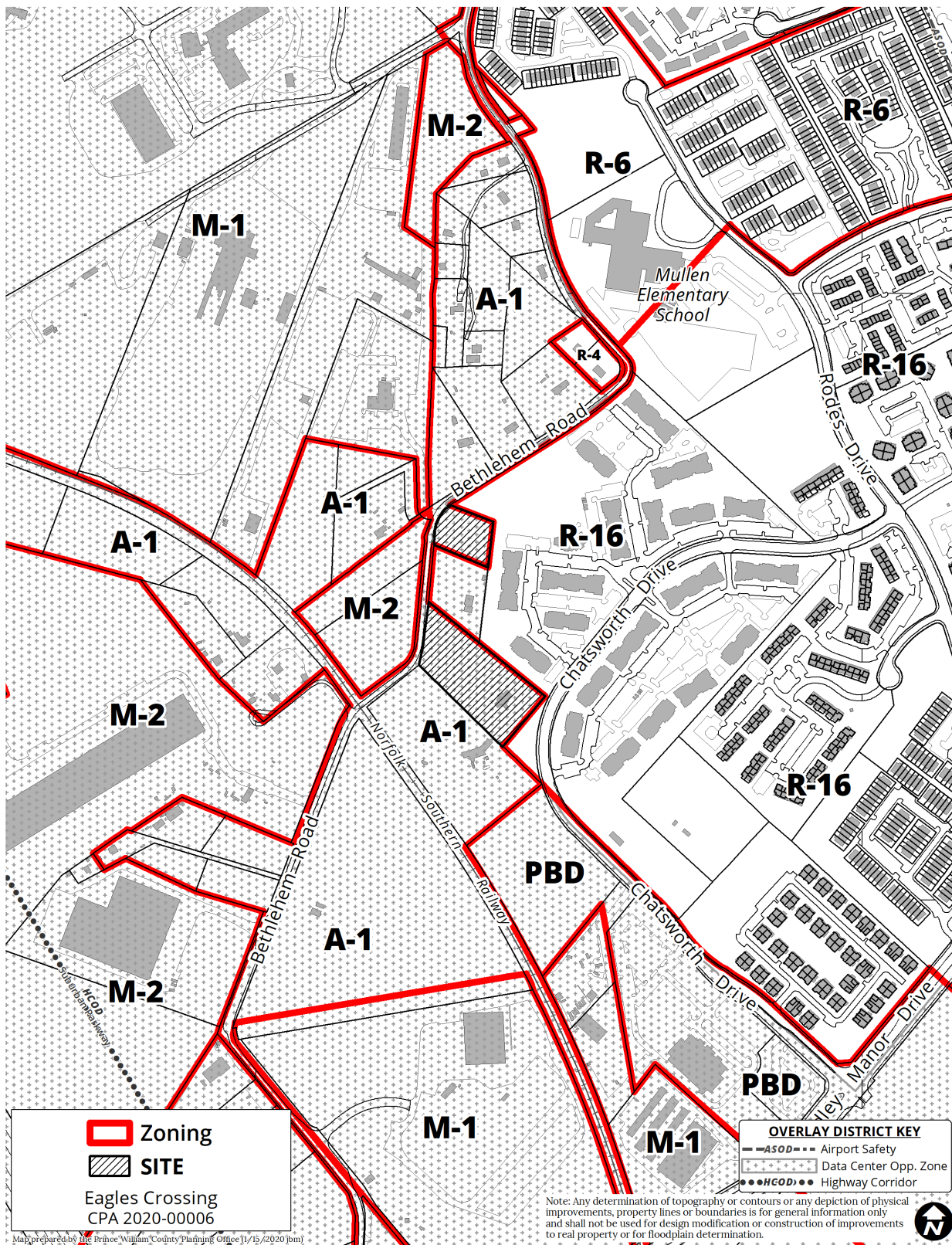
Attachment C: Long-Range Land Use & Zoning Maps



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Attachment C: Long-Range Land Use & Zoning Maps



Attachment D: Pending Comprehensive Plan Amendments

Pending CPA Cases			
Case Name	Status	Location + District	Proposal
Lake Manassas Overlook – Sam Jones Property <i>PLN2006-00485</i>	Suspended (On-Hold) – awaiting resubmission of REZ Concurrent Rezoning # <i>PLN2006-00956</i> ; <i>Vistas At Lake Manassas</i> Suspended (On-Hold)	South side of Route 29, approximately 1.5 miles south of the intersection of I-66 and Route 29. <i>(Brentsville Magisterial District)</i>	Text and Map amendment to change ±65 acres from CEC and ER to CEC, ER, and SRL to allow for the construction of 195 residential units, offices, and a hotel.
Manuel-Mathis Property <i>PLN2010-00404</i>	Suspended (On Hold) – awaiting resubmission of REZ Concurrent Rezoning # <i>PLN2013-00384</i> ; <i>Pioneer Assemblage</i> Suspended (On-Hold)	North side of Vint Hill Road, approximately .5 miles west of the intersection of Sudley Manor Road. <i>(Brentsville Magisterial District)</i>	Change the Long-Range Land Use designation of ±112 acres from SRR to SRL.
Virginia Gateway Addition West <i>CPA2015-20000</i>	Suspended (On Hold) Awaiting filing of concurrent rezoning	14240 Charis Avenue, 7500 & 7504 Alexander Sophia Court and 14301 Lee Highway <i>(Brentsville Magisterial District)</i>	Change the Long-Range Land Use designation of ±10 acres from CEC and SRL to RCC.
Innovation Town Center <i>CPA2016-00005</i>	Pending Concurrent Rezoning # <i>REZ2016-00030</i> ; <i>Innovation Town Center</i>	East side of the Prince William Parkway (ROUTE 234) approximately 1,100 feet North of its intersection with University Boulevard and extending North to Wellington Road <i>(Brentsville Magisterial District)</i>	To amend ±78.65 acres from Commerce Office/R&D High Profile (CH) and Commerce Office/R&D (CO) to Town Center Mixed Use (TM).
Bradley – 234 <i>CPA2016-00006</i>	Suspended (On-Hold)	The site is located 200 feet north of Bradley Cemetery Way and east of Dumfries Road (Route 234). <i>(Coles Magisterial District.)</i>	Bradley - 234 – Initiate a Comprehensive Plan Amendment for +/- 20 acres to change the land use designation of the property from Community Employment Center (CEC) to Suburban Residential Medium (SRM).

Attachment D: Pending Comprehensive Plan Amendments

Pending CPA Cases			
Case Name	Status	Location + District	Proposal
Kline Property CPA2016-00007	Pending Concurrent Rezoning #REZ2016-00021; <i>Kline Property</i>	South and southeast of the intersection of Prince William Parkway and Liberia Avenue and north of Buckhall Road <i>(Coles Magisterial District)</i>	To amend the Comprehensive Plan land use designation for ±100.45 acres from CEC, Community Employment Center, and SRR, Semi-Rural Residential, to CEC, Community Employment Center, with a Center of Community Overlay and with an expanded study area.
Innovation EM District CPA2016-00009	Pending	Northeast intersection of Prince William County Parkway and Nokesville Road <i>(Brentsville Magisterial District)</i>	To amendment to redefine ±151.5 acres of the Employment Center R&D/Manufacturing (EM) subdistrict to allow a mix of uses consistent with the goals of the Innovation Sector Plan.
Zetlin Property CPA2017-00002	Pending	7721 Old Carolina Road, immediately northeast of the intersection of Route 29 and Old Carolina Road. <i>(Brentsville Magisterial District)</i>	To amend the Comprehensive Plan land use designation for ±17.22 acres from SRL, Suburban Residential Low to CEC, Commercial Employment Center, to provide mixed-use project.
Lake Ridge Nursery CPA2019-00002	Pending Concurrent Rezoning #REZ2020-00006; <i>Lake Ridge Nursery</i>	Three parcels of approximately 6.6 acres located near the intersection of Old Bridge and Smoketown Road. <i>(Occoquan Magisterial District.)</i>	To amend the Comprehensive Plan land use designation for ±6.6 acres from SRL, Suburban Residential Low to NC, Neighborhood Commercial.

Attachment E: Applicant's Justification Narrative Statement



TO: Jonelle Cameron, Esq.
FROM: Matt Marshall, L.S., AICP
DATE: December 17, 2019
RE: Bethlehem Road Properties
Comprehensive Plan Amendment Trip Generations

In accordance with your request, Land Design Consultants, Inc. (LDC) has prepared a trip generation comparison for your use in completing the necessary documentation to request an amendment to the comprehensive plan.

Table 1

Geographic Parcel Identification Number	7596-88-3699
Parcel Area	1.036 Acres
Current Land Use Recommendation	Flexible Employment Center
Compatible Zoning District	M-2
Maximum Permitted F.A.R.	0.50 (22,575 G.S.F.)
I.T.E. Code	130
Daily Trips	157

Proposed Land Use Recommendation	Suburban Residential High
Compatible Zoning District	R-16
Maximum Permitted Density	16 Dwelling Units
I.T.E. Code	230
Daily Trips	93

Table 2

Geographic Parcel Identification Number	7596-88-4039
Parcel Area	3.048 Acres
Current Land Use Recommendation	Flexible Employment Center
Compatible Zoning District	M-2
Maximum Permitted F.A.R.	0.50 (66,386 G.S.F.)
I.T.E. Code	130
Daily Trips	462

Proposed Land Use Recommendation	Suburban Residential High
Compatible Zoning District	R-16
Maximum Permitted Density	48 Dwelling Units
I.T.E. Code	230
Daily Trips	279

Attachment E: Applicant's Justification Narrative Statement

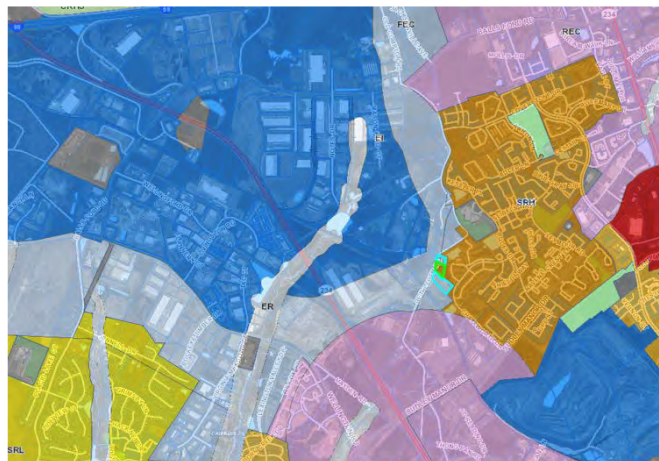
COMPREHENSIVE PLAN JUSTIFICATION NARRATIVE EAGLES CROSSING

January 2, 2020

The Applicant, N.V.P., Inc. is the owner of the property located at 8129 Bethlehem Road (G.P.I.N. 7596-88-3699) and the contract purchaser of the property located at 8137 Bethlehem Road (GPIN 7596-88-4039) (collectively the "Property"). The Property is comprised of approximately \pm 4.0846 acres. 8129 Bethlehem Road is approximately 1,3964.50 ft. from the intersection of Bethlehem Road and Burwell Lane and 8137 Bethlehem Road is approximately 2,330.72 ft. from the intersection of Bethlehem Road and Burwell Lane.

Request for Initiation of Comprehensive Plan Amendment. The Property is zoned A-1, Agricultural and Comprehensively Planned FEC, Flexible Employment Center. The Applicant is proposing this CPA to designate the Property as SRH, Suburban Residential High. The Applicant is committed to filing a concurrent rezoning if the CPA is initiated.

Land Use Compatibility. The Property abuts R-16 zoned properties and is across the street from M-2, Light Industrial and A-1, Agricultural zoned properties. This proposal is consistent with the surrounding SRH designation along this corridor. The FEC designation was likely designed to be a buffer between the EI, Industrial Employment designated properties (on the west side of Bethlehem Road) and the SRH designated properties (on the east side of Bethlehem Road). However, all of the properties, except for three properties (the two subject to this CPA request and one additional property), on the east side of Bethlehem Road from the railroad tracks to approximately 440 ft. north of Coverstone Drive are Comprehensively Planned SRH with a school located also along this corridor¹. The FEC buffer of uses is appropriately located on the west side of Bethlehem Road and, as indicated by the existing zoning and land use designations on the east side of Bethlehem Road, SRH is a more appropriate land use designation on the east side of Bethlehem Road. Developing the Property with industrial uses compatible with the FEC land use designation would be incompatible with the adjacent residential R-16 zoned properties on the east side of Bethlehem Road. A map showing the surrounding SRH zoned properties is shown below.



¹ The school property is Comprehensively Planned Public Land.

Attachment E: Applicant's Justification Narrative Statement

Trip Generation Analysis. A Trip Generation Analysis is submitted with this application. As shown on the trip generation analysis, the proposed CPA and use will reduce the daily vehicular trips by 247 trips as compared to a development program permitted under the existing FEC designation of the Property. As part of the rezoning application that will be submitted if this CPA request is initiated, the Applicant will be accessing the development from a single entrance on Bethlehem Road. This entrance will be located on the already approved zoned R-16 property (8131 Bethlehem Road) that is located between the Property.

When 8131 Bethlehem Road was rezoned, the approved general development plan for that rezoning anticipated interparcel connection to each of the properties subject to this CPA request. Interparcel connection between industrial zoned properties and residential property is not compatible from a traffic and safety perspective. This proffered interparcel connection anticipated that residential or a more similar use was contemplated on the Property. The proposal and ultimate rezoning will reduce the number of access points on Bethlehem Road.

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