



DEPARTMENT OF PLANNING
STAFF REPORT

PLANNING COMMISSION PUBLIC HEARING

DATE OF HEARING: September 15, 2010
ZMAP 2010-0001, SPEX 2010-0003
HS-7, Dulles South High School and Future Elementary School,
Goshen Road Assemblage
DECISION DEADLINE: March 19, 2011
PROJECT PLANNER: Marchant Schneider DIRECTOR: Julie Pastor
ELECTION DISTRICT: Dulles

EXECUTIVE SUMMARY

The Loudoun County School Board (LCSB) has submitted Special Exception (SPEX) and Zoning Map Amendment (ZMAP) applications to permit the construction of a high school (HS-7) and a future elementary school and associated recreational facilities in the TR-1UBF (Transitional Residential-1) zoning district.

The subject property is approximately 97.16 acres in size and is located along the east and west sides of Goshen Road, approximately 1 mile south of Route 50, and approximately 0.5 mile north of Braddock Road (see *Vicinity Map, Page 3*). In order to accommodate the two school facilities, LCSB proposes to rezone approximately 3 acres from the PD-GI (Planned Development-General Industry) zoning district to the TR-1UBF (Transitional Residential-1). The 3 acres were previously rezoned to PD-GI in 1991 pursuant to ZMAP-1989-0008, Alliance Resource Industries.

The Applicant has submitted a separate request to abandon a portion of Goshen Road that bisects the property. Access to the site is to be provided via two new public roads extending west from a two-lane half section of Northstar Boulevard / Route 659 Relocated (to be constructed from Tall Cedars Parkway south to Braddock Road). Traffic on Goshen Road north of the subject property will be redirected to Route 659 Relocated.

The area is governed by the policies of the Revised General Plan (Transition Policy Area, Upper Broad Run and Upper Foley subareas) which designate this area for residential development at a base density of 1 dwelling unit per acre and non-residential uses which provide a visual and spatial transition between suburban development in eastern Loudoun County and rural development to the west. The application is subject to the Revised 1993 Zoning Ordinance.

The proposed high school is identified as HS-7 in the FY 2011-2016 LCPS School Board Adopted Capital Improvement Program (CIP) (Freedom High School Cluster). HS-7 will be constructed as a two-story, 292,000 square foot facility with a 1,800 student capacity. LCSB anticipates opening HS-7 for the 2012-2013 school year. The CIP also identifies the need for three elementary schools to serve Dulles South. The proposed elementary school site will be identified as one of the needed facilities during future review of the CIP. The future elementary school will be a two-story, 105,000 square foot facility with an 875 student capacity. The attendance area for the elementary school will be determined approximately 12-18 months prior to the opening of the school.

A Commission Permit for the property (CMPT 2009-0013) was approved by the Planning Commission on December 17, 2009. The Commission determined that the general location, character, and extent of the proposed High School and Elementary School use and associated recreation facilities were in substantial accord with the existing land use policies of the Revised General Plan. The Board of Supervisors ratified the Commission Permit on January 5, 2010.

RECOMMENDATION

Staff recommends approval of the applications. Institutional uses, such as public schools, are identified as appropriate land uses within the policy area (Transition). The recommended Conditions of Approval will mitigate the impact of the project on the County's green infrastructure and local road networks.

SUGGESTED MOTIONS

1. I move that the Planning Commission forward ZMAP 2010-0001, SPEX 2010-0003, HS-7, Dulles South High School and Elementary School Site, Goshen Road Assemblage, to the Board of Supervisors with a recommendation of approval, subject to the Conditions of Approval dated August 24, 2010, and Proffer Statement dated August 2010, and with the Findings contained the September 15, 2010 Staff Report.

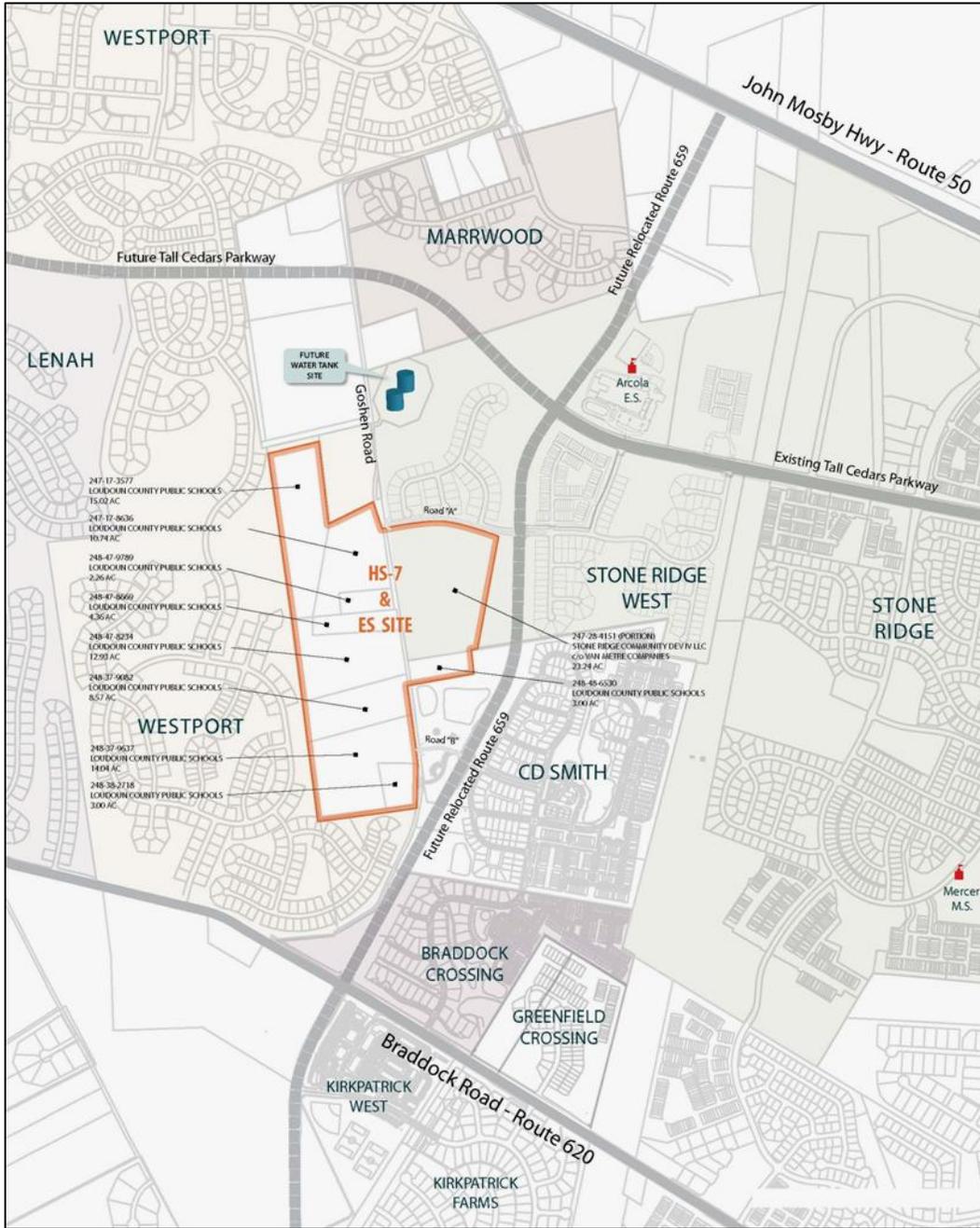
OR,

2. I move that the Planning Commission forward ZMAP 2010-0001, SPEX 2010-0003, HS-7, Dulles South High School and Elementary School Site, Goshen Road Assemblage, to a subsequent worksession for further discussion.

OR,

3. I move that the Planning Commission forward ZMAP 2010-0001, SPEX 2010-0003, HS-7, Dulles South High School and Elementary School Site, Goshen Road Assemblage, to the Board of Supervisors with a recommendation of denial.

VICINITY MAP



Directions:

From Leesburg, take Route 15 south to east Route 50 (Gilberts Corner). Travel approximately 3.5 miles and turn right onto Goshen Road (Route 616). The subject property is located along both sides of Goshen Road, approximately 1 mile south of John Mosby Highway (Route 50), and approximately 0.5 mile north of Braddock Road (Route 620).

TABLE OF CONTENTS

I.	Application Information	5
II.	Summary of Discussion.....	6
III.	Findings	10
IV.	Conditions of Approval.....	11
V.	Project Review	17
	A. Context	17
	B. Summary of Outstanding Issues.....	20
	C. Overall Analysis.....	20
	D. Zoning Ordinance Criteria for SPEX / ZMAP Approval.....	28
VI.	Attachments.....	37

I. APPLICATION INFORMATION

APPLICANT Loudoun County School Board
 Sam Adamo and Sara Howard-O'Brien
 21000 Education Court, Suite 220
 Ashburn, Virginia 20148
 571.252.1050 and 571.252.1156

REPRESENTATIVE Bowman Consulting Group, Ltd.
 Mark Baker and Cody Francis
 101 South Street, SE
 Leesburg, Virginia 20175
 703.443.2400

APPLICANT'S REQUEST A **Special Exception (SPEX)** and **Zoning Map Amendment (ZMAP)** application to allow a high school (HS-7) and an elementary school in TR-1UBF zoning district (ZMAP application to rezone 3 acres from PD-GI to TR-1UBF). The applications were accepted on March 19, 2010.

LOCATION East and west side of Goshen Road (Route 616), approximately 1 mile south of John Mosby Highway (Route 50).

TAX MAP/PARCEL #

Tax Map	PIN#	Acreage	Zoning	Address
/100//2////4/	247-17-3577	15.02 ac	TR-1	
/100//6////2/	247-17-8636	10.74 ac	TR-1	24751 Goshen Road, Aldie, VA
/100//6////1/	248-47-9789	2.26 ac	TR-1	24797 Goshen Road, Aldie, VA
/100////////31B	248-47-8669	4.36 ac	TR-1	24821 Goshen Road, Aldie, VA
/100//2////3/	248-47-8234	12.93 ac	TR-1	
/100//2////2/	248-37-9082	8.57 ac	TR-1	
/100//2////1/	248-37-9637	14.04 ac	TR-1	
/100////////33/	248-38-2718	3.0 ac	TR-1	24939 Goshen Road, Aldie, V
/100////////36A	248-48-6530	3.0 ac	PD-GI	24866 Goshen Road, Aldie, VA
/100////////54/	247-28-4151 (portion)	23.24 ac	TR-1	

ZONING TR-1UBF (94.16 acres) and PD-GI (3.0 acres)
 (1993 Revised Zoning Ordinance)

ACREAGE OF SITE 97.16

SURROUNDING ZONING/ LAND USES

	ZONING	PRESENT LAND USES
NORTH	TR-1UBF	Vacant / (Stone Ridge)
SOUTH	TR-1UBF and PD-H4	Vacant / (Westport and CD Smith)
EAST	PD-H4	Residential / (Stone Ridge)
WEST	TR-1UBF	Vacant / (Westport)

II. REFERRAL AGENCY COMMENT SUMMARY

TOPIC / ISSUE AREA	ISSUES EXAMINED AND STATUS
Comprehensive Plan	<ul style="list-style-type: none"> ○ Consistency with land use policies of the <u>Revised General Plan (RGP)</u> and <u>Bicycle and Pedestrian Mobility Master Plan (Bike/Ped Plan)</u> Status: No issue. Institutional use consistent with planned land use designation (Transition) and pedestrian facilities to be provided consistent with Bike/Ped Plan. ○ Non-residential uses to represent appropriate transition from suburban to rural land uses. No issue. Continuous network of open space (wetlands easement and public park) along eastern boundary, recreational facilities, and open space requirements onsite will provide visual and spatial separation and transition from suburban to rural land uses. ○ Non-residential uses to front arterial or collector roads. Status: No issue. Subject school sites will be accessed by public road via Route 659 Relocated (Northstar Boulevard), a planned arterial road. ○ Civic/institutional uses to be located on periphery of neighborhood development or within core areas adjacent to roads that can accommodate traffic. No issue. Sites located at periphery of multiple residential developments (Stone Ridge, Westport, CD Smith) and adjacent to a planned arterial road. ○ Public School sites to be located at focus of attendance area (schools centrally located to serve Transition, Rural, and Suburban Policy Areas). Status: No Issue. Subject property is centrally located to serve Transition and Suburban populations. ○ Implement Green Infrastructure policies (conserve forest resources and/or replenish lost resources onsite). Status: Conditions of approval recommended regarding commitments to onsite reforestation and tree save (Conditions 13,14).

	<ul style="list-style-type: none"> ○ Non-residential uses to be developed at a scale which effectively blends (visually and spatially) into rural landscape. Status: Conditions of approval recommended regarding architectural treatments (Condition 9). ○ Buffer/screen/landscape school facilities and associated parking areas to reduce visual impact from surrounding public right of way and surrounding uses. Status: Condition of approval recommended regarding supplemental plantings within required buffer/screens (Condition 12). ○ Provide bicycle and pedestrian connections within project site and public roads used to access site, safe crossing facilities at all intersections. Status: Condition of approval recommended regarding sidewalk/trails/crosswalks and as illustrated on Pedestrian Circulation Map (Plat Sheet 5) (Condition 6f, 6g). ○ Reduce/mitigate light trespass of proposed schools/stadium facilities. Status: Condition of approval recommended regarding lighting fixtures used onsite (Condition 7).
<p>Environmental Review</p>	<ul style="list-style-type: none"> ○ Explore opportunities to preserve existing trees stands within development layout (i.e. pocket tree save areas) along phase line between elementary school and high school athletic fields and/or recapture loss of tree canopy onsite. Status: Site development will make preservation impracticable. Condition of approval recommended regarding reforestation within floodplain and open areas onsite to recapture lost vegetation / tree canopy. (Condition 13). ○ Provide updated Forest Management Plan and Cover Type Map to include specimen trees within Cover Type I (elementary school site). Status: Resolved. Requested Map provided. ○ Expand tree save area to accommodate 50-foot Green Infrastructure buffer to eastern stream adjacent high school. Status: Resolved. SPEX plat revised to include suggested revision. ○ Install oil/water separator to treat stormwater associated with Bus Parking Facility. Status: Condition of approval recommended (Condition 11). ○ Recommend SWM/BMP extended detention ponds to be designed as enhanced detention ponds. Status: Condition of approval recommended (Condition 10). ○ Provide stormwater management techniques to mimic pre-development conditions and minimize impacts to watershed. Status: Conditions of approval recommended regarding use of LID stormwater management techniques (Condition 10). ○ Specify sustainable building design elements (efficiency). Status: No issue. LCPS energy programs to be implemented. Building design sensitive to Green Infrastructure identified onsite (forest resources, steep slopes, floodplain) and will incorporate BMP/LID stormwater management techniques. ○ Relocate 8-inch sanitary sewer line to align with the existing ford crossing of the Broad Run South Fork to minimize tree cover loss and avoid wetlands. Status: Resolved by Plat revision incorporating recommended change. ○ Provide LEED for Schools score sheet to assess the school design vis-à-vis the LEED “silver” goal adopted by the BOS. Status: Resolved. To be provided by Applicant when complete.

Transportation	<ul style="list-style-type: none"> ○ Consistency with land use policies of the <u>Revised Countywide Transportation Plan</u>. Status: Traffic impact associated with proposed uses will require improvements to, and extensions of, existing transportation facilities. Conditions of approval recommended (Condition 6). ○ Proposal will require commitments to construction of half-section of Northstar Boulevard / Route 659 Relocated between Tall Cedars Parkway and Braddock Road and pavement extensions along Braddock Road. Status: Condition of approval recommended (Conditions 6a, 6b). ○ Confirm cash-in-lieu of construction proffers for projects otherwise committed to the construction of Route 659 Relocated (Stone Ridge, C.D. Smith, and Braddock Crossing). Status: Resolved. Zoning Determinations and consultation with the Proffer Manager confirm cash-in-lieu requirements from respective projects. ○ Construct westbound right turn lane and southbound left turn lane at the Northstar Boulevard / Braddock Road intersection as recommended by traffic study. Status: Condition of approval recommended (Condition 6c). ○ Construct separate left and right turn lanes on Northstar Boulevard at Road A and Road B as recommended by traffic study. Status: Condition of approval recommended (Condition 6d, 6e). ○ Construct improvements to tie existing terminus of Tall Cedars Parkway with proposed two-lane Northstar Boulevard. Status: Condition of approval recommended (Condition 6a). ○ Construct turn lane improvements at Braddock Road / Gum Spring Road intersection as recommended by traffic study. Status: Resolved. Supplemental analysis provided by applicant indicates nexus for improvements based on traffic for approved, but unbuilt, developments in proximity to the intersection. Interim traffic condition will operate at acceptable level of service upon opening of high school. ○ Address Goshen Road abandonment referral comments in a timely manner in order not to delay school opening. Status: Resolved. Public hearing for road abandonment to coincide with ZMAP/SPEX BOS public hearing. ○ Identify travel route alternatives to site versus use of unpaved portions of Goshen Road north of the subject site. Status: Condition of approval recommended (Condition 6j). ○ Construct proposed pedestrian circulation plan (Plat Sheet 5) in conjunction with development of respective schools. Status: Condition of approval recommended (Condition 6f, 6g). ○ Conduct warrant studies for all-way stops for Northstar Boulevard intersections with Road A and Road B. Status: Condition of approval recommended. (Condition 6d, 6e). ○ Identify necessary mitigation measures to re-establish acceptable LOS (LOS D or better) at the intersection of Stone Springs Boulevard / Braddock Road. Status: Supplemental analysis provided by applicant indicates existing all-way stop at the intersection will provide adequate LOS during School and Commuter peak hours (2015 development). ○ VDOT to review recommended transportation requirements (Conditions of Approval / Proffer Statement). Status: Under Review.
----------------	---

Zoning	<ul style="list-style-type: none"> ○ Compliance with <u>Revised 1993 Zoning Ordinance</u> requirements. Status: Resolved through plat notations, application revisions, Conditions of Approval. ○ Request to extend period of validity of Special Exception application for an additional 15 years beyond 5-year limitation. (Section 6-1313(A)). Status: Condition of approval recommended (Condition 3).
Parks and Recreation	<ul style="list-style-type: none"> ○ Accommodate track / sport field designs which can be utilized by community sports leagues coordinated by PRCS. Status: Resolved by Plat revision and separate agreement for shared use. ○ Confirm proposed alignment and design of Road B across C.D. Smith property will meet Substantial Conformance requirements per the Zoning Ordinance as well as facilitate proffer requirements for Community Park (ZMAP 2002-0003, C.D. Smith). Status: Resolved by Zoning Determination issued by Proffer Manager.
Emergency Services	<ul style="list-style-type: none"> ○ Availability of Emergency Services. Status: No issue. Goshen Road will be available for use by fire-rescue vehicles until such time as the alternative north-south travel route between Route 50 and Braddock Road is established (i.e. Road A and Northstar Boulevard from Tall Cedars to Braddock Road).
County Attorney	<ul style="list-style-type: none"> ○ Development conditions and proffer review and approval to legal form. Status: In progress
Disclosure of Real Parties in Interest	<ul style="list-style-type: none"> ○ Received and attached, dated August 12, 2010

POLICY OR ORDINANCE SECTIONS SUBJECT TO APPLICATION
<u>Revised General Plan</u>
RGP Text, p. 8-1
Chapter 3, General Public Facilities, Policy 2, 4
Chapter 3, Public Facilities, text
Chapter 3, School Policies, Policy 4
Chapter 5, Green Infrastructure Policies, Policy 1
Chapter 5, River and Stream Corridor Resources Policies, Policy 13, 23
Chapter 5, Forests, Trees, and vegetation, text, Policy 1, 3
Chapter 5, Historic and Archaeological Resources Policies, Policy 8, 11
Chapter 5, Surface and Groundwater Resources, text, Policy 2
Chapter 5, Built Environment Policies, Policy 2
Chapter 5, Lighting and Night Sky Policies, Policy 1
Chapter 8, Transition Policy Area, Subarea Map
Chapter 8, General Policies, General Policy 2
Chapter 8, Land Use Pattern, text
Chapter 8, Community Design Policies, Policy 15, 23.c
Chapter 11, Transition Policy Area Design Guidelines, Guideline 3a, 3c
Glossary, Institutional Uses, definition
Countywide Transportation Plan (CTP)
Appendix 1, Design Guidelines for Major Roads, Transition Policy Area, Route 659 Relocated

POLICY OR ORDINANCE SECTIONS SUBJECT TO APPLICATION
Pedestrian and Bicycle Policies, Policy 5, School Access Policies, page 36, 37
<u>Revised 1993 Zoning Ordinance</u>
Section 2-1700: TR-1 District Regulations
Section 4-600: PD-GI District Regulations
Section 4-1400: AIOD Regulations
Section 5-700: Optional Development Regulations
Section 5-900: Road Setback Regulations
Section 5-1400: Buffering and Screening Regulations
Section 5-1504: Light and Glare Standards
<u>Bicycle and Pedestrian Mobility Master Plan</u>
Chapter 4, Land Development Policies, Policy 3, 5, 6, 7
Chapter 4, School Access Policies, page 36, 37
Chapter 4, Transportation Project Development Policies, Policy 2
Chapter 4, Recommended Shared Use Facilities, Shared Use Paths, text
Chapter 5, Baseline Connecting Roadways text, Policy 1
Chapter 4, Walkway and Sidewalk Policies, Policy 2

III. FINDINGS

1. The proposed High School and Elementary School use and associated recreation facilities are consistent with the existing land use policies of the Revised General Plan (RGP) (Transition Policy Area, Upper Broad Run and Upper Foley Subareas) based on the following:
 - a. Institutional uses, such as public schools, are identified as appropriate non-residential uses within the Transition Policy Area. A wetlands easement and a proffered public park along the eastern boundary of the subject site as well as recreational facilities and open space requirements associated with the school uses will provide a visual and spatial transition between existing and planned suburban land uses east of the site and rural land uses to the west.
 - b. The proposed school sites are located central to several approved developments (Stone Ridge, Westport, CD Smith, Marwood, Braddock Crossing). The sites are positioned to serve existing and future suburban, transition, and rural populations.
 - c. The proposed school sites will have access to planned arterial and collector roads (Route 659 Relocated, Tall Cedars Parkway, Braddock Road), local roads (Goshen Road), and planned pedestrian connections to adjacent neighborhoods.

2. The special exception application proposes stormwater management measures and water resource management buffers in order to preserve appropriate environmental resources on the subject property consistent with the Green Infrastructure policies of the RGP.
3. The special exception application proposes intersection improvements and improvements to existing road networks consistent with the policies of the Revised Countywide Transportation Plan.
4. The application is in accordance with the Revised 1993 Zoning Ordinance.

IV. SPEX CONDITIONS OF APPROVAL (August 24, 2010)

Staff recommends the following Conditions of Approval in accordance with the applicable land use policies of the Revised General Plan. The content of the Conditions has been agreed to by the Applicant; however, the language of the Conditions is under review by Zoning Administration and the County Attorney's office. Staff will provide a status report at the Planning Commission public hearing identifying what revisions, if any, have been made in consultation with the Applicant and County staff.

1. **Substantial Conformance**. The High School and Elementary School use and associated recreational facilities shall be developed in substantial conformance with Sheet 1, Sheet 3, Sheet 5, and Sheet 7 (together comprising and herein referred to as the "Special Exception Plat") of the plan set entitled HS-7 Dulles South High School and Elementary School, Goshen Road Assemblage, Special Exception Plat (SPEX 2010-0003), Zoning Map Amendment (ZMAP 2010-0001), prepared by Bowman Consulting Group, Ltd., dated March 8, 2010, revised through August 18, 2010 (the "Plans") and the Revised 1993 Loudoun County Zoning Ordinance (the "Zoning Ordinance"). Approval of this application for a 23.24 acre portion of Tax Map /100////////54/ (PIN# 247-28-4151) and all of Tax Map /100///2////4/ (PIN# 247-17-3577), Tax Map /100///6////2/ (PIN# 247-17-8636), Tax Map /100///6////1/ (PIN# 248-47-9789), Tax Map /100////////31B (PIN# 248-47-8669), Tax Map /100///2////3/ (PIN# 248-47-8234), Tax Map /100///2////2/ (PIN# 248-37-9082), Tax Map /100///2////1/ (PIN# 248-37-9637), Tax Map /100////////33/ (PIN# 248-38-2718), and Tax Map /100////////36A (PIN# 248-48-6530), (the "Property"), shall not relieve the applicant or the owners of the Property from the obligation to comply with and conform to any other Zoning Ordinance, Codified Ordinance, or applicable regulatory requirement.
2. **Uses Permitted**. This Special Exception grants approval for a High School use, Elementary School use, accessory uses and associated recreational facilities, as defined by the Revised 1993 Loudoun County Zoning Ordinance, in the TR-1UBF (Transitional Residential -1) Zoning District. The cumulative total square footage of the High School and Elementary School buildings, exclusive of accessory uses and recreational facilities, shall not exceed 397,000 square feet.

3. **Period of Validity.** The special exception permit for High School use and Elementary School use shall be valid for a period of twenty (20) years from the date on which the Special Exception application is approved.
4. **Lot Consolidation / Boundary Line Adjustment.** A Boundary Line Adjustment Lot Consolidation to combine the subject parcels into a single parcel shall be required prior to or in conjunction with site plan approval for the Property.
5. **Public Utilities.** Public utilities shall be utilized and provided to the Property prior to, or in conjunction with, the occupancy permit for the High School use.
6. **Transportation Improvements.** The following transportation improvements as depicted on Sheet 5 (Pedestrian Circulation Map) and Sheet 7 (Road Improvements Map) of the Special Exception Plat shall be open to traffic prior to, or in conjunction with the first occupancy permit for the Property, unless otherwise noted.
 - a. **Northstar Boulevard (Route 659 Relocated).** A two-lane section of the planned urban six-lane, median divided (U6M) minor arterial roadway known as Route 659 Relocated from Tall Cedars Parkway south to Braddock Road (Route 620/ Route 705) including any additional construction necessary to tie the existing roads into the Northstar Boulevard improvement. Such construction shall include necessary turn lanes required to meet VDOT and County standards.
 - b. **Braddock Road (Route 620/Route 705).** A two-lane section of the planned urban four-lane, median divided (U4M) major collector roadway known as Braddock Road from the end of existing pavement in the vicinity of Great Berkhamstead Drive west to Northstar Boulevard, (approximately 1000 feet), plus transitioning into the existing unpaved two-lane Braddock Road.
 - c. **Braddock Road / Northstar Boulevard Intersection:**
 - i. Separate westbound right turn lane on Braddock Road (to northbound Northstar Boulevard);
 - ii. Separate southbound left turn lane on Northstar Boulevard (to eastbound Braddock Road);
 - d. **Road A:**
 - i. A two-lane undivided roadway between Goshen Road (Route 616) and planned Northstar Boulevard. Such construction shall include necessary turn lanes required to meet VDOT and County standards.

- ii. Warrant studies as required by VDOT for an all-way stop control at the Northstar Boulevard / Road A intersection.
- e. Road B:
- i. A two-lane undivided roadway between the Property and planned Northstar Boulevard. Such construction shall include necessary turn lanes required to meet VDOT and County standards.
 - ii. Warrant studies as required by VDOT for an all-way stop control at the Northstar Boulevard / Road B intersection.
- f. Trails / Sidewalks.
- i. Northstar Boulevard. A ten foot (10') wide pedestrian trail along the east side of the two-lane section of Northstar Boulevard described in Condition 6(a) above between Tall Cedars Parkway and Braddock Road.
 - ii. Road A. A ten foot (10') wide multi-use trail along the south side and a minimum five foot (5') wide sidewalk on the north side of the two-lane section Road A described in Condition 6(d) above.
 - iii. Road B. A ten foot (10') wide multi-use trail along the north side and a minimum five foot (5') wide sidewalk on the south side of the two-lane section Road B described in Condition 6(e) above.
- g. Crosswalks/Internal Sidewalks and Trails:
- i. Subject to VDOT approval, pedestrian crossings as depicted on Sheet 5 of the Special Exception Plat.
 - ii. On-site pedestrian circulation network in conjunction with the construction of each school and as separated by the Phase Line as depicted on Sheet 5 of the Special Exception Plat.
 - iii. In lieu of construction of a ten foot (10') multi-use trail south of the high school parking lot within the area shown on Sheet 5 of the Special Exception Plat as "C.D. Smith (Proffered Public Park)", a cash contribution shall be made to the Loudoun County Board of Supervisors (the "County"), or to such person as directed by the County, in the amount of \$9,778.00 to be used for the future construction of the trail when a public park is developed or for other regional pedestrian improvements in the vicinity of the Property. The amount of such payment shall escalate annually from the base year of 2010 and shall be adjusted effective each January 1st thereafter, based on the Consumer Price Index (CPI-U) for all urban

consumers, 1982-1984=100 (not seasonally adjusted) as reported by the United States Department of Labor, Bureau of Labor Statistics.

- h. Public Park Parking Lot. A cash contribution in the amount of \$40,319.00 shall be made to the County, or to such person as directed by the County, to be used for the future construction of public parking areas north and south of Road B within the area shown on Sheet 5 of the Special Exception Plat as "C.D. Smith (Proffered Public Park)" (*reference ZMAP 2002-0003, C.D. Smith, proffer V.B.3.*) when a public park is developed or for other regional public park improvements in the vicinity of the Property. The amount of such payment shall escalate annually from the base year of 2010 and shall change effective each January 1st thereafter, based on the Consumer Price Index (CPI-U).
 - i. Off-site Right-of-Way / Easements. If off-site right-of-way and/or an easement needed for any of the transportation improvements specified in these conditions is not available, the Applicant shall make a good faith effort to purchase the same at fair market value. Where, after good faith efforts, right-of-way and/or an easement cannot be obtained either voluntarily or through purchase by the Applicant, then the Applicant shall request the County to acquire such right-of-way and/or easement by appropriate eminent domain proceedings, with all reasonable and customary costs associated with such eminent domain proceedings to be borne by the Applicant, including, but not limited to, the land acquisition costs and appraisal fees. The initiation and prosecution of such eminent domain proceedings shall be solely within the discretion of the County.
 - j. Bus Use of Unpaved Sections of Goshen Road. The Loudoun County Public Schools Bus Transportation Division will restrict school bus usage of the unpaved portion of Goshen Road north of the Property to the pick-up and drop-off of students residing on that segment of road unless traffic conditions otherwise warrant use of the unpaved section. The school district shall provide information to parents, students who drive to school, and school staff regarding travel routes to the schools which will avoid the unpaved portions of Goshen Road.
7. Lighting. Site lighting shall conform to Section 5-1500 of the Revised 1993 Loudoun County Zoning Ordinance and Sections 7.110 and 7.120 of the Facilities Standards Manual (FSM). The following standards shall also apply:
- a. Light Fixtures. Exterior building lighting and parking lot lighting shall be full cutoff and fully shielded and shall direct light downwards and into the interior of the Property and away from surrounding public roads and properties.

- b. Exterior Building Lighting. Exterior building lighting attached to the High School, Elementary School and accessory use buildings, including security lighting, shall not exceed a maximum average illumination of five (5) foot-candles at grade level unless otherwise required by law, ordinance, or regulation.
 - c. Parking Lot Lighting. Parking lot lighting shall not exceed a maximum average illumination of two (2) foot-candles at grade level. Parking Lot Lighting shall be turned off within one hour following the end of evening activities, or by 11 p.m., whichever occurs first.
 - d. Athletic Field Lighting. Installation of Athletic Field Lighting shall be in accordance with Section 5-1504 of the Revised 1993 Loudoun County Zoning Ordinance and shall be limited to the High School stadium and High School baseball and softball fields. Such lighting shall be directed inward and downward toward the fields and shall incorporate a reflector technology system that directs light onto the field and minimizes glare and spillage onto adjacent residential uses. Athletic Field Lighting shall be turned off within one hour following the end of evening activities, or by 11 p.m., whichever occurs first.
 - e. Height of Light Fixtures. The mounting height of any exterior light fixture shall not exceed 20 feet, except for light poles for athletic fields, which shall not exceed 80 feet in height. Height shall be measured from the ground to the bottom of the light fixture.
8. **Noise.** Installation and use of an outdoor public address system shall be limited to the High School stadium and the High School baseball and softball fields. Noise emanating from the public address system shall not exceed 60 dBA at the western and southern Property boundary. Use of the public address system shall be prohibited after 11 p.m. and before 8 a.m.
9. **Architectural Design Elements.** The High School and Elementary School building design shall avoid the use of continuous plane building surfaces and wherever practicable break up large building segments into smaller segments through the use of fenestration and structural setbacks. The Applicant shall incorporate the following design elements:
- a. Classroom Areas. Classroom areas shall contain double hung and sliding windows to break up building facades.
 - b. Building Accent Materials. School building accent materials shall include horizontal bands around the building to provide architectural interest.
 - c. Roof Materials. Roofing materials shall include a standing seam metal roofed canopy along the front of the High School building to break up building facades.

10. **Stormwater Management.** The Applicant shall provide a minimum of two (2) Low-Impact Development (LID) design measures in the general locations shown as “Potential SWM/BMP Facility” on the Special Exception Plat. In designing such facilities, the Applicant shall consult with the Department of Building and Development to identify and implement LID measure(s) deemed likely to be effective based on the physical characteristics of the Property. Where ponds are proposed, such ponds shall be detention ponds (wet ponds) or enhanced extended-detention basins or similar facilities, and shall be maintained in accordance with the County’s Stormwater Management Ordinance, currently set forth in Chapter 1096 of the Codified Ordinances of Loudoun County. The LID measure(s) will be designed and implemented in accordance with applicable provisions of the FSM.
11. **Bus Parking Area - Oil / Water Separator.** Stormwater runoff from school bus parking areas shall be routed to an oil and water separator for treatment prior release onto the Property.
12. **Buffering and Screening.** Planting Enhancements shall be provided adjacent to the High School Bus Loop and Entrance Area and within side and rear yard buffers as depicted on Sheet 3 of the Special Exception Plat. A landscaped berm shall be provided along the High School Parking Area as depicted on Sheet 3 of the Special Exception Plat.
13. **Reforestation Area.** Within the area identified on Sheet 3 of the Special Exception Plat as “Reforestation Area”, the Applicant shall install supplemental plantings consistent with the “Reforestation Parameters” described on Sheet 3 prior to first Occupancy Permit. The size, amount, and species of the supplemental plantings shall be determined in consultation with the County Urban Forester. The Applicant shall utilize native species for new plant material, as determined in consultation with the County Urban Forester, to the maximum extent possible. All required supplemental plantings and existing trees shall be depicted on site plans for the Property.
14. **Tree Save Area.** Within the area identified on Sheet 3 of the Special Exception Plat as “Tree Save Area,” the Applicant shall preserve healthy trees consistent with the “Tree Save Narrative” described on Sheet 3.
15. **Emergency Thru Access.** The segment of Goshen Road crossing the Property shall remain passable and available to emergency vehicles until such time as Road A, Road B and Northstar Boulevard as described in Condition 6 above are open to traffic. The Applicant shall work with the County Office of Fire, Rescue and Emergency Management and Sherriff’s Office to determine the appropriate barricade that will allow ready access to Fire and Rescue vehicles.

V. PROJECT REVIEW

A. CONTEXT

Background

On March 17, 2009, The Board of Supervisors took official action to expedite all land use applications associated with the middle school and high school identified as MS-5 and HS-7 in the FY 2010-2014 LCPS School Board Adopted Capital Improvement Program (CIP) and to take all steps to ensure that these applications were given priority and made available for Planning Commission and Board of Supervisors review as soon as possible. MS-5 was approved by the Board of Supervisors on July 28, 2009 (CMPT 2009-0004, SPEX 2009-0017). A Commission Permit for HS-7 (CMPT 2009-0013) was approved by the Planning Commission on December 17, 2009, and ratified by the Board of Supervisors on January 5, 2010. The Commission Permit was processed independent of the proposed Special Exception (SPEX) application in order to allow for public input regarding the general location of the high school and elementary school site and for the Planning Commission to determine whether the public use was in substantial accord with adopted policies of the Revised General Plan (RGP) prior to completion of the sales contract study period and subsequent purchase of the school sites. Approval of the Commission Permit by the Planning Commission (*and ratification of the permit by the Board of Supervisors*) acknowledged that the subject site is an appropriate location for proposed school development. The subsequent SPEX application is required in order to assess and mitigate the potential impacts of the proposed school uses as well as evaluate the compatibility of the proposed school facilities with adjacent land uses (i.e. traffic, screening, lighting, pedestrian access, etc.).

As noted above, the proposed high school (HS-7) is identified in the FY 2011-2016 LCPS School Board Adopted Capital Improvement Program (CIP). Land funds for HS-7 became available in July of 2006; construction funds in November 2008. It is anticipated that the proposed high school will relieve student overcrowding at Freedom High School located approximately 3 miles from the subject property within the South Riding development. Upon approval of the requisite SPEX and ZMAP applications, LCPS anticipates opening HS-7 for the 2012-2013 school year. The proposed elementary school site will be identified as one of three needed facilities described in the FY 2010-2016 CIP during future review of the program. The attendance area for the elementary school will be determined approximately 12-18 months prior to the opening of the school.

ZMAP 89-08, Alliance Resource Industries

On March 19, 1991, the Board of Supervisors approved ZMAP 89-08, Alliance Resource Industries, which rezoned 1,027 acres from R-1, PD-H24, and PD-CH to I-1 and PD-GI in order to develop quarry and industrial uses. The zoning application was

never implemented and over time the majority of the property was rezoned to become the Stone Ridge and C.D. Smith communities. The remaining 3-acres from ZMAP 89-08 is proposed to be rezoned to TR-1UBF to be consistent with the remainder of the assemblage necessary to create the high school and elementary school campuses. The impact from the development of the schools has been evaluated as a part of the accompanying special exception.

Location

The subject property is approximately 97.16 acres in size and is located east and west of Goshen Road, between Route 50 and Braddock Road (see *Vicinity Map, Page 3*). The site is bounded by existing and planned residential development to the north and east (Stone Ridge West), by-right residential development west and south of the site (Westport subdivision), and planned residential development to the southeast (C.D. Smith). A portion the site (23 acres) is located within Landbay 1 associated with ZCPA 2006-0003 / ZMAP 2006-0011, Stone Ridge Commercial. A community park/civic area (approximately 14.5 acres, C.D. Smith) is located adjacent to the site, between the southeastern boundary and planned Route 659 Relocated. A 7-acre wooded wetland conservation easement is located north of the park, also between the eastern boundary of the site and planned Route 659 Relocated. A future water tank site and Arcola Elementary School is located to the north.

Proposed Development

LCPS proposes a two-story high school up to 292,000 square feet facility with a program capacity for 1800 students. Recreation and support facilities associated with HS-7 include a football stadium with track, concession stands, ticket booths, storage buildings, a field house, baseball and softball dugouts, and various athletics fields for both physical education programs and competition. Outdoor lighting will be provided for athletic competition fields (football, baseball, softball). Standards for an elementary school include a two-story building up to 105,000 square feet with a program capacity for 875 students and recreational facilities (softball/baseball field and a multi-purpose field with track). Recreation fields for the elementary school will be open for use by Parks, Recreation, and Community Services (PRCS) when not programmed for athletic competition and practice by LCPS.

Separate bus staging and student-drop off areas will be provided for each school. Pedestrian trails are to be provided onsite as well as along Northstar Boulevard and Roads A and B. Crosswalk connections are to be provided at corresponding intersections. The Applicant has also included a pedestrian circulation map illustrating pedestrian / bicycle access from Northstar Boulevard and adjoining communities to the site (See *Special Exception Plat Sheet 5*). The Applicant proposes to complete the pedestrian network in conjunction with development of each school.



Figure 1. Proposed HS-7 and Future Elementary School Illustrative

Transportation

The subject site is currently accessed from Goshen Road, an unpaved local road. Primary access to the site is to be provided via two new public roads extending west from a two-lane half section of Northstar Boulevard / Route 659 Relocated to be constructed between Tall Cedars Parkway and Braddock Road. The Applicant has submitted a separate request to abandon the length of Goshen Road that bifurcates the subject property. Traffic on Goshen Road north of the subject property will be redirected to Route 659 Relocated. Road improvements proposed by the Applicant are discussed in further detail at Page 25, Overall Analysis.

At build out, the two schools are anticipated to generate approximately 3,913 weekday vehicle trips.

Site Conditions

The topography of the subject site varies east and west of Goshen Road. The site is predominately wooded with evergreens and hardwood. Limited areas of steep slopes, wetlands, and floodplain are located northwest of the subject property adjacent to the South Fork of the Broad Run (west of Goshen Road). An unnamed tributary to the South Fork of the Broad Run is located along the western boundary of the property. The Applicant proposes to conserve approximately 25 percent of the site as natural open space, including a proposed 50-foot Green Infrastructure Buffer surrounding floodplains, steep and moderately steep slopes, wetlands, streams, and Tree Save Areas. The Applicant has also proposed to re-establish tree canopy within the floodplain and open

areas in order to off-set tree canopy lost during development of the site. Commitments to onsite Low-Impact Development (LID) stormwater management techniques are intended to limit surface water contamination of the noted steep slopes, wetlands, floodplain, and adjacent streams.

Community Meetings Prior to the Planning Commission Public Hearing

A community information meeting was conducted by LCPS at Mercer Middle School on April 29, 2010. No members of the public indicated concerns regarding the proposed high school and elementary school use; rather, concerns arose regarding how quickly LCPS could build and open the high school and associated recreation facilities. The Stone Ridge HOA Board discussed the application at a meeting held on August 17, 2010.

B. SUMMARY OF OUTSTANDING ISSUES

There are no outstanding issues identified by Staff.

C. OVERALL ANALYSIS

REVISED GENERAL PLAN – ENVIRONMENTAL REVIEW

Land Use / Location

The proposed school sites are located within the Dulles Community of the Transition Policy Area (Upper Broad Run and Upper Foley subareas). The Transition Area is intended to develop with a unique and innovative blend of rural and suburban development features that fully integrate the elements of the Green Infrastructure and establish natural open spaces as a predominant visual element and enhancement to the area's river and stream corridors. RGP policies and Zoning Ordinance requirements will require fifty percent of the subject site to be preserved as open space. The non-residential component of the Transition Policy Area is to be comprised of uses which represent an appropriate transition from suburban to rural land uses to include institutional uses such as public schools and other compatible land uses. Such uses are to promote a rural character while serving both rural and suburban populations. RGP community design policies recommend large-scale civic or institutional uses (i.e. more than 15 buildable acres) be located on the periphery of an individual neighborhood or in core areas on roads that can accommodate traffic volumes associated with the use. Specific to the Transition Area, such uses are to front arterial or collector roads and are to be developed at a scale that allows them to blend effectively (visually and spatially) into a rural landscape.

In applying the above policies, the Applicant notes a wetlands preservation easement associated with the Stone Ridge development, and a proffered park (CD Smith, ZMAP 2002-0003) will provide a non-developable area between the proposed school sites and

Route 659 Relocated / Northstar Boulevard. Extensive Tree Save Areas, supplemented buffers, and reforested areas along the subject property's southern, western, and northern boundaries will provide substantial screening and separation from planned residential developments adjacent to the school sites. This continuous network of open spaces will enhance the visual prominence of the school buildings along Northstar Boulevard and help provide a transition from the suburban policy area to the rural policy area. Also, due in part to the school's two-story design, active and passive open space will exceed 67 percent of the subject site consistent with RGP policy.

The schools will be located along the periphery of the Westport, CD Smith and Stone Ridge residential developments with access to Northstar Boulevard, a planned arterial road. The school sites are also located on the boundary between the Suburban and Transition Policy Areas and will position the schools to serve students from both developed and planned communities within each Policy Area. The Applicant states the boundary (i.e. attendance area) has been determined for HS-7 with the elementary school boundary to be determined approximately eighteen months prior to opening of the school. Overall, staff finds the location of the proposed school is in conformance with RGP policies.

In summary, Transition area policies anticipate the development of public schools along major roadways and where such non-residential uses will provide a transition between suburban and rural land uses.

Green Infrastructure

The RGP's Green Infrastructure policies describe a collection of natural, cultural, heritage, environmental, protected, passive and active resources integrated in a related system. Elements of the countywide Green Infrastructure found on the subject site include small areas of steep slopes and wetlands associated with a major floodplain northwest of the subject property adjacent to the South Fork of the Broad Run (west of Goshen Road). An unnamed tributary to the South Fork of the Broad Run is located along the western boundary of the property. A significant portion of the site is wooded with evergreens and hardwood. The RGP directs that development should take place around these elements, incorporating them into the design of the site. Such an approach places a priority on preserving both sensitive environmental and man-made features. As noted above, the Applicant proposes to conserve approximately 25 percent of the site as natural open space, including a proposed 50-foot Green Infrastructure (GI) Buffer surrounding floodplains, steep and moderately steep slopes, wetlands, streams, and Tree Save Areas. Staff recommended the Applicant identify additional Tree Save Areas within the 50 foot GI buffer as well as re-establish tree canopy within the floodplain and open areas within the GI in order to off-set tree canopy lost during development of the site. Staff also recommended the realignment of an 8-inch sanitary sewer line to align with the existing ford crossing of the Broad Run South Fork to minimize tree cover loss and avoid onsite wetlands. The Applicant has revised

the SPEX plat to incorporate the recommended revisions as well as agreed to conditions of Approval further emphasizing tree save and reforestation parameters.

Building Scale, Form, and Screening

RGP policies state public facilities will observe the location and design criteria as outlined in the Plan. As noted above, Non-residential uses within the Transition Policy Area are to front major arterial or collector roads and are to be developed at a scale that allows them to blend effectively (visually and spatially) into a rural landscape. Building heights are to relate to the surrounding landscape and heights of adjacent structures. The scale and the volume of primary structures and accessory elements should not dominate over the natural landscape and should be screened through use of natural landscaping and earthen berms.

The Applicant has arranged the schools' campuses to maximize the use of existing vegetation and proffered park areas to screen onsite structures from adjacent properties. Both the high school and elementary school are planned as two-story facilities with a maximum height of 40 feet and respective reduced footprints of 620' x 490' and 300' x 200' respectively. Tree Save Areas along the eastern, northern, and western property boundaries have been identified on the Plat. Open areas adjacent to the Tree Save Areas are to be reforested to provide additional screening and to recover lost tree canopy due to development of the site. The Special Exception Plat identifies enhanced landscape buffers (i.e. supplemental evergreen plantings) along the southern and western boundaries of the Elementary School campus and high school bus loop. An earthen berm with landscaping is proposed between the High School parking lot and the C.D. Smith proffered park/civic site.

Staff made several recommendations regarding the use of building fenestrations and additional landscape plantings to break up several large building segments as well as reduce visual impact of the school facilities. These commitments have either been identified on the Special Exception Plat or listed as a condition of approval.

Lastly, where existing vegetation, proposed screening, and setbacks do not effectively reduce noise associated with athletic events, staff has included a condition of approval limiting the use of an outdoor public address system to the High School stadium and the High School baseball and softball fields. Noise emanating from the public address system is not to exceed 60 dBA at the western and southern Property boundary and use of the public address system shall be prohibited after 11 p.m. and before 8 a.m.

Stormwater Management – Wetland Mitigation

The RGP calls for implementation of Low Impact Development (LID) techniques which integrate hydrologically functional designs with existing methods for preventing water pollution. Best Management Practices (BMPs) in conjunction with innovative site designs incorporating LID measures can reduce sedimentation and erosion and

maintain overall water quality. The associated flow and sedimentation reduction, containment and removal of pollutants, and general water quality improvements achieved through best management practices and innovative design techniques can benefit the subject site's receiving wetlands and off-site streams.

As outlined in the attached referral agency comments, Staff made a series of recommendations regarding the Applicant's approach to stormwater management to include bio-retention facilities, conservation of existing tree canopy, reforestation of open areas, increased efficiency of stormwater management facilities, utility realignment, and the use of oil-water separators for the bus storage / staging areas. These recommendations are included as conditions of approval or are otherwise identified on the Special Exception Plat.

Building Efficiency / LEED

RGP policies state the County will emphasize its role as a leader, facilitator, and source of information on environmental design options and procedures rather than as a regulator when implementing its program for achieving and sustaining a built environment of high quality. The RGP supports a built design with this application that helps sustain the natural environment. Accordingly, the County endorses design measures that conserve energy and water and improve air quality.

Staff suggests land use proposals incorporate the Green Building Practices endorsed by the United States Green Building Council's Leadership and Energy and Environmental Design (LEED) program in order to achieve the County's Green Infrastructure Policies and Planning Approaches to water conservation, solid waste management, and air quality.

The Applicant states LCPS engages a team of architects, engineers, and environmental consultants to evaluate school design in accordance with multiple sustainable design standards to include LEED, Green Globes, CHiPs (Collaborative for High Performance Schools), and EPA Energy Star. Further, the LCSB Energy Education team administers a well developed system of monitoring, measurement and verification of all utility costs which has saved over \$29 million in energy cost avoidance and over 1 billion pounds of carbon output.

Lighting

Loudoun County policies stress the application of lighting standards which reduce unnecessary light pollution and energy waste while improving nighttime visibility and enhancing public safety. To achieve the land use goals of the RGP, Staff has included a condition of approval which will require the Applicant to install exterior building lighting, parking lot lighting, and stadium lighting that is directed downward and shielded to reduce glare and light trespass. Parking lot and Stadium lighting is to be

turned off within one hour following the end of evening activities, or by 11 p.m., whichever occurs first.

Pedestrian and Bicycle Connections

Loudoun County policies support the establishment of an integrated trails and sidewalk system for pedestrians and cyclists in order to provide non-vehicular connections between residential, commercial, educational and recreational uses. The Bicycle and Pedestrian Mobility Master Plan (BPMMP) recommends land development applications provide adequate internal bicycle and pedestrian circulation systems. Specific to public facilities, RGP policies state public schools will provide safe and convenient access for students. Further, schools will be linked to adjacent neighborhoods by sidewalks or trails on both sides of roadways and crosswalks, and where possible, linked to greenways or trails.

The Applicant has provided a Pedestrian Circulation Map depicting 10-foot wide multi-use trails, minimum 5-foot wide sidewalks, and crosswalks (*See Plat Sheet 5*). Multi-Use trail stubs are planned to the south and west into the proposed Westport subdivision. Staff recommended additional sidewalks/trails along roads internal to the site and along Road B to include crossing facilities at respective intersections. Office of Transportation Services has also recommended a warrant study for an all-way stop at the intersection of Northstar Boulevard with Roads A and B. The Applicant incorporated the recommended revision on the Pedestrian Circulation Map and has alternatively proposed to provide a cash contribution for the 10' multi-use trail south of the high school parking to use for pedestrian improvement at the time the proffered park site is developed. The Applicant has also agreed to warrant studies for the noted all-way stops. These commitments have either been identified on the special exception plat or listed as a condition of approval. The noted improvements are to be constructed in conjunction with the development of each school.

TRANSPORTATION

Proposed Improvements

The proposed high school and elementary school are estimated to generate approximately 3,913 daily trips. The Applicant's traffic study and supplemental analyses demonstrate adequate Levels of Service (LOS) D or better for roadways anticipated to serve the proposed use both under existing conditions and upon the forecasted build-out of the campus (2015)¹. The 2010 Countywide Transportation Plan (2010 CTP) specifies a LOS D or better as an acceptable level of service. Road improvements to

¹ Supplemental analyses of existing traffic, regional traffic increase, and trips generated by the schools (and without background developments yet to be constructed) indicate acceptable LOS for the road network necessary to serve the schools. In most instances, the nexus for additional road improvements to the road network is triggered by unbuilt developments that are otherwise proffered to provide the required improvement(s) upon development of the respective sites.

be provided in conjunction with development of the schools will facilitate road improvements in support of the 2010 CTP. Those road improvements include the following (*also depicted on Plat Sheet 7, Road Improvements Map*):

1. Two-lane section of the planned 6-lane, median divided Northstar Boulevard / Route 659 Relocated from Tall Cedars Parkway to Braddock Road.
2. Two-lane section of the planned 4-lane, median divided Braddock Road from the end of existing pavement in the vicinity of Berkhamstead Drive west to Northstar Boulevard to include transition into the existing unpaved two-lane Braddock Road.
3. Westbound right turn lane and southbound left turn lane at the Braddock Road / Northstar Boulevard intersection.
4. A two-lane undivided roadway between the planned terminus of Goshen Road and two-lane Northstar Boulevard (Road "A") along the northern boundary of the school campus.
5. A two-lane undivided roadway between the elementary school entrance and the two-lane Northstar Boulevard (Road "B") across C.D. Smith proffered park site.
6. Warrant studies as required by VDOT for all-way stop controls at the intersections of Road A and Road B.

Cash-in-lieu of Construction – Northstar Boulevard / Braddock Road

There are existing proffered commitments from Stone Ridge (ZMAP 2006-0011), C.D. Smith (ZMAP 2002-0003), and Braddock Crossing (ZMAP 2003-0012) to dedicate necessary right of way (ROW) to construct the Northstar Boulevard and Braddock Road improvements described above. At such time as these surrounding projects reach development thresholds requiring the construction of these improvements, cash-in-lieu of construction clauses in the respective proffer statements will require cash payments to the County for use in constructing local and regional road improvements within the vicinity of the respective projects in the event these improvements have not been constructed by others. Specific to Stone Ridge, the developer is to construct the eastern two lanes of Northstar Boulevard between Tall Cedars Parkway and the southern boundary of Stone Ridge, including a 10' pedestrian trail, prior to the issuance of the 1st zoning permit in Land Bay 1. As noted above, a portion of the school campus (high school) is located within Land Bay 1. This commitment is highlighted as a part of the contract between LCSB and Stone Ridge to purchase the portion of the school campus that is within Land Bay 1. Also, Winchester Homes, developer of Stratshire Crossing (Braddock Crossing), is currently constructing a portion of the two-lane section of Braddock Road noted above. It is unlikely road improvements required by C.D. Smith will be triggered prior to construction of the school

Abandonment of Goshen Road

As noted above, the Applicant has submitted a request to the Board of Supervisors to abandon the segment of Goshen Road (Route 616) from proposed Road A to Road B in order to facilitate the development of the proposed high school and elementary school. Alternate north-south access between Route 50 and Braddock Road is to be provided via Road A to Northstar Boulevard. The Applicant has requested that the road abandonment application be scheduled for public hearing concurrently with the Board of Supervisors consideration of the ZMAP and SPEX applications. A separate request to abandon the southern portion of Goshen Road (between Road B and Braddock Road) will be submitted when road access to other parcels in the area (C. D. Smith, Westport) are provided alternate road access.

Subsequent conversations with Fire and Rescue and Sherriff's office staff regarding the road abandonment resulted in a request that the abandoned segment of Goshen Road remain passable to emergency vehicles until such time as Road A, Road B, and Northstar Boulevard (between Tall Cedars Parkway and Braddock Road) are open to traffic. The applicant has agreed to this provision as a condition of approval.

Lastly, it is noted that an additional north-south connection between Route 50 and Braddock Road (via Stone Springs Boulevard and Destiny Drive) is anticipated to be in place by early 2011 per the approved Stone Ridge proffers (ZMAP 2006-0011).

Adjacent Road Improvements

OTS staff noted concerns regarding use of the unpaved portion of Goshen Road north of Road A to access the schools. The Applicant has agreed to a condition of approval limiting use of Goshen Road to the pick-up and drop-off of students living along Goshen Road unless traffic conditions in the area otherwise warrant use of the road. Additionally, the Applicant has agreed to provide information to parents, students, and school staff regarding travel routes which will avoid use of Goshen Road.

PARKS AND RECREATION

The proffered community park / civic space (approximately 14. 5+ acres) noted above is to be conveyed to the County upon the issuance of the 300th residential zoning permit within the C.D. Smith Development (ZMAP 2002-2003, C.D. Smith). The site is to include parking lot, picnic pavilion, tot lot, a play meadow, fishing pond, and pedestrian trails. Road B described above is to provide primary access to the elementary school from Northstar Boulevard and will cross the park site. The public road design will realign the park entrance and internal road noted on the Concept Development Plan (CDP) and will rearrange amenities on the park site.

Parks, Recreation, and Community Services (PRCS) requested LCPS confirm that the proposed alignment and design of Road B across C.D. Smith property would meet

Substantial Conformance requirements per the Zoning Ordinance as well as facilitate the noted proffer amenities. The County's Proffer Manager has confirmed that the road realignment will not require amendments to the proffered CDP and associated proffer commitments; however, LCPS agreed to explore whether or not C.D. Smith would agree to dedicate the park site before the noted proffer trigger. Should C.D. Smith agree to the request, LCPS would provide parking areas for interim use of the park as a passive park. Should C.D. Smith be unable to dedicate the park, LCPS would agree to contribute \$40,319.00 toward construction of the parking lots for public park use. Based on follow up discussions with the applicant, the cash contribution is the preferred option.

ZONING

The subject site is zoned TR-1UBF (Transitional Residential-1) and PD-GI (Planned Development-General Industry) and is administered under the Revised 1993 Loudoun County Zoning Ordinance. The subject property is also located within the Airport Impact (AI) Overlay District and partially within the Floodplain Overlay District (FOD). A Commission Permit in accordance with Section 6-1101 was previously approved by the Planning Commission in December 2009 and ratified by the Board of Supervisors in January 2010.

Zoning Staff reviewed the applications and recommended, among other items, plat note and reference changes to the Special Exception / Rezoning Plat. The recommended revisions have been adequately addressed by the Applicant.

Zoning Staff also recommended the Applicant extend the 5 year period of validity for Special Exception application in order to accommodate the elementary school's anticipated inclusion in a future LCPS School Board Adopted Capital Improvement Program (CIP), which may or may not exceed the 5 year period. Pursuant to Section 6-1313(A), the period of validity may be extended as part of the special exception approval. The Applicant has requested the period of validity be extended to 20 years. The request has been included in the conditions of approval (Condition 3).

FIRE AND RESCUE

Fire and Rescue Staff has no objection to the approval of this application. The Arcola VFRC (Station 9) is identified as the first responder to the school property.

Per the adopted Board Fire and Rescue Policy, all Applicants are typically asked to provide a one-time monetary contribution to be distributed to the primary volunteer fire and rescue agencies that would respond to emergency situations on the subject property. The County's practice is not to request contributions from publicly funded facilities.

D. ZONING ORDINANCE CRITERIA FOR APPROVAL

Special Exception (SPEX) Application

Section 6-1310 of the Revised 1993 Loudoun County Zoning Ordinance states "In considering a special exception application, the following factors shall be given reasonable consideration. The Applicant shall address all the following in its statement of justification or special exception plat unless not applicable, in addition to any other standards imposed by this Ordinance":

Standard (A) *Whether the proposed special exception is consistent with the Comprehensive Plan.*

Analysis As outlined and discussed above in Section C, Overall Analysis, Revised General Plan (RGP) policies identify institutional uses such as public schools as appropriate and compatible uses within the Transition Policy area and where located adjacent to planned arterial roads and where centrally located to serve Suburban, Transition, and Rural populations.

Standard (B) *Whether the proposed special exception will adequately provide for safety from fire hazards and have effective measures of fire control.*

Analysis The proposed uses will provide effective measures of fire control that meet all state and local fire safety requirements and regulations.

Standard (C) *Whether the level and impact of any noise emanating from the site, including that generated by the proposed use, negatively impacts the uses in the immediate area.*

Analysis Playing fields associated with the School uses will be open to Parks, Recreation, and Community Services (PRCS) when not programmed for athletic competition and practice by Loudoun County Public Schools (LCPS).

Outdoor public address systems associated with the proposed High School stadium/track, baseball and softball fields are not to exceed 60 dBA at the property boundary. Use of the systems and playing fields will be prohibited after 11 p.m.

Enhanced vegetative screening, conservation of existing tree stands, and replanting of lost tree cover on the Property will provide additional buffering of noise associated with the above-mentioned activities.

Standard (D) *Whether the glare or light that may be generated by the proposed use negatively impacts uses in the immediate area.*

Analysis The recommended conditions of approval require the Applicant to install restrictive lighting fixtures to minimize light and glare impacts on the immediate area. Parking and stadium lighting are to be turned off within 1 hour of evening activities, or 11 pm, whichever occurs first.

Standard (E) *Whether the proposed use is compatible with other existing or proposed uses in the neighborhood, and adjacent parcels.*

Analysis The RGP designates this area for residential development at a base density of 1 dwelling unit per acre and identifies institutional uses such as public schools as appropriate and compatible land uses within the policy area. The layout of the school campus generally places school buildings in the center of the site with athletic fields, natural spaces, and enhanced vegetative screening around the periphery of the Property. Architectural guidelines will break up large building segments to reduce the visual impact of the buildings.

Standard (F) *Whether sufficient existing or proposed landscaping, screening and buffering on the site and in the neighborhood to adequately screen surrounding uses.*

Analysis As noted above, the Applicant has generally placed the school buildings in the center of the site with athletic fields and natural spaces around the periphery of the Property. Tree Save Areas and proposed reforestation along the northern and western property boundaries have been identified on the Plat.

The Applicant has proposed an earthen berm with increased vegetative screening along the southern boundary of the Property adjacent to the park site as well as enhanced buffers along the less vegetated areas along the perimeter of the elementary school. The Applicant proposes vegetative buffering and screening that is described in detail on Sheet 3 of the Special Exception / Rezoning Plat.

Standard (G) *Whether the proposed special exception will result in the preservation of any topographic or physical, natural, scenic, archaeological or historic feature of significant importance.*

Analysis No topographic or physical, natural, scenic, archeological, or historic features of significant importance has been identified on the Property as confirmed by reports submitted by the applicant and verified by staff. Development of the schools and associated recreational facilities will avoid encroachment of floodplain areas located on the site.

Standard (H) *Whether the proposed special exception will damage existing animal habitat, vegetation, water quality (including groundwater) or air quality.*

Analysis The Applicant will retain existing natural features outside the limits of grading and clearing necessary to accommodate the proposed uses. No Endangered and Threatened Species (ETS), rare plant species, or rare plant communities were observed on the Property.

Public water and sanitary sewer will be provided to the site. The recommended conditions of approval require multiple commitments to groundwater quality.

It is not anticipated that the proposed uses will negatively affect natural features, wildlife habitat, vegetation or air quality. The application preserves appropriate environmental resources on the Property and the disturbance to wildlife habitat is acceptable.

Standard (I) *Whether the proposed special exception at the specified location will contribute to or promote the welfare or convenience of the public.*

Analysis The RGP states the non-residential component of the Transition Policy Area will be comprised of uses such as public schools which will serve both rural and suburban populations. The RGP also states that the County will encourage the co-location of County facilities where feasible and where such facilities can function effectively as multi-purpose community facilities (e.g. community meeting space, shared parking, athletic fields, and integrated design).

The proposed co-located school uses, recreation facilities, and associated transportation improvements will provide convenient access to public facilities that are intended to contribute to and promote the welfare of existing and future student populations.

Standard (J) *Whether the traffic expected to be generated by the proposed use will be adequately and safely served by roads, pedestrian connections and other transportation services.*

Analysis As discussed above, Staff has evaluated a series of road and pedestrian improvements designed to mitigate the traffic impacts identified in the Applicant's traffic study and supplemental analyses. Staff has recommended that these improvements be in place prior to the opening of the schools (See Condition of Approval 6).

Standard (L) *Whether the proposed special exception will be served adequately by essential public facilities and services.*

Analysis As identified in the attached referral agency comments, the proposed special exception uses will be adequately served by existing public facilities and services.

Standard (M) *The effect of the proposed special exception on groundwater supply.*

Analysis The proposed special exception uses are not anticipated to have an adverse affect on the County's ground water supply. Public water and sanitary sewer service will be provided by Loudoun Water (formerly LCSA). Storm water management / Best Management Practices (BMPs), Low-Impact Design (LID) and other conservation measures will be implemented by the Applicant. An oil-water separator within bus parking/staging areas will further mitigate potential groundwater contamination.

Standard (N) *Whether the proposed use will affect the structural capacity of the soils.*

Analysis Compliance with the requirements of the County's Facilities Standards Manual (FSM) at time of site plan review will ensure adequate structural capacity for the proposed uses.

Standard (O) *Whether the proposed use will negatively impact orderly and safe road development and transportation.*

Analysis As discussed above, OTS Staff has evaluated a series of road and pedestrian improvements designed to mitigate the traffic impacts identified in the Applicant's traffic study and supplemental analyses.

Standard (P) *Whether the proposed special exception use will provide desirable employment and enlarge the tax base by encouraging economic development activities consistent with the Comprehensive Plan.*

Analysis The proposed schools are consistent with the policies of the Transition Policy Area and will provide desirable employment in support of the education of the County's student population, thereby enlarging the County's tax base. The Department of Economic Development considers public and private education to be the cornerstone to an attractive business environment and necessary to provide a highly educated workforce capable of supporting the County's desired employment base. The Applicant estimates the two schools combined will provide approximately 290 jobs.

Standard (Q) *Whether the proposed special exception considers the needs of agriculture, industry, and businesses in future growth.*

Analysis The proposed special exception uses are intended to support existing and future student populations based on the County's land use plan and will not negatively impact existing and future agriculture, industry, and businesses.

Standard (R) *Whether adequate on and off-site infrastructure is available.*

Analysis Adequate on and off-site infrastructure will be made available prior to occupancy of the proposed school uses.

Standard (S) *Any anticipated odors which may be generated by the uses on site, and which may negatively impact adjacent uses.*

Analysis No odors are anticipated by the development and/or operation of the proposed special exception uses.

Standard (T) *Whether the proposed special exception uses sufficient measure to mitigate the impact of construction traffic on existing neighborhoods and school areas.*

Analysis Existing and proposed road networks associated with the proposed special exception uses will divert construction traffic away from existing neighborhoods and school areas.

Zoning Map Amendment (ZMAP) Application

Section 6-1211(E) of the Revised 1993 Loudoun County Zoning Ordinance states " ... (i) if the application is for reclassification of property to a different zoning district classification on the Zoning Map ..., the Planning Commission shall give reasonable consideration to the following matters ...":

Standard (1) *Whether the proposed zoning district classification is consistent with the Comprehensive Plan.*

Analysis As outlined and discussed above in Section C, Overall Analysis, Revised General Plan (RGP) policies identify institutional uses such as public schools as appropriate and compatible uses within the Transition Policy area and where located adjacent to planned arterial roads and where centrally located to serve Suburban, Transition, and Rural populations.

Standard (2) *Whether there are any changed or changing conditions in the area affected that make the proposed rezoning appropriate.*

Analysis Existing populations aging in place and the continued influx of school-age children within existing and planned developments has generated the need for additional school facilities. Increased demand and limited availability of properties which can accommodate school campus requirements has required the requested zoning application for development of school sites.

Standard (3) *Whether the range of uses in the proposed zoning district classification is compatible with the uses permitted on other Property in the immediate vicinity.*

Analysis The RGP designates this area for residential development at a base density of 1 dwelling unit per acre and identifies institutional uses such as public schools as appropriate and compatible land uses within the policy area.

Standard (4) *Whether adequate utility, sewer and water, transportation, school and other facilities exist or can be provided to serve the uses that would be permitted on the Property if it were rezoned.*

Analysis As identified in the attached referral agency comments, adequate utilities, sewer and water, transportation and other facilities exist to serve the uses proposed or will otherwise be provided by the Applicant.

Standard (5) *The effect of the proposed rezoning on the County's ground water supply.*

Analysis The proposed rezoning is not anticipated to have an adverse affect on the County's ground water supply. Public water and sanitary sewer service will be provided by Loudoun Water (formerly LCSA). Storm water management / Best Management Practices (BMPs), Low-Impact Design (LID) and other conservation measures will be implemented by the Applicant.

Standard (6) *The effect of the uses allowed by the proposed rezoning on the structural capacity of the soils.*

Analysis Compliance with the requirements of the County's Facilities Standards Manual (FSM) at time of site plan review will ensure adequate structural capacity for the proposed uses.

Standard (7) *The impact that the uses permitted if the Property were rezoned will have upon the volume of vehicular and pedestrian traffic and traffic safety in the vicinity and whether the proposed rezoning uses sufficient measures to mitigate the impact of through construction traffic on existing neighborhoods and school areas.*

Analysis As discussed above, Staff has evaluated a series of road and pedestrian improvements designed to mitigate the traffic impacts identified in the Applicant's traffic study and supplemental analyses. Existing and proposed road networks will divert construction traffic away from existing neighborhoods and school areas.

Standard (8) *Whether a reasonably viable economic use of the subject property exists under the current zoning.*

Analysis The 3-acre PD-GI parcel is remaining parcel of the larger 1000+ acre Alliance Property assemblage and cannot be developed consistent with the approved Concept Development Plan (CDP) without a Zoning Concept Plan Amendment (ZCPA). Further, subsequent development and subdivision of adjacent properties (residential) has significantly changed the character of the area such that development of PD-GI parcel would be incompatible with adjacent land uses and given its size would unlikely be developed.

Standard (9) *The effect of the proposed rezoning on the environment or natural features, wildlife habitat, vegetation, water quality and air quality.*

Analysis

The Applicant will retain existing natural features outside the limits of grading and clearing necessary to accommodate the proposed uses. No Endangered and Threatened Species (ETS), rare plant species, or rare plant communities were observed on the Property.

Public water and sanitary sewer will be provided to the site. The recommended conditions of approval require multiple commitments to groundwater quality.

It is not anticipated that the proposed uses will negatively affect natural features, wildlife habitat, vegetation or air quality. The application preserves appropriate environmental resources on the Property and the disturbance to wildlife habitat is acceptable.

- Standard (10) *Whether the proposed rezoning encourages economic development activities in areas designated by the Comprehensive Plan and provides desirable employment and enlarges the tax base.*

Analysis

The rezoning will facilitate the program requirements of the proposed schools. Development of school campuses on the subject site is consistent with the policies of the Transition Policy Area and will provide desirable employment in support of the education of the County's student population, thereby enlarging the County's tax base. The Department of Economic Development considers public and private education to be the cornerstone to an attractive business environment and necessary to provide a highly educated workforce capable of supporting the County's desired employment base. The Applicant estimates the two schools combined will provide approximately 290 jobs.

- Standard (11) *Whether the proposed rezoning considers the needs of agriculture, industry, and businesses in future growth.*

Analysis

The proposed rezoning will accommodate school campus requirements that are intended to support existing and future student populations based on the County's land use plan and will not negatively impact existing and future agriculture, industry, and businesses.

- Standard (12) *Whether the proposed rezoning considers the current and future requirements of the community as to land for various purposes as determined by population and economic studies.*

Analysis The proposed zoning map amendment and associated special exception request are in response to the future school service demands of the surrounding community as noted above in Standard 2.

Standard (13) *Whether the proposed rezoning encourages the conservation of properties and their values and the encouragement of the most appropriate use of land throughout the County.*

Analysis The proposed schools and associated recreation facilities are consistent with land use policies of the Transition Policy Area and will likely sustain or increase the value of site and adjacent properties. Conservation of onsite Green Infrastructure (existing tree cover, steep slopes, floodplain, etc.) are generally considered favorable toward land valuation.

Standard (14) *Whether the proposed rezoning considers trends of growth or changes, employment, and economic factors, the need for housing, probable future economic and population growth of the County and the capacity of existing and/or planned public facilities and infrastructure.*

Analysis Please see analysis of Standards 2, 12, and 13 above.

Standard (15) *The effect of the proposed rezoning to provide moderate housing by enhancing opportunities for all qualified residents of Loudoun County.*

While not directly providing such opportunities, development of the subject property as a school campus will provide education opportunities for those residents benefitting from the provision of moderate housing.

Standard (16) *The effect of the rezoning on natural, scenic, archaeological, or historic features of significant importance.*

Analysis No topographic or physical, natural, scenic, archeological, or historic features of significant importance has been identified on the Property as confirmed by reports submitted by the applicant and verified by staff.

VI. ATTACHMENTS (UNLESS NOTED OTHERWISE, ATTACHMENTS ARE AVAILABLE ELECTRONICALLY AND MAY BE OBTAINED FROM THE DEPARTMENT OF PLANNING AND/OR LOUDOUN ONLINE LAND APPLICATIONS SYSTEM (LOLA))	PAGE NUMBER
1. Review Agency Comments	
a. Planning, Comprehensive Planning (07-13-10, 04-20-10)	A-1
b. Planning, Community Information and Outreach (04-19-10)	A-21
c. Building and Development, Environmental Review Team (07-08-10, 04-20-10)	A-35
d. Building and Development, Zoning (06-23-10, 03-29-10)	A-47
e. Office of Transportation Services (08-16-10, 07-13-10)	A-53
f. Virginia Department of Transportation (07-08-10, 05-13-10)	A-143
g. Parks, Recreation, and Community Services (07-08-10, 04-26-10)	A-161
h. Loudoun Water (07-14-10, 04-27-10)	A-175
i. Health Department (03-23-10)	A-179
j. Fire, Rescue, and Emergency Services (04-23-10)	A-181
k. Department of General Services (03-22-10)	A-183
2. Disclosure of Real Parties in Interest (08-12-10)	A-185
3. Applicant's Response to Referral Comments (08-19-10, 07-22-10, 06-08-10)	A-203
4. Applicant's Supplemental Traffic Analyses (08-12-10, 07-22-10)	A-267
5. Applicant's Statement of Justification (08-27-10)	A-279
6. Applicant Proffer Statement (August 2010)	A-299
7. Plat / Concept Development Plan (revised 08-18-10)	Follows A-300