

**BOARD OF SUPERVISORS
TRANSPORTATION AND LAND USE COMMITTEE
INFORMATION ITEM**

SUBJECT: New Comprehensive Plan Update

ELECTION DISTRICT: Countywide

CRITICAL ACTION DATE: At the pleasure of the Board

STAFF CONTACTS: Christopher J. Garcia, AICP, Program Manager, Planning and Zoning
Ricky W. Barker, AICP, Director, Planning & Zoning

PURPOSE: The purpose of this item is to provide an update for the Transportation and Land Use Committee (TLUC) regarding the current status of the New Comprehensive Plan process. Staff will review the project planning and preparation activities since endorsement of the Plan Charter, and provide an update of project activities planned during the first quarter of the FY 2017.

BACKGROUND: On March 1, 2016, Planning and Zoning Staff received direction from the Board to initiate the process for a New Comprehensive Plan for Loudoun County. Staff received further direction from the Board of Supervisors (Board) to execute the planning process following the guidance outlined within the New Comprehensive Plan Charter (Attachment 1) on April 21, 2016. At the time of endorsement, Staff was also directed to provide quarterly updates to the TLUC as the method of providing the Board the latest updates, progress and planned activities for this project.

Overview of Activities

The activities and tasks that have been started since the last Board action correspond to Phase I of the project process outlined in the Plan Charter and have included the following:

1. **Stakeholders Committee Formation:** As directed in the Plan Charter, a Stakeholders Committee of 26 members has been formed. This Committee met for the first time on Monday, June 20 in the Dulles Room, Loudoun County Government Center. The committee and County Staff discussed each member's interests and background, set preliminary ground rules for collaboration and reviewed the parameters of the Plan Charter endorsed by the Board. Twenty-two of the Stakeholders Committee Members were in attendance for the first meeting, with the remaining four anticipated to be present

at the next meeting in July. Attachment 2 shows the by-name list of committee members currently participating in the planning process.

2. **Staff Technical Advisory Committee:** Similar to the Stakeholders Committee, the Plan Charter also directs the formation of a technical advisory body representing a wide range of technical topic areas. This committee, composed of various County Departments and other outside agencies such as the Virginia Department of Transportation (VDOT) and Metropolitan Washington Airport Authority (MWAA), also met for the first time on June 13, 2016. This Committee and County Planning and Zoning Staff also spent time introducing themselves to one another, discussed each member's interests and background, worked on setting ground rules for collaboration and reviewed the parameters of the Plan Charter endorsed by the Board.
3. **Consultant Selection and Procurement:** In May 2016, Staff published a request for proposal for technical consultants to respond to a proposed scope of work and typical County procurement criteria with a preliminary cost proposal. Proposal reviews, scoring by Staff, and shortlist interviews were conducted in June 2016. One firm will be selected by the end of July and a refined scope of work is being developed to determine a final price and to execute the contract.
4. **Public Outreach and Engagement:** Staff is drafting a communications plan to establish methods for creating interest in the planning process, to provide a means for the general public to inquire and receive information about the process, to announce key planning effort activities and to advertise opportunities for citizens to participate in the process.
5. **Plan Evaluation:** Staff has completed an initial evaluation of existing plan policy as it relates to the Board's range of issues outlined in the Plan Charter. These issues will be used in discussions with the Stakeholders Committee to generate additional issues or topics for consideration by the consultant and to generate discussion in the initial round of community meetings.

Anticipated Activities for the First Quarter of FY2017

The next two major milestones will be: 1) completion of consultant selection/procurement and integration into the process and; and 2) conducting the first set of public outreach and engagement meetings in the community during the October/November 2017 timeframe.

1. **Stakeholders Committee:** The Stakeholders Committee is scheduled to meet on July 18, August 15, and September 19, and will identify and discuss broad issues under the nine topic areas identified in the Plan Charter in preparation for the fall kick-off meetings for the New Comprehensive Plan. It has also been suggested that the Stakeholders engage in a bus tour of the County to help the committee members establish a common understanding of the current conditions throughout the county.

2. **Staff Technical Advisory Committee:** The Staff Technical Advisory Committee will largely follow along with the Stakeholders Committee activities and spend meeting time becoming familiar with and substantiating issues in the nine topic areas of the Plan Charter.
3. **Consultant Selection and Procurement:** Staff will be providing information and data that the consultant team will use to develop a series of issues papers that will identify and fully vet the issues the County is facing currently and in the future.
4. **Public Outreach and Engagement:** Staff and the consultant will implement the communications plan with web-based input platforms, such as mySidewalk, Survey Monkey and GoTo Webinar, to offer the added participation opportunities as described in the Plan Charter. The consultant will be responsible for assisting with development of marketing strategies, public participation platforms, and continue with advertising the process.

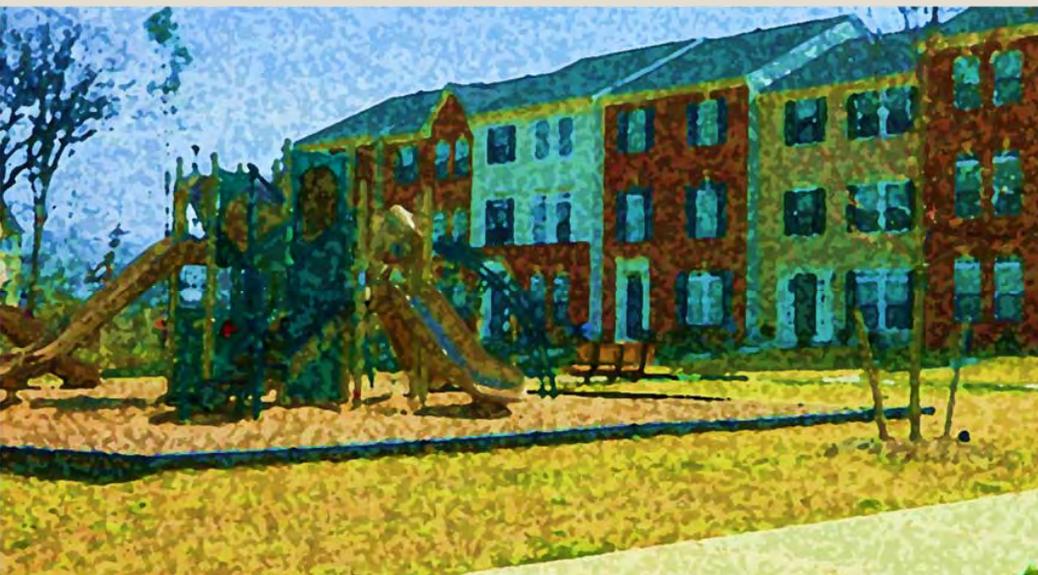
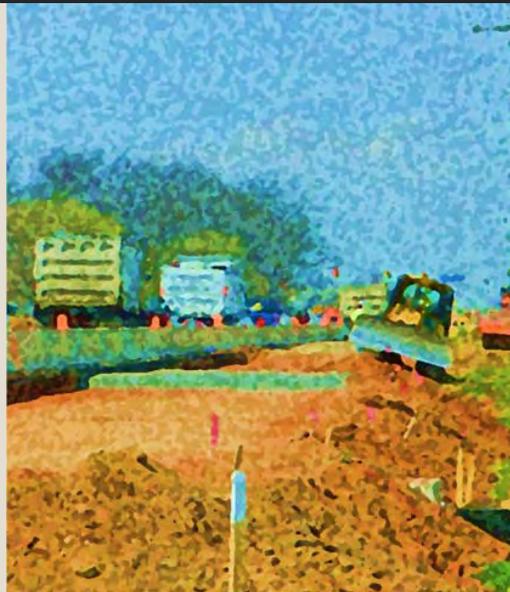
FISCAL IMPACT: There is no additional fiscal impact associated with continuing the planning process and no change to fiscal requirements previously approved by the Board to support the planning effort.

ATTACHMENTS:

1. Loudoun County New Comprehensive Plan Charter (Revised May, 4, 2014)
2. New Comprehensive Plan Stakeholders Committee Membership (Revised July 7, 2016)

LOUDOUN COUNTY COMPREHENSIVE PLAN

Plan Charter



Presented by the Department of Planning and Zoning

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Plan Charter

Approach and Process for Creating a Comprehensive Plan for Loudoun County

Department of Planning and Zoning

April 28, 2016

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Introduction

Comprehensive Plan Charter Purpose and Process

On March 1, 2016, the Board of Supervisors unanimously approved the initiation of the New Comprehensive Plan effort. The recommended first step in this initiation is to establish a “plan to do the plan” or a Plan Charter. This document contains pertinent background information and broad existing conditions, a preliminary list of the prominent issues the Plan should address, a description of the planning process and schedule, the organizational structure, a description of the community outreach and engagement strategy, and the role of consultants.

The steps to begin this significant planning project include:

1. Development of a Plan Charter, a roadmap for completing the initiative, describing who, what, when, where and equally important, how the County will complete the new comprehensive plan;
2. Board of Supervisors endorsement the Plan Charter; and
3. Staff preparation for the New Comprehensive Plan (e.g., selection of consultants, formation of a Stakeholders Committee, background research on the major topics).

On March 1, 2016, the Board of Supervisors initiated the New Comprehensive Plan effort and directed County Staff to develop this Plan Charter to serve as a roadmap for developing a New Comprehensive Plan. The Planning and Zoning Department Staff developed this Plan Charter with the Transportation and Land Use Committee in March 2016. An edited version the Plan Charter was presented to the Board of Supervisors on April 21, 2016 and was subsequently endorsed by the Board with additional changes that are incorporated into this version of the Plan Charter.

Project Background

The Comprehensive Plan is the community-based vision for Loudoun’s future and the land use policy document adopted by the Board. Plan policies guide the Board’s land use development decisions and are the foundation for service plans, economic development, and other strategies; and for regulatory tools such as the zoning and subdivision ordinances. The comprehensive plan is designed to guide the future actions of a community. It presents a vision for the future, with long-range goals and objectives for all activities that affect the local government. This includes guidance on how to make decisions on public and private land development proposals, the expenditure of public funds for infrastructure, and how to address pressing issues such as farmland preservation or the redevelopment of older areas.

The Board of Supervisors adopted its first zoning ordinance in 1942 and its first comprehensive plan in 1959. Over time, as the County’s population has grown, the Board has enacted increasingly specific regulations governing land use and density to support that growth. Loudoun’s current Comprehensive Plan was revised in 2001 and included revision to the General Plan and the County-wide Transportation Plan. This revision process was conducted during 2000 and 2001 and is the product of the hard work and dedication of citizen participants, the Planning Commission, the Board of Supervisors, County staff and consultants. The General Plan and the County-wide

Transportation Plan components were reviewed concurrently by the Planning Commission over two months. The Commission identified concerns in addition to those initially raised by the Board of Supervisors and also received public input in several forums. Since adoption, 26 Comprehensive Plan Amendments (CPAM) have been approved as of December 11, 2013.

While a number of significant amendments have occurred, comprehensive and holistic analysis and revision of the Comprehensive Plan components have not been completed on a regular interval to maintain plan currency with growth and development on the ground. The County's Comprehensive Plan has been very successful in accomplishing the community's vision, achieving a robust economy, and producing one of the most desirable places to live, work, and play in the country over the years. However, conditions in the county have significantly changed since the last major comprehensive planning effort and the time has come for Loudoun County to develop a new plan to account for existing conditions and new projections in growth countywide.

Key Objectives

A tool for planning the future growth or change of a community, a comprehensive plan may vary in size or scale. A comprehensive plan can be used to address the constant change and evolution of a community. The plan can serve as a guide for decision-making to facilitate or support that change and create a sense of place. Most plans are written to provide direction over a 10- to 20-year period after plan adoption. However, plans should receive a considered review and possible update every five years.

A comprehensive plan serves a variety of objectives for communities, in general. These objectives are aptly described by Gary D. Taylor of Iowa State University as follows:

- **The plan provides continuity.** The plan provides continuity across time, and gives successive governing bodies a common framework for addressing land-use issues.
- **It is the means by which a community can balance competing private interests.** John Public may want to store oil drums on his property. Jane Citizen, his neighbor, would like to open a restaurant on her property. Planning seeks to strike a balance among the many competing demands on land by creating development patterns that are orderly and rational, provide the greatest benefits for individuals and the community as a whole and avoid nuisance conflicts between land uses.
- **It is the means by which a community can protect public investments.** Planning is the means by which a community avoids digging up last year's new road to lay this year's new sewer pipe. Well-planned, orderly and phased development patterns are also less expensive for a community to provide with public services than low-density, scattered development.
- **It allows communities to plan development in a way that protects valued resources.** Planning can identify environmental features like wetlands, agricultural lands, woods and steep slopes and suggest strategies for preserving those resources from destruction or degradation by inappropriate development.

- **It provides guidance for shaping the appearance of the community.** A plan can set forth policies that foster a distinctive sense of place.
- **It promotes economic development.** The plan contains valuable information that drives the location decisions of prospective firms.
- **It provides justification for decisions.** Plans provide a factual and objective basis to support zoning decisions and can be used by communities to defend their decisions if challenged in court.
- **Through public dialogue, citizens express a collective vision for the future.** Last, but certainly not least, the planning process provides citizens an opportunity to brainstorm, debate and discuss the future of their community. A plan developed through a robust public input process enjoys strong community support. Subsequent decisions that are consistent with the plan’s policies are less likely to become embroiled in public controversy.

The New Comprehensive Plan for Loudoun County is projected to focus on the *Revised General Plan* and the *Countywide Transportation Plan* components. The critical impetus for selecting these two components is their interconnectedness and interdependency. Selection of these two critical components is anticipated to influence:

- Establishing a common vision, set of goals, and set of guiding principles that jointly address land use policies and transportation issues, in a manner that emphasizes the integration of the two topics;
- Allowing creation and use of a common leadership and management structure to oversee updates to both Comprehensive Plan components;
- Providing for a single, unified effort for creating realistic plans and policies that takes into account on-going planning efforts, fiscal realities of connected and dependent land use and transportation decisions, and the full breadth of planning topics to be addressed in the New Comprehensive Plan; and
- Creating cost savings resulting from common and combined outreach activities and shared information goals and objectives.

The Plan is anticipated to be a compilation of new policy and guidance that accounts for the changing dynamics of the County while perpetuating policies that have served the County’s interests over time and have remained relevant to date.

In order to meet the broad objectives, the New Comprehensive Plan should have the following characteristics: strategic, easy-to understand, overarching, and flexible.

1. **Strategic:** The plan must be economically feasible and rooted in the realities of changing demographics, market realities, and fiscal soundness. The plan should serve as a foundation for economic prosperity for the County.

- 2. **Easy to Understand:** The new plan should be highly illustrative, clear, concise, and easy to use. To ensure ease of comprehension and availability, multiple formats of the plan should be available for easy dissemination to the general public.
- 3. **Overarching:** The plan should serve as a bridge between different functions and plans by including a broad vision, goals, and objectives for the County. The plan should be integrated with other relevant County’s plans and policies. It should be comprehensive enough to ensure wide-spread implementation and instill confidence in its policies and goals.
- 4. **Flexible:** The new plan must be adaptable, but enduring, in order to accommodate changing technologies, demographics, and markets. The plan will be focused at the policy level and will not be “ordinance-like” with precise criteria to follow.

Project Requirements

State and Local Code

Virginia Code Title §15.2-2223, states: “The local commission shall prepare and recommend a comprehensive plan for the physical development of the territory within its jurisdiction.” The County’s Planning Commission is responsible for preparing and recommending to the Board of Supervisors elements of the County’s Comprehensive Plan. Within statutory limitation afforded by the Dillon Rule¹, the County can manage development in accordance with the land use policies of its Comprehensive Plan.

State case law envisions strong links between a comprehensive plan, zoning and subdivision regulations and the capital improvements program that establishes location, financing and timing of local public facilities (Virginia Code Title 15.2-2239). This integrated planning approach is expected to provide a growth-management strategy that will sustain local jurisdictions as they grow.

Title § 15.2-2223 also states that ‘the comprehensive plan shall be made with the purpose of guiding and accomplishing a coordinated, adjusted and harmonious development of the territory which will, in accordance with present and probable future needs and resources, best promote the health, safety, morals, order, convenience, prosperity and general welfare of the inhabitants, including the elderly and persons with disabilities’ and may be composed of, but is not limited to:

- Designation of land areas for various types of public and private development and uses
- Transportation plan that designates a system of transportation infrastructure needs and recommendations
- Designation of areas for ground water protection measures
- Designation of historical areas

¹ Under the Dillon Rule, the Board can only regulate land use as permitted by the General Assembly expressly or by necessary implication from statute. Board of Supervisors v. Horne, 216 Va. 113, 215 S.E.2d 453 (1975).

- Designation of areas of urban renewal or other treatment
- Designation of areas and implementation of measures for construction, rehabilitation and maintenance of affordable housing
- Capital improvements program, a subdivision ordinance, a zoning ordinance and zoning district maps, mineral resource district maps and agricultural and forestall district maps, where applicable
- Designation of a system of community service facilities:
 - parks, sports playing fields,
 - forests,
 - schools, playgrounds,
 - public buildings and institutions,
 - hospitals, nursing homes, assisted living facilities,
 - community centers,
 - waterworks, sewage disposal or waste disposal areas

Relationship to Other County Planning Documents

The County's Comprehensive Plan consists of several related documents, including the Revised General Plan and amendments thereto, specific area plans, strategic plans and the Revised Countywide Transportation Plan. The Comprehensive Plan provides guidance and policy for the County and is implemented through zoning ordinances, subdivision regulations, legislative processes for land development, construction permitting and the physical act of constructing facilities and infrastructure.

The 2001 *Revised General Plan* replaced the County's 1991 *General Plan* as the "umbrella" document for the County's planning efforts. The revision process reinforced and refined countywide goals and policies not only for the *General Plan*, but also for subsequent area plans. In addition to area plans, the County also prepares specific service plans for essential County facilities and services such as parks, libraries, and fire and rescue services. These plans, prepared by various County agencies, establish detailed service level guidelines. The standards contained in each of these service plans are referenced throughout the General Plan and are also an essential part of the County's overall planning policy.

The County's Comprehensive Plan currently consists of the following components:

1. Revised General Plan ("Plan") and Amendments,
2. Revised Countywide Transportation Plan (CTP)
3. Bicycle and Pedestrian Mobility Master Plan
4. Strategic Plans:
 - a. Strategic Land Use Plan for Telecommunications Facilities
 - b. Countywide Retail Policy Plan Amendment
 - c. Heritage Preservation Plan
 - d. Greenways and Trails Policies

- 5. Small Area Plans
 - a. Arcola Area/Route 50 Corridor Plan
 - b. Route 28 Corridor Plan
- 6. Area Management Plans

Several outreach and study efforts in recent years can be drawn upon as a resource for the new comprehensive plan effort. These include:

- a. Ashburn Community Outreach
- b. Dulles Community Outreach
- c. Potomac/Sterling Community Outreach
- d. Retail, Entertainment & Culture Cluster Study

Existing Conditions

Loudoun County

Geography

Loudoun County is located in the northern section of Virginia, south and adjacent to the Potomac River, east of Fairfax County and approximately 28 miles west of Washington DC. It is bounded by Fairfax to the east, Fauquier and Prince William to the south and Clark County VA, Jefferson County WV to the west and Maryland the Potomac River to the north. Mostly located in the Piedmont Physiographic Province, with a small strip in the western portion of the county in the Blue Ridge Physiographic Province, Loudoun County encompasses approximately 517 square miles (330,880 acres) of level to gently rolling land. The elevation ranges from 180 feet above sea level to 1,900 feet in the western portion of the county. Drained by the Potomac River, Goose Creek, Catoctin Creek, Dutchman’s Creek, Broad run and Piney Run.

The County’s seven (7) incorporated towns include Leesburg (County Seat), Purcellville Hamilton, Hillsboro, Lovettsville, Middleburg, and Round Hill. Much of the Early American atmosphere, character and architecture has been preserved by the towns and plantations in the county.

Loudoun County is also the home of the Washington Dulles Airport International Airport. Based on airport activity, the Federal Aviation Administration (FAA) has designated the Washington Dulles International Airport as a Core airport. The FAA expects Washington Dulles International Airport to grow annually at a rate of 1.97%² through 2040. Washington Dulles International Airport currently operates with four runways, with a fifth runway to open when the airport reaches full capacity.

Demographics

Loudoun County’s population was relatively unchanged between 1790, the first year that the U.S. Census was taken, and 1960. Throughout the 170-year period, it remained in the range of 20,000 to 25,000 persons, reflecting the stability of a predominantly rural county at the far western reaches of the Washington region. This began to change in 1960, with population growth in neighboring

² Federal Aviation Administration, Terminal Area Forecast Summary, Fiscal Years 2013-2040, page 9.

Fairfax County, construction of the Broad Run Interceptor that would provide sewer service for suburban development in the eastern part of Loudoun County, and the construction of Washington Dulles International Airport in Fairfax and Loudoun counties. During the 1960s, and in each decade that followed, the County's population has risen by at least 50 percent.

Loudoun County is the nation's fifth fastest growing county among those with a population of 100,000 or more³. Attracted to Loudoun's beautiful scenery and proximity to employment, Dulles International Airport, and Washington D.C., the County's population has grown by over 160,000 people since 2000 to approximately 360,000 today, more than doubling in size. With Metrorail planning to commence operations in 2019-2020 and the improving economy, the high growth patterns are expected to continue – increasing to over 400,000 residents by 2020.⁴

Loudoun County currently has an estimated 120,000 housing units which is an increase of approximately 15.6% in the last five years. In 2014, Loudoun County was the nation's highest ranking jurisdiction among those with a population of greater than 65,000 for median household income (\$122,294).

Current Comprehensive Plan

Revised General Plan

The goals of the Revised Plan generally include promoting reasonable residential growth, providing opportunities for economic development alleviating future traffic congestion, promoting a diverse economy, protecting the rural economy and environment, and preserving environmental, cultural and historical features. The Plan provides the basis for evaluating land-development proposals and is the foundation for amendments to the zoning and subdivision ordinances to ensure that the County's goals are implemented through the regulatory process.

The Plan is organized into eleven chapters. Following the Introduction, Chapter Two sets forth the Planning Approach, including Housing and Infrastructure Policies. Chapter Three contains policies related to the County's fiscal management and provision of public facilities. Chapter Four is devoted entirely to a discussion of and policies for Economic Development. Chapter Five establishes the environmental, natural and heritage resources context for the Green Infrastructure.

Chapters Six, Seven, Eight, Nine and Ten contain the policies for the Plan's distinct geographic policy areas, which include the Suburban Policy Area, the Rural Policy Area, the Transition Policy Area, and within those policy areas the Towns and JLMAs, and Existing Villages. The final chapter of the Plan contains recommendations about how it will be implemented including proffer guidelines and design guidelines.

³ Sources: U.S. Census Bureau, 2010-2014 American Community Survey Five-Year Estimates

⁴ Sources: U.S. Census Bureau, 1960-2010 Decennial Census and 2014 American Community Survey One-Year Estimates and 2010-2014 American Community Survey Five-Year Estimates; Loudoun County Department of Planning and Zoning, 2015 Estimates Series, April 2015; Loudoun County, 2015 Fiscal Impact Committee Guidelines.

Policy Areas

Suburban Policy Area

The 60,000-acre Suburban Policy Area, as shown in the County's comprehensive plan, is the easternmost area where most of the residential and commercial growth has occurred since the last plan adoption. The earliest planned development occurred within the Potomac and Sterling Communities of eastern Loudoun County. The approval of the large-scale planned community of Sterling Park in 1961 signaled the beginning of the transformation of eastern Loudoun County from its 18th and early 19th century rural heritage to the suburban area that it is today. Two major events helped to open the area to residential development - the construction of Washington Dulles International Airport and the construction of a major sewer line that was to accommodate the airport and improvements to Route 7 and 28. Routes 7 and 28 have evolved into critical transportation corridors that are contributing Loudoun County's reputation as an international center for technology, communications and global data management sectors. Given its connection to Dulles International Airport, Route 28 is expected to continue play a major economic role for Loudoun County as key location for on-going development. Additionally, the Suburban Policy Area includes the area designated for two future Silver Line Metro Stations that will likely include new dense, urban, transit-oriented type development at the Route 772 station site and the Route 606 station site. The County is currently undertaking a Comprehensive Plan Amendment to guide future land use and transportation recommendations around these transit rail station areas.

Rural Policy Area

The Rural Policy Area includes all of the western part of the County outside of the Towns, as well as Joint Land Management Areas (JLMAs) around certain Towns, though the Towns and JMLA Policies are addressed separately in the current *Revised General Plan*. The Rural Policy Area is the largest of the County's three policy areas. It encompasses 227,904 acres, representing about 67 percent of Loudoun County's total land (333,558 acres). Six of the County's seven incorporated Towns are located completely in the Rural Policy Area. They are Hamilton, Hillsboro, Lovettsville, Middleburg, Purcellville, and Round Hill. The Rural Policy Area also includes twelve villages of the thirteen Existing Villages in the County.

Transition Policy Area

The Transition Policy Area is a defined policy area to provide a visual and spatial transition between the suburban development in the eastern part of the County and rural development in the west. The Transition Policy Area extends over an area of 22,813 acres, constituting approximately 6.8 percent of Loudoun County's total area of 333,558 acres. The policy area is comprised of six distinct subareas: Lower Sycolin, Middle Goose, Upper Broad Run, Upper Foley, Lower Foley, and Lower Bull Run. These subareas extend in an L-shaped configuration along the western and southern boundaries of the Suburban Policy Area and serve as a separation between the Suburban and Rural Policy Areas.

Countywide Transportation Plan

The Countywide Transportation Plan, which superseded previous transportation policies embedded in earlier County documents, was adopted in 1995 and has undergone concurrent revisions during the Comprehensive Plan Review and updates.

The *2010 Countywide Transportation Plan (2010 CTP)* is a forward-looking planning document that addresses this challenge by establishing a long-range vision for the County's transportation network and defining policies that provide for the successful implementation of that network. The transportation network includes major roads, public transit services, bicycle and pedestrian accommodations, and airports. The plan itself is organized into a series of chapters, appendices and maps. The *2010 CTP* is designed to be a companion document to the County's *Revised General Plan*, both of which are core elements of the County's Comprehensive Plan. Together they provide policy guidance on land and infrastructure development. As part of the Comprehensive Plan, the CTP is required to be reviewed every five years, as called for in the Virginia Code.

Other Plans and Initiatives

The County has conducted three community outreach efforts within the Sterling/Potomac, Ashburn and Dulles Communities to solicit community sentiment, issues and priorities as a first step in future Suburban Community Planning efforts. The Plan calls for the development of Community Plans to guide the growth of the Plan-defined Suburban Communities. The purpose to conduct a dialogue with residents and business owners to identify neighborhood and community-wide priorities and to develop strategies to aid in future planning and programmatic activities.

On October 16, 2013, the Loudoun County Board of Supervisors initiated a Silver Line/Metrorail Tax District Comprehensive Plan Amendment to evaluate the development potential of the Dulles Metrorail Service Districts which were previously adopted in December of 2012. The purpose of the CPAM is to evaluate the existing planned land uses around the future Metrorail stations and to ensure that they strike the desired balance between County tax and revenue objectives to support development in the area, the desired land use patterns, and an appropriate transportation network and infrastructure to support existing and new developments.

Planning Approach

Justification and Requirement

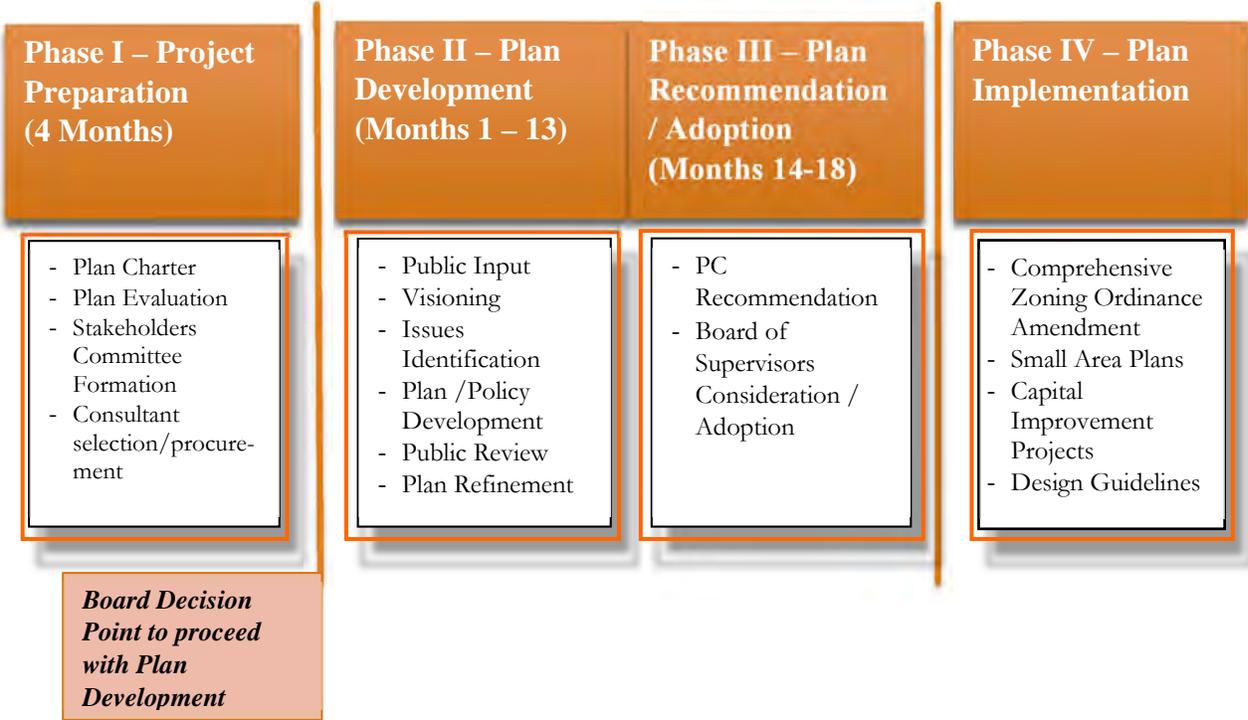
The need for the new Comprehensive Plan components is also readily apparent in the limited comprehensive updates and evolving land use and economic conditions. cursory analysis of land use legislative applications conformance to the current Revised General Plan policies and Planned Land Use, since the last plan adoption in 2001, indicate that land use and land use mix conflicts as well as development design suitability/compatibility were frequent issues in the legislative processes. Approximately two-thirds of certain legislative land use applications approved by the County contained some form of conflict with land use or land use mix policies of the *Revised General Plan* which suggests that the policies are not reflective of current economic and development trends in some areas of the County. This indicator signifies that the land use planning policies and land use plan map need to be evaluated in addition other policy areas as a part of this initiative. With new land use types being implemented and on the horizon for such critical locations as the Silver Line Small Area Plan areas, an up-to-date and dynamic policy document is needed to address current demographic and land use trends.

Process, Phasing and Timeline

The project approach involves a four-phased process:

1. Project Preparation;
2. Plan Development; and
3. Plan Recommendation/Adoption
4. Plan Implementation

Based upon a scope that focuses on addressing the key topics plus an appropriate community engagement component, staff estimates that Phase II and Phase III (encompassing the plan development and adoption activities) will take a minimum 18 months after the preparation work is completed. Phases II and III will comprise the physical work and activity of creating and developing the New Comprehensive Plan. The fourth phase consists of Plan Implementation which will begin upon the New Comprehensive Plan adoption and continue over time. This phase could include periodic plan monitoring and evaluation, a new zoning ordinance and/or small areas plan development for targeted areas. The phasing plan is:



The **Phase I - Project Preparation** schedule is:

- **Spring 2016** Project Initiation and Plan Charter Development
- **March – May 2016** Stakeholders Committee & Staff Technical Advisory Committee Formation
- **March – June 2016** Comprehensive Plan Staff Analysis & Evaluation
- **April – July 2016** Consultant RFP Development & Selection and Procurement
- **August - September 2016** Formal Planning Process Commences

Organization and Structure

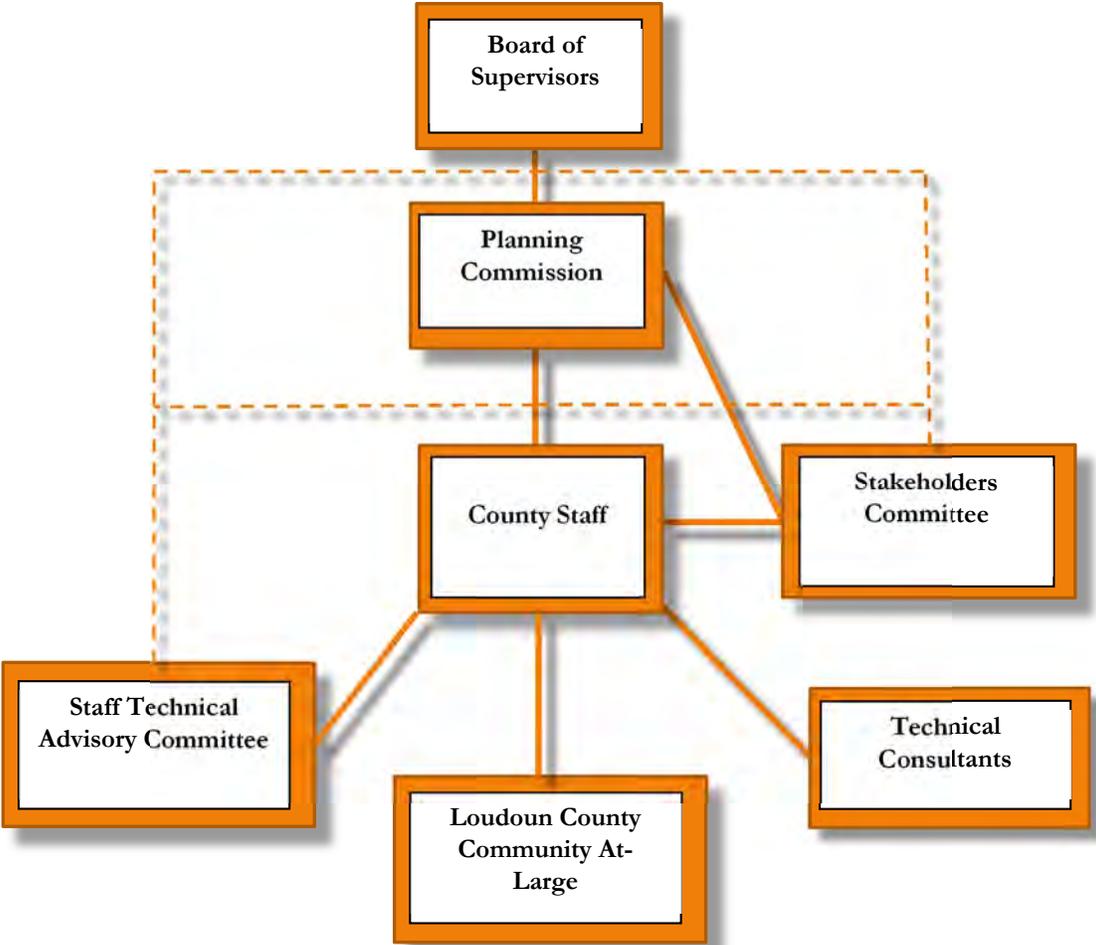
A primary component for successfully developing a new comprehensive plan is to determine roles and responsibilities of key stakeholders: Board of Supervisors, Planning Commission, County staff, and the Loudoun County community at-large. The Board of Supervisors will be the primary leader and decision maker during the process. Due to the many responsibilities of the Board, larger projects such as the development of a draft of a new comprehensive plan is delegated to others.

During the last Comprehensive Plan effort, the Planning Commission was generally charged with developing the plan. The Planning Commission conducted several public hearings on the *Revised General Plan* and *Revised Countywide Transportation Plan*. With consideration of the public’s input and additional review of background data and information, the Planning Commission met frequently to hone and refine the Plan policies. A final Planning Commission version of the *Revised General Plan* and *Revised Countywide Transportation Plan* was prepared and approved by the Planning Commission in May 2001. The Board of Supervisors concluded the process with adoption in July, 2001.

Staff recommended and the Board has endorsed an alternative organizational structure which includes formation of a Stakeholders Committee, consisting of selected community stakeholder representing a broad range of citizens, community groups and interests, to work collaboratively with the County Staff to develop the plan, plan policies and technical products. This multi-faceted, multi-disciplinary Stakeholder Committee will act as a mechanism by which the balance of public and private interests, the protection of valuable resources and the collective vision of the community is achieved.

Although Department of Planning and Zoning Staff will play a key role with facilitating the new comprehensive plan effort, most all County Departments and Agencies will need to be active participants in this impactful project. A Staff Technical Advisory Committee (STAC) consisting of key County staff and outside agency representatives could be formed to provide technical guidance on various topical issues. This collaborative organizational structure would then forward

the plan and its components to the Planning Commission for its recommendation and to the Board of Supervisors for adoption. The diagrammatic organizational structure for this planning effort:



Roles and Responsibilities

Unlike the last comprehensive plan update, a Stakeholders Committee will work with the staff and the consultants to help guide the plan development process and provide critical feedback and direction on the New Comprehensive Plan. This Committee would be composed of various citizens and representatives of key stakeholder groups within the County.

Staff has developed a table that identifies the roles and responsibilities of the main groups that will be involved with the Plan.

Stakeholder	Roles/Responsibilities
Board of Supervisors	<ol style="list-style-type: none"> 1. Establish the scope, process, and approve the funding and allocation of resources; 2. Provide overall guidance and direction throughout the process; 3. Review and Evaluate the Planning Commission’s Recommended Plan; 4. Develop a Board of Supervisor’s Draft Plan; 5. Conduct the Required Adoption Process; and 6. Adopt the New Comprehensive Plan.
Planning Commission	<ol style="list-style-type: none"> 1. Follow the Board’s established scope and process; 2. Develop the Planning Commission’s Recommended Plan.
Planning and Zoning Staff	<ol style="list-style-type: none"> 1. Develop draft recommendations on the scope, process, and recommended allocation of resources; 2. Manage the administrative and logistics (including overseeing consultants); 3. Lead the public outreach effort; 4. Facilitate a Technical Advisory Committee made up of staff from County Administration and key County Departments and Agencies that provide information and recommendations; 5. Work with Stakeholders Committee to develop a draft comprehensive plan; 6. Provide staff recommendations to the Planning Commission on the Plan; and 7. Assist the Planning Commission in developing its Plan Recommendation.
Staff Technical Advisory Committee	<ol style="list-style-type: none"> 1. Represents key County Department and Agencies; 2. Serves as a resource for the Board and Planning Commission for technical and professional information, guidance and recommendations; and 3. Coordinate staff work and resources from the various departments and agencies.
Stakeholders Committee	<ol style="list-style-type: none"> 1. Represents key stakeholders (e.g., citizens, environmental organizations, homebuilders, real estate associations, non-residential associations, Loudoun Chamber of Commerce, etc.) 2. Serves as an advisory group to the Board and Planning Commission to assist in the plan’s development.
The Public	<ol style="list-style-type: none"> 1. Provides feedback throughout the process to assist with the Plan’s development.

Stakeholders Committee

The Stakeholder Committee consists of twenty-six 26 members:

- Two Planning Commissioners (Chair and Vice Chair of the Stakeholders Committee)
- Nine (9) Board-appointed citizens (one per magisterial district and the at large Chair)

- Fifteen (15) interest-specific members (representing various stakeholder interest areas) not already appointed by the Board.

Interest-Specific Stakeholder Representatives include (one person representing each group):

1. Chamber of Commerce
2. Commercial Real Estate Development Association (NAIOP)
3. Dulles Area Association of Realtors (DAAR)
4. Economic Development Advisory Commission
5. Housing Advisory Board
6. Loudoun Preservation and Conservation Coalition
7. Northern Virginia Community College Board
8. Northern Virginia Parks (NOVA Parks, formerly NVRPA)
9. Northern Virginia Transportation Alliance
10. Rural Economic Development Council (REDC)
11. Northern Virginia Building Industry Association (NVBIA)
12. Piedmont Environmental Council
13. Visit Loudoun
14. Washington Airports Taskforce (WATF)
15. Zoning Ordinance Action Group

The list above is the endorsed composition. The Stakeholders Committee’s meeting schedule will be published well in advance so that participants have ample opportunity to plan for activities required by this process. Staff is seeking the Board’s additions/changes to or confirmation of this list.

The Stakeholders Committee members should possess the following characteristics and qualifications:

1. Strong interest in and understanding of public involvement processes;
2. Strong interest in the successful future of Loudoun County;
3. Ability to work collaboratively with people of diverse perspectives and experiences;
4. Willingness to contribute to successful group work;
5. Ability to commit a minimum of 2-3 hours for monthly night meetings, plus meeting preparation time, public involvement events; and
6. Live and/or work or own or operate a business in Loudoun County.

In addition, the Board has directed specific participatory requirements to ensure that all Stakeholders Committee members attend scheduled meetings, specifically scheduled Stakeholder Meetings (outside of community outreach and informational meetings) consistently. Alternate members or substitutions will not be allowed so as to ensure consistency and productive engagement throughout the process. The Board-directed requirements include removal of a Stakeholder’s Committee Member after three (total) missed Stakeholder Committee Meetings in a twelve month period, after which the represented organization will be required to provide a new replacement member with same participatory requirements. Generally, the Board of Supervisors or TLUC will evaluate and decide any removals during required quarterly Planning and Zoning updates/briefs provided to TLUC and/or the Board of Supervisors. The nine (9) Board-appointed

Stakeholders will be selected using the County’s standard application form for advisory boards, commissions and committees available at www.loudoun.gov/advisory.

Staff Technical Advisory Committee (STAC)

Staff resources and agencies such as Loudoun Water, MWAA, and Dominion Power, among selected County Departments, will be organized into a two-tier Staff Technical Advisory Committee (STAC) with Tier 1 participants being those expected to have significant input into policies, processes, procedures or directives considered for the documents. Remaining agencies will have a more limited role in the planning process and will participate in a Tier 2 group as relevant topics arise.

Tier 1 Primary Advisory Organizations

- County Departments:
 - County Attorney
 - Building and Development
 - Economic Development
 - Fire, Rescue and Emergency Management
 - Management and Budget
 - Parks, Recreation and Community Services
 - Planning and Zoning
 - Transportation and Capital Infrastructure
 - County Administration

- Loudoun County Public Schools (LCPS) Planner
- Virginia Department of Transportation (VDOT)
- Metropolitan Washington Airports Authority (MWAA) Planner

Tier 2 Secondary Advisory Organizations (as needed basis)

- County Departments:
 - General Services
 - Health Department
 - Information Services
 - Mapping and Geographic Information
 - Mental Health, Substance Abuse and Developmental Services
 - Sheriff’s Office
 - Library Services Family Services

- Dominion Power
- Loudoun Water
- Northern Virginia Electric Company (NOVEC)
- Washington Gas

The towns of Hamilton, Hillsboro, Leesburg, Lovettsville, Middleburg, Purcellville, and Round Hill may be considered for inclusion in the planning process if the key topics of the New

Comprehensive Plan impact these communities. However, careful consideration of the extent of the Towns' involvement should be determined by the Board.

Key Topics and Issues

In general, the plan will cover transportation networks, land use policy and a land use plan. The Board should identify major topics that have represented land use challenges over the years that must be addressed, like development within the Transition Policy Area. Based on initial analysis of the current Comprehensive Plan, staff recommends addressing the following major topics:

1. **Economic Development:** The current plan's policies for economic development and the significant area planned for office development must be changed. Suburban-style office development is no longer a significant economic contributor to the County. Homogenous office parks are not a sustainable land use pattern. Alternative means of addressing office development and alternative land uses should be considered for the areas zoned and/or planned along Route 7, for office development along Loudoun County Parkway, and areas such as the Keynote corridors. The Plan should identify key elements to attract the quality, sustainable employers of the future. The Plan's development policies should be updated to stay economically competitive in attracting desired types of development and to align with the Board's economic development strategies such as a more diversified industry cluster strategy.
2. **Transition Policy Areas:** This area has experienced significant development pressure as the suburban policy area is nearing build-out and utilities and improved roadways are being built nearby. Legislative applications in the current Transition Policy Areas have been in conflict due to the type and density of the development proposed. These areas will continue to see development pressures and conflicts with the current Plan based on trends.
3. **Residential Housing Choice and Diversity:** Loudoun County has a range of environments from urban to suburban to rural/agrarian landscapes. This unique set of characteristics offers a wide range of lifestyle choices that makes Loudoun County an attractive place to live, work and play. A key component to providing a wide array of choices for Loudoun County residents is to ensure policy is written into the New Comprehensive Plan that encourages variety and choice in appropriate locations that is sensitive to compatibility with surrounding uses and sensitive to the socioeconomic makeup of Loudoun County.
4. **Redevelopment/Revitalization:** At the time of its development, the Comprehensive Plan was very focused on new and anticipated development throughout the County. Over time, developed areas have begun to age, as would be expected. The current plan does not address how and when to look toward redevelopment planning to address issues such as conserving the quality of aging housing stocks or adaptive reuse of underutilized commercial properties as the county's market has changed and refocused to other areas of the county. Particular attention is needed to develop policies to support reinvigorating and revitalizing areas that once were economically vibrant and productive while supporting

needs of the communities in those areas. The Plan should also address undeveloped and underdeveloped areas, as well as, revitalizing commercial centers, and providing a greater mix of housing types for older suburban-type developments.

5. **Suburban Policy Area:** Market and land use trends have evolved. The current Plan does not effectively support new development trends. Until very recently, much of the existing development never reached the density or mix supported by the Plan. The Plan needs to address the changing development patterns in light of demographics, economic trends and new infrastructure like rail. Most of the trends are the result of an ever-changing population (more diverse and younger) that is attracted to the use of transit, multifamily-type housing, and nearby amenities and entertainment. A strong preference for transit, a growing market for mixed use, and a greater emphasis on entertainment/retail development call for a re-evaluation of the County's land use policies, land use typology, as well as including market analysis with a new land use plan / land use mix configurations for the County.
6. **Community Facilities and Supporting Infrastructure:** Loudoun's population has grown by more than 200,000 people since the last Comprehensive Update. Due to its desired location and high quality of life, Loudoun County will continue to experience significant development pressures to supply the growing demand for new housing and commercial development. The planning process for the New Comprehensive Plan will examine the need for facilities, amenities and services and infrastructure to serve this future growth in a balanced and fiscally responsible way (e.g., schools, parks and recreation, transportation system, and emergency services, etc.).
7. **Quality Development:** Loudoun County has consistently focused on creating a high quality of life for its residents by establishing standards that create high quality developments. This effort will be even more critical in the future to balance reasonable development yields while providing for protection of environmental resources and producing high quality developments. Developments should focus on providing the amenities that continue to support the County's effort at creating a high quality of life for its residents
8. **Fiscal Management:** Loudoun County has historically sought through its land use and strategic plans to maintain a balanced fiscal approach using available tools and careful monitoring of economic and demographic changes. Tools such as proffers have been a key component of the fiscal management strategy, implementing a fair-share approach to public and private investment to mitigate the impacts of growth. The Board's strategic plan already recommends changes to proffer policy to recognize the fiscal benefits of privately offered recreational facilities and redirecting capital facilities proffers towards needed transportation facilities. State proffer legislation changes may also drive a reevaluation of our fiscal approach and how the County pays for services to meet expanding demands.
9. **Growth Management:** Loudoun County has experienced a significant amount of growth in the past 15 years. This has resulted in a corresponding cost to construct public facilities

and infrastructure needed to support this growth. The new comprehensive plan should address how to effectively influence how this growth occurs in the next 10 to 20 years. Specifically, policies should be explored that ensure that as the population grows that there are services available to meet the demands. These include such things as schools, parks, utilities, and transportation systems. The focus on growth management may result in policies that encourage growth and/or higher densities in areas that can adequately accommodate the increase demand on services. The new comprehensive plan can be used to measure the impact that new growth will have on the community and define ways that impact will be mitigated.

Significant portions of the existing Comprehensive Plan and accompanying policies continue to be successful in achieving the desired and still relevant vision for Loudoun County. Accordingly, significant components of the Revised General Plan will be transferred (with modification to update them but with no substantive changes) to the New Comprehensive Plan to continue to build on successful policies. For example, the Plan’s Rural Policy Area Chapter has, historically, been a set of very successful policies that have protected and enhanced the land area and the desired environment in that part of Loudoun County. Wholesale revisions or updates will not be required and any updates will be developed to strengthen and enhance the current set of successful and enduring policies applied in this area. Additional planning topics are likely to be determined through community input with the potential to impact scope and schedule of this project, however careful and focused attention to making only minor updates and revisions will be needed for significant components of the Comprehensive Plan outside of the topic areas previously defined.

Notwithstanding, there will be high potential for additional topics or issues to arise through open and inclusive dialogue as a natural function of the outreach and engagement process. These potential, additional issues may require decision-making as to whether a new issue or topic will be addressed in the New Comprehensive Plan effort or earmarked for a later or follow-on phase of development of the Comprehensive Plan. The current contingency plan will require Planning and Zoning Staff to report new impactful planning issues to the Board at quarterly updates and request guidance on how and when to address the new issue.

Community Outreach and Engagement

In order to achieve successful outcomes, open, inclusive and accessible planning activities throughout the county should be undertaken to provide ample opportunity for public participation.

The selected approach is a balanced Community Outreach and Engagement Strategy which would include sets of three community meetings at different stages of the project and at strategic locations of the county based on established planning priorities and issues. The outreach strategy will rely heavily upon a range of on-demand and remote outlets for electronic participation via web-based techniques (e.g. web surveys, on-line visual preference surveys, or webpage comment boards). The total number of meetings is still indeterminate and will be largely influenced by the scope of the planning effort which will include the planning issues and geographical areas of the County that are determined to be the focus of the planning effort. Currently, four (4) sets of meetings are recommended at strategic locations primarily within the Suburban Policy Area due to the focus needed in this area of the County. A set of meetings will consist of:

- 1. First Set of Meetings – New Comprehensive Plan Introduction and Community Issues Identification:** These meetings will kick-off the process and focus on educating and orienting community members and citizens on the topics of comprehensive plans, Loudoun County’s Comprehensive Plan and identifying community issues related to the topical areas generally covered by the Plan Charter.
- 2. Second Set of Meetings – Plan Policy Discussion:** These meetings focus on providing opportunities for input on policy areas to be written into the Comprehensive Plan based on issues identified in Meeting One.
- 3. Third Set of Meetings – Open House:** These meetings will be to present a draft of the New Comprehensive Plan to the community, prior to proceeding to presenting to the Planning Commission and Board of Supervisors, with new policy developed through collaborative and collective input; and offering citizens an opportunity to comment on the draft plan results.

The Stakeholders Committee and Staff Technical Advisory Committee would also engage public, allowing multiple opportunities for input and guidance throughout the process. The community engagement process will use a combination of outreach techniques and platforms similar to those used in the Dulles Outreach project, including surveys, focus groups, web-based forums, community work sessions and similar approaches. This multifaceted approach recognizes that conventional public input meetings are no longer the only or the best way to encourage participation and additional approaches can offer greater convenience. Networking will also begin months prior to the initiation of active outreach, with staff reaching out to key stakeholders, HOAs, community organizations, schools, and Loudoun’s elected representatives to spread the word about the effort, its methodology, and its timeline.

Plan Marketing / Branding

Given the importance of this undertaking, the planning effort will be more than just a technical planning and design exercise. The success of this plan will be rooted in establishing and capturing community values, informed by substantive community input and participation that is broadly accepted by the people that live, work and play in Loudoun County. Creating an opportunity that yields these deliberate outcomes requires a “Uniquely Loudoun” marketing campaign. Inventing the brand for the campaign; in this case, the brand for the public process will be very important to a successful outcome. Effective branding will convey a clear message, foster inclusiveness and open dialogue, and appeal to the sense of community to stakeholders and citizens of the County. Establishing a strong brand for this effort will help communicate an enduring message for the future of the county that will foster that sense of community and build a consensus through encouraging active participation in the planning process.

Resources and Support Requirements

County Staff Requirements

Generally, the Planning and Zoning Department will be able to execute this planning effort with technical consultant support and should not require additional or temporary staff to complete the project. However, there will be an interdepartmental participation and expertise contribution to

ensure technical compliance with federal, state and local legislation, regulations and criteria over several topics areas that will be encumbered by this planning process. Each identified department in the Staff Technical Advisory Committee configuration provided in this document should plan on providing at least departmental point of contact or liaison to participate and coordinate departmental participation in the planning effort. This requirement will ensure technical feasibility and sensibility across the County government organization that will reinforce an executable Comprehensive Plan for Loudoun County.

Outside Agency Coordination

In addition, other governmental or quasi-governmental organizations, such as Virginia Department of Transportation, Incorporated Towns, Loudoun County Public Schools and utility providers, as noted in the STAC and Stakeholders Committee listings, will be need to participate to ensure realistic and feasible policy and guidance is developed within the planning documents. In some case, multiple representatives and subject matter experts may be required to assist with sound planning policy develop that meets the needs of the entire Loudoun community.

Technical Consultant Requirements

Resources such as outside technical consultants, outside agency coordination and interdepartmental coordination will be essential to a successful project. While technical expertise exists within the County Government organizational structure, some additional expertise and support will likely be required due to the large scale of this planning project and the need for staff to meet other mandated and Board directed assignments.

Considerations for the use of outside assistance include:

1. **Technical Planning Assistance:** Based on the anticipated work load, additional technical land use planning support, technical GIS support, urban design / conceptual rendering and graphics support to County staff may be needed to develop the broad vision, goals and objectives established through the planning process.
2. **Community Outreach / Public Engagement Consultant:** With balanced Community Outreach and Engagement Strategy, a consultant will likely be needed to assist with facilitating the stakeholder discussions, plan marketing, public communication, developing multi-media input/feedback platforms and input/feedback data management and compilation.
3. **Economic Assessment, Impacts and Forecasting:** Forecasting future economic trends and looking nationwide at possible strategies may benefit from a consultant with expertise in forecasting and analyzing issues and opportunities from a broad, national perspective. Additional analysis of economic impacts of policy decisions should also be considered for inclusion in the planning effort.

4. **Transportation Planning Consultant:** Updates of the Countywide Transportation Plan in conjunction with the Staff-led General Plan development will require support from a transportation consultant given current staff workloads and the magnitude of the planning project.

Project Cost Summary

There is no fiscal impact associated with developing a Plan Charter. As part of the FY 2017 budget process the Planning and Zoning Department requested a \$1,000,000 enhancement to fund the process and necessary professional consultant support for a New Comprehensive Plan ([Page E-25 in the FY2017 Budget Document](#)). With the approval of the FY2017 Budget, the Board funded (\$400,000) in the FY2017 Budget and voted to consider the balance for the new comprehensive plan effort (\$1.25 million) from fund balance in late 2016/early 2017. This funding is needed to support transportation consultant services to update the County-wide Transportation Plan and to support planning consultant services for the New Comprehensive Plan. The detailed breakdown of consultant services and associated costs will be further developed and refined as the scope of this project is further defined by Board's direction of priorities and the evaluation of proposals from consultants.

Reference List

2010 Countywide Transportation Plan -

<http://www.loudoun.gov/DocumentCenter/Home/View/70764>

Federal Aviation Administration, Terminal Area Forecast Summary, Fiscal Years 2013-2040, page 9; FAA - www.faa.gov

U.S. Census Bureau, 2010-2014 American Community Survey Five-Year Estimates

U.S. Census Bureau, 1960-2010 Decennial Census and 2014 American Community Survey One-Year Estimates and 2010-2014 American Community Survey Five-Year Estimates;

Loudoun County Department of Planning and Zoning, 2015 Estimates Series, April 2015;

Loudoun County, 2015 Fiscal Impact Committee Guidelines.

Loudoun County FY2017 Budget - <https://www.loudoun.gov/DocumentCenter/View/118458>

Loudoun County Revised General Plan - <http://www.loudoun.gov/index.aspx?NID=1066>

Virginia Code Title 15.2.2223 - <https://vacode.org/15.2-2223>

Virginia Code Title 15.2.2239 - <https://vacode.org/15.2-2239>

STAKEHOLDERS COMMITTEE MEMBERSHIP

Organization	Representative
Planning Commission	Jeff Salmon, Chair
Planning Commission	Kathy Blackburn, Vice Chair
Board Appointed Citizen - Algonkian	Chris Glassmoyer
Board Appointed Citizen - Ashburn	David Mowbray
Board Appointed Citizen - Blue Ridge	Chad Campbell
Board Appointed Citizen - Broad Run	Lou Canonico
Board Appointed Citizen - Catoclin	Kevin Ruedisueli
Board Appointed Citizen - Chair-at-Large	Mike Turner
Board Appointed Citizen - Dulles	Scott Fisher
Board Appointed Citizen - Leesburg	Wendy Yacoub
Board Appointed Citizen - Sterling	Aaron Gilman
Chamber of Commerce	Mark Baker
Commercial Real Estate Development Association (NAIOP)	Mark Hassinger
Dulles Area Association of Realtors	Lars Henriksen
Economic Development Advisory Commission	Todd Pearson
Housing Advisory Board	John Andrews
Loudoun Preservation and Conservation Coalition	Al Van Huyck
Northern Virginia Building Industry Association	Michael Capretti
Northern Virginia Community College Board	Dr. Julie Leidig
Northern Virginia Parks	To Be Determined
Northern Virginia Transportation Alliance	Packie Crown
Piedmont Environmental Council	Gem Bingol
Rural Economic Development Council	Destry Jarvis
Visit Loudoun	Beth Erickson
Washington Airports Taskforce	Keith Muerlin
Zoning Ordinance Action Group	Joseph Paciulli

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