BOARD OF SUPERVISORS  
BUSINESS MEETING  
ACTION ITEM  

SUBJECT:  Strategic Plan Update/Work Plan  
ELECTION DISTRICT:  Countywide  
CRITICAL ACTION DATE:  At the pleasure of the Board  
STAFF CONTACTS:  Charles Yudd, County Administration  
Caleb Weitz, County Administration

PURPOSE:  The purpose of this item to provide the Board of Supervisors (Board) with an update on its current strategic plan initiatives and to present staff’s recommended work plan for the Board’s new strategic focus areas identified at its September 16, 2016 Strategic Planning Retreat.

RECOMMENDATION:  Staff recommends that the Board approve staff’s recommended work plan and direct staff to provide biannual updates on its initiatives for prioritization by the Board.1

BACKGROUND:  At its September 16, 2016 Strategic Planning Retreat, the Board identified the following five strategic focus areas and agreed-upon outcomes for completion by December 31, 2019:

1. Transportation – Continue developing a viable, interconnected, multi-modal transportation network including but not limited to improved roads, Metro Rail, local and regional buses, trail system, and telework to reduce congestion.
   - Increase Board knowledge of transportation projects already underway
   - Update Countywide Transportation Plan (CTP)
   - Establish specific benchmarks for stages of progress on transportation construction and safety projects
   - Ensure road, pedestrian, and transit interconnects for Metro Rail expansion
   - Establish a more efficient and effective bus network to meet the needs of County residents
   - Complete major road improvements and elimination of critical chokepoints

1 It is anticipated that individual components of the strategic workplan will come to the Board for direction and action on a continual basis while the overall strategic plan updates will occur on a biannual basis.
2. Economic Development – Stay the course on economic development progress achieved over the past four years by leveraging the economic development potential of Metro Rail in the County, improving the rural economy in a way that maintains the quality of life for current residents, diversifying the County’s commercial/industry base, and continuing to increase job opportunities.

- Increase Board knowledge of economic development work in progress
- Establish a broader use of metrics when making economic decisions, assess progress on sector development, and measure results of economic development strategies
- Develop an enhanced analysis of the County’s international strategy
- Do not reduce commercial land base with residential rezonings
- Research expansion of higher education as a new economic development focus
- Increase broadband and cellular access in western Loudoun County
- Develop a revitalized Route 7 business and commercial corridor using incentives
- Provide adequate resources to the Department of Economic Development to sustain progress
- Increase the use of partnerships to provide affordable housing as a means to support a vibrant economy
- Identify and pursue opportunities to enhance rural economic development
- Encourage overnight stays in Loudoun as a destination and increase tourism opportunities

3. New Comprehensive Plan – Complete development of the new Comprehensive Plan to provide a framework for what the County will look like in 15 to 20 years.

- Charter for the new Comprehensive Plan incorporated into the Strategic Plan
- Complete new Comprehensive Plan by December 31, 2017
- Complete zoning changes required by the new Comprehensive Plan by December 31, 2019
- Conduct regular communication among the full Board and staff about work on the new Comprehensive Plan
- Seek a balance between preserving rural areas (rural and transition policy areas) and revitalizing other areas (suburban policy area). Consider changes to policies that need to be updated. Review and confirm existing policy areas.
4. **Community Needs and Quality of Life** – Ensure attention to community needs around prevention and effective treatment options to deal with issues and challenges that negatively affect the quality of life for County residents

- Increase clarity of community needs by directing staff to research and evaluate current County programs and services
- Increase Board knowledge of the most effective ways to deliver mental health and substance abuse services
- Conduct research on models and approaches to drug courts in other areas
- Develop information on support programs that accept health insurance to facilitate referrals
- Dialogue with the Sheriff’s office on implementing a drug treatment program in the jail
- Continue discussions among the Board on the scope of this focus area

5. **Growth Management** – Embrace a comprehensive, holistic, and proactive approach to managing the County’s growth and its impact on schools, roads, traffic, parks and recreation, and public safety

- Expand Board conversations regarding the net impact of individual projects on County-wide infrastructure
- Increase Board knowledge of already-approved and upcoming projects to establish a framework for a more precise dialogue in growth management issues
- Conduct an earlier (pre-building permit) assessment of impacts of new projects
- Establish better connections to school district growth projections and the geography of those projections
- Conduct a study of the costs of residential development
- Conduct a fiscal analysis in coordination with review of the new Comprehensive Plan
- Consider school impacts including student generation in specific school clusters on every development application
- Explore methods for phasing residential development based on holistic assessment and longer-term projections in order to better manage infrastructure impacts

On November 1, 2016, the Board voted 8-0-1 to direct staff to develop a work plan to achieve the Board’s intended outcomes on the strategic focus areas.

**WORK PLAN:**

The strategic initiatives work plan contained in Section 1 of this item includes each specific focus area, or strategic initiative, the Board’s agreed-upon outcomes, and staff’s proposed work product for achieving the outcomes. Where possible, the areas outlined in Section 1 provide a status of efforts currently underway, the timeline for completion by either staff and/or a Board
appointed advisory body, and any known or anticipated fiscal impact associated with achieving the desired outcome. Staff plans to further refine efforts on project components and in areas where timelines and fiscal impacts have yet to be identified, and return to the Board for additional direction on a continual basis and as part of the biannual strategic plan updates.

Additionally, the work plan includes an update on the Board’s current Zoning Ordinance Amendment priorities. Staff recommends incorporating the Zoning Ordinance Amendments work plan found in Section 2 of this item to the Board’s strategic plan.

As noted above, staff recommends that the Board continue its practice of receiving biannual updates on its initiatives and selecting projects to be prioritized and entered into queue to assist with managing this type of workload. For the January 19, 2017 meeting, staff would ask for Board input and direction on any of the component initiatives and will then return to the Board with an implementation chart, noting priority and queuing of projects based on any refinements needed as a result of discussion with the Board. Timeline information will be collapsed into a sequence of work efforts.

SECTION 1: STRATEGIC INITIATIVES

I. Transportation

A. Increase Board knowledge of transportation projects already underway.

1. Status of Current Efforts: The Department of Transportation and Capital Infrastructure (DTCI) reports on project status as part of board items, obtains Board design endorsement at close of preliminary engineering phase, provides Board Member briefings as requested or necessary, provides monthly status report of Virginia Department of Transportation (VDOT)/County project coordination meetings, provides the quarterly report on Capital Improvement Program (CIP) projects to the Finance/Government Operations & Economic Development Committee (FGOEDC) including posting of the report to the County website, coordinates with Board members on all public information meetings/VDOT public hearings, provides email information specific to emerging project issues, coordinates ground breaking ceremonies and ribbon cutting events and presents special Board information items such as the right-of-way acquisition process and project development.

2. Work Products for Achieving Outcome: DTCI will continue all existing efforts, enhance the quarterly reporting details, to include a user friendly presentation (dashboard) and Board Member Initiative (BMI) developed projects, create a project website to disseminate project related information for County projects above a certain value threshold, coordinate a Board Member construction project tour (Countywide), conduct a Transportation and Transit Summit and increase reporting on regional transportation meetings and activities.
3. **Staff Resources**: These tasks are significantly constrained by staffing levels. The reporting aspect (Monthly, Quarterly, Board Briefings) involves approximately 12 individuals whose collective time is approximately 1.5 FTE. The website development and maintenance requires approximately 0.3 FTE between Public Affairs and DTCI staff. Preparation for the Transportation Summit will require multiple staff member at approximately 700 staff hours. The Transit Summit will require the effort of multiple staff members and approximately 700 staff hours. FTE counts in this section refer to existing staff resources.

4. **Timeline for Completion**: Reporting aspect/website development and maintenance is on-going, not tied to a specific completion date. The Transportation and Transit Summit is planned for completion in the summer of 2017.

5. **Fiscal Impact**: The majority of these tasks will be completed by in-house staff, supplemented by consultants as necessary at an estimated cost of $25,000 to $250,000 per year, which is included in the current DTCI budget.

**B. Update Countywide Transportation Plan (CTP).**

1. **Status of Current Efforts**: The Department of Transportation and Capital Infrastructure hired a consulting team in FY 2017. A working group was created within DTCI to coordinate with the Department of Planning and Zoning. Public outreach has been initiated. A stakeholder working group was established and work has been initiated. The consulting team has initiated work sessions.

2. **Work Product(s) for Achieving Outcome**: DTCI will provide periodic reports and development of sub-components of the overall plan. Ultimately the Countywide Transportation Plan will be updated.

3. **Staff Resources**: This initiative will require three staff members and Department Leadership or the equivalent of 1.25 FTE for the update. Additional staff members will participate as part of a CTP Update Working Group. FTE counts in this section refer to existing staff resources.

4. **Timeline for Completion**: The CTP is estimated to be complete by Summer 2018.

5. **Fiscal Impact**: Consultant costs for this effort are included in the BOS approved funding for the new comprehensive Plan effort.
C. Establish specific benchmarks for stages of progress on transportation construction and safety projects.

1. Status of Current Efforts: DTCI staff presented the right-of-way and project development (transportation and non-transportation) process information to the Board. The project status continues to be reported by the department on a monthly and quarterly basis. Currently the right-of-way and project development processes are being redesigned.

2. Work Products for Achieving Outcome: The department will report on project development process refinements. Training on project management of in-house staff is under development. Where appropriate and necessary to maintain project schedule, staff will recommend exercising the use of eminent domain for land acquisition. Plans are being developed to integrate project phase in quarterly project reports. Staff is re-evaluating project schedules and projects to achieve realistic schedules including identifying reasonable timelines for respective project stages. DTCI will expand reporting on project schedules beyond the current project phase.

3. Staff Resources: With regard to the reporting aspect the same staffing resources as defined in the project reporting listed in item I.A. above are required. Land acquisition will require increased legal staff time.

4. Timeline for Completion: This is on-going, not tied to a specific completion date. The re-evaluation of project schedules will be incorporated into a future quarterly project report.

5. Fiscal Impact: This work will be completed by in-house staff and legal counsel.

D. Ensure road, pedestrian, and transit interconnects for Metrorail expansion.

1. Status of Current Efforts: The Department of Transportation and Capital Infrastructure has completed a bike/pedestrian access study to Metrorail stations. As projects are constructed, bike/pedestrian projects are included. The Transit Development Plan (TDP) has incorporated a robust metro connection bus service to the Metrorail Stations. The County is coordinating with private sector developers to advance development activity in the Metro Service Tax District and areas near the Metrorail Stations. The department continues to implement transportation projects in the Metrorail Station areas (i.e. 772 Connector Bridge, etc.) including the construction of commuter parking garages.

2. Work Products for Achieving Outcome: The department continues to expand development of bike/pedestrian connectivity to the Metrorail Stations including pursuing grant funding opportunities to support infrastructure connectivity to the Metrorail Stations. Transit service routes are being modified to incentivize the use of
Metrorail. Metro Connection Service will be expanded to increase metro ridership. Private development activity includes transportation infrastructure needed to connect to Metrorail through the plan review process. The department will report to the Board on the infrastructure projects that will not be complete by revenue service date. The department will evaluate and make recommendations to the Board on the provision of paratransit services related to Metrorail.

3. **Staff Resources:** Multiple members of DTCI staff are involved in this effort, including the Dulles Rail coordinator position.

4. **Timeline for Completion:** Revenue service is planned for the third quarter FY 2020. Many infrastructure projects will not be completed by revenue service due to limited funding. Transit service delivery plans will be implemented by the revenue service date.

5. **Fiscal Impact:** Project costs are defined in the CIP. Consulting Services, estimated annually at $1,000,000 beyond project direct expenses will be required. This and all associated project costs are identified in the CIP.

E. **Establish a more efficient and effective bus network to meet the needs of County residents.**

1. **Status of Current Efforts:** DTCI completed the update to the Transit Development Plan. Staff has initiated the structured process for route development and performance monitoring. The department has established a bus replacement and expansion plan and continues to pursue Department of Rail and Public Transit (DPRT) grants for operating and capital procurement of transit fleet and equipment.

2. **Work Products for Achieving Outcome:** Updates to the TDP are completed annually. The annual structured process outreach program will continue. Staff will continue public outreach and coordination with the Transit Advisory Board. The fleet will be expanded for Metro Connection Service. Routes and park and ride facility needs will be evaluated in the context of providing Metrorail connectivity. The department will conduct an ADA Compliance inventory and transition plan.

3. **Staff Resources:** DTCI Transit Staff includes 6.0 FTE and Department Leadership are engaged by managing transit staff and engaging in issues as needed.

4. **Timeline for Completion:** Efforts will be on-going, and are not tied to a specific schedule or deadline, except Metrorail start of revenue service as applicable.

5. **Fiscal Impact:** Consulting services to support staff managed programs, estimated at $250,000 annually, is not currently budgeted. Staff would return to the Board for additional direction.
F. Complete major road improvements and elimination of critical chokepoints.

1. **Status of Current Efforts:** DTCI will update the Eastern Loudoun County Transportation Study, presented to the Transportation and Land Use Committee on October 4, 2016. The department will implement projects currently planned in the CIP. Staff will continue planning efforts to identify needed projects.

2. **Work Products for Achieving Outcome:** The department will continue aggressive efforts to secure and leverage outside/regional funding for transportation projects. Staff will pursue federal grant opportunities. The department will regularly update the Eastern Loudoun County Transportation Study. Staff will review the use of alternative delivery methods to expedite project delivery, where appropriate to do so.

3. **Staff Resources:** A full-complement of DTCI staff is dedicated to this activity and consultant services to supplement the County staff is available.

4. **Timeline for Completion:** Efforts will be on-going, and are not tied to a specific schedule or deadlines.

5. **Fiscal Impact:** The fiscal impact for road projects is enumerated in the FY2017-FY2022 Adopted Capital Improvement Program (CIP).

G. Complete plans and initiate local alternatives to the Greenway.

1. **Status of Current Efforts:** DTCI will continue to identify projects that are suitable alternatives to the Greenway and to program suitable Greenway alternatives in the CIP.

2. **Work Products for Achieving Outcome:** Department staff will update the CTP to incorporate the realignments and new roads which are identified as suitable alternatives to the Greenway. A funding plan to implement identified projects will be developed. Staff will continue aggressive efforts to secure and leverage outside/regional funding for transportation projects. The department will initiate project development phases for the projects identified as suitable alternatives to the Greenway.

3. **Staff Resources:** Efforts will be completed with existing DTCI staff.

4. **Timeline for Completion:** Efforts will be on-going, and are not tied to a specific schedule or deadline.

5. **Fiscal Impact:** Enumerated in the CIP and the use of budgeted consulting services as needed.
H. Identify a location and reserve land for a new Potomac River crossing in the County.

1. **Status of Current Efforts:** DTCI will continue planning efforts.

2. **Work Products for Achieving Outcome:** As directed by the Board of Supervisors, DTCI will coordinate with state and federal elected officials, VDOT and the Maryland Department of Transportation. Department staff will work to build regional support, research prior planning efforts and reports, identify alternatives, complete initial environmental and cultural resource planning documents, conduct public informational meetings and develop a long-range strategic plan for a future Potomac River Crossing.

3. **Staff Resources:** Multiple County Departments including DTCI, County Administration, and Planning and Zoning will work on this effort.

4. **Timeline for Completion:** Term of current Board

5. **Fiscal Impact:** County staff from identified departments and consulting services as needed. Estimates for consulting services are unknown at this time.

I. **Conduct a transportation and transit summit.**

1. **Status of Current Efforts:** DTCI are conducting research and work sessions in preparation for the summits. Department staff will coordinate with County Administration in preparing materials and information for the summits. Staff will coordinate with County Administration and the Board Members to identify dates and locations for the event.

2. **Work Products for Achieving Outcome:** Materials and information will integrate Board Strategic Plan initiatives into the Summit. Staff will coordinate with County Administration to identify the location and facility resources needed for the Summits. Department staff are planning a tour of selected project sites.

3. **Staff Resources:** Select DTCI transit and project staff along with entire leadership team and County Administration.

4. **Timeline for Completion:** The estimated timeframe for completion is the summer of 2017.

5. **Fiscal Impact:** This work will be completed by in-house staff.
J. **Address future demands on Routes 7, 9, 15 and 50.**

1. **Status of Current Efforts:** DTCI currently has a number of projects underway on these routes:

   - **Route 7:** VDOT Strategically Targeted and Affordable Roadway Solutions (STARS) project and DTCI capacity analysis for Route 7 between Route 287 and the Greenway;
   - **Route 7:** Construction of interchanges in progress at Route 7/659 and Route 7/Ashburn Village Boulevard;
   - **Route 7:** Design in progress for interchange at Route 7/Battlefield Parkway;
   - **Route 9/287:** Future planned design work for a roundabout;
   - **Route 15 North:** Congestion mitigation study in progress for Route 15 north of Leesburg; to be presented to Board in early 2017;
   - **Route 15:** Design in progress for interchange at Route 15/Fort Evans Road/Edwards Ferry Road;
   - **Route 50:** Conceptual design prepared for interchange at Route 50/Loudoun County Parkway;
   - **Route 50:** November 1, 2016 Board Member Initiative (BMI) directing staff to work with developer of Willowsford for design and construction of a roundabout at Route 50/Everfield Drive.

2. **Work Products for Achieving Outcome:** Department staff plans to evaluate and report on the rural primary routes for capacity, safety and consistency with the rural environment; integrate appropriate planning level proposals with the update to the Countywide Transportation Plan (CTP) and make recommendations for the Board’s consideration. Staff also anticipates that the Board will consider additional project phases for the current initiatives listed above as well as new projects in future CIP deliberations.

3. **Staff Resources:** Current DTCI staff resources and consultants are supporting these projects. DTCI staff will also support the planned updates to the CTP.

4. **Timeline for Completion:** Project estimates for completion in the following:

   - **Route 7** STARS recommended improvement identified by June 30, 2017; implementation of improvements dependent on funding
   - Route 7/Battlefield Parkway design: 2019
   - Route 9/287 roundabout design: 2018
   - Route 15 North: identify improvements in 2017; implementation TBD dependent on funding
   - Route 15/Edwards Ferry Road design: 2019/2020
5. **Fiscal Impact:** Project costs are defined in the current and future CIP.

**II. Economic Development**

A. **Increase Board knowledge of economic development work in progress.**

1. **Status of Current Efforts:** The Department of Economic Development (DED) presents a monthly update to the Finance/Government Operations and Economic Development Committee (FGOEDC). DED provides a monthly report on metrics and trends, which is highlighted at the FGOEDC meeting. The DED Executive Director has monthly standing meetings with Chair Randall and TLUC Chair Volpe. Additionally, the DED Executive Director has regular communication with FGOEDC Chair Letourneau.

2. **Work Product(s) for Achieving Outcome:** Add additional information to the monthly report to highlight cluster-specific information and pipeline detail when appropriate. (DED does not typically discuss current projects publicly, and in many instances, is restricted by the client from doing so.) Work with the Board to schedule regular one-on-one update meetings or project-specific meetings depending on the Board member’s preference.

3. **Staff Resources:** Expansion of the monthly report will require only minimal staff time to complete. Staff resources for the one-on-one update meetings will be dependent on the meeting preferences of the Board members.

4. **Timeline for Completion:** Expanded monthly report will commence with the March FGOEDC meeting. The DED Executive Director will begin contacting Board members to discuss meeting preferences in February.

5. **Fiscal Impact:** There is no fiscal impact.

B. **Establish a broader use of metrics when making economic decisions, assess progress on sector development, and measure results of economic development strategies.**

1. **Status of Current Efforts:** DED takes a data-driven approach to economic development activity. The Department currently tracks a series of output metrics which are shared with the Board through the budget process, and a series of process metrics that are tracked and reported internally and to the Department of Management and Budget. Each cluster is also tracked independently, and quarterly updates to the cluster plan reflect these metrics. DED tracks return on investment (ROI) on projects with an internal process, and has recently begun utilizing the industry-standard economic impact modeling software (IMPLAN) to provide a wider context for economic decisions.
2. **Work Product(s) for Achieving Outcome:** DED proposes a report to the BOS with an overview of all metrics that are tracked internally. This will provide the Board with more information on how strategies are enhanced, and address the rate of investment (ROI) of specific strategies. As part of the regular update to the FGOEDC, DED will focus monthly on a different targeted sector, highlighting strategy, metrics and ROI. DED also plans to include additional indicators and monitoring measures in the Department’s economic development strategic plan that will specifically track progress on economic strategies.

3. **Staff Resources:** Most of the metrics mentioned above are already being tracked through the DED Salesforce program. Minimal staff time would be needed to provide the memorandum to the Board. The monthly cluster reports would take staff time to prepare and present, but most of the information needed would already be available.

4. **Timeline for Completion:** Both the memorandum and the first cluster update would be presented to the Board in March, 2017.

5. **Fiscal Impact:** There is no fiscal impact.

C. **Develop an enhanced analysis of the County’s international strategy.**

1. **Status of Current Efforts:** Before enacting the Board-endorsed international strategy in 2015, DED completed an extensive research project that included a study of best-practices and a data-driven analysis of opportunity. As part of the FY 2018 work plan, DED staff is planning to conduct an update of the plan. DED tracks each cluster program, including the international program, on a monthly basis, which informs a quarterly strategic plan update. Since the program was officially enacted in 2015, the international pipeline has increased from 16 active projects to 51 active projects as of January 9, 2017. The department has had four international wins so far in FY 2017.

2. **Work Product(s) for Achieving Outcome:** DED will provide the 2015 International Business Development Strategy to the Board. The Department will present the updated strategy document in fall of 2017. As part of the monthly updates of the cluster strategies, DED will present the international strategy, highlights and ROI on a regular basis.

3. **Staff Resources:** The strategy update will be data-driven, and will take a significant amount of staff time on behalf of the Strategic Initiatives Team and the business development manager.

4. **Timeline for Completion:** DED will present the international update at the April FGOEDC meeting. The strategy update will be presented to the FGOEDC in the fall timeframe.
5. **Fiscal Impact:** DED will potentially engage a third-party consultant to assist with the strategy update. The department has set aside up to $50,000 of internal funds for the project.

**D. Do not reduce commercial land base with residential rezonings.**

1. **Status of Current Efforts:** DED referrals consistently state that the department does not support the conversion of commercial inventory to residential. DED staff analyzes the commercial land inventory and interfaces with brokers and developers on a regular basis to keep abreast of the market perspective on available (and developable) commercial land.

2. **Work Products for Achieving Outcome:** DED suggests creating policy in the Comprehensive Plan and/or a separate tool that would: 1) create an annual inventory of vacant developable commercial land, 2) identify countywide percentage targets for land in zoning categories (i.e., the County will retain X percent of available commercial land as industrial use, X percent of available as office use), and 3) require decision-makers to consider inventory and targets when considering rezonings.

3. **Staff Resources:** Development of the policy framework will require research, internal meetings, and drafting time for DED and the Department of Planning and Zoning, as part of the ongoing Comprehensive Plan process.

4. **Timeline for Completion:** Align with New Comprehensive Plan schedule for developing new policy.

5. **Fiscal Impact:** There is no fiscal impact.

**E. Research expansion of higher education as a new economic development focus.**

1. **Status of Current Efforts:** DED is focused on expanded programming from higher education partners such as The George Washington University, George Mason University and Northern Virginia Community College, as well as the addition of programming from other universities, such as Virginia Tech, the University of Virginia or others. The focus of the department’s efforts is on workforce training and certification. While DED recognizes the benefit that a four-year campus would have, especially if it had a particular focus on innovation.

2. **Work Products for Achieving Outcome:** Additional higher education programming that enhances cluster activity and grows workforce availability and skills.

3. **Staff Resources:** There is no resource in DED that is specifically dedicated to this effort, instead, cluster managers work with representatives from higher education to highlight needs and opportunities.
4. **Timeline for Completion:** Staff work will be ongoing throughout the Board’s term.

5. **Fiscal Impact:** There is no fiscal impact.

**F. Increase broadband and cellular access in western Loudoun County.**

The expansion of broadband in Loudoun County is critical to the ongoing efforts to attract and retain businesses that add to the local economy’s workforce and tax base. Broadband provides opportunities for the growing, tech-savvy workforce to meet the needs of high tech companies looking to relocate to Loudoun County. Municipalities across the country have accelerated their programs to provide giga-bit Internet speeds to their communities and potential employers. To keep ahead of other local governments competing for new businesses, the availability of quality broadband, with a tech-savvy workforce, will be a key component for potential employers and the academic quality of life for students.

On-going efforts have included a Request for Information (RFI) process that has been used to determine provider interest. Also, at the July 13, 2016 Board Public Hearing, changes were made to the ordinances relating to wireless small cell deployment with the approval of CPAM-2016-0001/Strategic Land Use Plan for Telecommunications Facilities; ZOAM-2016-0003/Telecommunications Uses and/or Structures. These changes streamlined the administrative process for certain types of telecommunications antennas and facilities in order to expand telecommunications and broadband services throughout Loudoun County. These changes were made through a coordinated and cooperative partnership between the Department of Information Technology, the Department of Planning and Zoning and the County’s Communications Commission.

The Board’s adopted 2017 Virginia General Assembly Legislative Program supports expanding affordable broadband accessibility and cellular service throughout the Commonwealth, particularly in underserved and rural areas while preserving local land use, permitting fees, and other local authority. Topics such as tax incentives for infrastructure expansion and procedural review of items dealing with compliance for new tower construction and co-location efforts are currently being explored with state agencies to look for opportunities and solutions. The Board’s adopted Federal Legislative Program also includes both grant and legislative strategies to address broadband issues. Staff will continue to pursue these initiatives with the County’s State and Federal legislative affairs firms.

Staff also recommends that the Board give consideration to development of a separate strategic plan to increase broadband access in the County. This plan could include identifying the availability for funding, legislative policy changes, new service providers, and forward thinking alternatives for the creation of a world class broadband solution to address the broadband gaps in Loudoun County. Staff anticipates that the development
of specific timeline benchmarks and performance metrics would be vital to the successful implementation of this plan. Staff would return to the Board for additional direction on the development of this strategic plan.

**Fiscal Impact:** Current staff resources are utilized in support of the Board’s State and Federal legislative programs. The fiscal impact for developing and implementing a strategic plan to increase broadband service in the County is unknown as this time.

**G. Develop a revitalized Route 7 business and commercial corridor using incentives.**

1. **Status of Current Efforts:** DED sees reviewing and assessing this corridor as a critical component of the *Envision Loudoun* process. Efforts to attract “keynote” employment to this area have been extensive in the past decade, but market conditions have played a major factor in the nature and timing of development along this corridor.

2. **Work Products for Achieving Outcome:** As part of *Envision Loudoun*, DED suggests abandoning the “keynote” vision based on market conditions, re-evaluating deep setbacks for commercial square footage and taking a data-driven approach to inform policies and strategies for the corridor.

3. **Staff Resources:** Development of the policy framework will require research, internal meetings, and drafting time for DED and the Department of Planning and Zoning Department as part of the ongoing Comprehensive Plan process.

4. **Timeline for Completion:** Align with *Envision Loudoun* schedule for developing new policy.

5. **Fiscal Impact:** The fiscal impact is positive. Office vacancies along the Route 7 corridor are high at 16 percent, and demand for office is low. Modernizing the vision for this corridor will grant more flexibility and catalyze development of properties that sit vacant, which will generate additional tax revenue for the County.

**H. Provide adequate resources to the Department of Economic Development to sustain progress.**

1. **Status of Current Efforts:** DED has benefitted from great support from the Board.

2. **Work Products for Achieving Outcome:** As Metro gets closer to arrival in Loudoun, the department would benefit from more marketing assets in order to cast a wider net to attract companies to these important properties. Additional consultant funding for an update to the 2012 DED cluster study and/or assistance in lead generation would also prove useful. Additionally, consideration should be given to resources to support economic development activities inside Loudoun’s towns.
3. **Staff Resources**: The DED Marketing Team will need to ramp up their targeted marketing efforts around the Metro station. Other DED staff will have to create an RFP, evaluate proposals and manage consultants for the cluster strategy update or lead-generation project.

4. **Timeline for Completion**: Fiscal Year 2018

5. **Fiscal Impact**: The Estimated $10,000 cost for marketing and $15,000 cost for consultant assistance is not currently budgeted. Staff would return to the Board for additional direction.

I. **Increase the use of partnerships to provide affordable housing as a means to support a vibrant economy.**

   **Policy Development**

   1. **Status of Current Efforts**: DED recognizes the need for attainable housing for the workforce. DED also feels that a mix of housing type is also critical for the attraction and retention of the educated workforce critical to Loudoun’s economy. Companies both large and small have expressed both the need for attainable and attractive housing options, in particular for the younger workforce.

   2. **Work Products for Achieving Outcome**: Create policies in the New Comprehensive Plan and Silver Line Comprehensive Plan Amendment that support breaking down barriers to construction of housing types that are attainable and desirable to all levels of the workforce. Incentives will be needed to make workforce housing projects feasible, such as fee waivers or density bonuses.

   3. **Staff Resources**: Development of the policy framework will require research, internal meetings, and drafting time for DED and the Department of Planning and Zoning as part of the ongoing Comprehensive Plan process.

   4. **Timeline for Completion**: Align with New Comprehensive Plan schedule for developing new policy.

   5. **Fiscal Impact**: The loss of value from waiver of fees or a portion of infrastructure projects required of developers will be recouped by the economic benefit that real housing variety and affordability will create, especially in transit-oriented areas.

   **Review of Article 7 and Chapter 1450**

   1. **Status of Current Efforts**: The Affordable Housing Assistance Team (AHAT) was established at the Board of Supervisors direction to provide a forum for affordable housing developers to meet with staff from multiple agencies at one time to learn what the process and issues would be to achieve their project. The AHAT, a recommendation of the Affordable Housing Stakeholders Group, is comprised of staff from Family Services, Management and Budget, Planning and Zoning, Department of
Transportation and Capital Infrastructure, County Administration, Building and Development and the Department of Economic Development.

Since its initiation in January 2016, the AHAT has participated in 5 meetings with affordable housing developers (both for-profit and non-profit) who are interested in developing projects in the County. Typical requests for help from AHAT range from processing requests for Project Based Vouchers and providing support letters for projects seeking Low Income Housing Tax Credits to requests for funding, land, and zoning interpretations to support affordable housing projects. There are several barriers to developing projects in the County (including the purchase and rehabilitation of existing units) that have been identified through conversations between members of AHAT and affordable housing developers, which include: 1) lack of flexibility in zoning regulations; 2) lack of affordable land, 3) need for financing help, and 4) access to quick funding.

The County of Loudoun Housing Trust includes approximately $25 million dollars in funding resources which is derived from the Affordable Dwelling Unit (ADU) program and proffer funds. The goal of the Housing Trust Fund is to help support affordable housing in the County. However, the Trust Agreement specifies the range of beneficiaries of the Trust to be households with incomes between 30% of the Area Median Income (AMI) to 50% AMI ($108,600 for 2016) for rental units consistent with the Zoning Ordinance, which limits the Housing Trust funds use to develop affordable rental projects. Typically, affordable housing within these rental projects is provided in a mixed-income project or serves a higher household income. A more extensive review of Article 7 of the Zoning Ordinance and Chapter 1450 of the Codified Ordinance is Loudoun County could address the household incomes that may benefit from the Trust. Identifying a funding resource and quick approval process for its use could help establish partnerships.

2. Work Products for Achieving Outcomes: Propose amendments to Article 7 of the Revised 1993 Zoning Ordinance as part of upcoming amendments proposed in the Zoning Ordinance Work Plan, and propose additional amendments to Chapter 1450 of the Loudoun County Codified Ordinances (Chapter 1450), that would change the definition of the beneficiaries. In addition, Staff will develop a process to approve funds requested by a developer.

3. Staff Resources: Partnership development currently is provided by a multi-agency staff team on an as needed basis. Support for zoning ordinance amendments are provided through the Department of Planning and Zoning and amendments to Article 7 are currently included in the Department’s work plan. Support for Chapter 1450 amendments, because this code section addresses the administration of the ADU program, are provided through the Department of Family Services (DFS) and support from the County Attorney’s Office. Amendments to Chapter 1450 are currently included in the DFS work plan.
4. **Timeline for Completion:** The Article 7 Zoning Ordinance Amendments are planned to be completed in 2017 and Chapter 1450 code amendments are planned to be completed in 2017.

5. **Fiscal Impact:** There is no fiscal impact to processing the zoning ordinance amendment for Article 7 and the Chapter 1450 code amendment as it is currently included in the staff’s work plan.

**J. Identify and pursue opportunities to enhance rural economic development.**

1. **Status of Current Efforts:** DED has made great progress in implementing the Rural Economic Development Council’s “Rural Economy Business Development Strategy” (REBDS). Loudoun today has the largest number of farm wineries in Virginia, a thriving equine industry, and has been on the leading edge of the attraction of farm breweries and high-value agriculture.

2. **Work Product(s) for Achieving Outcome:** In order to continue to grow the rural economy, the county should continue to add uses and/or flexibility around value-added agriculture (i.e. farm distillery, specialty uses such as farm restaurant, temporary food preparation facilities on farms, and extending to farms the same event privileges as bed and breakfasts). Additionally, the County should consider allowing additional flexibility and innovate ag-related uses to account for new trends in agriculture and work to add certainty to the development process.

3. **Staff Resources:** DED currently has 3.75 FTEs to support the rural economy. Additionally, the department allots resources from ombudsman, marketing and strategic initiatives to the program.

4. **Timeline for Completion:** The timeline for completion is June 2018.

5. **Fiscal Impact:** Additional flexibility and more allowable uses will create more economic opportunity.

**K. Encourage overnight stays in Loudoun as a destination and increase tourism opportunities.**

1. **Status of Current Efforts:** DED has been an active partner with Visit Loudoun in terms of destination development and marketing the product base. Primarily, destination development has been in western Loudoun where the wineries and craft breweries have gained national recognition. There has been an increase in bed and breakfast usage in part due to the increase in the number of allowed events.
2. **Work Products for Achieving Outcome**: DED research shows that weekend visitors prefer to stay in western Loudoun, so increased boutique lodging opportunities near wine and beer trails would promote more room nights. Creating other regional attractions like a convention center, sports tournament venues or live music and performing arts venues would have a direct impact on the tourism and lodging industries.

3. **Staff Resources**: DED staff will support Visit Loudoun as needed. DED staff are already working on attracting regional-serving uses to the County. Additional staff time may be needed to evaluate and implement ways to promote additional boutique lodging opportunities in Western Loudoun.

4. **Timeline for Completion**: Align with *Envision Loudoun* schedule for developing new policy.

5. **Fiscal Impact**: Revising County policies to support and encourage boutique tourism in the rural parts of the County will facilitate new hotels that will contribute Transient Occupancy Tax and potentially increase other revenue sources such as sales and use taxes from tourism.

III. **New Comprehensive Plan**

A. **Charter for the new Comprehensive Plan (*Envision Loudoun*) incorporated into the Strategic Plan.**

B. **Complete New Comprehensive Plan by December 31, 2017.**

1. **Status of Current Efforts**: In April 2016, the Board unanimously endorsed the New Comprehensive Plan Charter. The process for developing Envision Loudoun, as established in the charter, will involve five phases (Attachment 1). Significant progress has been made on Phase 1 of 5 for *Envision Loudoun*. The progress on Phase 1, Foundation, include:

   a. Establishing and conducting a number of meetings with the Stakeholders Committee and Staff Technical Assistance Committee;
   b. Hiring and procuring/contracting a Multi-Discipline Consultant Team to support;
   c. Establishing a name and identity for the project – *Envision Loudoun*;
   d. Developing a more detail schedule and work program;
   e. Scheduling and facilitating six (6) *Listening and Learning* Workshops to gather public feedback from over 900 attendees; and
   f. Developing and managing an on-line engagement tool to gather additional citizen input similar to the *Listening and Learning* Workshops for approximately four weeks.
2. *Work Products for Achieving Outcome:* The outcome for Phase I will be a Foundations Report and Community Engagement Input Report that will provide a variety of information on the existing conditions in the County and a summary of the public feedback received from the first round of public input sessions including major themes. Phase II will be use the Foundations Report to develop a preliminary vision and guiding principles for *Envision Loudoun*. The vision and guiding principles product will be provided to the Board for its feedback prior to engaging the public at a set of *Envision the Future* Workshops.

3. *Staff Resources:* Six full time equivalent positions will be utilized throughout the process.

4. *Timeline for Completion:* The projected completion date for this project is Summer/Fall 2018. Phase I is estimated to be complete in February 2017 and Phase II is estimated to be complete by May/June 2017.

5. *Fiscal Impact:* Consultant and Departmental Cost Estimate Total for Entire Project: $1.75 Million ($400,000 for FY 16 and $1.35 Million FY 17/18), funded through the use of general fund balance.

C. **Complete zoning changes required by the new Comprehensive Plan by December 31, 2019.**

Prior to adoption of the New Comprehensive Plan, staff will develop a Charter for a Comprehensive Zoning Ordinance Update. This Charter will be similar to the one done for the New Comprehensive Plan by addressing:

- Topics to be addressed
- Organizational structure (New Stakeholders Committee)
- Community outreach / engagement
- Process and schedule
- Resources/support required

Staff expects to begin the development of this Charter in early 2018 and request funding to hire a consultant during the FY 19 budget process. The entire process for this project is expected to take a minimum of two years.
D. **Conduct regular communication among the full Board and staff about work on the new Comprehensive Plan.**

Staff will communicate with the Board to obtain overall direction and feedback from Supervisors at key points in the Envision Loudoun process. The first significant check-in will occur at the Board’s February 7, 2017 meeting. Board will receive a summary of the public feedback received through Listening and Learning Workshops and Online Tool. Also at this meeting, staff will provide a more detailed overview of the Envision Loudoun process. This informational item will provide the Board an opportunity to provide staff with any reaction to the feedback received and the proposed process. Additional Board communication will occur in June to discuss the proposed vision and guiding principles for Envision Loudoun and in November 2017 to review the proposed approach to implementing the vision and guiding principles.

E. **Seek a balance between preserving rural areas (rural and transition policy areas) and revitalizing other areas (suburban policy area). Consider changes to policies that need to be updated. Review and confirm existing policy areas.**

Major topic areas for the New Comprehensive Plan included in the Board adopted Plan Charter include the Transition Policy Area and Redevelopment/Revitalization. During the Envision Loudoun process, recommendations will be made on what changes and policies would be considered for these areas. In addition, the adopted Charter does not call for any significant changes to the Rural Policy Area. The Charter only allows for general updating and enhancing the rural policies for the New Comprehensive Plan. No proposed increases in development are to be included as a result from Envision Loudoun.

IV. **Community Needs and Quality of Life**

A. **Increase clarity of community needs by directing staff to research and evaluate current County programs and services.**

*Non-Profit Needs Assessment*

1. **Status of Current Efforts:** A Non-Profit Needs Assessment is currently underway. The consulting firm has been selected and has met with the staff advisory team. Staff has identified key stakeholders (public service providers and non-profit service providers) to be interviewed and interviews are scheduled for January.

2. **Work Products for Achieving Outcome:** Identification of funding gaps and unmet needs within the County government and the County’s non-profit community in order to understand the extent of need in Loudoun County. Specifically, the assessment will seek to:
• Identify resident service needs areas where neither the County nor non-profits are currently providing services.
• Identify resident service need areas where there are insufficient resources currently provided to meet those needs.
• Determine whether current funding levels for the County’s non-profit grant process are consistent with identified needs.
• Identify service needs areas that are currently provided by the County that could be provided more efficiently and effectively by an existing non-profit organization.
• Identify areas of duplication in services among County human services agencies and non-profit organizations serving Loudoun County residents.
• Recommendations emerging from the assessment will advise on how the County and non-profit organizations can:
  • Consider how current and future resources may better align with and meet resident service needs.
  • Leverage Loudoun’s non-profit sector in creating a complete and effective continuum of services.
  • Ensure that partners beyond the County government have information and understanding of all of the funding gaps and unmet needs within the County’s non-profit community so that they have the opportunity to contribute resources towards meeting those needs.

3. **Staff Resources**: The County has entered into a contractual agreement with the Virginia Tech Institute of Policy and Governance to conduct the needs assessment. Staff resources involved are the Director of Management and Budget as the project manager and an advisory working group composed of representatives from different County departments.

4. **Timeline for Completion**: It is anticipated that the Needs Assessment will be completed during the fall of 2017.

5. **Fiscal Impact**: A total of $50,000 has already been allocated by the Board for the Needs Assessment and the Claude Moore Foundation has provided an additional $25,000 for a total of $75,000.

**Housing Needs Assessment**

1. **Status of Current Effort**: On January 21, 2015, the Board of Supervisors (Board) voted (7-2, Delgaudio and Letourneau opposed) to direct staff to work with the Housing Advisory Board (HAB) to develop a scope of services that could be performed by a consultant to produce an assessment of housing needs. On October 7, 2015, the Board approved (9-0) the authorization of up to $100,000 from the unallocated FY 2016 General Fund appropriation for completion of the Housing
Needs Assessment (HNA). In February 2016, the County procured the consulting services of the George Mason University Center for Regional Analysis and Lisa Sturtevant & Associates, LLC, to complete the HNA. Staff is working with the consultant, the review committee and the Housing Advisory Board to finalize the draft Housing Needs Assessment.


3. **Staff Resources**: Assistant Director of Department of Family Services (DFS) and DFS Housing Program Manager.

4. **Timeline for Completion**: Update to the Board on January 19, 2017. Full presentation of the Housing Needs Assessment is scheduled for the Board’s second Business Meeting in February, 2017.

5. **Fiscal Impact**: The Board has already appropriated $100,000 for the Housing Needs Assessment.

**Loudoun Group Home**

1. **Status of Current Efforts**: On July 5, 2016, the Board of Supervisors approved converting one Youth Shelter building to a Group Home. This change would allow the growing number of Loudoun’s youth in need of out of home placements exceeding 90 days to be served in the Loudoun community, therefore addressing a community need. Remaining in the community allows for more productive family work, easier access to intensive treatment and casework and greater support to transition back to home, school and ongoing services. DFS staff will release a Request for Proposal in February for the operation of the new group home and the youth shelter and will assist in the licensing process with contractor and the Virginia Department of Social Services.

2. **Work Product for Achieving Outcome**: Fully renovated Group Home

3. **Staff Resources**: No additional staffing is needed. Existing staff will be monitoring the renovation of the facility.

4. **Timeline for Completion**: The expected opening of the Group Home is late summer 2017.

5. **Fiscal Impact**: No additional local tax funding is needed for this change. Currently, youth in need of a higher level of care and a longer stay than the Youth Shelter can accommodate must be placed in group homes or residential treatment programs outside of the county. Although the exact daily rate for the Group Home
has not been established, the rate is anticipated to be lower than the average daily rates ($570 to $640) of Group Homes and Residential treatment programs currently being used.

B. Increase Board knowledge of the most effective ways to deliver mental health and substance abuse services.

1. Status of Current Efforts: Since January 2016, staff has provided several presentations to the Board on delivery of mental health and substance abuse services. This information includes:
   - A FY 2018 Budget Development item related to Substance Abuse was presented to the Finance Committee on November 15, 2016.
   - The FY 2017 budget increased resources in the Department of Mental Health, Substance Abuse and Developmental Services (MHSADS) to improve access to services and the Adult Detention Center (ADC). The additional staff resources have improved the MHSADS response to the individuals and increases individuals’ engagement with treatment while improving cancellation or no show rates. FY 2017 budget also increased MHSADS staff resources at the ADC to implement mental health assessment, treatment, crisis intervention and to manage the “not guilty by reason of insanity” population.
   - Information item was presented to the Board on January 3, 2017 related to Public Health Emergency Declaration related to Opioid Use.
   - Additionally, in October, 2016, Community Corrections Department received a grant from the Virginia Division of Criminal Justice Services for the rapid screening and referral for outpatient substance abuse treatment for offenders under probation supervision. An RFQ is currently in process. Once operational, the funds from the grant will enable probation officers to directly screen and refer offenders to a provider for further assessment and enrollment in treatment. Funding for this grant will be available to the Department through FY17, FY18, and FY19.

2. Work Products for Achieving Outcome: Staff will bring forward additional items to the Board and have one-on-one meetings with Board members to increase the Board’s awareness of what the County does in terms of mental health and substance abuse services. Outcomes related to improved service delivery will be measured through performance measures.

3. Staff Resources: Some additional staff resources to improve service delivery were authorized in the FY 2017 budget process as described above. It is anticipated that additional staff resources and contractual funds to further enhance service delivery will be requested as part of the FY 2018 budget process.

4. Timeline for Completion: Staff work will be ongoing throughout the Board’s term.
5. **Fiscal Impact:** There is no fiscal impact applicable to this work product.

C. **Conduct research on models and approaches to drug courts in other areas.**

1. **Status of Current Efforts:** Since November of 2016, staff have visited Drug Treatment Courts in Fredericksburg, Henrico, and Winchester. Potential Drug Treatment Court features are being reviewed by the Commonwealth Attorney and the Director of Community Corrections. The Community Criminal Justice Board (CCJB) Substance Abuse Work Group is compiling Drug Court recidivism statistics, reviewing grant availability, and Virginia Supreme Court requirements for Drug Treatment Courts. The CCJB Substance Abuse Work Group is also researching where new opportunities may exist for improving sober housing options in the County.

2. **Work Products for Achieving Outcome:** Report to the Board of Supervisors regarding re-establishment of a Drug Court in Loudoun. It should be noted that, if the Board decides to move forward, approval to institute a Drug Court in Loudoun is a decision of the judiciary. It would also require the support of the Commonwealth Attorney. Staff also believes that a Drug Court Treatment Court plan would need approval from the Virginia Supreme Court prior to implementation.

3. **Staff Resources:** Existing staff resources are being used to conduct the research. If Drug Court is implemented, the number and type of staff resources needed would depend on the model used.

4. **Timeline for Completion:** It is anticipated that a report will be provided to the Board at the first business meeting in March, 2017.

5. **Fiscal Impact:** The fiscal impact would depend on the Drug Court model used. An estimate is not available at this time.

D. **Develop information on support programs that accept health insurance to facilitate referrals.**

1. **Status of Current Efforts:** Staff is currently exploring the implementation of an online “Network of Care” system. The program provides very extensive information about resources and services in the area, including data related to the acceptance of health insurance.

2. **Work Product for Achieving Outcome:** Purchase, installation and online availability of the “Network of Care” system.
3. Staff Resources: Existing staff resources are being used to evaluate the system. No additional staff resources would be needed.

4. Timeline for Completion: The work product should be completed by June 30, 2017.

5. Fiscal Impact: Staff is researching the fiscal impact of the “Network of Care” system.

E. Dialogue with Sheriff’s office on implementing a drug treatment program in the jail.

1. Status of Current Efforts: MHSADS Staff at the Adult Detention Center offers Substance Abuse treatment to everyone in the facility. Staff of MHSADS and the Sheriff’s Office have implemented a Recovery Housing Unit to address substance use disorder in males at the Detention Center. The Unit serves minimum to medium security male inmates who volunteer for treatment and are screened by MHSADS clinicians and Sheriff’s Corrections staff prior to entry. Participation in all treatment is mandatory. Psychiatric treatment is provided for any serious mental illness. This type of program is suitable for Loudoun’s ADC given the relatively short average length of stay which is 7-10 days. The Recovery Housing Unit can serve up to 48 inmates. There are also other Substance Abuse services offered in the ADC for inmates who are not participating in the Recovery Housing Unit.

2. Work Products for Achieving Outcome: Performance measures related to re-arrest and/or recidivism.

3. Staff Resources: Existing staff resources (including the MHSADS 3.0 FTE for the ADC) in collaboration with external partners including Opportunities, Alternatives & Resources (OAR), are being used for the Recovery Housing Unit. There are now a total of 7.0 FTE’s at the Adult Detention Center offering a multitude of Mental Health and Substance Abuse services: One Team Coordinator, one Release Planner, five Clinicians.

4. Timeline for Completion: In progress

5. Fiscal Impact: Existing staff resources are being used for the program. Any expansion of the program or enhanced focus on re-entry would require additional staff resources.

F. Continue discussions among the Board on the scope of this focus area.

Staff will continue to have dialogue with the Board regarding human and community services and how to best meet the needs of the community. Reports will be provided to the Board when needed.
V. Growth Management

A. Expand Board conversations regarding the net impact of individual projects on County-wide infrastructure.

1. Status of Current Efforts: Currently, staff has incorporated the impact of residential units to assist in expected capital contributions during rezonings. When rezoning applications are submitted to increase residential density, applicants often provide for commitments for capital contributions to offset a portion of their impacts.

2. Work Products for Achieving Outcome: Staff believes that our staff report format could be restructured to clarify the potential impacts on infrastructure and better describe how these impacts are addressed by proposed rezonings. The report and staff’s presentations can also provide a broader County-wide perspective on cumulative impacts. Staff recommends that this effort be completed in conjunction with the ordinance amendment to change the process for legislative cases.

3. Staff Resources: This assignment can be completed with existing County staff and resources.

4. Timeline for Completion: This effort should be completed during the third quarter of 2017.

5. Fiscal Impact: There is no fiscal impact.

B. Increase Board knowledge of already-approved and upcoming projects to establish a framework for a more precise dialogue in growth management issues.

1. Status of Current Efforts: With the recent completion of the residential build out report and its associated analysis tool, staff can provide more useful information on existing and future conditions and better plan growth impacts. Staff needs to expand this report and its associated analysis tool to include non-residential development.

2. Work Products for Achieving Outcome: This effort should result in quarterly reports on the status of approved and upcoming projects to maintain a better tracking of growth and improved predictions of future capital needs.

3. Staff Resources: Can be completed with existing County staff and resources.

4. Timeline for Completion: This effort should be completed by the third quarter of 2017.

5. Fiscal Impact: There is no fiscal impact.
C. Conduct an earlier (pre-building permit) assessment of impacts of new projects.

Staff is still developing an approach to this outcome and offers the following observations with respect to residential and commercial projects:

**Residential**- Any of the residential projects that will be submitted under the existing zoning classification will probably come in the form of either a preliminary subdivision (more than 50 lots) or a Preliminary/Record subdivision (50 or fewer lots). The typical preliminary subdivision process is actually a three step process that needs to occur prior to the construction of a single unit. The three steps involve preliminary plat submission, review and approval; construction plan submission, review and approval; and record plat submission review and approval. Depending upon the size of the project, it could take anywhere from 12 to 18 months for the construction of the first unit and several years for the completion of the project. Staff is unaware of when such projects will be submitted until such time as an application for preliminary subdivision is formally submitted to the County.

The typical preliminary/record plat process is a combined two-step process involving construction plans and a record plat. Since these projects are smaller, the process takes anywhere from six months to one year before construction of the first residential unit. As with the preliminary subdivision process, staff does not know about the project until an application is officially submitted.

In both cases, amendments to Ordinances could be adopted that would require a pre-submission meeting to occur which could provide an additional month or two prior to a formal submission. However the impact of this as part of any growth management tool would be negligible.

Although we can estimate the number of units, we cannot with any accuracy determine where the submission is going to occur and whether or not adequate infrastructure exists, such as schools and roads.

**Commercial**- Usually the first time that staff is made aware of an application is upon the submittal of a site plan for review and approval. A pre-application or pre-submission meeting often occurs but is not required. Site plan approval can take anywhere from six months to one year. Requiring a pre-submission or pre-application meeting would add some time prior to submission. Delaying the process would be contrary to the current direction of promoting business.

The best way to determine the pre-built assessment and methods of phasing for residential projects is through the legislative process. As part of that process, the developer is able to volunteer or limit units until certain amenities or infrastructure is provided, limit it to a date certain, etc. Under the by-right scenario construction is generally tied to market conditions and how fast homes can be sold.
With the new residential build-out tool, staff should be able to provide more current information on the build out of approved projects to better plan for services and facilities.

Staff will continue to update the Board with any work product and resource issue associated with this initiative.

D. Establish better connections to school district growth projections and the geography of those projections.

Staff has recently met with LCPS staff to better understand school growth projections and determine how we can better coordinate and share information on our residential growth projections. This is a project that County and School staff will continue to work on and bring to the Fiscal Impact Committee (FIC) to determine how best to use school growth projections.

Staff estimates that LCPS and County staff may want to include this in upcoming efforts of the FIC to be conducted in the spring of 2017.

E. Conduct a study of the costs of residential development.

In addition to the Board of Supervisors identifying this topic as a strategic plan outcome, it has also surfaced in recent years as a business and community concern when land use policy decisions have been made by the Board. While the work of the Fiscal Impact Committee has largely been focused on the public infrastructure associated with residential development such as capital facility standards, and the capital intensity factor (CIF), there also is an operational cost of services which is not typically addressed in these types of reviews. The Board can direct staff to work on a potential scope of services and procurement effort for a consultant review of the costs of residential growth. This information could also include how other localities have used these types of studies. Staff can report back to the Board with a potential scope of services and additional recommendations on how to proceed. Funds would need to be identified for this type of study and that can be included with a preliminary draft scope.

F. Conduct a fiscal analysis in coordination with review of the new Comprehensive Plan.

1. Status of Current Efforts: The consultant hired for the Envision Loudoun (new Comprehensive Plan) will team up with staff to conduct a fiscal evaluation of proposed land use alternatives. The results of this effort will be incorporated into Envision Loudoun. As currently outlined in the Plan Charter staff has identified a technical consultant requirement to conduct economic assessment, analyze impacts, and forecast future economic trends. The consultant will conduct fiscal impact
analyses on the various land use scenarios. Both capital and operating impacts will be included. Analyses will show impacts over time, and at built out. The fiscal impact report will document the market analysis supporting the forecasts and how expected market conditions contribute to fiscal outcomes.

2. Work Products for Achieving Outcome: Comprehensive Plan

3. Staff Resources: Technical Consultant

4. Timeline for Completion: Envision Loudoun should be completed in Summer 2018.

5. Fiscal Impact: The fiscal impact of conducting a fiscal analysis is included within the current scope of the New Comprehensive Plan effort that has been funded by the Board

G. Consider school impacts including student generation in specific school clusters on every development application.

1. Status of Current Efforts: Previous staff reports have focused on the schools where the potential new students may attend. Staff will provide student generation information based upon specific school clusters on future residential rezoning applications. This effort can be done with existing staff and will be included with referrals for upcoming new residential rezonings that come before the Board for consideration.

2. Work Products for Achieving Outcome: Work with LCPS and Fiscal Impact Committee to review and engage how forecast for student demand is determined based on inventory and some type of absorption factor. Additionally staff could explore different ways to evaluate enrollment patterns (e.g., are schools in certain areas subject to decreasing rates of utilization) and how and where it may be appropriate to incorporate an urban capital infrastructure model.

Staff will continue to evaluate this topic and report back to the Board with additional information.

H. Explore methods for phasing residential development based on holistic assessment and longer-term projections in order to better manage infrastructure impacts.

1. Status of Current Efforts: Phasing of residential development until a certain portion of non-residential square footage is constructed has been included as a condition in a number of mixed use developments. The new comprehensive plan should explore this topic and develop policies that address how to better manage growth and its impacts.
2. **Work Products for Achieving Outcome**: Completion of Comprehensive Plan. Additionally, staff or a consultant could begin working to develop a model that could be utilized and applied to different types of applications ahead of the completion of the Comprehensive Plan. Staff could also conduct more fiscal impact analysis on applications. This would require staff to establish the appropriate level of work or model to utilize. As part of this model that would be developed staff could incorporate a method that would look at how and when units are being absorbed into the marketplace.

3. **Staff Resources**: Existing staff resources or consultant.

4. **Timeline for Completion**: The new plan is estimated to be completed in Summer 2018. A model could be developed by the end of December 2017.

5. **Fiscal Impact**: The fiscal impact is to be determined

**SECTION 2: ZONING ORDINANCE AMENDMENT WORK PLAN**

At its meeting on April 5, 2016, the Board adopted (9-0) an annual process for identifying, prioritizing, and completing zoning ordinance amendment (ZOAM) initiatives. Per the adopted process, staff is tasked with formulating the annual ZOAM work program for Board review and approval in January of each year.

The proposed 2017 ZOAM Work Program builds upon an unprecedented level of ZOAM activity in 2016. Prior to 2016, no more than eight (8) individual ZOAMs had been processed by Loudoun County in any given calendar year. In contrast, a total of seventeen (17) ZOAMs were formally processed in 2016, of which ten (10) were adopted by the Board and seven (7) are currently under active review and/or pending approval.

The proposed 2017 ZOAM Work Program has been prepared with input from the Zoning Ordinance Action Group (ZOAG), a Board-appointed advisory group on zoning ordinance amendments. This proposed Work Program consists of a total of twenty (20) ZOAM initiatives to be either initiated or completed during the calendar year. More specifically, the proposed work program is composed of seven (7) active ZOAMs currently under review, six (6) “carry-over” ZOAMs from 2016, and seven (7) new ZOAMs identified by staff and/or ZOAG. A schedule for the proposed work plan is found in Attachment 2.

In addition to the specific ZOAMs, staff is recommending changes in the amendment process. Based upon our experience in leading the ordinance amendment process in 2016, staff discovered that some significant amendments would have benefited by having a public input session soon after staff has developed its first drafts. In 2016, staff held public input sessions on the Rural Uses amendment and the amendments related to the new proffer legislation. These sessions were well received and staff did receive significant public feedback on the Rural Use amendments, which helped in shaping the outcome of the adopted ordinance. However, no public input sessions were held on the amendments to the floodplain boundaries and the Rural
Commercial District, which resulted in significant confusion at the associated Planning Commission public hearings. Staff believes that holding informal public input sessions on certain significant amendments would increase transparency, reduce confusion, and gain public awareness and feedback earlier in the process. Many of the amendments in the proposed work program would benefit from a public input session. However, minor amendments, such as the General Ordinance Clean-up ZOAM, would go through a more routine process.

In addition, certain significant amendments require more feedback from the Board prior to developing a resolution of intent to amend. For example, the potential amendments to the Route 7 setbacks is before the Transportation and Land Use Committee to gain more specific feedback regarding the Board’s expectations for the amendment (e.g., defining the problem and determining alternatives to consider). Such early Board guidance/direction will help staff better meet expected results.

### Active/Pending ZOAM Initiatives

The processing of currently active/pending ZOAMs will be continued into 2017, with the successful completion of these ZOAMs being the immediate staff priority through the first quarter of the year. The active/pending ZOAMs included in the 2017 program are as follows (in order of ZOAM number):

<table>
<thead>
<tr>
<th>ZOAM #</th>
<th>Active/Pending ZOAM Title/Topic</th>
<th>Review Status</th>
</tr>
</thead>
<tbody>
<tr>
<td>2016-0005</td>
<td>Political/Temporary Signage</td>
<td>Board Public Hearing: February 2017</td>
</tr>
<tr>
<td>2016-0008</td>
<td>Planned Development-Town Center</td>
<td>Board Public Hearing: February 2017</td>
</tr>
<tr>
<td>2016-0011</td>
<td>State Code Consistency</td>
<td>PC Public Hearing: January 2017</td>
</tr>
<tr>
<td>2016-0013</td>
<td>Covered Decks and Porches</td>
<td>TLUC Review: January 2017</td>
</tr>
<tr>
<td>2016-0014</td>
<td>RC District Residential Density</td>
<td>PC Work Session: February 2017</td>
</tr>
<tr>
<td>2016-0015</td>
<td>Floodplain Overlay District – FIRM Date</td>
<td>Board Public Hearing: January 2017</td>
</tr>
<tr>
<td>2016-0016</td>
<td>Floodplain Overlay District – Uses</td>
<td>PC Public Hearing: January 2017</td>
</tr>
</tbody>
</table>

### Carry-Over ZOAM Initiatives

Following mid-year adjustments by the Board, the 2016 work program ultimately consisted of twenty-three (23) individual ZOAM initiatives, of which only six (6) have yet to be formally initiated. As such, staff proposes to “carry-over” these amendments to the 2017 program, as follows:

1. **Affordable Housing – ADUAB Recommendations**: This amendment is intended to address provisions of the Zoning Ordinance that impede or otherwise constrain the development of affordable housing pursuant to the recommendations of the Affordable Dwelling Unit Advisory Board (ADUAB), and will build upon the content of the recently approved Affordable Housing – ADU Regulation ZOAM (ZOAM-2016-0009; adopted October 12, 2016). In contrast to the more limited focus of the prior ADU ZOAM, this amendment will be broad in scope, as it will seek to address the totality of requirements impacting the provision of affordable housing in Loudoun County, to include, but not limited to, density bonus options, the number of affordable dwelling units (ADUs) required, the cash
contribution formula, ADU development zoning district regulations, definitions, and development processes and procedures. A companion amendment to Chapter 1450 of the Codified Ordinance will be processed concurrently with the Zoning Ordinance amendment. Staff has initiated preliminary work on this amendment with the Department of Family Services and ADUAB, and anticipates presenting a resolution of intent to amend for Board approval in February 2017.

2. **Rural Uses and Performance Standards – Rural Package #2**: This amendment is recommended to build upon the content of the recently approved Rural Uses and Historic Structures ZOAM (ZOAM-2015-0006; adopted November 1, 2016). Specifically, the amendment will address sports fields and rural recreation, outdoor shooting ranges, farm worker housing, use(s) of existing buildings/structures, as well as more general refinement of permitted use lists, definitions of uses, and related performance standards, to include allowable timeframes for outdoor music and similar sounds associated with permitted rural uses. Staff has initiated preliminary work on this amendment with ZOAG’s Rural Subcommittee, and anticipates presenting a resolution of intent to amend for Board approval in March 2017.

3. **Buffers, Setbacks & Related Landscaping**: This amendment is recommended to refine setback and buffer yard requirements contained in various sections of the Zoning Ordinance to ensure that such requirements are appropriate for the intended form(s) of development and provide sufficient flexibility to facilitate innovative site design and enable resolution of common design challenges/constraints. This amendment is intended to be a comprehensive review and refinement of setback and buffer yard requirements, to include, but not limited to: parking lot setbacks, district-specific perimeter buffers/setbacks, setbacks from specific roads, and buffer yards. This amendment will further address landscaping requirements within required buffer yards to ensure effectiveness relative to corresponding dimensional standards and compatibility with overarching land use objectives. Additionally, such landscaping requirements will be updated to ensure consistency with those of the Facilities Standards Manual (FSM).

4. **Parking Standards**: This amendment is recommended as a comprehensive review and update of the parking requirements of the Zoning Ordinance, with applicability to all zoning districts. The current parking standards are not conducive to mixed-use development, and further are not consistent with evolving demand characteristics. The recommended amendment will seek to address these issues by revising parking ratios, allowances for shared parking, and related provisions.

5. **General “Cleanup” of Ordinance**: This amendment is recommended to address miscellaneous typographical errors, inconsistencies in terminology, and other minor items. Such items have been documented by Staff other users of the ordinance, and it is envisioned that they would be consolidated into a single “batch” amendment for ease of processing.
6. **FAR Averaging:** This amendment is recommended to enhance development flexibility within non-residential projects. Specifically, this amendment would allow the floor area ratio (FAR) to be averaged across the lots within a given non-residential project, effectively enabling the maximum permitted floor area for a project to be “shared” between lots/users, regardless of individual lot size. Staff and the County Attorney’s Office have been studying the legal and procedural implications of FAR averaging, and this evaluation is on-going. It is expected that a definitive conclusion about the viability of this amendment will be reached during the first quarter of 2017. In the event it is determined that the legal and procedural implications make FAR averaging infeasible, the amendment will be removed from the work program and the Board will be informed accordingly.

**New ZOAM Initiatives**

Staff has identified seven (7) new ZOAM initiatives for inclusion in the 2017 program. These ZOAMs are intended to improve review processes, address recurring issues in ordinance administration, and implement pending amendments to the Comprehensive Plan, as follows:

1. **Route 7 Setbacks:** Section 5-900(A)(1)(b) of the Zoning Ordinance requires building and parking setbacks of 300 feet and 100 feet, respectively, along the Route 7 corridor between Broad Run Creek and the corporate limit of the Town of Leesburg. Recent land use applications involving property located within this segment of the corridor have sought to reduce these setbacks through zoning modifications (ZMOD), and the alternative setbacks proposed by applicants have varied both in terms of dimensions and treatment of the setback area. In late 2016, the Board directed staff to analyze existing and approved setbacks along the Route 7 corridor, which are to be presented to the Transportation and Land Use Committee (TLUC) in early 2017.

2. **Child Care Homes:** Implementation of the performance standards of Section 5-600 applicable to child care homes has generated an increased volume of minor special exception (SPMI) applications. Many of the applications have resulted in a healthy debate at Board meetings on the appropriateness of the required amount of open space, whether or not nearby HOA open space may be counted, and if the amount of parking for the use is adequate. These applications are frequently associated with child care homes proposed on single family attached lots. Such lots are often not large enough to accommodate required outdoor play areas and parking without obtaining approval of modifications, and the close proximity of adjoining units fosters increased scrutiny from neighbors. This amendment is recommended to assess the appropriate open space and parking requirements, whether and to what extent modifications to performance standards should be permitted for child care homes, and to evaluate processing alternatives when SPMI approval is needed, such as routing through the Board of Zoning Appeals (BZA) rather than the Board.

3. **Silver Line CPAM Amendments:** These amendments are recommended to ensure the Zoning Ordinance is equipped with the regulatory methods necessary to implement the land uses, densities, and design features proposed in the draft Silver Line Small Area Plan. Such amendments are envisioned to focus on refinements to the existing PD-TRC (Planned
Development – Transit Related Center) and PD-TREC (Planned Development – Transit Related Employment Center) Zoning Districts, as these districts will implement the Urban Mixed Use and Compact Walkable, Non-residential land uses immediately adjoining the Silver Line Metro Stations. The amendments will also identify and update other zoning districts and/or provisions critical to implementing the various place typologies.

4. **Article 6 – Legislative Review Process:** This amendment is recommended by staff to implement changes to the legislative review process to enhance efficiency and improve outcomes for all stakeholders. During the recent amendments to Article 6 in response to the new proffer legislation, staff received support from Board members to have legislative applications be sent to Planning Commission public hearings earlier in the review process as a means of improving the exchange of information as well as the timeliness of public awareness and input. Such earlier engagement by the Planning Commission and public would assist staff and the applicant in addressing feedback through the subsequent stages of the process, and ultimately achieve a better product for Board consideration and action.

5. **Article 8 – Definitions:** This amendment is recommended to update the definitions of Article 8 to add definitions for uses and other ordinance elements that are currently undefined and to revise existing definitions to improve clarity. This amendment is intended to be a comprehensive review and refinement of Article 8, and its scope will also include refinement of zoning district use lists and other miscellaneous ordinance sections to ensure consistency with updated Article 8 terminology.

6. **Renewable Energy Uses:** There has been an increased level of interest and inquiry concerning the feasibility of installing renewable energy generation facilities as a principal use in a variety of zoning districts. Such facilities are connected to the servicing power company’s grid and designed to generate electrical power that will be sold to the power company, in whole or in part. Renewable energy generation uses are distinct from solar panels/arrays and/or windmills installed by homeowners and/or businesses for private use, which are permitted as accessory uses. This amendment is recommended to identify the zoning districts wherein renewable energy generation uses should be permitted and formulate appropriate performance standards to mitigate their unique impacts.

7. **2017 State Code Consistency (if needed):** This amendment is recommended to maintain consistency with any changes to the enabling statutes of the Code of Virginia resulting from legislation passed by the 2017 General Assembly. The intent of this amendment is to ensure the Zoning Ordinance is updated to incorporate legislatively mandated changes within six (6) months of the July 1 effective date of such legislation. Staff proposes to include a State Code Consistency ZOAM as a recurring initiative on an annual basis. It is noted that this initiative is distinct from the currently pending State Code Consistency ZOAM (ZOAM-2016-0011), which is a more extensive effort required to address a backlog of mandated changes.

**Fiscal Impact of ZOAM Work Program:** References to the fiscal impact of the non-ZOAM workplan are referenced in the earlier sections of this staff report where known. The proposed
2017 ZOAM Work Program will facilitate an efficient allocation of County resources on ZOAM initiatives for the coming year. That said, the fiscal impact of each ZOAM initiative will be evaluated on a case by case basis and reported accordingly. For example, in the case of a particularly complex ordinance amendment, it may be beneficial to retain consultant services to provide staff with needed technical assistance and objectively facilitate the amendment formulation process with staff and the ZOAG. The potential engagement of consultant services for a given ZOAM and associated costs will be clearly stated and quantified with the resolution of intent to amend. It is important to note that the Office of the County Attorney has not yet had an opportunity to assess the impact of the proposed work plan upon the Office’s resources.

**ALTERNATIVES:** The Board can adopt the work plan as found in the item, amend the work plan, or not adopt the work plan.

**DRAFT MOTIONS:**

1. I move that the Board of Supervisors approve staff’s recommended work plan as found in the January 19, 2017 Board Action Item and direct staff to provide biannual updates on its initiatives for prioritization by the Board.

OR

2. I move an alternate motion.

**ATTACHMENTS:**

1. Envision Loudoun Process
2. 2017 ZOAM Work Program (Draft 01-04-2017)
The Process

**Open and Inclusive, Opportunity, and Connecting**

**PHASE 1 Foundation**
What do we know?

**PHASE 2 Vision**
What do we achieve?

**PHASE 3 Explore**
Where do we go?

**PHASE 4 Plan**
Putting it together.

**PHASE 5 Review & Adopt**
Finishing the work.

**ROUND 1**
LISTENING & LEARNING WORKSHOPS  
NOVEMBER 2016

**ROUND 2**
ENVISION THE FUTURE WORKSHOPS  
JULY 2017

**ROUND 3**
PLAN REVIEW WORKSHOPS  
JANUARY 2018

Attachment 1
## ZOAM Initiatives & Anticipated Processing Schedule - By Quarter

**DRAFT DATE:** January 4, 2017

### 2017 ZOAM Initiative

<table>
<thead>
<tr>
<th>2017 ZOAM INITIATIVE</th>
<th>2017 Status</th>
<th>2018 Status</th>
<th>2019 Status</th>
<th>Note</th>
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<tbody>
<tr>
<td>1. POLITICAL/TEMPORARY SIGNAGE (ZOAM-2016-0005): UNDERWAY</td>
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<td>2. PD-TC (PLANNED DEVELOPMENT – TOWN CENTER) DISTRICT (ZOAM-2016-0008): UNDERWAY</td>
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<td>4. COVERED DECKS AND PORCHES (ZOAM-2016-0013): UNDERWAY</td>
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<td>5. RC RESIDENTIAL DENSITY (ZOAM-2016-0014): UNDERWAY</td>
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<td>6. FLOODPLAIN OVERLAY DISTRICT (FOD) - ZIRM Date &amp; FOD ZMAP (ZOAM-2016-0015): UNDERWAY</td>
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<td>7. FLOODPLAIN OVERLAY DISTRICT (FOD) - USES (ZOAM-2016-0016): UNDERWAY</td>
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### Schedule Note:

Time frames are approximate and indicate the quarters of each calendar year during which activity on the subject ZOAM initiative is expected to occur. The schedule assumes time required to complete requisite research and analysis, agency referrals, public and stakeholder outreach (as needed), and Planning Commission and Board of Supervisors processes, to include worksessions and committee deliberations.

### Key:

- **Active and/or Carry-over ZOAM from 2016 Work Program.**
- **New ZOAM identified by Staff per feedback from members of Board of Supervisors.**
- **New ZOAM identified by ZOAG and/or Staff.**
- **Preliminary review/input by ZOAG subcommittee with Staff support.**
- **Anticipated ordinance adoption.**

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**Attachment 2**