



DEPARTMENT OF PLANNING AND ZONING

PLANNING COMMISSION UPDATE

SUBJECT: CPAM 2016-0002, Silver Line Comprehensive Plan Amendment

ELECTION DISTRICT: Broad Run and Dulles

CRITICAL ACTION DATE: At the Pleasure of the Board

STAFF CONTACTS: Chris Garcia, Program Manager, Community Planning
Ricky Barker, Director, Planning & Zoning

PURPOSE: The purpose of this item is to develop the Planning Commission's recommended Comprehensive Plan Amendment (CPAM) for the Silver Line Planning Area. The CPAM, 2016-0002, is to amend the Revised General Plan (the "Comprehensive Plan") to establish a new long-term vision for the Silver Line planning area to ensure that the planned land uses strike the desired balance between the Board of Supervisors (Board) established objectives:

- 1) prompt realization of tax revenues to support future Metrorail operations,
- 2) maximizing future employment generation,
- 3) achieving the desired land use pattern, and
- 4) Minimizing demands on the County's transportation infrastructure.

I. EXECUTIVE SUMMARY

As directed by the Board, Staff has conducted a planning process to produce a Silver Line Comprehensive Plan Amendment. The draft CPAM, which aimed to best achieve the balance of Board's four goals, was based on consultant analysis and recommendations, public engagements, and collaboration with other department agencies. Staff believes the Comprehensive Plan Amendment achieves the Board's four goals and achieves the land use patterns envisioned by the larger community.

CPAM 2016-0002, Silver Line Comprehensive Plan Amendment was held on January 24, 2017. At this Public Hearing, the Silver Line CPAM was presented to the Planning Commission and was subsequently sent to work session(s) to allow the Commission the time and opportunity to discuss and deliver recommendations to the Board of Supervisors for its consideration. Staff recorded several items for discussion as a result of the previous Commission briefings and the January 24, 2017 Public Hearing and has provided responses and technical information for the Commission's consideration in its deliberations (See Section III of this report).

II. BOARD OF SUPERVISORS DIRECTION

On November 29, 2016 the Board of Supervisors held a special meeting to establish the

overall direction for the Comprehensive Plan Amendment and endorse a general framework that the Planning Commission should operate within. The land use map endorsed by the Board of Supervisors is included as Attachment 2. The Board made key decisions on issues where there were differing opinions from the public and stakeholders and consensus could not be achieved during the planning process. Those decisions made by the Board are as follows:

1. Mixed Use on the East Side of Loudoun County Parkway

The Board discussed the potential to have additional mixed use development on the east side of Loudoun County Parkway but determined that the land use plan should limit the amount of mixed-use development to prevent incompatible residential development from developing proximate to Dulles Airport. Staff supports the Board position. Additional mixed use development would not impact the development potential of the Plan prior to 2040 given the large area already designated for mixed use. Further, the area does not offer convenient access to Metrorail because of distance and barriers such as Loudoun County Parkway, data centers and distance.

2. Urban Residential on the East Side of Loudoun Gateway Station and east side of the LDN 65 Contour

Planning and Zoning Staff presented the Board with an option to have Urban Multifamily residential to the east of Loudoun Gateway Station. Stakeholder input and consultant recommendations suggested this alternative but the area is mostly already developed with businesses and uses consistent with the Route 28 Business District designation. This is an important economic development sector and Planning and Zoning and Economic Development staff supported maintaining the Route 28 Business District designation which was also supported by the Board.

3. Single Family Residential at the Regency Subdivision and Vantage Pointe Subdivision

Staff received feedback about the land use plan designation of single family for the Regency and Vantage Pointe subdivisions and whether that presented the best long-term view for the area. The Board voted to retain the single-family designation recognizing that redevelopment opportunities for the foreseeable future were limited.

4. Land Use Plan Alternative D – Mixed Use along Ashburn Village Boulevard

During the public outreach meetings with property owners, staff received requests to change the planned land use designation to Mixed Use to afford additional flexibility to that property within ½-mile of the Ashburn Station. Recognizing the relatively small size of that parcel and its proximity to the Station, The Board voted to change the planned land use to mixed-use.

5. Urban Residential Designation

The Board of Supervisors extensively discussed the number townhomes that could be developed within the Silver Line Area under the proposed plan amendment. Some Board members were particularly concerned about the demands for services such as schools and parks resulting from the townhomes. Ultimately, the Board voted to allow townhomes in the Urban Residential land use category but requested that the Planning Commission further discuss the exact locations where this designation was mapped and to consider other potential designations in the area roughly within ½-mile of the Ashburn Station. Staff will be presenting the Planning Commission with additional information about this issue for discussion.

6. Identification of Possible Areas for Parks and Schools

The CPAM proposes generalized, potential locations for community facilities and parks to suggest alternatives for where the needed facilities could be placed without specifically designating an exact location. This mapping avoids the need to process Commission permits for every facility. In addition to this mapping, the Board directed staff to develop policies to reduce the footprint/size of schools and parks within the CPAM area; to begin work on new urban standards for schools within this area; and to encourage more use of private parks instead of public parks. The CPAM presents the concepts for urban facilities and supportive policies. Staff recommends additional work following adoption to effectively implement these items.

7. Residential Development in and adjacent to the LDN 65 noise contours of the Airport Impact Overlay District

Staff received numerous conflicting comments from stakeholders and the public with regard to allowing future residential development in and around the LDN 65 portion of the Airport Impact Overlay District. As indicated above, the Board voted to endorse a land use map that addressed this issue and to reaffirm existing policies and zoning ordinance language that do not support or permit any residential development within this portion of the Overlay District. In addition, the Board voted to endorse a map that also limits residential development in the LDN 65 contour of a 2005 EIS for construction of the 4th runway.

8. Support for Existing Business Uses

During TLUC review of the CPAM document, a number of changes were made to address specific language and to make clarifications throughout the document. Specific changes included (1) explicitly stating that existing or pending by-right uses are an important part of generating prompt realization of tax revenues and can remain indefinitely; (2) improving data center language and the support for existing entitlements; (3) changing wording related to data centers to reflect the importance of this use and the continuation of this use within the study area; (4)

updating policies to support market-driven economic activity, (5) enhancing the Economic Development Section; and (6) using language that is more visionary to market the Silver Line CPAM areas for desired growth.

9. Townhomes within Mixed Use Designation

Some TLUC members recommend that Townhomes be designated as an undesirable use within the Mixed Use – Medium Designation. Members were concerned about the impacts on student generation and the impacts to school facilities needs resulting from additional townhome developments. Staff recommend to the full Board that Townhomes be designated as a secondary use to address unique site and circumstances where townhomes may be appropriate. The Board discussed the issue and recommend that the Planning Commission provide the Board a recommendation how to implement the specific limit on no more than 15% townhomes within the mixed use area. Staff will provide the Planning Commission with additional information to discuss this issue.

10. Removal of Two Proposed Two Lane Roads.

During TLUC review of the CPAM document, several members felt that smaller two-lane road segments should not be shown on undeveloped portions of the plan since more localized roadway networks could be designed as part of future development on the site. The Board directed staff to remove road segments between Prentice Drive and Shellhorn Road and to include language within the Plan that supports a comprehensive system of street grids to ensure connectivity and access for pedestrians and vehicles to major corridors, adjacent developments, and transit services.

11. Additional Transportation Modifications

TLUC recommended to the Board to support a new crossing of the Broad Run from Barrister Street to Old Ox Road (at the current location of Commerce Center Court) as another option for crossing the Broad Run. The full Board supported this addition but also requested that Staff conduct a traffic analysis of the 606 corridor and Broad Run Crossings proposed to examine an interim signalized intersection condition since models presented to the Board included in addition to the ultimate interchange conditions along Route 606. Staff will update the Planning Commission as new information is developed.

III. PLANNING COMMISSION DISCUSSION ITEMS

On January 24, 2017, at Planning Commission's Public Hearing, the Department of Planning and Zoning Staff provided an overview of the Silver Line CPAM and received comments, points for future discussion and requests for information based on the Commission's questions, which included the following:

1. Address school facility size and cost implications

The Silver Line CPAM has been crafted to recognize the need for new facility types resulting from the new land use typologies proposed. The policies found in Chapter 5 Community Facilities and Chapter 7 Implementation generally address the following:

- a) Extensive future collaboration with Loudoun County Public Schools (LCPS) to quantify school service provisions/needs, identify schools sites, and modified school formats/capabilities to accommodate new land use typologies
- b) Considering provision of school capacity both inside and outside the boundaries of the Silver Line Policy Area
- c) Minimizing use of developable land for public facilities
- d) Recognizing cost – benefit implications of an urban school format in comparison to the existing suburban models current used for planning and construction
- e) Exploring co-location and co-use of land and buildings to achieve walkability, efficiency of service provision for the community and efficiency of land use

Staff has initiated additional collaboration to join LCPS's effort to continue planning for new school formats and design standards within the mixed use environments envisioned in the Silver Line CPAM. Both LCPS and County Planning Staff have agreed that the advent of new mixed use place types in Loudoun County has resulted in the need to begin the process of defining new school formats and school designs to meet the demand for new urban environments as provided in the Silver Line CPAM. The County's Planning and Zoning and LCPS Staff recognize that extensive research and focused study of new formats and design will take time in order to develop new facility templates that will work for Loudoun County. Any new study will need to account for regional examples of other jurisdictions that have developed successful urban schools, local development and demographic trends in mixed use environments that are unique to Loudoun County as well as a number of other factors that will result in new school prototypes.

In the interim, Staff will be referring to existing capital facilities models, including schools, in terms of the existing approved standards, as a conservative planning factor. Staff believes that the land requirements for public facilities will likely drop, however without the necessary extensive research and lack of local precedence in developing dense, urban mixed use environments in Loudoun County, the extent of reduced land use needs for community facilities, especially schools, is inconclusive. Further, without new school formats or designs, the cost implications related to a school with a projected smaller building footprint and a reduced land requirement will also remain indeterminate.

Loudoun County Public Schools Planning Staff which will be on hand at the Planning Commission(s) next Work Session to provide an update on the status of development of new school formats and design standards to support new land use patterns envisioned in Loudoun County. Developing an urban school format is a recommended implementation step to follow after adoption of the Plan.

2. Designate the Broad Run Flood Plain and areas adjacent to it for a park and explore the environmental implications for the use of this area.

The Silver Line CPAM, Chapter 5 Community Facilities describes the objective of utilizing the Broad Run flood plain and an area adjacent to it as a linear park for both active and passive recreation uses. The policies describe use of land area along the flood plain boundaries and outside of the flood plain area as active recreation area that could include an improved trails system on either side of the Broad Run Flood Plain as well as commuter or multipurpose trails along major roads. In addition, land within the flood plain is proposed as passive recreation areas as also depicted in Chapter 4, Transportation, which illustrates a trail system inside the Broad Run Flood Plain boundary. Land in both the floodplain and along roads or otherwise outside the floodplain has typically been acquired as part of a County or VDOT capital improvement, by dedication of easements and through proffered land dedications. As the trails are identified in the Plan, they will be identified with land use applications.

3. Ensure community facilities policies capture co-location as a means to reduce land area requirements for public facilities.

The Silver Line CPAM, Chapter 5 Community Facilities and Chapter 7 Implementation specific discuss policy and implementation of colocation of public and private community facilities to increase efficiency of land use and service provision in a compact, walkable environment envisioned for the planning area.

4. Examine the Urban Residential land use designation to determine the appropriate areas where the Mixed Use, Medium land use designation may be added or removed from the latest Proposed Land Use Plan.

The Board requested the Planning Commission and staff develop a recommendation that addresses this item. Staff has planned a land use mix and location of land uses that achieves the balance of the four primary objectives of the Silver Line CPAM. Based on the current proposed land use plan, Staff believes that an appropriate amount of both single family attached and multi-family are likely to come to fruition at a reasonable rate, total volume of units, and timeframes. However, it should be noted that the rates of production, total volumes of units and timeframes of development is highly dependent on unknown future market conditions. The Plan policies also offer a highly flexible set of land use typologies with variable densities, floor area ratios, and recommended unit sizes. Thus, the predictability of any land use scenario is susceptible to questioning due to the unknowns of the future market and variations of development possibilities due to the inherent flexibility of the plan.

Additional areas of mixed use west of Loudoun County Parkway and reduction of areas with future potential for urban residential (and thus likely reducing townhome uses, regardless of unit size or format) is a possibility that the Planning Commission may consider. See Attachment 1 for areas for potential review of the Urban Residential and Mixed Use land use typology designation.

Increases in Mixed Use land uses would indicate a shift to more multi-family uses which

could potential increase density overall and potentially decrease capital facilities needs depending on a number of factors, such as resultant unit sizes which is only recommended by ranges of sizes in the plan topologies. However, this may result in a longer period of absorption of those added multi-family units and therefore, delay full realization of tax benefit due to the inherent slower rate of absorption attributed to development complexities of dense multi-family developments and the County's multi-family residential market.

Demand for townhouses is such that they are expected to develop more quickly than planned multifamily products. Increases in the single family attached housing products by adding Urban Residential land use may likely result in more rapid development of single family attached units, however result in higher infrastructure and capital facilities demand or needs earlier in the development of the Silver Line Area. A corresponding reduction in land designated for mixed use or employment may also place a higher development cost premium on that development with unknown consequences related to timing, densities and realization of tax benefit within those mixed use areas.

The fiscal balance of the Plan that was presented to the Commission assumed 15% of the units in a Mixed Use, Medium neighborhoods would be townhouses and that 80% of the units in the Urban Residential community would be townhouses through 2040.

Staff does not recommend an expansion of the Urban Residential designation. Should the Commission wish to manage the fiscal impact of townhouse development, staff would support adding policies to establish where and to what degree townhouses can be developed within both the Urban Residential and Mixed Use communities.

5. The Board of Supervisors requested clarification of the townhome development capacity and locational distribution across the study area based on the proposed land use plan.

As a separate request distinct from Item 1, the Board of Supervisors requested that Staff elaborate on the distribution of housing units based on the latest version of the Silver Line CPAM Proposed Land Use Plan. The Staff presentation will illustrate both multi-family and single family unit distribution by development area, including developments with existing approvals that are forecasted to continue as planned or with increased densities; and land development estimates for land areas with new land use topologies. There are several assumptions that are associated with the proposed land use pattern:

- a) Some land areas including those with existing entitlements may re-plan for higher densities;
- b) The planning estimates are based on mid-ranges of densities, recommended unit sizes/FAR, and street blocks / building characteristics. There are no policy limitations on the ratio of different residential uses within each typology.
- c) The Mixed Use, Medium land use topology allows for single family attached residential products as a secondary use at and 15% of residential units in the land use typology were forecast to be townhouses; and
- d) The Urban Residential land use topology also allows for multi-family

residential products as a secondary use and were included in the unit estimates.

6. What does a smaller multi-family unit equate to? How was that determined?

The land use topologies' characteristics are generally defined by ranges. For example, the Mixed Use, Tall Buildings recommend multi-family unit sizes that may range from 400 SF to 1000 SF and the Mixed Use, Medium unit size ranges from 700 SF to 1300 SF. These were recommended in the *Loudoun County Land Use Scenario Planning Study* as a baseline planning consideration.

For the purposes of forecasting the number of residents, school children and the fiscal impact, multi-family units of 1000 SF (or smaller) was considered as a reasonable midpoint (median) of the recommended unit sizes across the typologies. With the variability built into the flexible land use typologies, some units may be constructed with affordability in mind and result in a very small unit, and others with above market rate potential that are at the larger end of the range. Staff also considered unit types, densities and average unit sizes from local and regional examples to ensure dimensional reality of the estimation. Staff is currently researching housing development production in Loudoun County via the Commissioner of Revenue Office to assess current trends in unit sizes being produced in Loudoun County for additional comparison.

7. What are the total acreages of available land contemplated by the Silver Line CPAM?

The following table of describes the total acreages contemplated by the Silver Line CPAM:

Land Area By Type	Acreage	Build Out 2015-2040 (Housing Units)
Vacant Land	611.0	8,616
Redevelopment Areas	373.9	3,054
Moorefield Station Area	776.8	10,536
Total	1,761.7	22,206

8. Reevaluate the land use topology for applicability and consolidation.

Planning Commission comments suggested the number of typologies or distinct communities was confusing and somewhat redundant. After further evaluation, Staff is recommending the Planning Commission consider merging the Urban Residential and the Urban Multi-Family Land Use Typologies as there is only a small isolated property that is designated for the Urban Multi-Family Land Use and the Urban Residential allows for the uses within the Urban Multi-Family Land Use locations, including multi-family and condominium uses. Expanding the Urban Residential community, as noted earlier, would allow a limited increase in the number of townhouse units.

In addition, Staff is recommending combining the Compact Walkable Employment typology and the Compact Walkable, Non-Residential typology as both possess similar characteristics in form and land use pattern. After review of the two topologies, they would not be mutually exclusive categories that would be distinct from one another in implementation and would likely be achieved with a more mixed use approach. However, the most prominent distinction between the two communities is the addition of large-scale regional uses such as stadiums, convention centers and similar uses in the Walkable Non Residential community. The location of such uses could be managed by a policy discussion and location criteria within the new combined land use typology.

9. Discuss Land Use Topologies and what they will result in using regional examples.

The Silver Line CPAM Chapter 3 Land Use contains the descriptions and visual examples of the desired land use environments for each topology. Staff will provide additional visual examples of each topology during their presentation at the upcoming Planning Commission Work Session(s).

10. If data centers are built on the Dupont-Fabrose property east of Loudoun County Parkway, will Prentice Drive be built as planned?

The property owner currently has a site plan approval allowing for a data center development that would conflict with the existing Board-approved alignment of Prentice Drive and the proposed land use plan. However, if the property owner chooses to retain their by-right development pattern, the County would be inclined to work with the property owner and/or other adjacent owners to achieve a roadway alignment solution to meet the required transportation system needs to support the proposed land use plan.

11. Analyze impacts of signalization of Broad Run crossings at Route 606

The Department of Transportation and Capital Infrastructure has completed modeling of this interim scenario as directed by the Board of Supervisors. Staff will present the results of this modeling exercise at the Planning Commission Work Session as an informational item.

12. Research EIS / Airport Noise Study Timelines

The Silver Line CPAM policies general fall in line with the recommendations of the *Loudoun County Land Use Scenario Planning Study – Consultant Recommended Development Scenario (2015)* and the *Market Analysis and Practices Study (2015)* which recommend that the County should protect the long-term economic viability of Dulles International Airport by promoting airport-compatible uses and densities in the County's Airport Impact Overlay District (AIOD). Thus proposed land use plan illustrates prudence concerning the restricting residential development with the LDN 65+ noise contours as well as being judicious in allowing limited residential within the LDN 60 – 65 noise

contours. The *Market Analysis and Best Practices Study* is extensive in its research of examples of national and international examples in which airport owners/operators and local governments have sought to minimize conflicts of airport of operations and residential land uses by restricting residential development underneath aircraft flight paths.

The Silver Line CPAM policies and resultant land use configuration has aligned with the recommendations found in both predecessor documents and existing County policy, inclusive of the existing Airport Impact Overlay District. Further, the Board of Supervisors has reaffirmed the County’s intent and included consideration of the 2005 Washington Dulles Environmental Impact Statement’s LDN 65 noise contour accounting for the operation of the fourth runway as a required constraint for location of residential land uses for this CPAM.

The Planning Commission may carry forward a recommendation to the Board of Supervisors to investigate the need, parameters and requirements for developing a new study for their consideration. While the Planning Commission may recommend this action to the Board, it should be noted that any action by the County will likely require support and collaboration from MWAA and the Federal Aviation Administration (FAA) in any case. A representative from MWAA will be available at the Planning Commission Work Session to further explain the viable rationales and timelines for revised study and modification of noise contours due to changes in airport operations.

13. How many dwelling units within LDN 60 and LDN 65 (actual / proposed) to date, include LDN 60 projections with Silver Line CPAM Area?

The following table represents the total of existing housing units and approved housing units within the Airport Impact Overlay District apportioned noise contours:

Existing Housing Units as of July 1, 2016				
	SFD	SFA	MF	Total
60 LDN	2,873	1,750	2,324	6,947
65 LDN	68	7	0	75
Total 60+ LDN	2,941	1,757	2,324	7,022
Residential Pipeline Projects 60 LDN: Housing Units Remaining to be Built as of July 1, 2016				
	SFD	SFA	MF	Total
Evermont Trace	35	55	0	90
Ashburn Village, Regency at Ashburn	8	25	98	131
Poland Hill	95	46	78	219

Arcola Center	0	373	285	658
Glascok Field at Stone Ridge	0	148	128	276
Moon Glade Farm	32	0	0	32
Lenah Mill (LDN 60 portion only)	59	0	0	59
Lenah Woods	42	0	0	42
Willowsford, The Grange	80	0	0	80
Brambleton (LDN 60 portion only)	11	14	0	25
Stone Ridge (LDN 60 portion only)	0	0	22	22
Total	362	661	611	1,634

14. Demonstrate / list planning assumptions for the Fiscal Impacts and Student Generation

The Market Analysis and Best Practices Study and the Loudoun County Land Use Scenario Planning Study – Consultant Recommended Development Scenario, Technical Appendix possess a numerous assumptions that were incorporated into the Silver Line CPAM. Attachment 4 the Land Use Projections Memorandum authored by W-ZHA, LLC (June 2015) as presented by Stantec details the land use projection and assumptions that serve as one basis for the resultant land use plan. Student generation rates for the multi-family units were estimated through research of transit-oriented developments with higher densities to include developments in the region and in Loudoun County and resulted in a 0.15 student generation rate as recommended by Stantec. However, the student generation rates for single family attached units used the existing suburban standard rates as the research into modified (potentially reduced rates) were inconclusive and thus remained at the 0.54 rate for single family attached products.

As discussed, the calculation of student generation and land area required for schools is preliminary at this point in the planning process and Staff recommends that a key implementation item will be to perform a study on student generation from different housing types and to monitor student generation rates for the different housing types over time.

15. What was this history of the Metrorail Tax District(s)? How was 20 cent rate for the tax district set and can it be changed? Does the tax go away once a certain amount is paid off?

Three Metrorail tax Districts were adopted by the Board in December 2012 to fund the capital and operating costs of the Silver Line extension into Loudoun County. Each district can have a maximum special levy (in addition to the general real property tax levy) of \$0.20 per \$100 of assessed value. The Board has the discretion to lower each

district's tax rate – and may choose to do so when sufficient revenues are generated.

A special levy of \$0.20 has been in effect for the large Metrorail Service Tax District since January 1, 2013. This district helps pay the debt incurred by the County to fund its portion of the cost of constructing the Metrorail extension into Loudoun. The district will remain in effect as long as needed to pay off the debt.

To date, no special levies have been authorized for the Route 606-Airport Stations Service District or for the Route 772 Station Service District. However, revenues from these districts will help fund the County's ongoing annual payments to the Washington Metropolitan Area Transit Authority (WMATA).

16. Additional Items

Staff will continue to work on items related to recommended mechanisms to facilitate the concept of interim uses, mechanisms to address desired land use mix and policies to address more holistic and collaborative site planning across property lines to ensure integration of land uses from project to project. Staff will also respond to any additional items deemed essential by the Planning Commission at the January 24, 2017 Work Session.

III. ATTACHMENTS

1	Proposed Land Use Map endorsed by Board of Supervisors, November 29, 2016 with land areas for discussion of mixed use and urban residential land use designations
2	Land Use Projections Memorandum authored by W-ZHA, LLC (June 2015)