

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

SUBJECT: Envision Loudoun Status Update

ELECTION DISTRICTS: Countywide

CRITICAL ACTION DATE: At the pleasure of the Committee

STAFF CONTACTS: Charles A. Yudd, Deputy County Administrator, County Administration
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Dan Galindo, AICP, Community Planning Manager, Planning and Zoning

PURPOSE: The purpose of this item is to update the Transportation and Land Use Committee (TLUC) on the status of the Envision Loudoun planning process and the draft *Loudoun 2040 Comprehensive Plan*.

BACKGROUND: The Envision Loudoun Stakeholders Committee held its last meeting on July 9, 2018, and the draft *Loudoun 2040 Comprehensive Plan (Loudoun 2040)* was delivered to the Board of Supervisors (Board) at the July 19, 2018, Board Business Meeting. The draft *Loudoun 2040* consists of the May 7, 2018, version of the draft *Loudoun 2040 General Plan (2040 GP)* and the draft *Loudoun 2040 Countywide Transportation Plan (2040 CTP)* (<https://www.loudoun.gov/DocumentCenter/View/134439>).

At the July 19, 2018, Board Business Meeting, the Board forwarded the draft *Loudoun 2040* to the Commission for further consideration and recommendation. The Board also confirmed a workplan for the remainder of 2018, however, dates marked with an asterisk have been added or revised since the Board's Business Meeting.

Table 1. Loudoun 2040 Comprehensive Plan Workplan		
Date	Meeting Type	Planning Commission Task
8/9	Special	Intensive Worksession: GP & CTP
8/11	Special	Saturday Intensive Worksession: GP & CTP
8/16	Special	GP Ch. 2 (Land Use) Decisions
8/30	Special	GP Ch. 1 & 3-7 Decisions CTP Decisions
9/6*	Special	GP Ch. 2 (Land Use) Decisions

Table 1. Loudoun 2040 Comprehensive Plan Workplan		
9/13*	Regular	Chapter 4 (Housing) Discussion CTP Decisions
9/17*	Regular	TLUC Status Update
9/27*	Special	Potential Joint Meeting with Towns
10/4	Special	Review of Revised Drafts
10/11	Regular	Review of Revised Drafts (cont.)
10/17*	Special	Review of Initial Public Hearing Drafts
11/1*	Special	Potential PC Public Hearing
11/7*	Special	Consideration of Public Input
11/29*	Special	Review Draft in Response to Public Hearing
12/6	Special	Finalize Draft in Response to Public Hearing
12/13	Regular	Recommend Draft to BOS

Staff provided an initial briefing to the Commission on July 12, 2018. This briefing included an overview of the draft *Loudoun 2040*, the forecasted number of potential new residential units above the Revised General Plan (Plan) through 2040, and a discussion of the Fiscal Impact Model and Travel Demand Model results based on the proposed land uses. The Commission was provided with a copy of *Loudoun 2040*, as well as all materials contained in the packet for the Board’s July 19, 2018, Business Meeting.

ISSUES: The Commission has held several additional meetings to review and consider the draft *Loudoun 2040* plan, including an intensive all-day Saturday Work Session on August 11th. The following issues summarize the work that has been done or is currently being performed by the Commission and staff.

1. Urban Policy Areas – Draft *Loudoun 2040* proposes the creation of new Urban Policy Areas (UPAs) for certain land currently within the Suburban Policy Area (SPA). These new UPAs were divided, generally, into two mixed use types: 1) Silver Line Metro Stations with highest intensity/transit-oriented uses, and 2) walkable places that are not Metro-related with lesser intensity of use along Route 7 (Attachment 1). The intent of these areas is to provide for walkable mixed-use and transit-oriented development that will support anticipated growth, offer a diversity of housing to meet changing housing needs, and offer flexible land use policies to allow for innovation and changing market demands over time. Land within the UPAs is currently more divided and isolated between different land uses under the Plan, such as Residential, Keynote Employment, Special Activities, and Light Industrial. Proposed *Loudoun 2040* provides the opportunity for increased integration of uses to create a more cohesive urban community.

During the review of the UPAs, the Commission provided direction to reclassify the Route 7/Route 28 area from UPA back to SPA, as this area is not anticipated to develop in the same dense urban pattern as the areas around the Metrorail stations. Also, classifying the Route

7/Route 28 area as UPA at this time could result in attracting development away from the Metrorail areas before development in those areas is adequately established.

2. Designation of Infill and Revitalization areas – With little currently vacant land remaining for residential development within the SPA and the potential high demand for new housing units, the draft *Loudoun 2040* designates numerous vacant or underdeveloped parcels in the SPA for a mixture of housing types with up to 24 units per acre. The *Loudoun 2040* also addresses the need to identify and designate areas for redevelopment of aging and underperforming properties and corridors, such as older auto-centric shopping centers, which are ideal locations for introducing new mixed use projects to re-invigorate and re-activate the community activity in those areas. Policy recommendations include providing incentives, promoting public-private partnerships, investing in public infrastructure improvements and providing land use flexibility to encourage redevelopment, revitalization, and adaptive reuse of these areas.
3. Place Types – A Place Type is a new, more flexible and comprehensive approach to land use planning. The approach differs from traditional land use planning in that it provides a way to shape the future of Loudoun by concentrating on context—the look and feel of places, their form and their character—instead of focusing only on conventional land use categories and specific uses. The Plan currently focuses primarily on density and intensity of development with limited textual design guidance for certain areas. A number of Place Type categories tailored to Loudoun define not only the basic expectations for permitted land uses for specific areas in the County, but also preferred development patterns, streetscapes, and design features that make places and environments visually interesting and functional. The draft Place Types can be found within each Policy Area section of Chapter 2: Land Use in draft *Loudoun 2040*. The Commission has reviewed the draft Place Types contained in the May 7 version of draft *Loudoun 2040* and has provided the following preliminary recommendations:
 - a. Consolidation of certain Place Types, as some were considered redundant;
 - b. Revised Place Type formatting to include more context and guidance, such as an intent statement and additional graphic representations (an example of this revised format is provided as Attachment 2); and
 - c. Development of a new Place Type for the Transition Policy Area (TPA) to allow higher density in certain targeted areas, while maintaining a minimum of 50 percent Open Space. This Place Type is proposed to allow four to eight dwelling units per acre in a compact development pattern with a range of single-family detached and single-family attached product types. The intention would be to create clustered neighborhoods in targeted areas, while protecting significant natural features, watersheds, and natural views. This Place Type differs from typical suburban development, as it is intended to consist of small lots, zero lot lines, integrated public/civic space, and a public access component to preserved Open Space. The Planning Commission has directed staff to utilize this Place Type in the Travel Demand and Fiscal Impacts Modeling effort for

the following Transition Policy Area Land Bays: D, E, F1, F2, F3, I2, K2, L, M1, M2, M3, P1, Q1, and Q2 (Attachment 3).

4. Residential Market Demand and Density – In January 2018, the Envision Loudoun consultant, Kimley-Horn, completed a Market Analysis as part of the Envision Loudoun effort (Link: <https://www.loudoun.gov/DocumentCenter/View/131399>). The Market Analysis for the Envision Loudoun process was intended to provide insight into evolving real estate and development patterns that could affect future growth in Loudoun County, and includes a series of low, medium, and high market demand forecast scenarios based on third-party market and employment data designed to suggest the potential for future real estate demand of various land uses in the County through 2040. As such, these figures represent potential demand and are unconstrained by policy decisions, land availability, and public sentiment, which could each impact future growth. They focus solely on what the real estate market would support from a demand perspective through 2040 if no barriers to development existed. The numbers presented in the Market Analysis represent future forecasts, but do not necessarily predict what will happen. They are intended to be used as reference points as part of the Envision Loudoun planning process.

The demand for new housing units in Loudoun County has been high for the last two decades and the Market Analysis predicts that this demand will continue. Regarding potential future residential market demand, the Market Analysis indicates that for the 2021 – 2040 timeframe, the Loudoun County real estate market could absorb approximately 60,120 residential units, based on the medium unconstrained growth scenario. Of these, approximately 22,470 are single-family detached, 18,760 single-family attached, and 18,890 multi-family.

In addition to the Kimley-Horn Market Analysis, the George Mason University Center for Analysis performed a Housing Needs Assessment (HNA) at the request of Loudoun County in February 2017 (Link: <https://www.loudoun.gov/DocumentCenter/View/127559>). The HNA indicated that employment-driven housing demand forecasts suggest a demand for an additional 66,604 new residential units between 2015 and 2040.

The Commission has been provided the Residential build-out data for the Revised General Plan for comparison with the forecasted market demand and the draft *Loudoun 2040* forecast. This build-out data was also provided to the Board of Supervisors at the July 19, 2018 Business Meeting, which is available at the following link:

http://loudoun.granicus.com/MetaViewer.php?view_id=74&clip_id=5557&meta_id=145391

The draft *Loudoun 2040* provides sufficient multi-family product to meet market demand, but provides only approximately 47 percent of market demand for single-family products when compared to the Kimley-Horn Market Analysis. The Commission directed staff to provide options for meeting 75 to 100 percent of the residential market demand for single-family detached and single-family attached products through 2040, which equals approximately 11,600 to 21,900 additional single-family units. Options to absorb additional single-family units in the Suburban Policy Area (SPA) are extremely limited, as the draft *Loudoun 2040*

already maximizes potential residential development to a saturation point in the SPA. Therefore, the Commission directed staff to explore options to provide the additional residential density within the TPA.

The Commission tentatively identified targeted areas for application of the new TPA Place Type, mentioned in Issue 2 above, which has the potential to address 100 percent of the unmet single-family residential demand. As part of this issue, the Commission is also discussing the long-term purpose and function of the TPA, taking into consideration past and potential future development in the area, continued pressure on the housing market in the County, and preservation of the Rural Policy Area.

The Commission has been briefed regarding potential transportation and fiscal impacts related to additional growth in the TPA, including issues related to significant transportation network and environmental constraints. Any changes to land use proposed by the Commission will undergo further modeling to fully understand any additional transportation and fiscal impacts.

5. Stakeholders Committee and Staff Recommendations – The Draft *Loudoun 2040* document has not been revised since it was released to the public for review on May 7, 2018. During the last few Stakeholders Committee Meetings in June and July, the Stakeholders Committee developed a list of final recommended revisions to the Board and Commission for consideration. Stakeholders Committee recommendations that the Commission has authorized staff to incorporate into a revised *Loudoun 2040* document include the following:
 - a. Refine the draft Plan’s language to better convey the design goals and clarify the intent;
 - b. Revise maps to reflect the Washington Dulles International Airport runway centerlines, as well as the future fifth runway (also affirmed by the Board at the 7/19/18 update); and
 - c. Increase the Suburban Light Industrial Floor Area Ratio (FAR) to 1.0.

Staff also provided an extensive list of recommended revisions to the Commission for consideration. Many of these recommendations relate to strengthening policy language contained within draft *Loudoun 2040* and providing additional narrative context. The Commission has authorized staff to begin incorporating these recommendations.

The Commission’s preliminary recommendations made to date, as well as any recommendations made during upcoming meetings, will be incorporated into a revised *Loudoun 2040* document that is anticipated to be released for review by October 4, 2018.

6. Residential Housing Options – The Commission has discussed the need to encourage a diversity of housing products. Planning staff is coordinating with the Department of Family Services to develop additional narrative, Policies, Strategies, and Actions to appropriately address the unmet housing needs in the County. The intent is to address the various housing

needs in a more holistic manner, focusing not only on affordability, but also on diversity, changes in demographics, accessibility, economic impact, and other critical topics. The new TPA Place Type discussed above is intended to provide the opportunity for unique housing products that are not currently available or have limited availability in the County and could appeal to a diversity of residents.

7. Towns and JLMAs – Due to the initial *Envision Loudoun* Charter, a coordinated effort to engage the Towns was not conducted through most of the *Envision Loudoun* planning process. Staff did engage with the Towns as *Loudoun 2040* was being drafted and received input that was incorporated into *Loudoun 2040*. Staff met with the County of Loudoun Towns (COLT) on July 25, 2018, to discuss the *Envision Loudoun* process and future coordination opportunities regarding draft *Loudoun 2040*. Staff is currently working with representatives from each Town to gather additional input and recommendations regarding draft *Loudoun 2040* and will incorporate that input into the next draft of the document. Staff is currently working to schedule a joint meeting between Town representatives and the Commission. Staff will also continue to work through COLT to engage the Towns as the review and adoption process continues.
8. Nonresidential Design Guidelines and Quality Development – Based on Board direction, an effort to draft nonresidential design guidelines is currently nearing completion. The initial intent was to incorporate these guidelines into *Loudoun 2040*, however, the applicability, level of detail, and appropriate location for such guidelines—whether in the Comprehensive Plan or future Zoning Ordinance—is currently being assessed. Staff is also working to incorporate an enhanced quality development section into draft *Loudoun 2040*.
9. Countywide Transportation Plan – Department of Transportation and Capital Infrastructure (DTCI) staff worked with its consultant, Kimley-Horn, to use the County’s Travel Demand Model (TDM) to analyze the performance of the roadway network currently proposed based in the draft *Loudoun 2040* land uses. Overall, the draft *Loudoun 2040* proposed roadway network consists of improvements to an already robust network that largely addresses the travel demand of the draft land use plan, and that planned limited access and capacity improvements on Route 7, US Route 50, and Route 606 will allow these corridors to operate with few constraints. It is also noted that the growth and travel demand in neighboring jurisdictions create capacity constraints along rural primary corridors.

With specific respect to rural roadway corridors, no changes are currently proposed to the rural primary roadway network between the 2010 CTP and draft *Loudoun 2040*. The forecasted volumes modeled congestion levels on the rural primary roads are similar when comparing the 2010 CTP and *Loudoun 2040*. These corridors will be further evaluated as part of Board directed Safety and Operational Studies (SOS), including the ongoing study for US Route 15 north of Leesburg and the studies for Route 9 and US Route 15 south of Leesburg authorized by the Board on July 3, 2018. Additionally, there are various physical constraints along rural corridors and considerations other than additional capacity need to be taken into account to balance competing needs for the rural area RPA. Future Safety and Operational Studies are

anticipated to be funded in future fiscal years for US Route 50, Route 287, and Route 7 west of Round Hill.

As a result of the Travel Demand Model results and in light of ongoing and future Safety and Operational Studies, DTCI staff will present potential revisions to the draft *Loudoun 2040* for consideration by the Planning Commission.

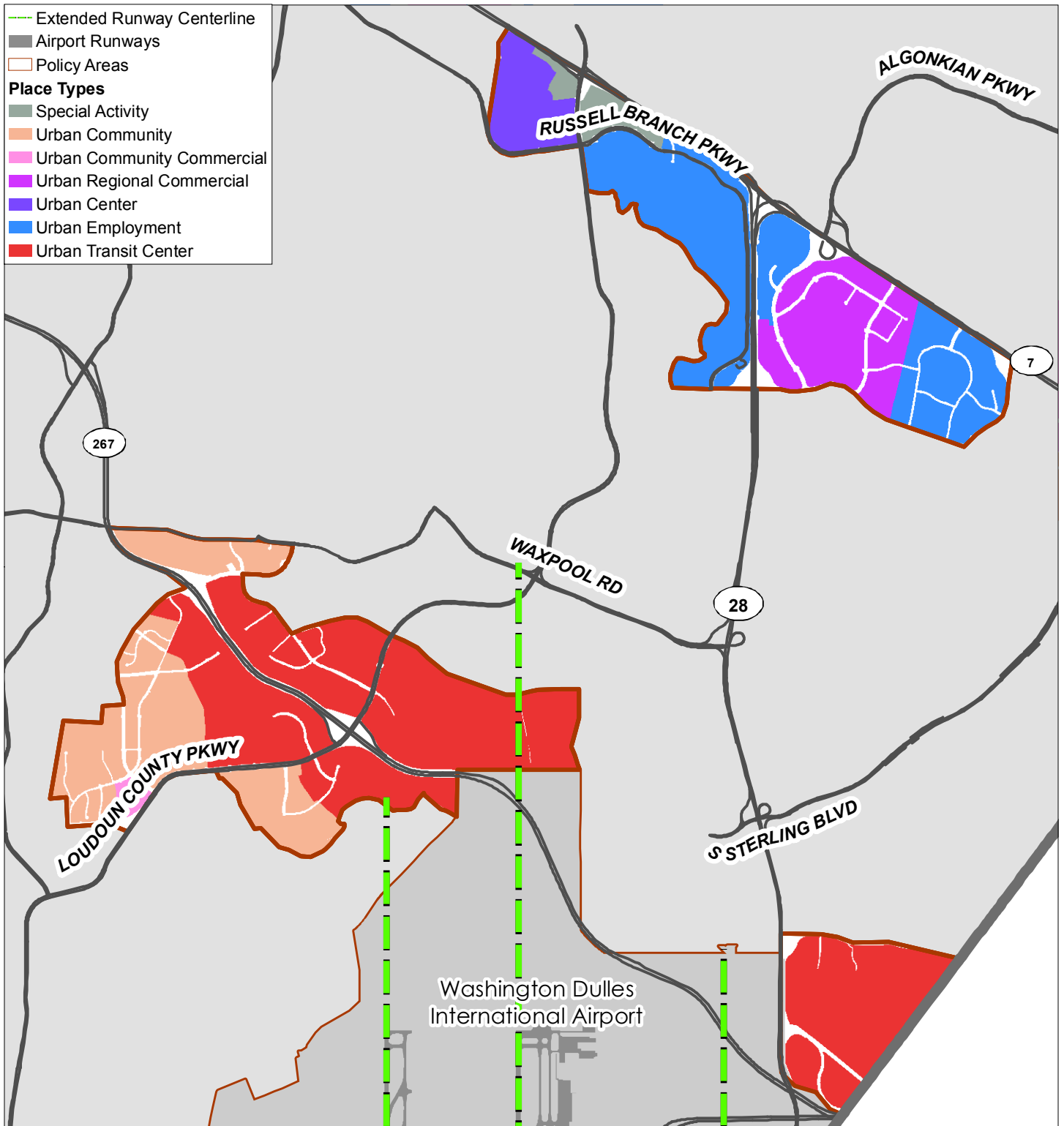
10. Staff Recommendations – The Commission has provided preliminary direction to not incorporate certain staff recommendations into the draft *Loudoun 2040*, including incorporating chapters or sections related to healthy communities, sustainability, and resiliency. Staff is interested in pursuing these recommendations, with the intent to bring them forward to the Board of Supervisors.

FISCAL IMPACT: The proposed recommendations and revisions to the draft *Loudoun 2040* can be prepared with existing staff resources in the Department of Planning and Zoning.

ATTACHMENTS:

1. Urban Policy Areas Place Types Map
2. Revised Place Type Example
3. Transition Policy Area Land Bays Map

Loudoun County
Urban Policy
Areas Place Types
 2040 General Plan



Loudoun County IS NOT LIABLE for any use of or reliance upon this map or any information contained herein. While reasonable efforts have been made to obtain accurate data, the County makes no warranty, expressed or implied, as to its accuracy, completeness, or fitness for use of any purpose.



DRAFT

Attachment 1

Suburban Town Center



General Description: Suburban Town Center areas provide opportunities for a mix of uses arranged in a pedestrian-friendly urban form to include commercial, entertainment, cultural, and recreational amenities that are responsive to resident and consumer preferences. Accessory Residential Units are to include apartments in the principal structure and over a garage or other outbuilding approved by the County.

Streets in this category are typically interconnected and multi-modal with parking located behind buildings. Pedestrian amenities should include sidewalks, street trees, street furniture, shade trees, bike racks, lighting, crosswalks, plazas, and pedestrian malls. These centers are locations for regional commercial and entertainment destinations.

Intent: Vertical mixed buildings (residential or office above commercial) as well as multi-story single-use buildings that are integrated in a walkable street pattern.

Short blocks with shallow setbacks. Either mid-block or on-street parking are appropriate, while accommodating parking behind or to one side of buildings, or in parking structures.

Predominant Uses:	Secondary Uses:	Mix of Uses
<ul style="list-style-type: none"> • Retail & Service Commercial • Office • Entertainment Commercial • Multi-Family Residential • Institutional 	<ul style="list-style-type: none"> • Civic, Cultural, & Community • Accessory Residential Units • Public Facilities • Hotel 	

Suburban Town Center

DEVELOPMENT INTENSITY
Massing / Scale Recommendations

TOTAL FAR: 1.5

Urban Design Recommendations

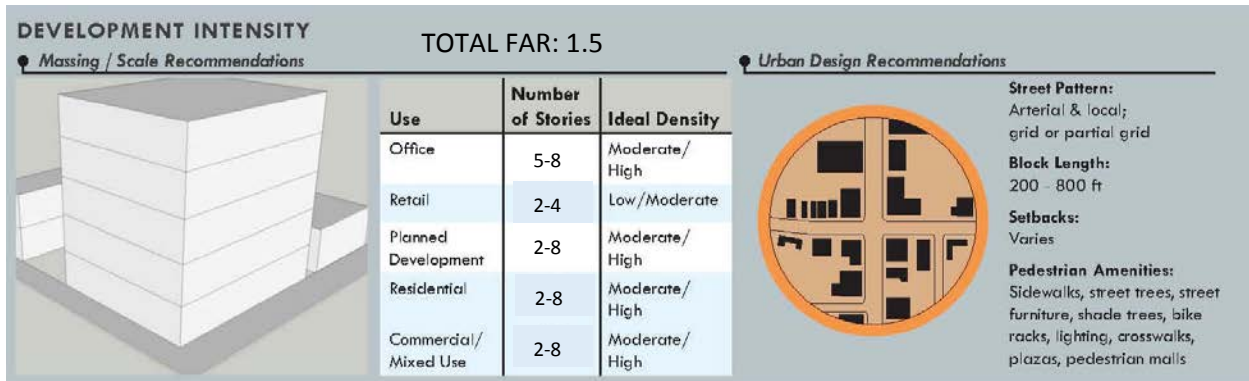
Use	Number of Stories	Ideal Density
Office	5-8	Moderate/High
Retail	2-4	Low/Moderate
Planned Development	2-8	Moderate/High
Residential	2-8	Moderate/High
Commercial/Mixed Use	2-8	Moderate/High

Street Pattern:
Arterial & local; grid or partial grid

Block Length:
200 - 800 ft

Setbacks:
Varies

Pedestrian Amenities:
Sidewalks, street trees, street furniture, shade trees, bike racks, lighting, crosswalks, plazas, pedestrian malls

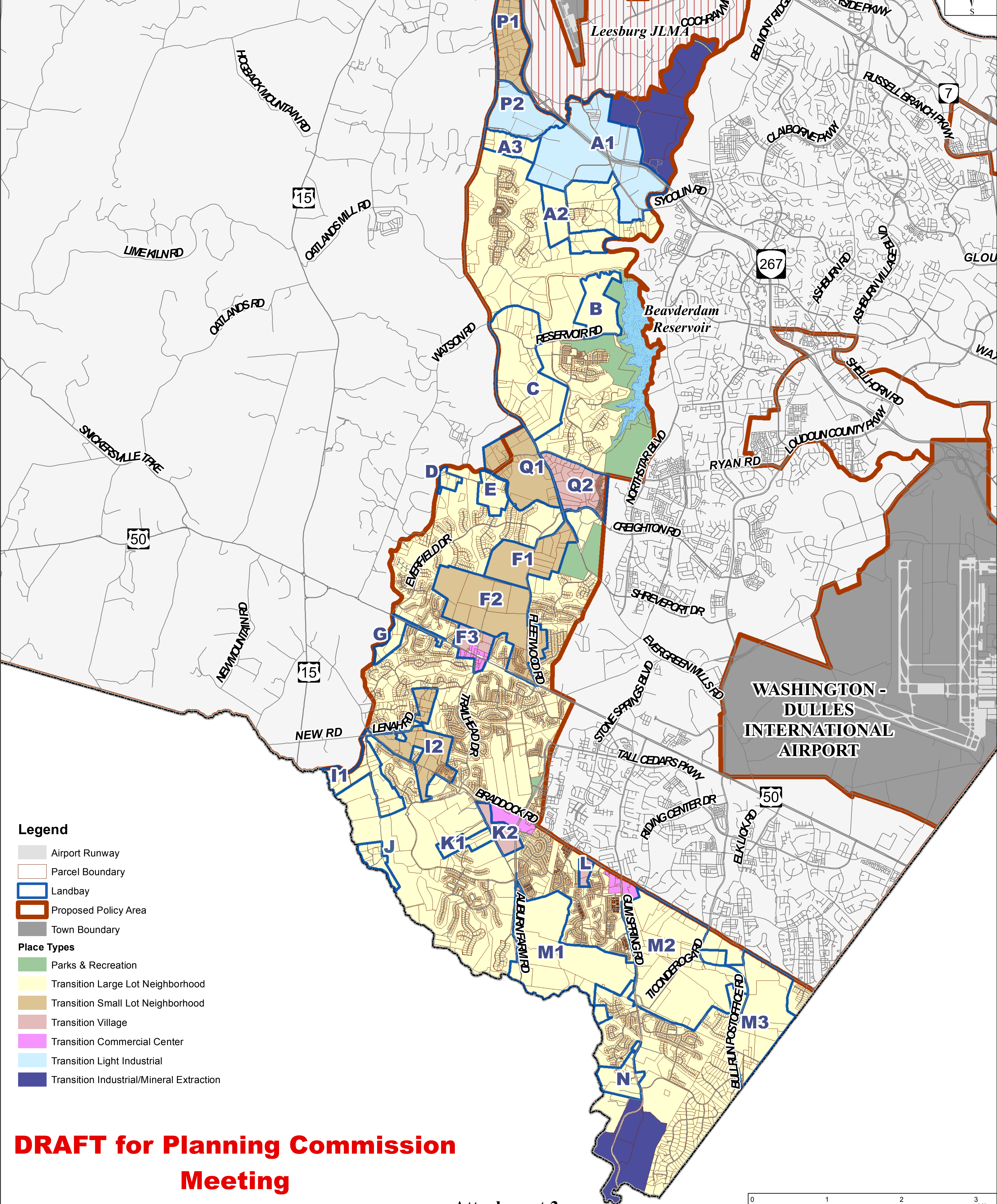
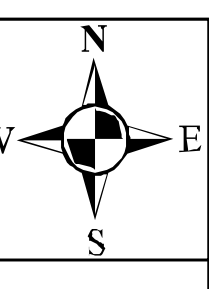


Transition:

Given the small block sizes and mix of different uses, transitions between uses and developments are critically important in the Suburban Town Center Place Type. Changes in height or building character, where allowed, should occur mid-block to promote balanced streetwalls where both sides of the street appear similar in height. Larger developments near smaller residential dwellings should step down appropriately to respect these neighbors. Developments should be transitioned from six to eight stories at the center to three- to four-story development, then to two- to three-story housing at the outer edges.



Transition Policy Area Landbays



- Legend**
- Airport Runway
 - Parcel Boundary
 - Landbay
 - Proposed Policy Area
 - Town Boundary
- Place Types**
- Parks & Recreation
 - Transition Large Lot Neighborhood
 - Transition Small Lot Neighborhood
 - Transition Village
 - Transition Commercial Center
 - Transition Light Industrial
 - Transition Industrial/Mineral Extraction

DRAFT for Planning Commission Meeting

