



Loudoun County, Virginia

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Office of the County Administrator

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At a business meeting of the Board of Supervisors of Loudoun County, Virginia, held in the County Government Center, Board of Supervisors' Meeting Room, 1 Harrison St., S.E., Leesburg, Virginia, on Wednesday, September 17, 2014 at 4:00 p.m.

IN RE: WORK PLANS FOR SILVER LINE CPAM STUDIES

Mr. Williams moved that the Board of Supervisors direct Staff to prepare RFPs for consultant services for a land use scenario planning study and a market analysis and best practices study in accordance with the scopes of activities outlined in the September 17, 2014 Board of Supervisors Business Meeting Action Item; with contracts not to exceed \$200,000 and \$125,000 respectively.

Seconded by Mr. Letourneau.

Mrs. Volpe moved a substitute motion to forward this item to the Transportation and Land Use Committee for discussion.

Seconded by Mr. Delgaudio.

Voting on Mrs. Volpe's FAILED Motion: Supervisors Delgaudio, Reid, and Volpe – Yes; Supervisors Buona, Higgins, Letourneau, Williams, and York - No; Supervisor Clarke - Absent for the Vote.

Mr. Reid moved a substitute motion to direct staff to research the 1999 and 2005 Plans and prepare an airport noise contour study. (This motion died due to lack of a second.)

Mr. Reid requested the original motion be divided.

Mr. Williams moved that the Board of Supervisors direct Staff to prepare RFPs for consultant services for a land use scenario planning study in accordance with the scopes of activities outlined in the September 17, 2014 Board of Supervisors Business Meeting Action Item; with contracts not to exceed \$200,000.

Voting on the Motion: Supervisors Buona, Higgins, Letourneau, Volpe, Williams, and York – Yes; Supervisors Delgaudio and Reid - No; Supervisor Clarke - Absent for the Vote.

Mr. Williams moved that the Board of Supervisors direct Staff to prepare a market analysis and best practices study in accordance with the scopes of activities outlined in the September 17, 2014 Board of Supervisors Business Meeting Action Item; with contracts not to exceed \$125,000.

Voting on the Motion: Supervisors Buona, Higgins, Letourneau, Reid, Volpe, Williams, and York – Yes; Supervisor Delgaudio - No; Supervisor Clarke - Absent for the Vote.

A handwritten signature in blue ink, appearing to read "Planeta Delbert", written over a horizontal line.

DEPUTY CLERK FOR THE LOUDOUN
COUNTY BOARD OF SUPERVISORS

**BOARD OF SUPERVISORS
BUSINESS MEETING
ACTION ITEM**

SUBJECT: Work Plans for Silver Line CPAM Studies

ELECTION DISTRICT: Broad Run and Dulles

CRITICAL ACTION DATE: At the pleasure of the Board

STAFF CONTACTS: Richard Klusek AICP, Project Manager, Planning and Zoning
Julie Pastor, FAICP, Director, Planning and Zoning

PURPOSE: This item provides draft work plans for the Board of Supervisors (Board) to consider for initiating a market analysis and best practices study for the land surrounding the Route 606 and Route 772 Metrorail Stations and for a scenario planning study for the western part of the Metrorail Service District.

RECOMMENDATION:

Staff: Staff recommends that the Board direct Staff to prepare a Request for Proposal (RFP) to retain a consultant team(s) to provide professional services in accordance with the scope of activities outlined for each study.

BACKGROUND: On July 16, 2014, the Board directed Staff to prepare work plans and scope of services documents for a land use scenario planning study for the western part of the Metrorail Service District and for a market analysis and best practices study for the land surrounding the Route 606 and Route 772 Metrorail Stations (8-1, Reid opposed). These studies are one component of the Board's continuing efforts to address the Silver Line Comprehensive Plan Amendment (CPAM) which was initiated on October 16, 2013 (8-1, Delgaudio opposed). The overall intent of the CPAM is to evaluate the existing planned land uses around the future Metrorail Stations and to ensure that they strike the desired balance between 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.

As a first step in this effort, the Urban Land Institute's (ULI) Technical Assistance Panel (TAP) took place on May 7 and May 8, 2014. The TAP provided a wide range of recommendations which included, updating the Comprehensive Plan, preparing small area plans, "place making" and "branding" activities, and investing in infrastructure. Following the TAP, the Board directed

Staff to begin work for the land use scenario planning study and market analysis as next steps in the overall CPAM process. The TAP recommendations and identification of broad-based issues have helped form the scope of activities contained in this item but the Board may continue to evaluate other ULI recommendations.

STAFF RECOMMENDATIONS:

Staff has developed draft scopes of activities for the two studies as directed by the Board. The scopes are intended to provide general direction to potential consultants during a formal RFP process. Staff anticipates that individual consultant teams submitting proposals will refine the tasks and timeframes for each study as outlined below based on their expertise in the subject matter and recommendations for providing deliverables.

The overarching theme behind the tasks outlined below is the Board's overall intent of finding the optimal land use mix for the Metrorail Service District. The studies will allow the Board to gauge the impacts and benefits of potential land use changes and to make informed decisions regarding the final direction for the CPAM. The studies will have the further benefit of helping to establish a refined and current plan and branding for the individual study areas to aid in economic development initiatives.

A. Scenario Planning Study

The scenario planning study is an important first step in setting an updated vision for the Metrorail Service District. The scenario planning exercise envisioned by Staff is comprised of six (6) tasks that would take place over a nine (9) month period. It would broadly consider a range of potential land use scenarios and the impacts and benefits they would have on the County. Scenarios would evaluate development under existing County policies and compare it to development under alternative land use mixes. The scope also incorporates development of scenarios derived from outreach activities to ensure that the public's vision for the study area is considered and evaluated.

The analysis of the study would evaluate parameters such as tax generation, fiscal impact, school generation, number of vehicle trips, and walkability. While the exact method of analysis will be determined by and dependent on individual consultants, Staff anticipates use of computer software that will provide visualizations of development or impacts associated with each scenario as well as measurable differences associated with each scenario in tabular format. The analysis is intended to provide the Board with a better understanding of how different land use patterns will affect the County from fiscal and quality of life perspectives and help determine the planned land use mix to be considered for the CPAM. Video demonstrations providing examples of two software packages that may be appropriate for this study are provided at the following web links:

CommunityVIZ - <http://placeways.com/communityviz/videodemos.html>
Envision Tomorrow - <http://www.envisiontomorrow.org/video-demos/>

Staff has prepared a preliminary study area map (Attachment 1) for the scenario planning study intended to provide consultants with the general area to be studied. Attachment 2 provides an aerial photograph of this preliminary study area. The study area essentially encompasses the vacant portions of the Keynote Employment area which was highlighted by the TAP for recommended changes to planned land use. Adjoining vacant land was also included in the preliminary study area. The Board may provide guidance for any changes or deletions from the preliminary area. Upon retaining a consultant, Staff anticipates the need to refine the study area based on the consultant's recommendations regarding benefits and drawbacks of any expansions or deletions. Any information gleaned from this study such as desirable land use patterns could be applied to other portions of the Metrorail Service District or County.

Task 1: Research and Background

- Review and summarize the County's Revised General Plan regarding adopted policies pertaining to development in the study area specifically and how they relate to the overall land use plan set forth for the County.
- Review regulatory documents and previous efforts relevant to development in the study area including the ULI report.
- Conduct site visits and document the current generalized land use pattern of the study area and discuss how the existing and approved development pattern compare to the County's adopted policies.
- Evaluate and document current development trends in the study area and regionally, and identify areas where policy and regulatory documents do or do not accommodate those trends.

Task 2: Issues identification

- Develop an "outreach" plan to help frame relevant issues, needs, concerns, and desires from the community and key stakeholders.
- Develop an "inreach" plan to include meetings or interviews with elected officials and County Staff to develop an understanding of the various perspectives for the study area and identify parameters such as traffic impacts and tax generation that should be evaluated in scenario testing.

Task 3: Scenario Development

- Develop land use scenarios and land use mixes to be tested based on reasonable future outcomes, existing land use patterns throughout the County, and common planning principles. These scenarios will at a minimum include:
 - one scenario based on development under the current planned land use pattern;
 - at least one scenario that incorporates nodes of mid- to high-density mixed-use development;
 - at least one scenario that incorporates a variety of residential housing types;
 - and at least one scenario that reflects the ideas and land use patterns gleaned through the outreach and inreach processes.

Task 4: Develop Testing Parameters

- Research available data and multipliers available in adopted documents (e.g. Capital Needs Assessment, Fiscal Impact Committee Guidance) that can be used to evaluate impacts and benefits of land use scenarios.
- Identify testing parameters that will be used to evaluate each scenario based on issues identified in Task 2. Parameters will at a minimum provide for evaluation of fiscal impacts and tax generation, school and community facility impacts, and traffic impacts of each scenario tested.
- Develop a report discussing methodology of multipliers and indices to be used in scenario testing.

Task 5: Scenario Testing

- Use specialized computer software to evaluate impacts of each scenario tested and provide indicators that quantify and demonstrate measureable impacts and benefits associated with potential land use changes.
- Present results of scenario testing to the Board and provide visualizations of tested scenarios as appropriate to demonstrate traffic, community character, build-out phasing, and other conditions as deemed appropriate and informative.

Task 6: Final Report and Recommendations

- Provide a written report including maps, charts, and graphs as appropriate that discusses the benefits and impacts of each scenario tested and provides information necessary to ensure informed decision making with regard to land use planning.
- Recommend land use policy and regulatory changes for the study area that best address the County's overall vision, goals, and objectives while minimizing impacts to the County and maximizing tax revenues.

Amendment Process

At the conclusion of the consultant's work (Tasks 1 through 6), the Board may direct specific policy and regulatory amendments. Any information gleaned from the scenario planning study could also be applied to other portions of the Metrorail Service District should the Board deem changes necessary. Once direction is received from the Board, Staff will begin the public review process which will include all necessary Planning Commission and Board public hearings.

B. Market Analysis and Best Practices Study for the Route 606 and Route 772 Station

This study is intended to provide detailed market analysis specific to the Route 606 and Route 772 Stations that will help to better understand market trends and the extent to which the County's policy and regulatory documents are geared toward capturing development associated with those trends. In addition, the study will help to understand the amounts of likely development and realistic timeframes for expecting that development to occur. The scope as envisioned by Staff is comprised of four (4) tasks taking place over an eight (8) month period.

The best practices component of this study is intended to focus specifically on the Route 606 Station area and the unique position of the Station relative to Washington Dulles International Airport. Notwithstanding, the consultant may also consider a larger analysis area that encompasses the 772 Station area if deemed appropriate. The study will provide case studies, examples, and analysis of development near airports from around the world. This information will provide a better understanding of airport related economies and land use configurations that can serve to create a successful development environment. The study will also specifically consider the different types of development that are compatible with airport flight paths.

Task 1: Research and Background

- Review and summarize pertinent County policy, regulatory documents, Concept Development Plans (CDPs), and previous efforts relevant to development surrounding the Route 606 and Route 772 Stations.
- Review previous market studies and fiscal analyses and identify any new information or market changes that should be considered.
- Conduct site visits and document the current generalized land use pattern surrounding the Route 606 and Route 772 Stations.
- Evaluate current and forecasted airport traffic, development on airport property, and other relevant issues as they relate to development in Loudoun County and engage in discussions with airport officials as appropriate to obtain such information.

Task 2: Market Analysis

- Collect and evaluate current regional market conditions, particularly focused on the Silver Line Corridor, and within Loudoun County's other major employment corridors that will compete with development at the 606 and 772 Stations, and within other similar regional areas as may be appropriate, such as areas in close proximity to Baltimore/Washington International Airport.
- Evaluate national and international market trends related to development near airports and discuss the extent to which future development at the Route 606 and Route 772 Stations can capitalize on these trends.
- Provide an outlook for future non-residential development in the region, and specific to the areas in the immediate vicinity of the Route 606 and Route 772 Stations.
- Evaluate the market potential for major "anchor" type land uses such as convention centers, museums, and other attractions and provide recommendations for land uses for which there is a market and that will be suitable for the area around the Route 606 Metrorail Station.

Task 3: Airport Land Use Compatibility Case Studies

- Identify and analyze overall trends in development surrounding airports at the national and international levels.
- Identify specific examples of land uses (including unique and non-typical land uses) that have proven to be compatible with airports (and airport flight paths) and provide discussion of the economic effects of these land uses.

- Identify specific examples of land uses that have proven to be inconsistent with airports (and airport flight paths) and the effect that these compatibility issues have on airport operations, economic conditions, and operation of the land uses themselves.
- Provide examples of airports served by rail systems and discuss general land use patterns and land use plans surrounding the airports and rail stations in close proximity to the airports.

Task 4: Recommendations

- Identify specific changes to policy or regulatory documents that could maximize tax revenues and timing of development for areas surrounding the Route 606 and 772 Metrorail Stations. Discuss the potential short and long-term effects of such changes as they relate to generation of tax revenues, marketability, land use compatibility, quality-of-life and/or other changes not listed.
- Discuss a targeted maximum absorption of commercial development at the Route 606 and 772 Stations and discuss this absorption in terms of industry type.
- Provide a summary of market conditions and discuss realistic time frames for development at the Route 606 and 772 Metrorail Stations. Identify specific land uses that should be targeted for development at the Route 606 Station.
- Discuss any additional initiatives that should be undertaken by Loudoun County or others to help to maximize the amount and timing of fiscally positive development surrounding the Route 606 and 772 Stations.

Next Steps/Amendment Process

At the conclusion of the consultant's work (Tasks 1 through 4), the Board will be presented with a report providing the consultant's analysis and recommendations. At that time, the Board may direct new initiatives or policy and regulatory changes. With such direction, Staff will begin the public review process which will include all necessary Planning Commission and Board public hearings. The results of the market analysis can also help to inform future station "branding" initiatives or other economic development activities.

ALTERNATIVES: The Board may choose to refine the scope of activities of either of the two studies, to take no action, or to initiate other activities. Should the Board wish to consider refinements to the scope, Staff notes that such changes may limit the pool of consultants responding to the RFPs, increase or decrease costs, increase or decrease the length of time necessary to complete the studies, or limit or increase the information gained from the studies.

FISCAL IMPACT: The Staff recommendation calls for consultant services to be used to complete each of the studies. Staff recommends allocating funds not to exceed \$200,000 for the Scenario Planning Study and \$125,000 for the Market Analysis and Best Practices Study. Funds have been identified in the FY 2015 non-departmental budget.

DRAFT MOTIONS:

1. I move that the Board of Supervisors direct Staff to prepare RFPs for consultant services for a land use scenario planning study and a market analysis and best practices study in accordance with the scopes of activities outlined in the September 17, 2014 Board of Supervisors Business Meeting Action Item; with contracts not to exceed \$200,000 and \$125,000 respectively.

OR

2. I move an alternate motion.

ATTACHMENTS:

1. Preliminary Scenario Planning Study Area
2. Preliminary Scenario Planning Study Area Aerial



