

Silver Line CPAM

**Board of Supervisors
November 29, 2016**

Purpose

- 1. Review the Transportation and Land Use Committee's (TLUC) Draft Silver Line CPAM Recommendation**
- 2. Develop the Board's Recommended Draft CPAM by providing direction on 11 Decision Points**
- 3. Receive any Additional Board Recommendation**

Presentation Outline

- 1. Goals for Silver Line CPAM**
- 2. Existing Conditions In Study Area**
- 3. Forecasted Uses Within Study Area**
- 4. Fiscal Impact Analysis**
- 5. Overview of Decision Points**
- 6. Review of Decision Points**
- 7. Board's Direction on Each Decision Point**
- 8. Next Steps**

Background: CPAM Goals



Desirable Land Use Patterns



Maximize Employment Opportunities



Maximize Tax Revenue to support Metrorail operations

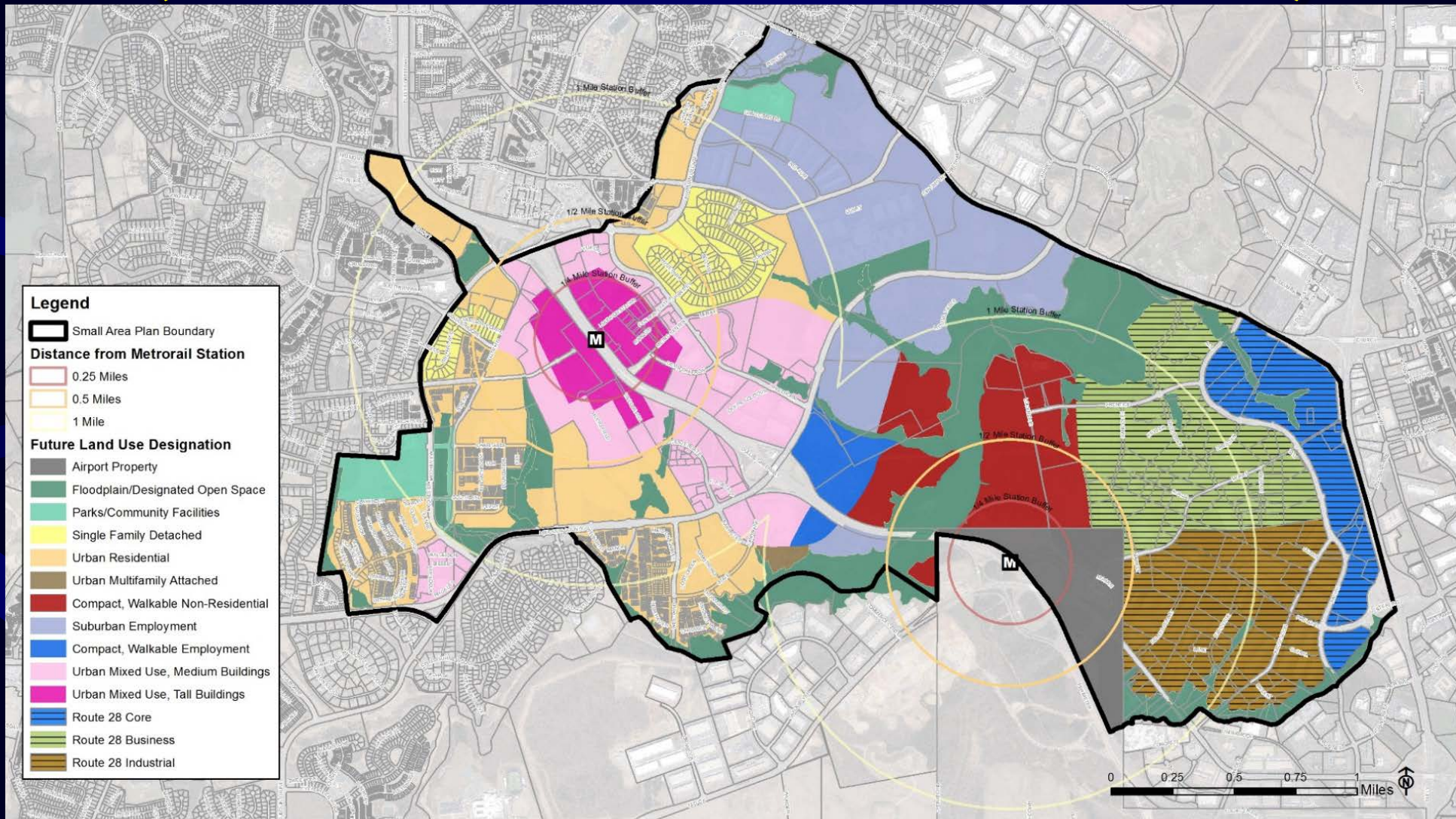


Minimize Impacts on the Transportation System

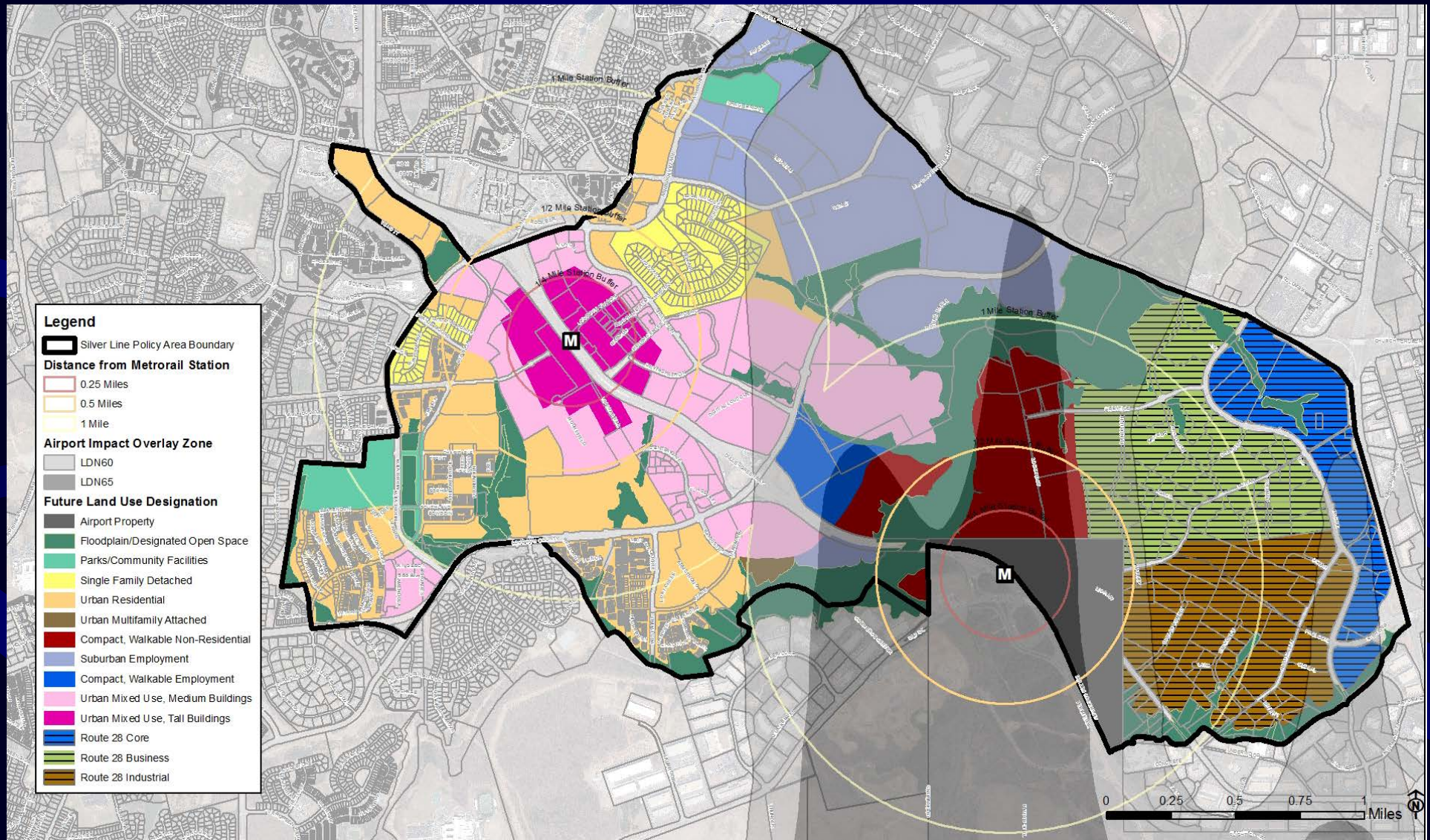
Background: Fiscal Goals

- 1. Support and Encourages New Development with Metrorail Service District (Generates Revenues to Pay for Future Metrorail costs)**
- 2. Limit the Impact on the County's Overall Fiscal Balance**

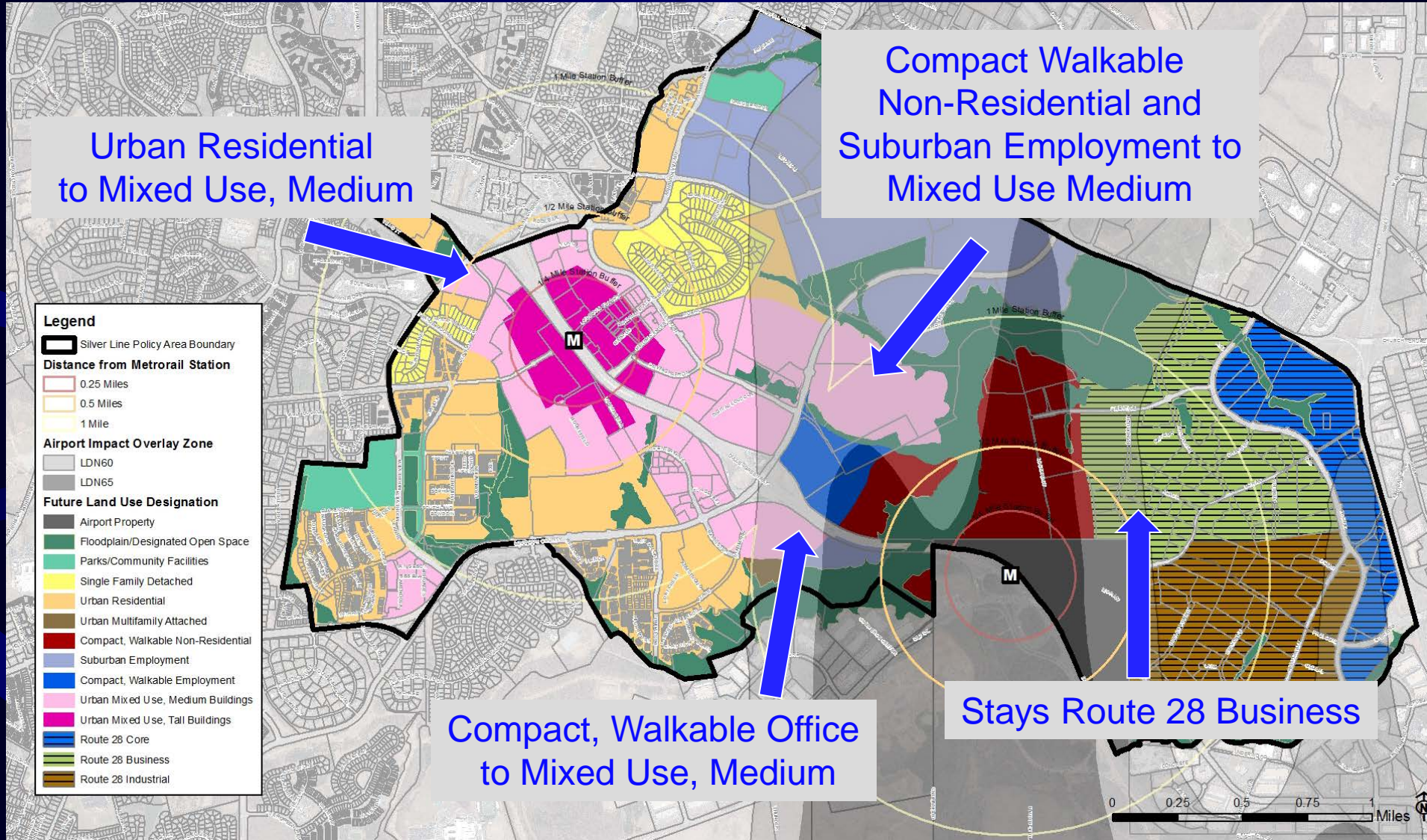
Planned Land Use Map Staff's Recommendation (Iteration 3) (Presented to TLUC in October)



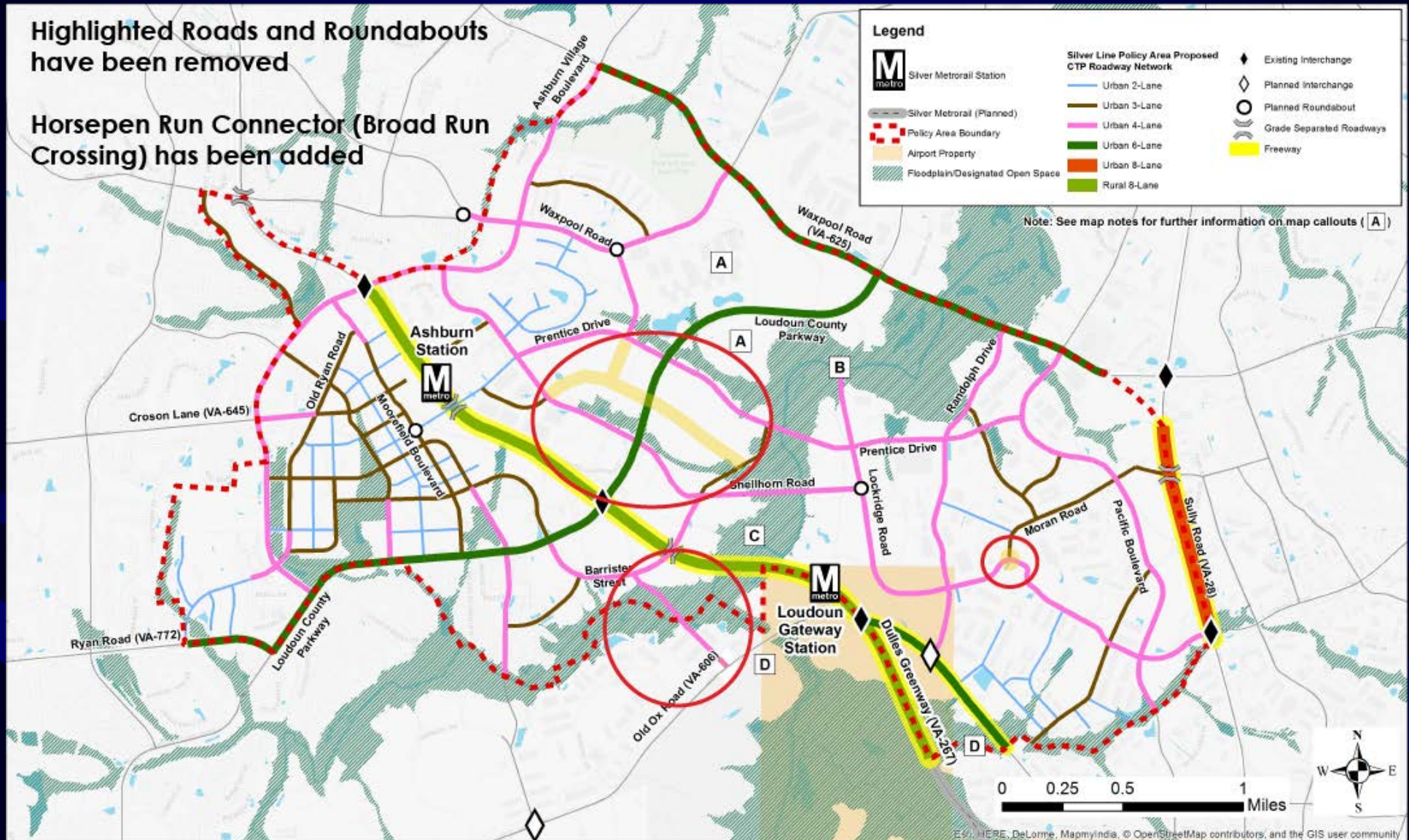
Planned Land Use Map (Iteration 5) (TLUC November Recommendation)



Planned Land Use Map – TLUC Changes (Iteration 5)



Roadway Network Plan Changes



Forecasted Uses

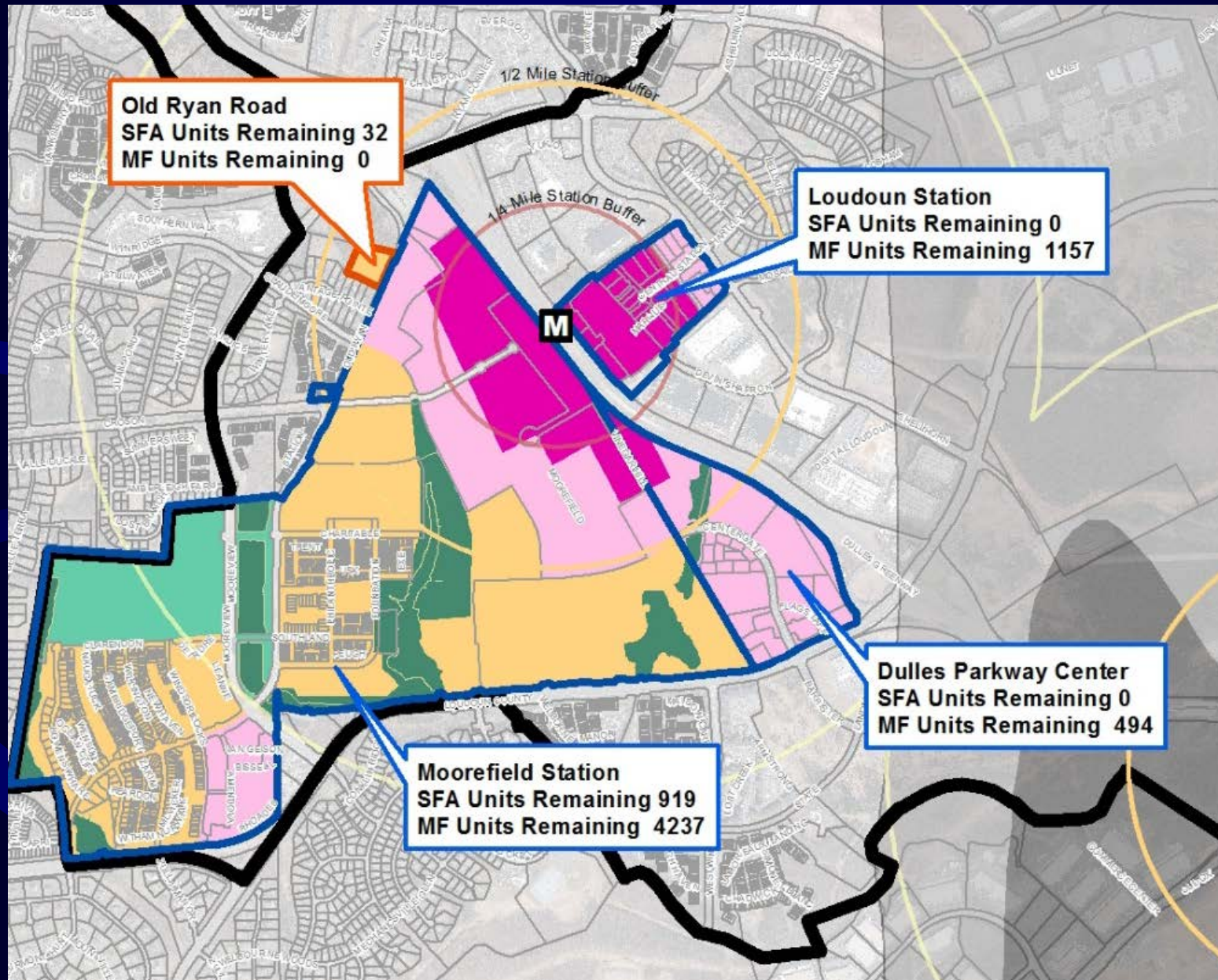
Forecasted New Housing Units in Silver Line Plan Area 2015 to 2040			
Type	Revised General Plan and Entitlements	Proposed Plan, October Version (Staff Recommendation)	Proposed Plan, TLUC's November Version
SFA	1,209	5,611	1,209
MF	5,888	16,595	16,595
Total	7,142	22,251	17,849

Forecasted Uses

Forecasted New Square Footage in Silver Line Plan Area 2015 to 2040

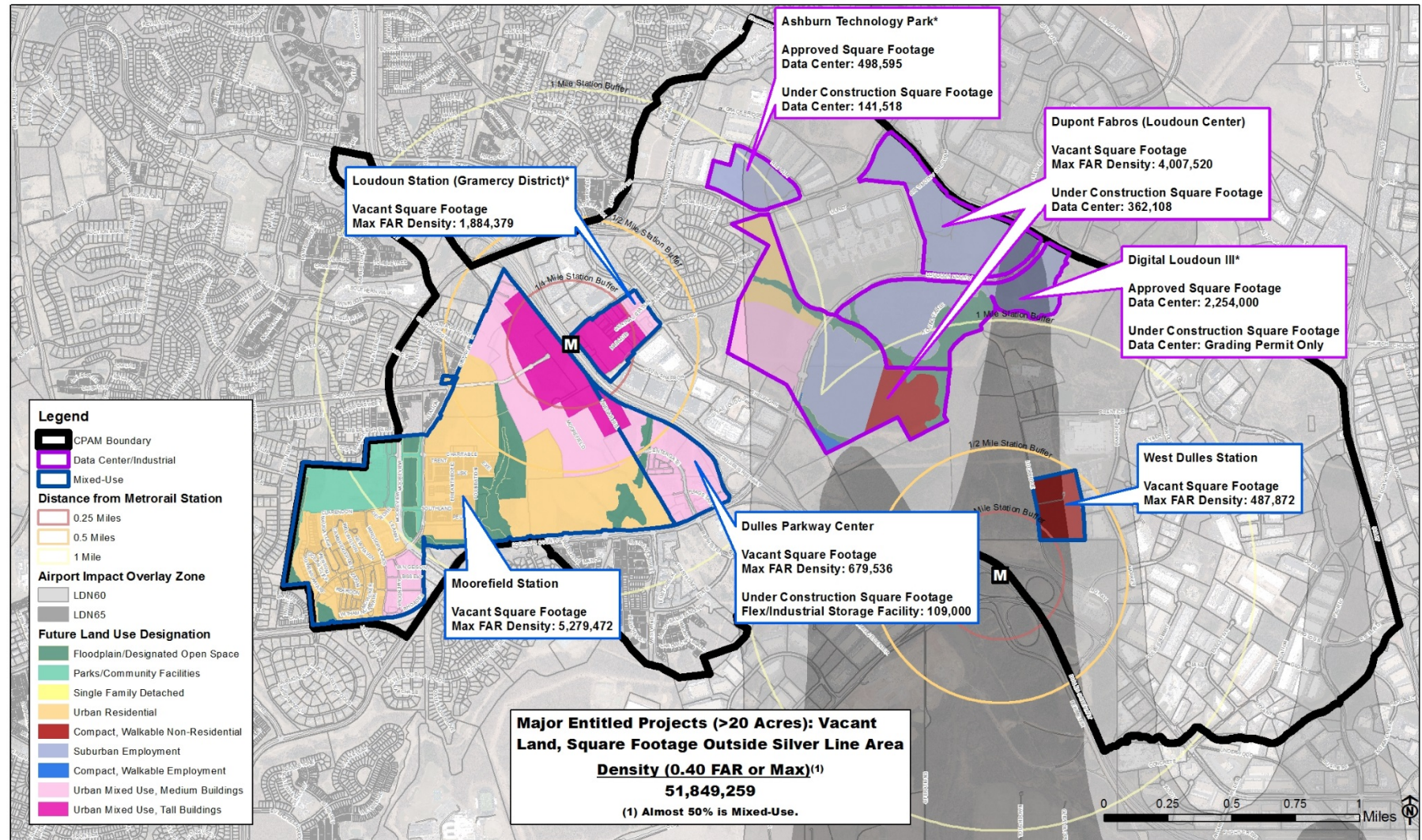
Type	Revised General Plan and Entitlements	Proposed Plan, October Version	Proposed Plan, November Version
Office	3,424,410	5,876,481	5,876,481
Data Center	4,298,060	4,046,817	4,046,817
Light Industrial/Flex	1,065,000	519,333	519,333
Retail	1,238,000	1,894,854	1,894,854
Other	2,017,262	1,693,263	1,693,263
Total	12,042,732	14,030,748	14,030,748

Entitled Residential Development



Entitled Non-Residential Development

Entitled and Under Construction Non-Residential Development Remaining

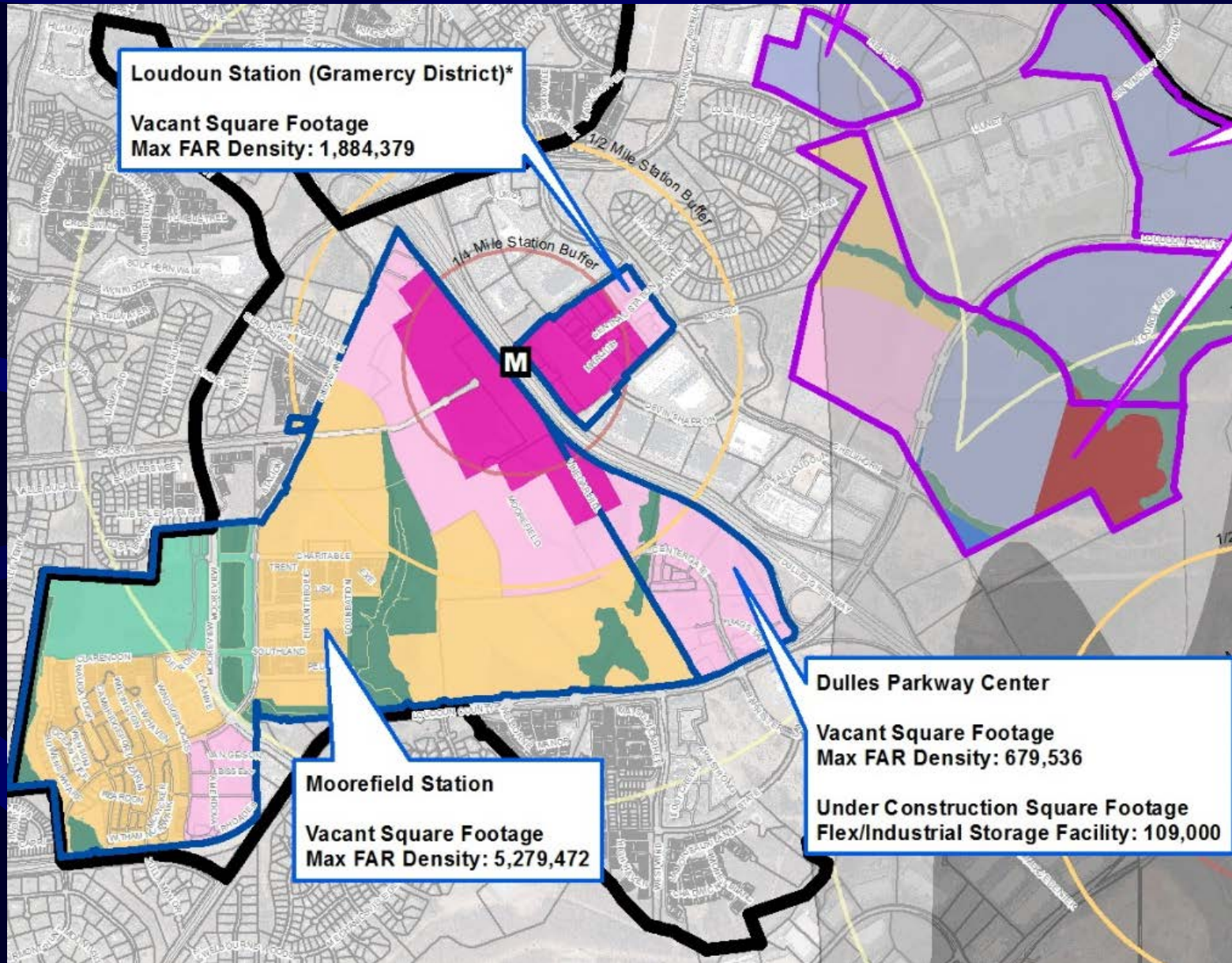


* Not a major project of 20 acres or more. However, it is included because of the large scale of the project.

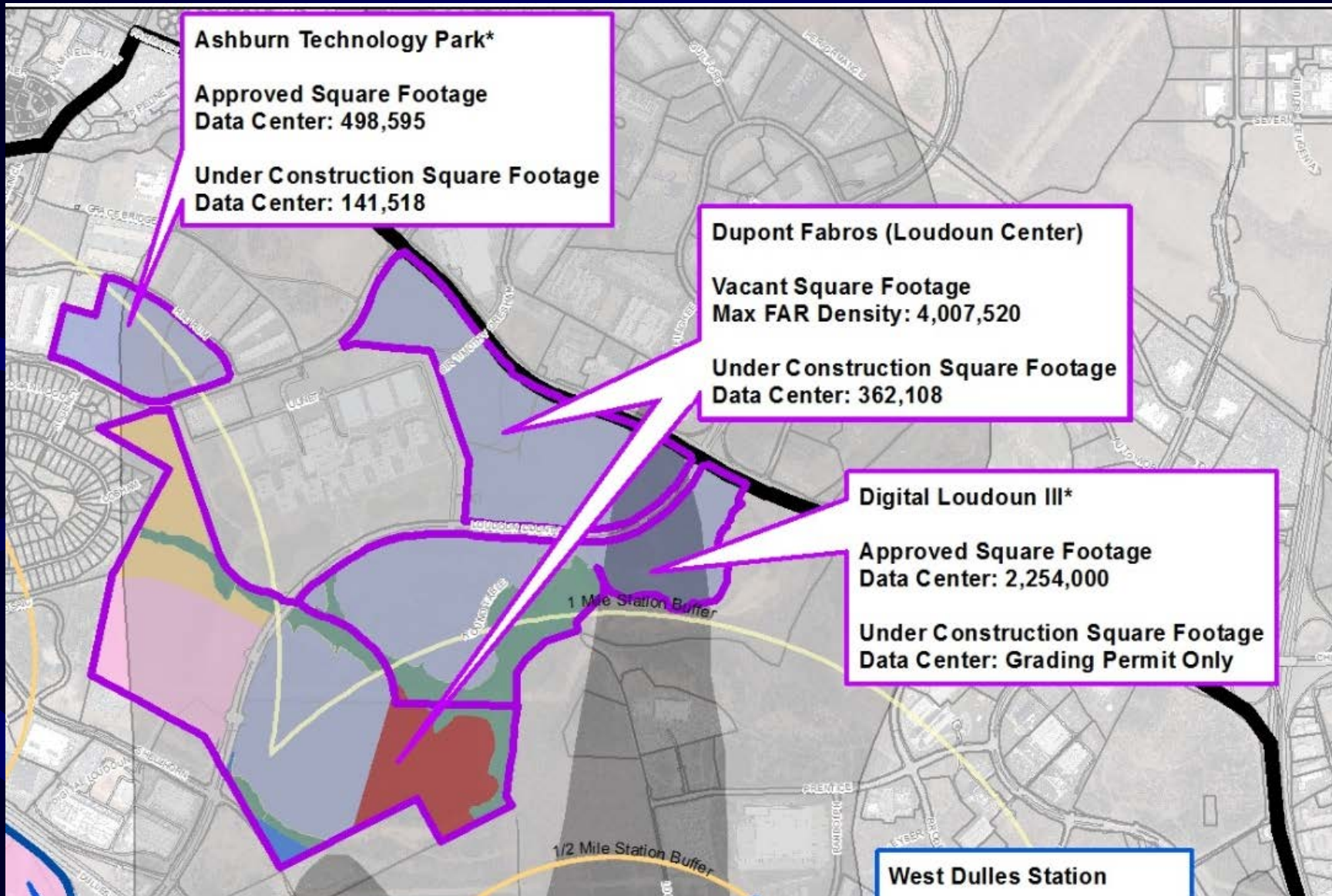
Note: Vacant land square footage includes square footage under construction.

November 4, 2016

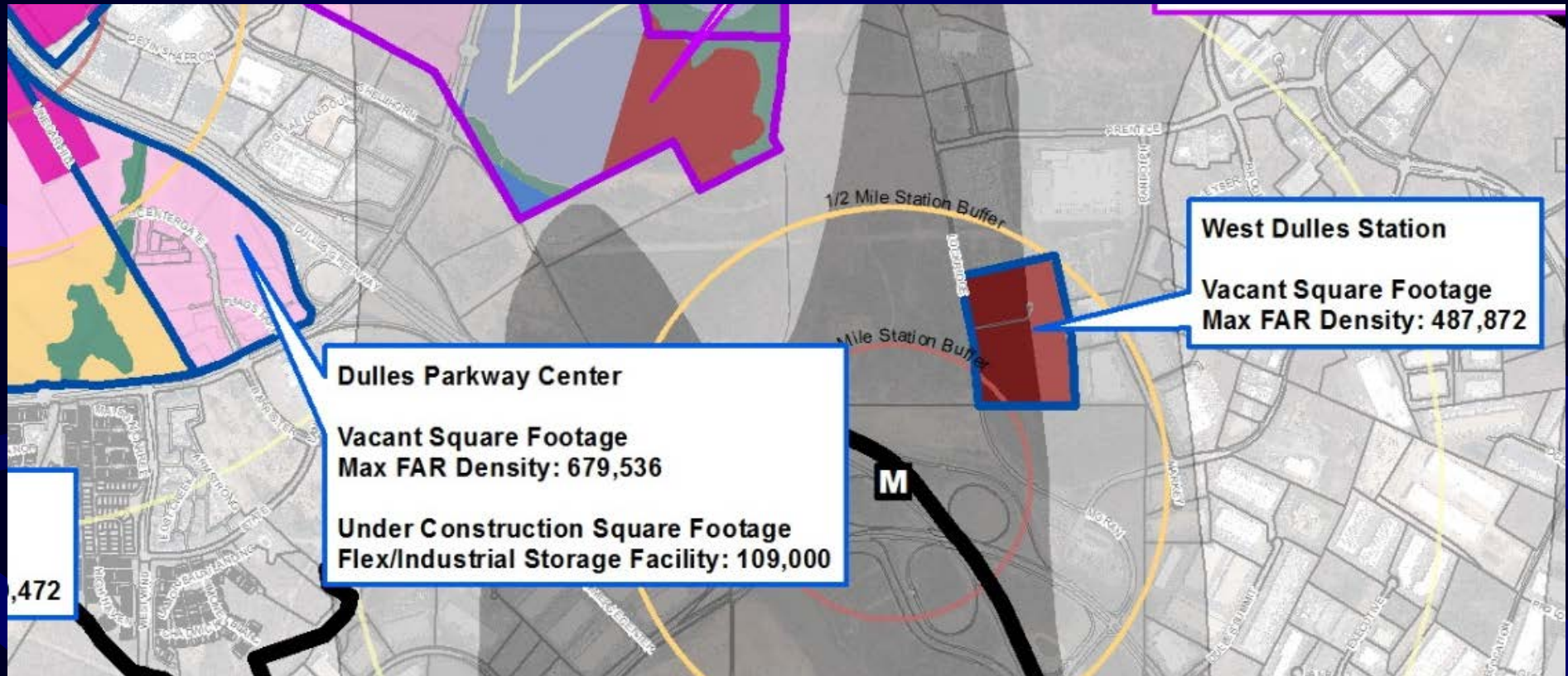
Entitled Non-Residential Development



Entitled Non-Residential Development

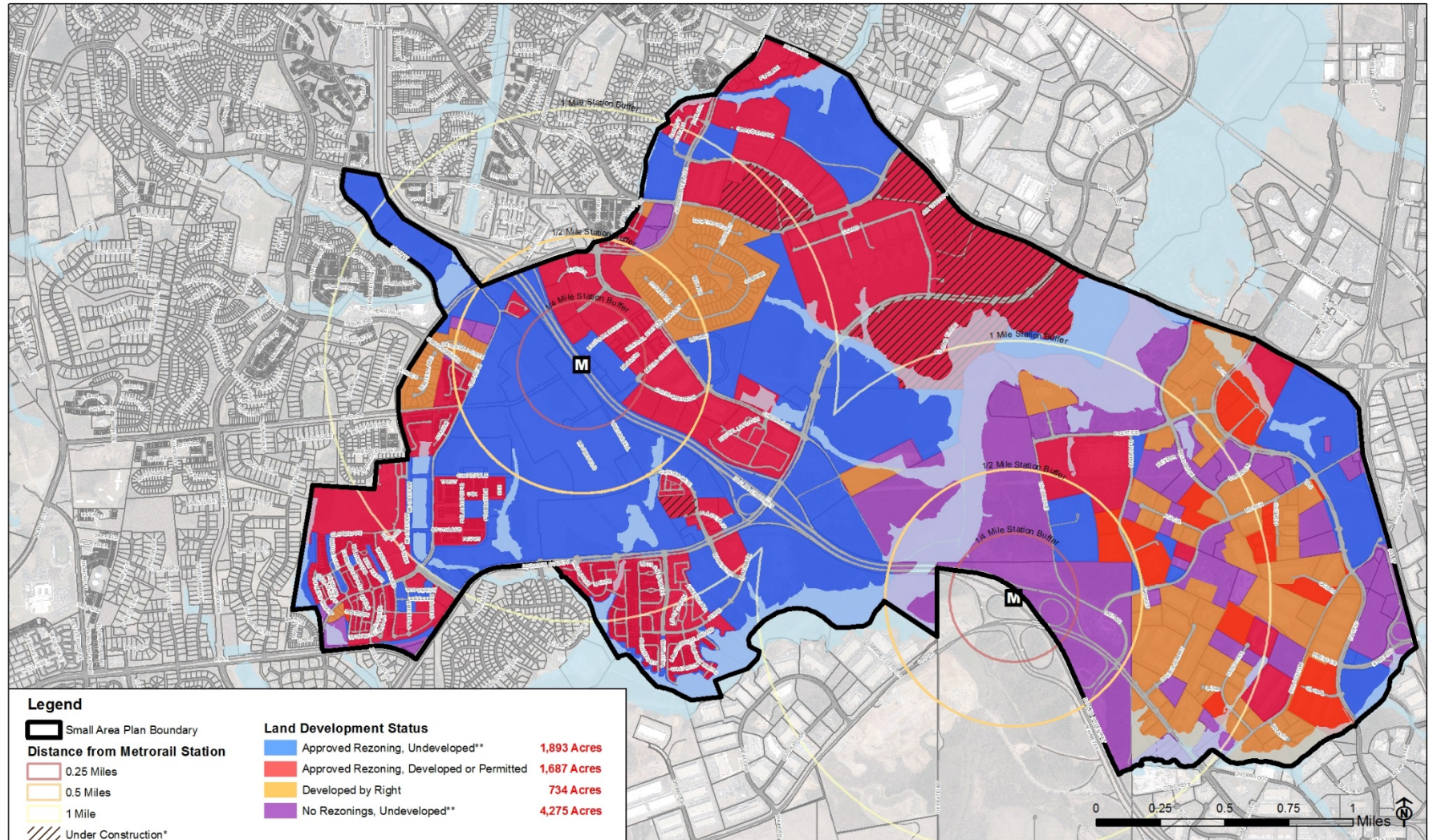


Entitled Non-Residential Development



Land Development Status

Rezoning and Land Development Status



*Under Construction refers to non-residential areas where site work is underway or permits have been issued but buildings may not be visible.

** Undeveloped refers to areas that have not been permitted or subdivided or areas that do not have significant structures based on review of aerial photography.

November 4, 2016

SILVER LINE AREA
Comprehensive Plan Amendment

Fiscal Impact Analysis

Two Impacts

- **Fiscal Balance: Countywide fiscal impact**
 - Revenues minus expenditures
 - Expenditures include operating and capital costs
- **Metrorail Tax District Revenues**
 - Additional \$0.20 real property tax rate in this area

Consider the general direction and magnitude of results

Focus: What Changes With the Plan

- Measure the fiscal difference between the current and proposed land use plan
- Based on development
 - beyond current entitlements
 - beyond that allowed under the current plan
- For Fiscal Balance: excluding any shifts in development from outside the Silver Line plan area to inside the area

Shifts in location do not change the fiscal balance of the County

Methodology

- Use reduced pupil generation rates and household sizes for multi-family units
- Identify need for new capital facilities based on current standards
- Characterize change in fiscal balance using FY 2016 budget and constant dollars
- Use average assessed values coinciding with the FY 2016 budget (January 1, 2015 values)
- Forecast tax district revenues using \$0.20 real property tax rate

Formula Adjustments Since the November 29 Packet

- **School revenues**
- **Residential vehicle personal property revenues**
- **School expenditures in Scenario 1**

Affects Countywide fiscal balance calculations, making scenarios more fiscally positive.

Sensitivity Tests

Fiscal Balance; Capital Needs

- Balance of residential and nonresidential development
- Number of residents and school children per multi-family unit

<i>Per Unit</i>	Pupils	Residents
Plan vision: small multi-family units	0.15	1.87
Current multi-family rates	0.23	1.97

Tax District Revenues; Capital Financing Costs

- When and how rapidly development occurs

Countywide Fiscal Balance

Change in the Countywide Fiscal Balance, 2040

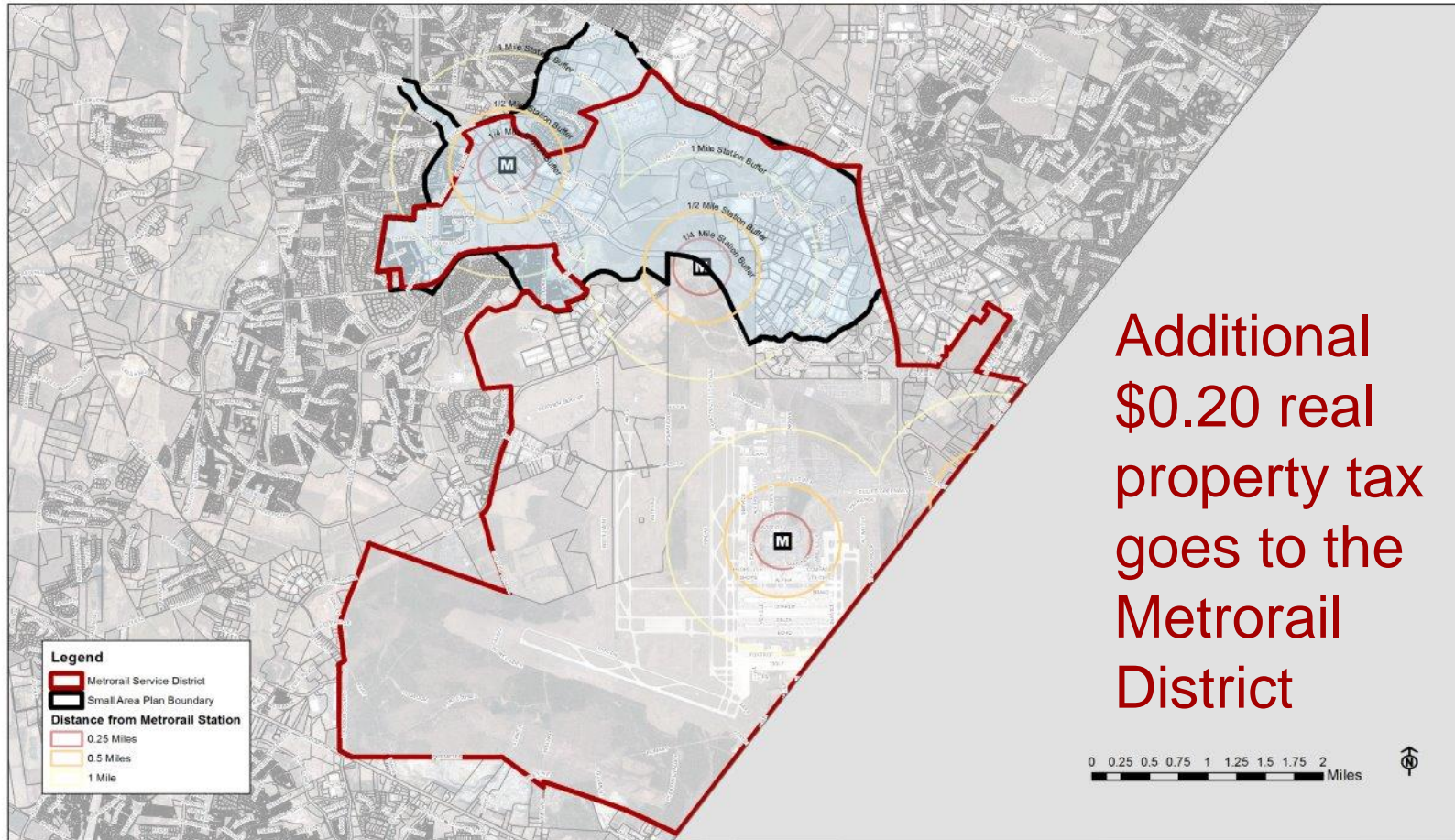
*For the mix of development and smaller multi-family units
envisioned for the proposed plan*

	Revenues	Operating Expenditures	Net Operating Flows	Capital Expenditures Related to Affordable Units	Fiscal Impact
November	\$53.5 M	\$35.3 M	\$18.2 M	\$2.5 M	\$15.7 M
October	91.1	78.1	13.1	4.7	+\$8.4
Difference	-\$37.6	-\$42.8	+\$5.1	-\$2.2	+\$7.3

*Capital expenditures based on residential development over
23 years*

Metrorail Tax District Revenues

Metrorail Service Tax District



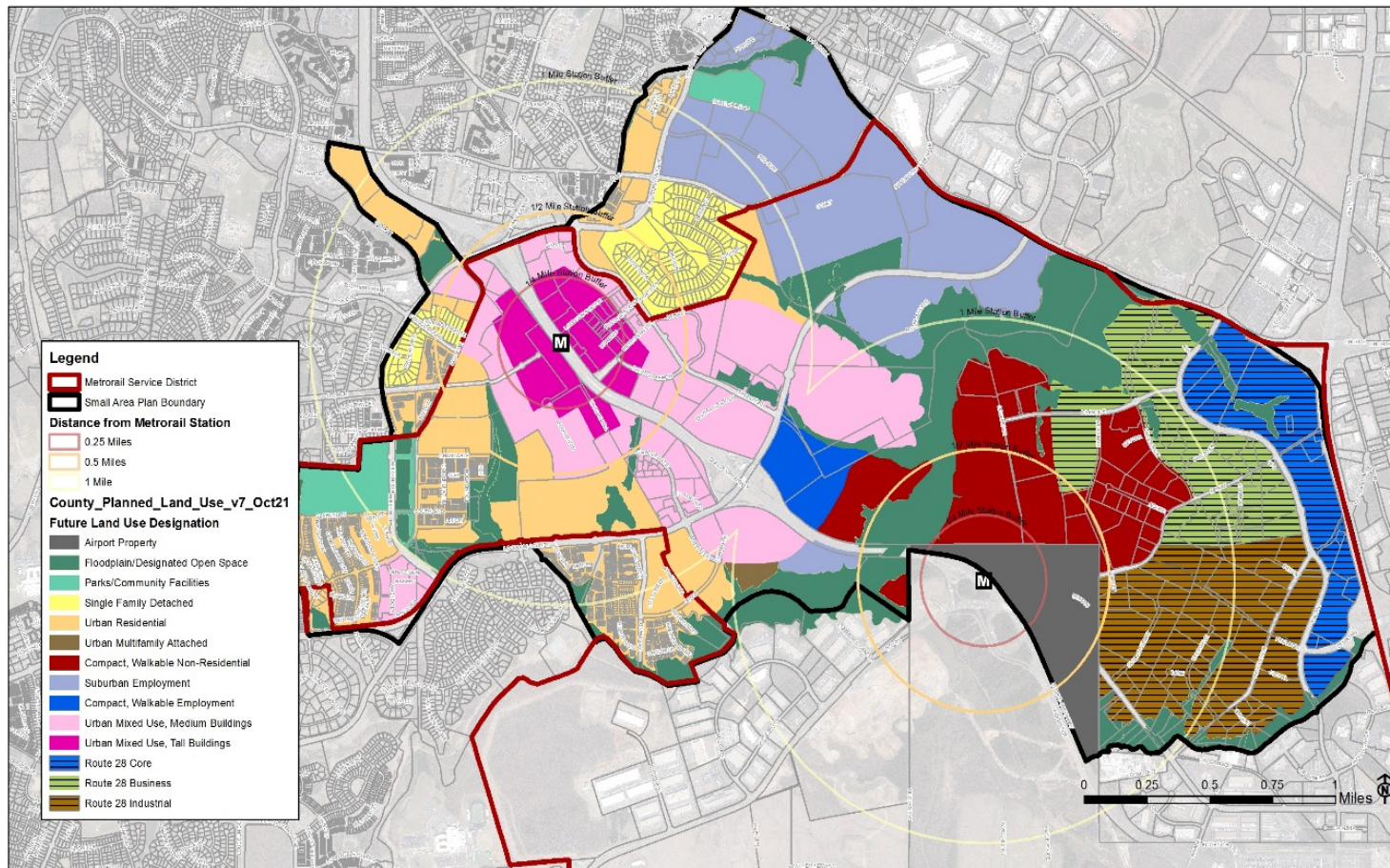
Additional
\$0.20 real
property tax
goes to the
Metrorail
District

SILVER LINE AREA
Comprehensive Plan Amendment

September 16, 2016

Metrorail Service District Boundary

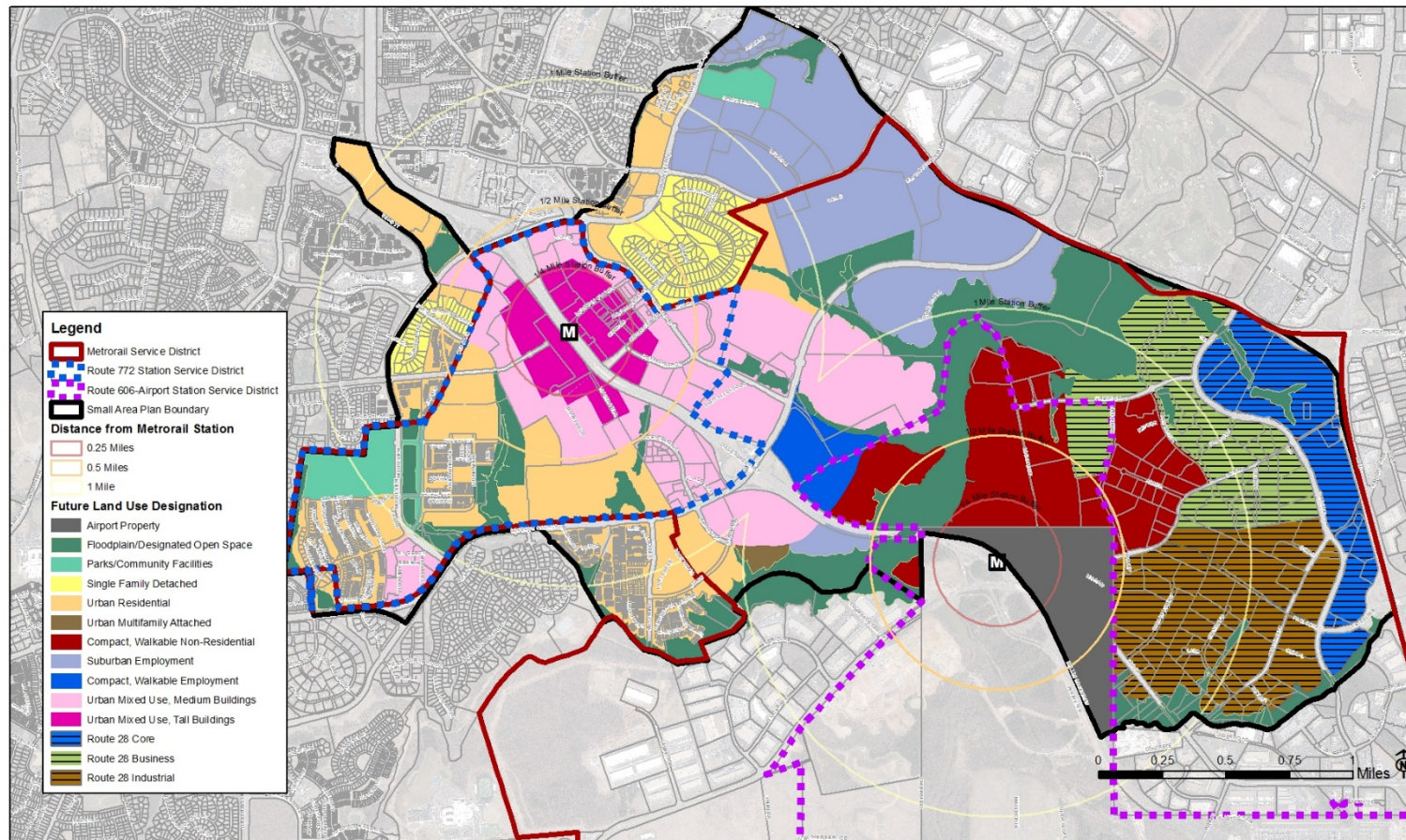
Plan Area and Metrorail Service Tax District



SILVER LINE AREA
Comprehensive Plan Amendment

October 21, 2016
Proposed Land Use Map
Metrorail Service District Boundary

Operating Tax Districts



SILVER LINE AREA
Comprehensive Plan Amendment

November 16, 2016
Proposed Land Use Map
Metrorail Service District Boundary

Metrorail Service Tax District Revenues

November plan (Iteration 4). In constant dollars.

	Tax District Revenues, 2040	Cumulative Revenues Through 2040
Development beginning 2018 (residential) /2021 (office)	\$ 4.6 M	\$ 54.1 M
Development beginning 2031	\$ 4.6 M	\$ 25.4 M

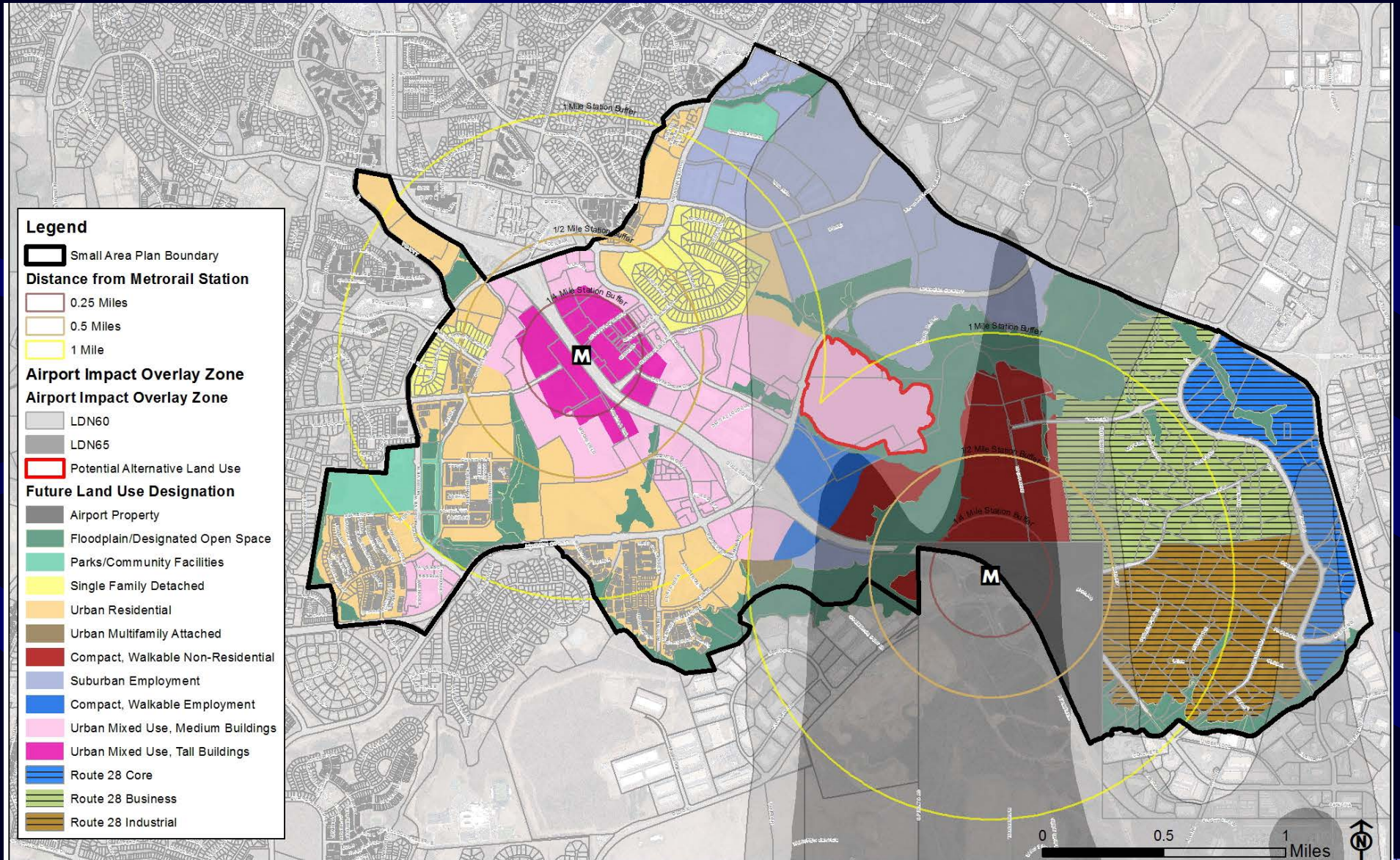
Fiscal Results per 1,000 Units/1 M SF Office

	1,000 Small Multi-Family Units (using reduced rates)	1,000 Multi- Family Units (using current rates)	1,000 Townhomes (using current rates)	1 M SF Office
Development Timeframe Assumption	2031 - 2040	2031 - 2040	2021 - 2030	
Population	1,739	1,832	2,794	-
School Children	140	214	524	-
Capital Facility Needs: Acres	18	20	37	-

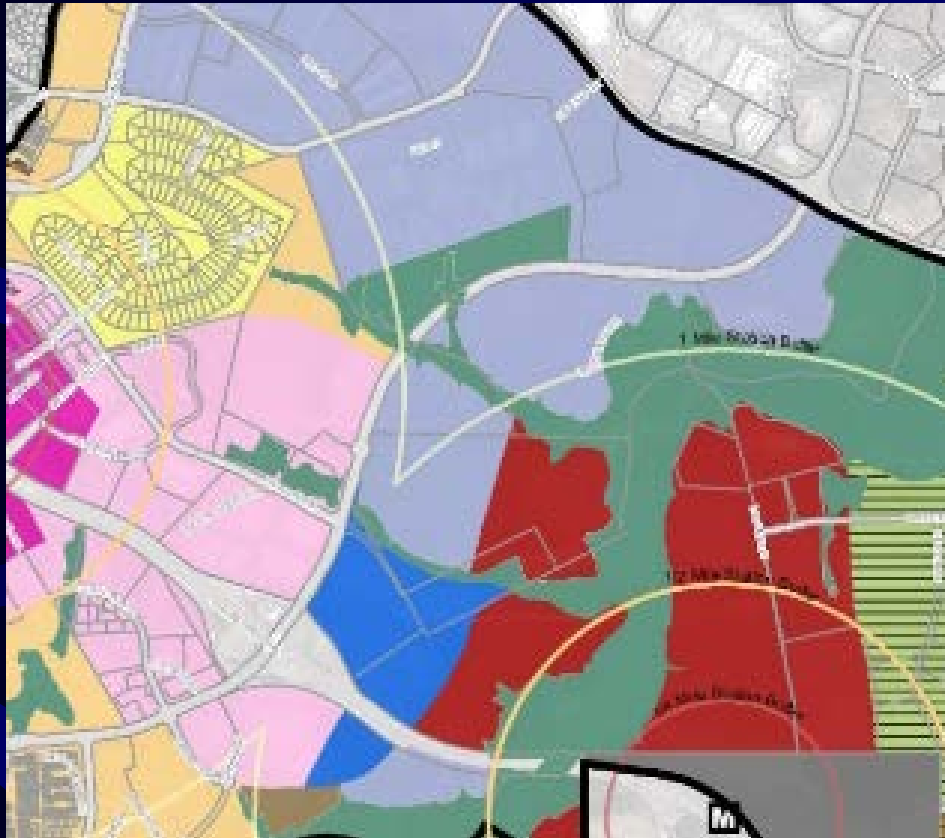
Decisions

1. Mixed Use on the East Side of Loudoun County Parkway
2. Urban Multifamily Residential on the East Side of Loudoun Gateway Station
3. **Single Family Residential at the Regency Subdivision and Vantage Pointe Subdivision**
4. **Mixed Use along Ashburn Village Boulevard**
5. Urban Residential Designation
6. **Identification of Possible Areas for Parks and Schools**
7. **Residential Development within the Ldn 65 noise contours of the Airport Impact Overlay District**
8. **Changes in CPAM Document**
9. Townhomes within Mixed Use Designation
10. Removal of Two Proposed Urban Two-Lane Roads
11. New Roadway Across Broad Run Between Barrister Street and Commerce Center Court

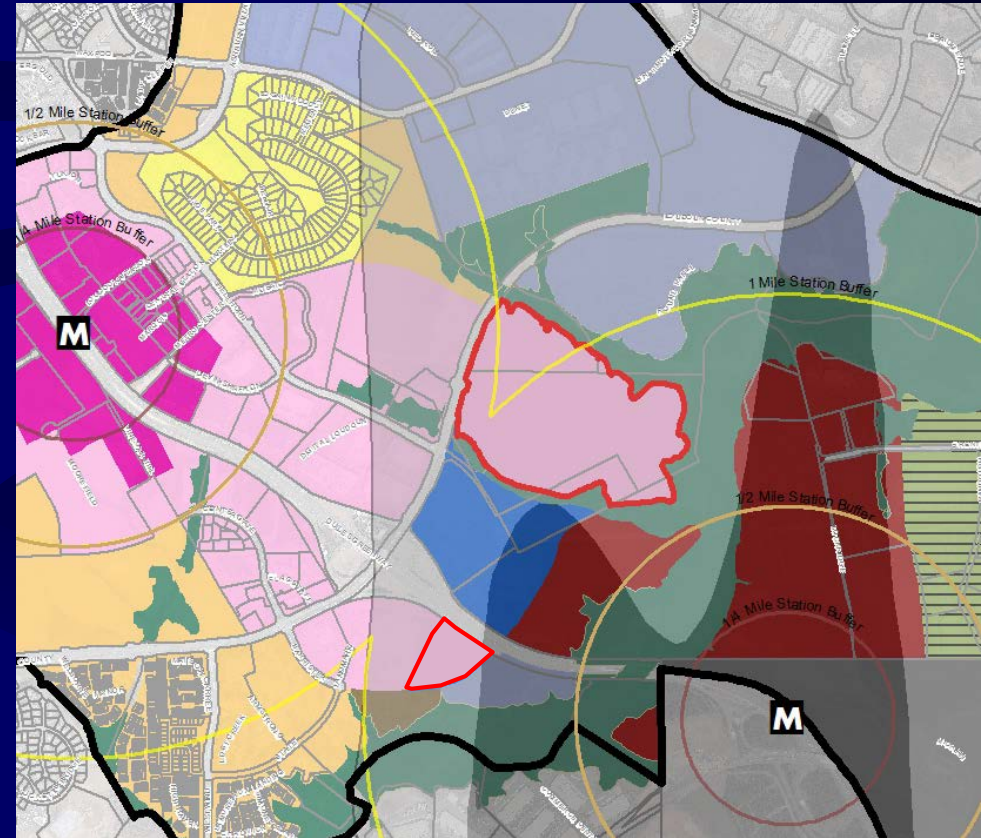
1. Mixed Use on the East Side of Loudoun County Parkway



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



Presented to TLUC



TLUC Recommendation

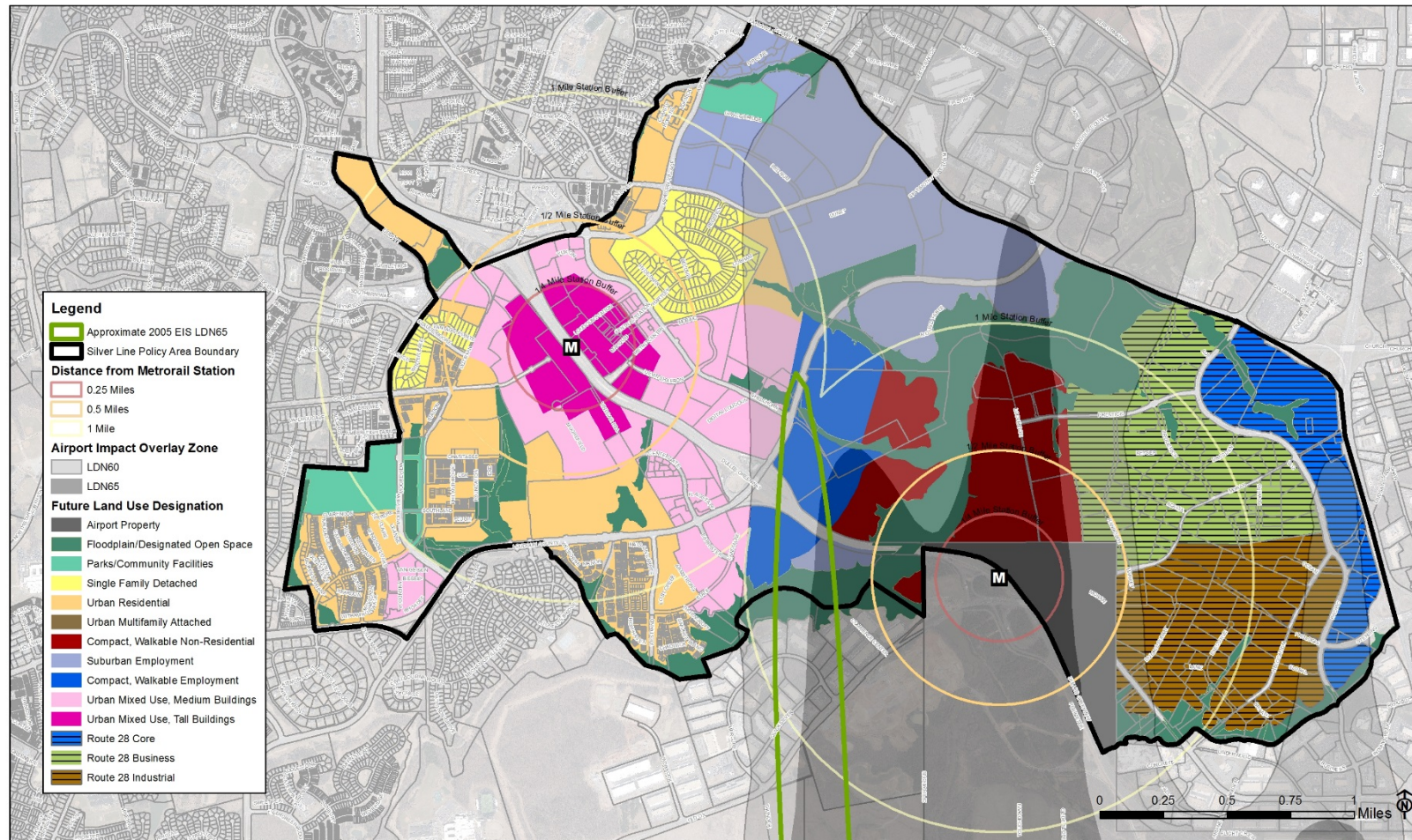
1. Mixed Use on the East Side of Loudoun County Parkway

TLUC Recommends changing to Mixed Use Medium and requested new policy that the County be sensitive to residential development within the 65 Ldn of the 2005 EIS

Staff can Support change; however, there are some challenges

- a. May Compete with Other Mixed Use Areas Closer to the Metro**
- b. May cause reduced density/development closer to Metro**
- c. Compact Walkable Employment and Compact Walkable Non-Residential generate less demand for services**
- d. Lower priority since farther from metro**
- e. Separated from Ashburn Metro by 6-lane road**

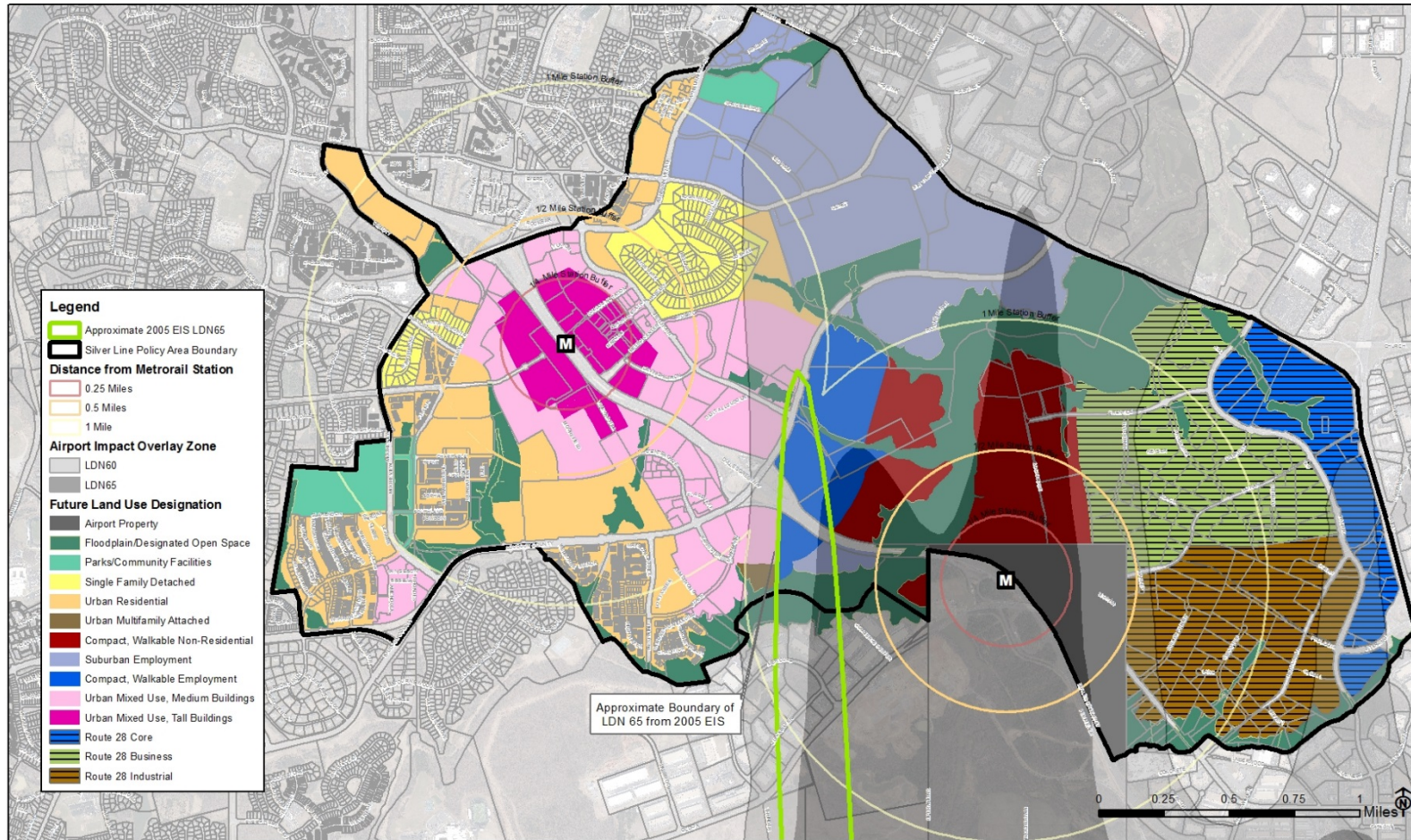
1. Mixed Use on the East Side of Loudoun County Parkway (Letourneau)



SILVER LINE AREA
Comprehensive Plan Amendment

Proposed Land Use Map (Supervisor Letourneau)

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

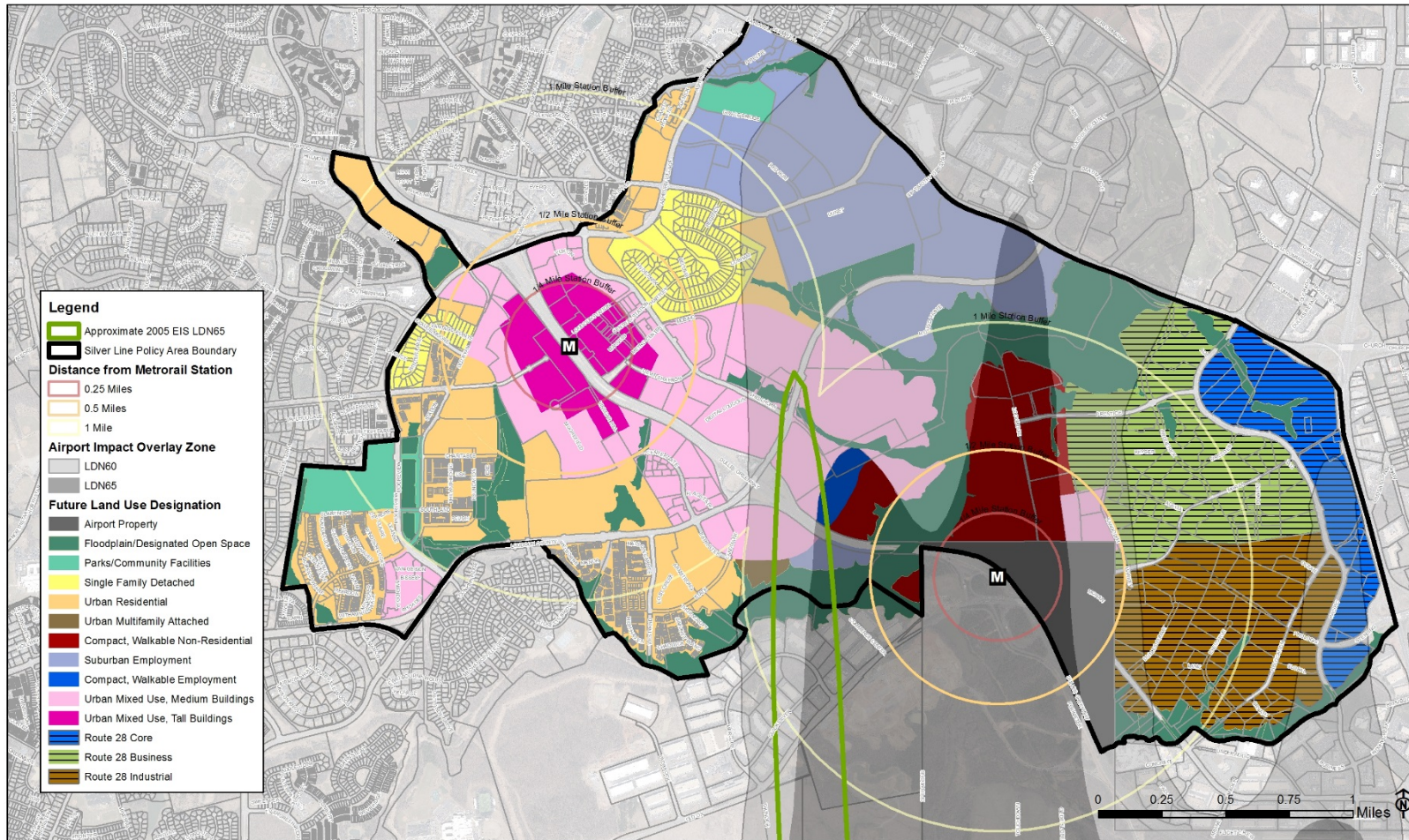


November 28, 2016

SILVER LINE AREA
Comprehensive Plan Amendment

Proposed Land Use Map (Supervisor Buffington)

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



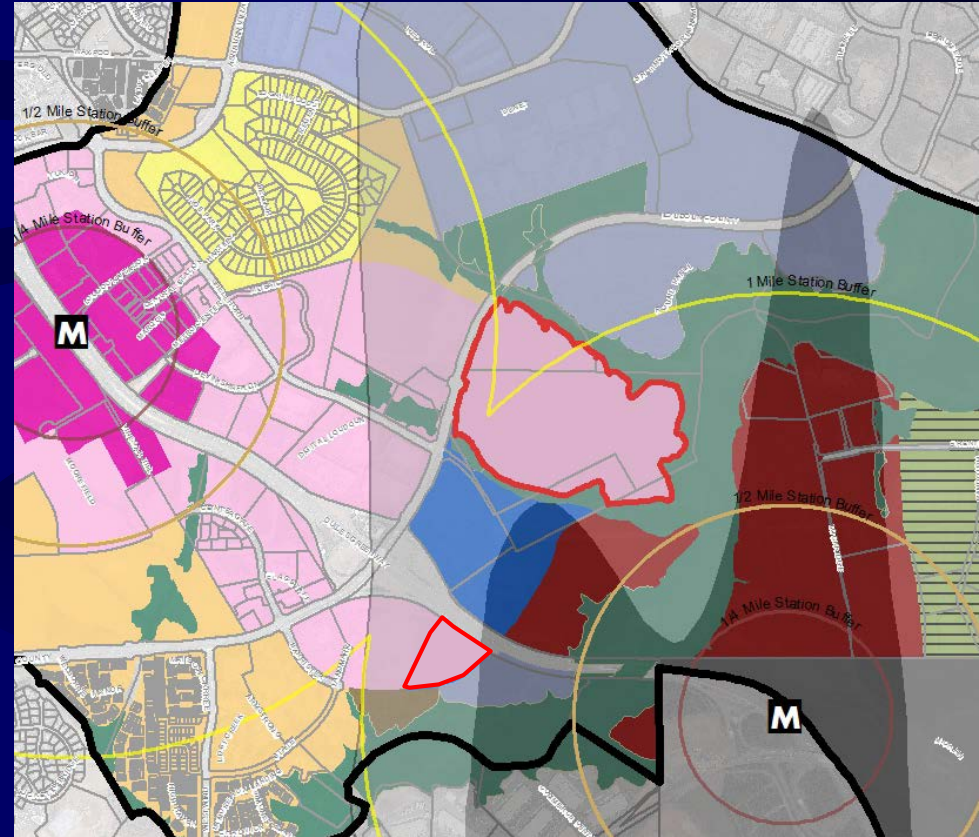
SILVER LINE AREA
Comprehensive Plan Amendment

Proposed Land Use Map (Supervisor Meyer)

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

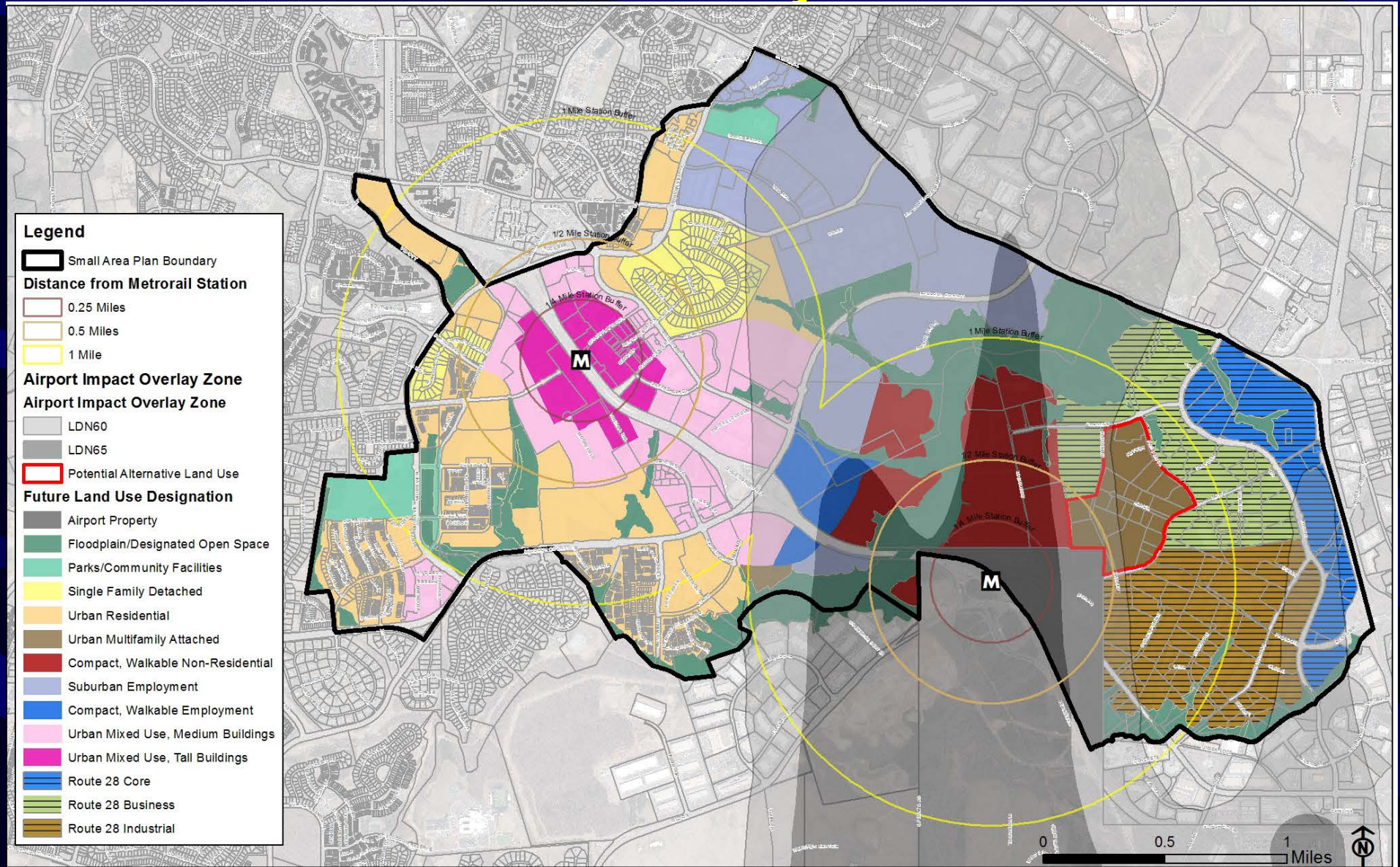


Presented to TLUC

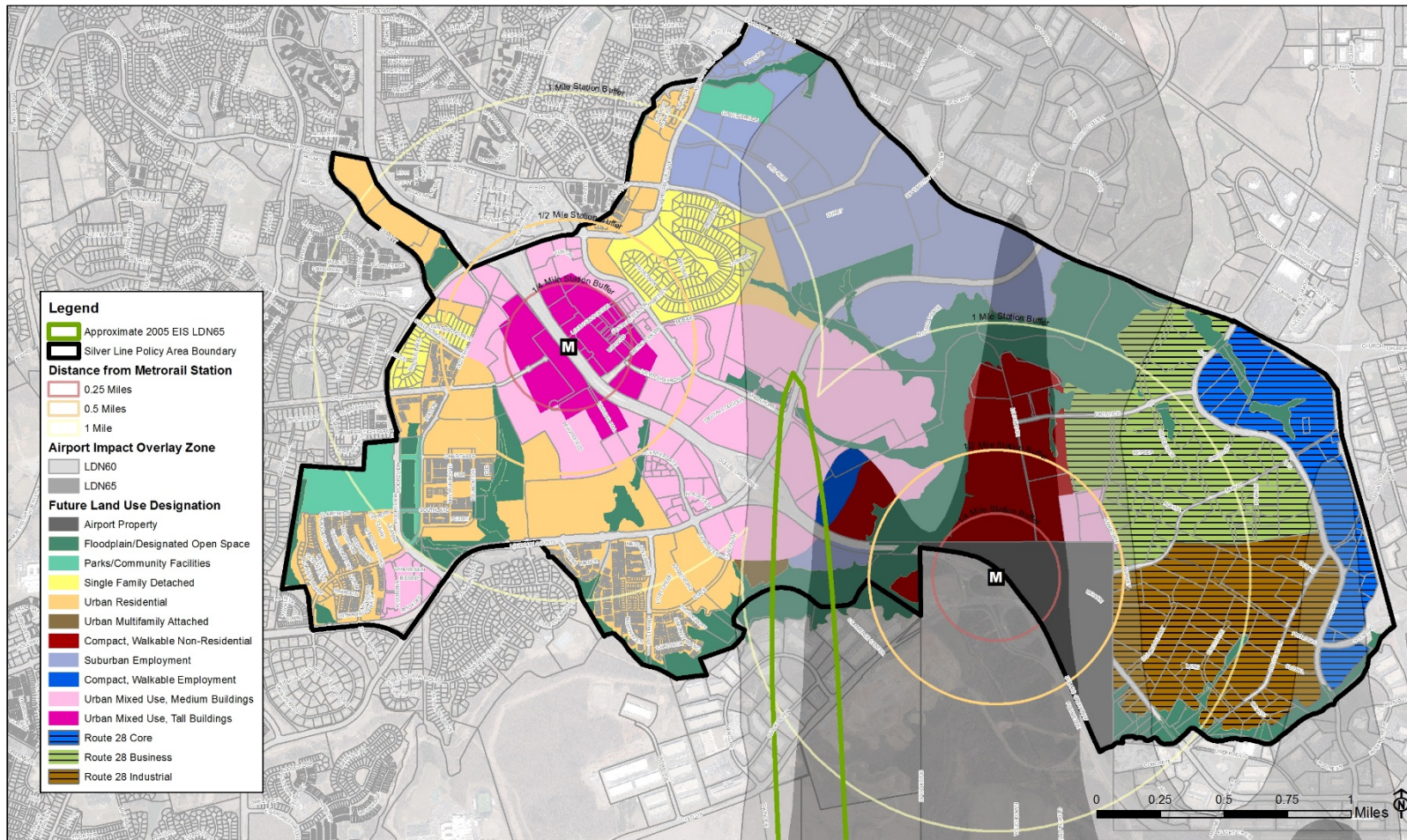


TLUC Recommendation

2. Urban Multifamily Residential on the East Side of Loudoun Gateway Station



2. Urban Multifamily Residential on the East Side of Loudoun Gateway Station (Meyer)

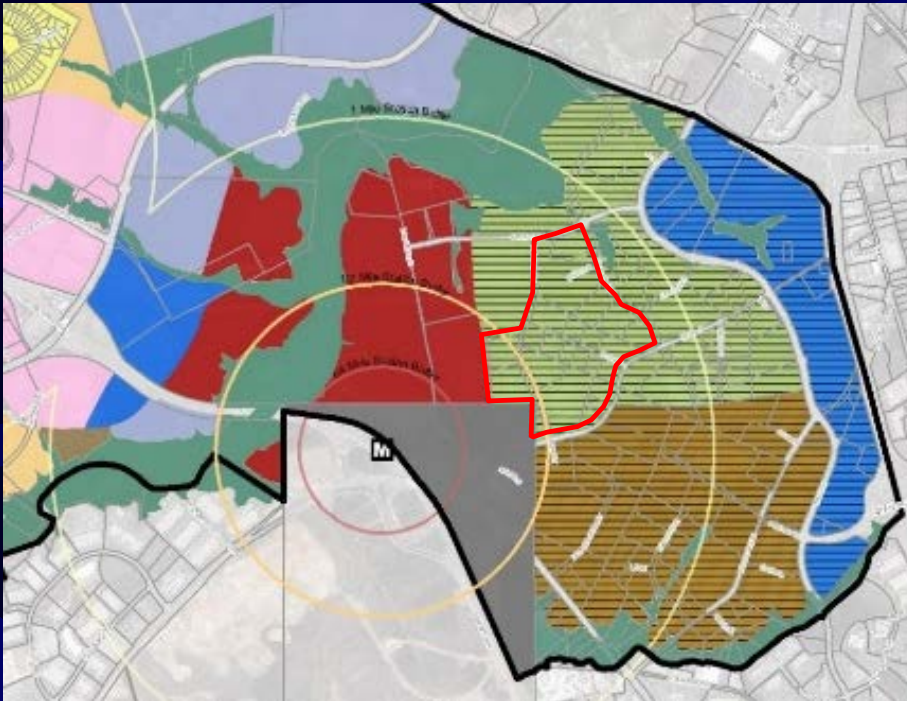


November 29, 2016

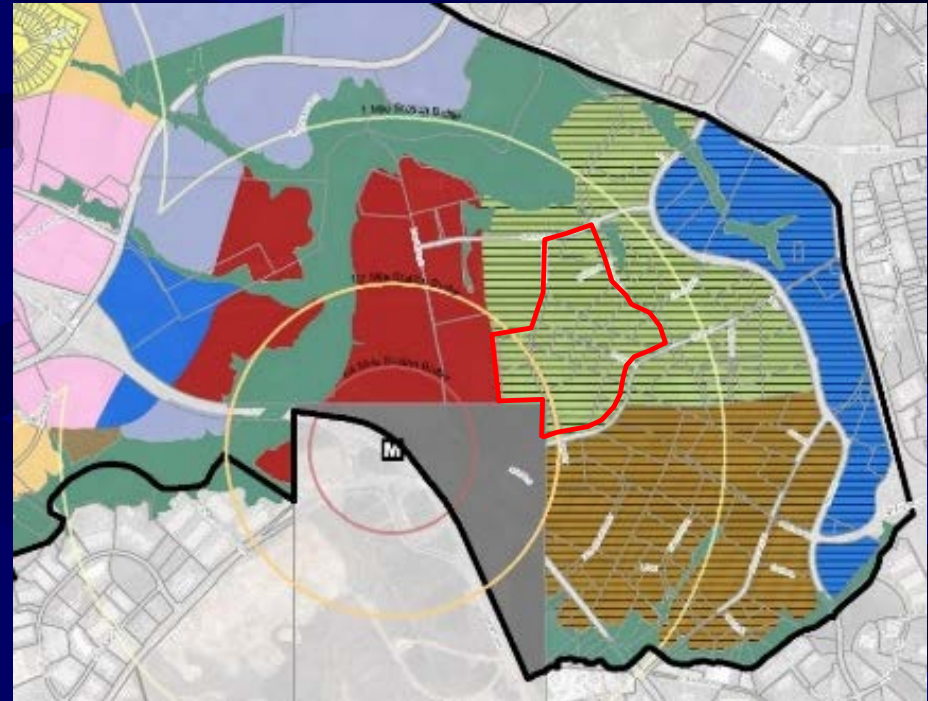
SILVER LINE AREA
Comprehensive Plan Amendment

Proposed Land Use Map (Supervisor Meyer)

2. Urban Multifamily Residential on the East Side of Loudoun Gateway Station



Presented to TLUC



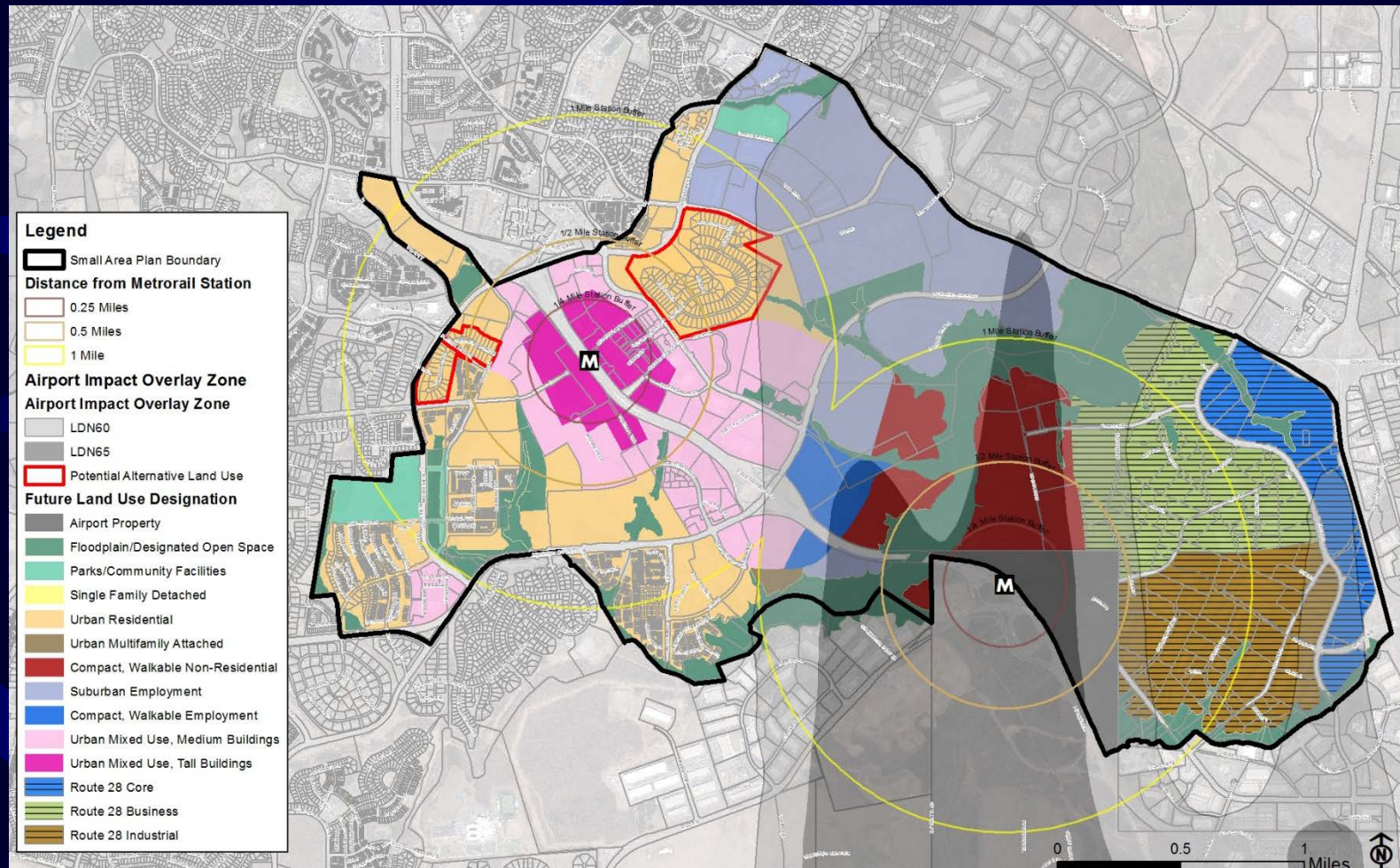
TLUC Recommendation

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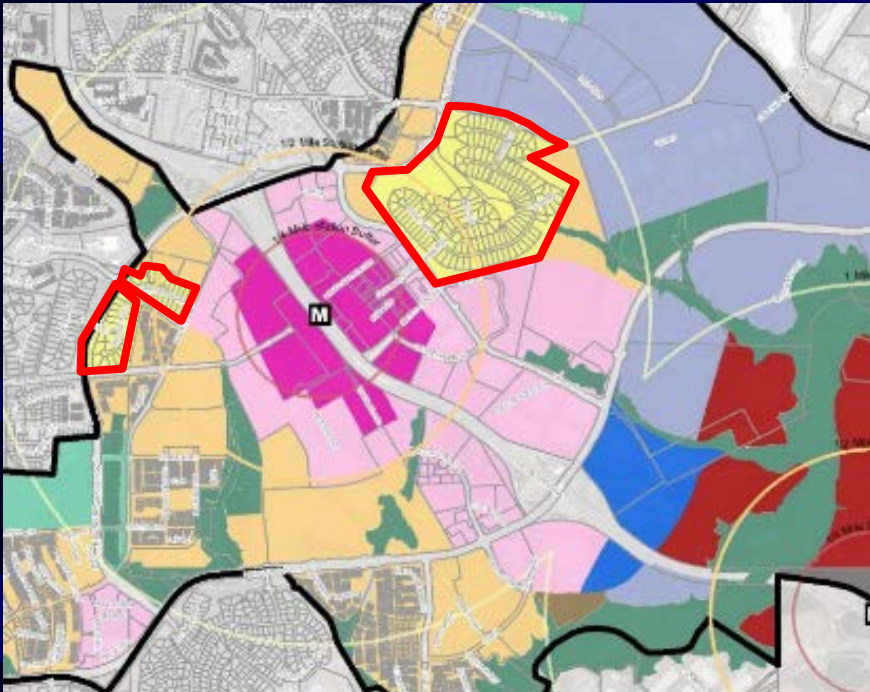
Staff and TLUC Recommend properties remain Route 28 Business

- a. Most land already developed
- b. Land designated for Compact, Walkable Non-Residential may exceed market
- c. Removing Route 28 Business may limit land for flex and industrial uses

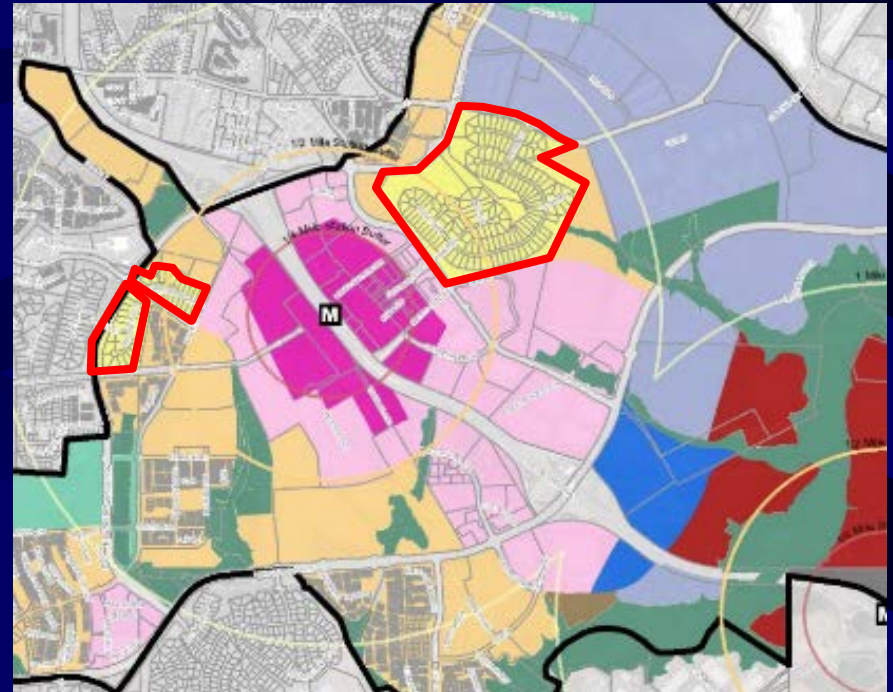
3. Single Family Residential at the Regency and Vantage Pointe Subdivisions



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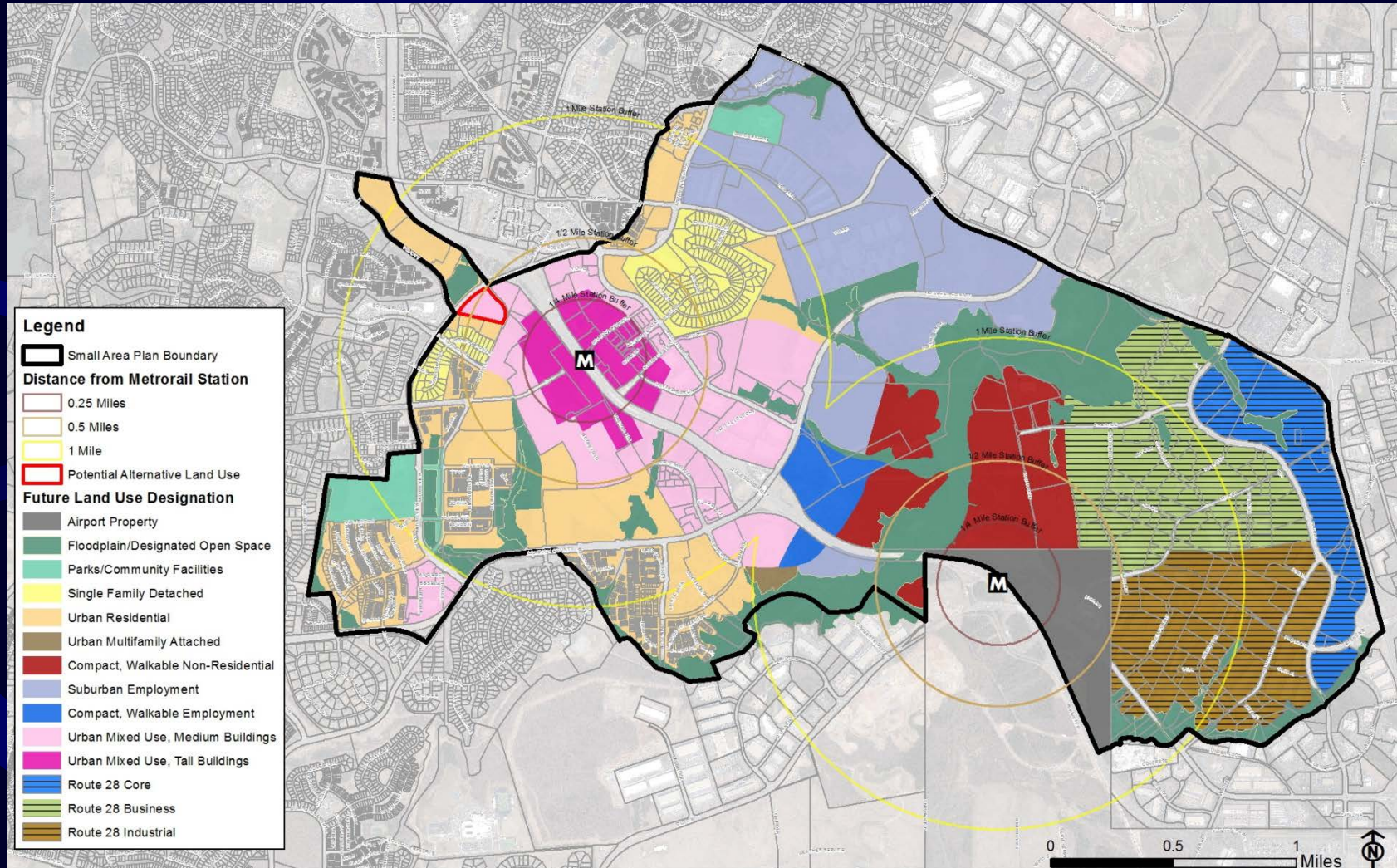
TLUC Recommendation

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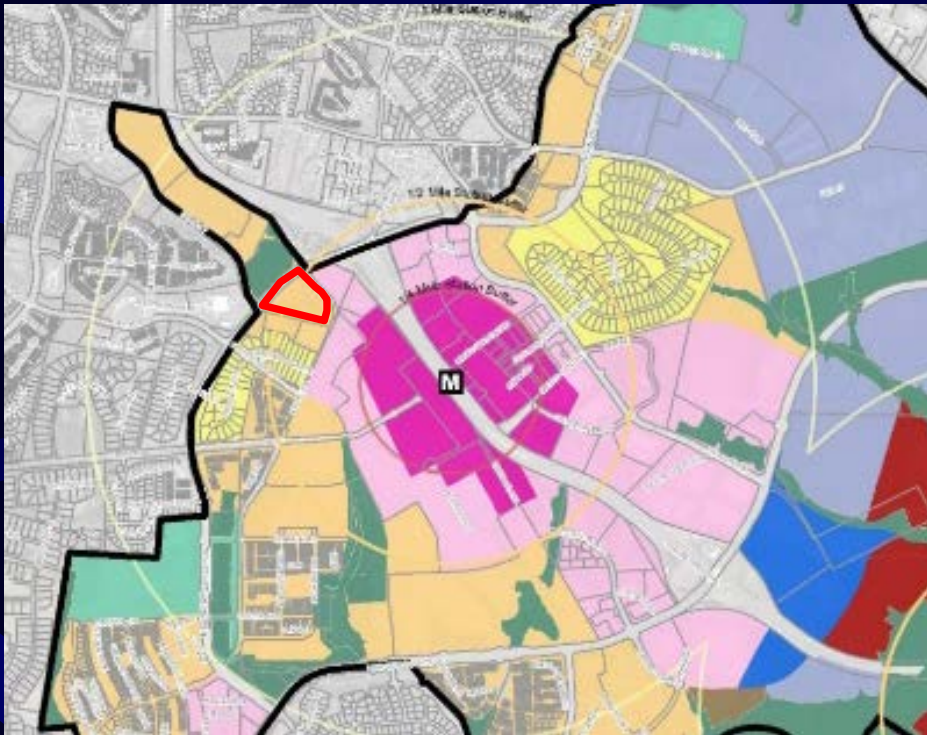
Staff and TLUC Recommend properties remain designated as Single Family Detached

- a. Detached single family is not desired near Metro
- b. Units are already developed
- c. Long term redevelopment opportunity may exist
- d. Single family designation is appropriate to maintain character

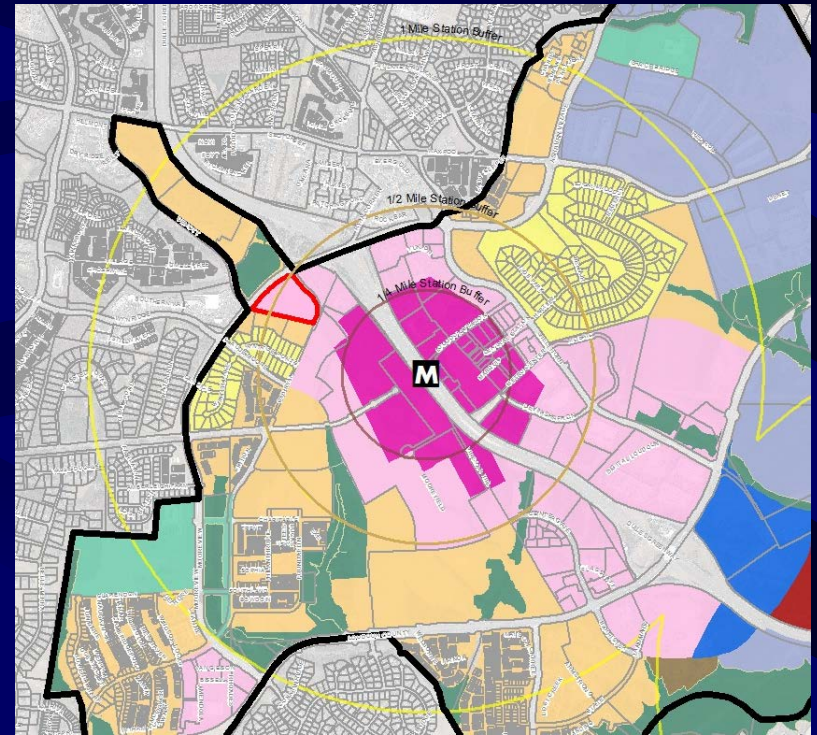
4. Mixed Use along Ashburn Village Boulevard



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Presented to TLUC



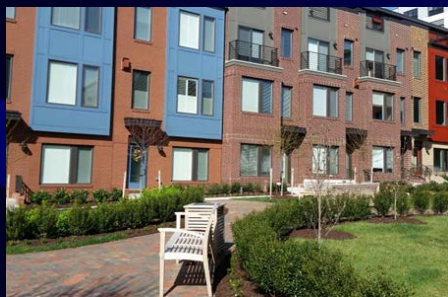
TLUC Recommendation

4. Mixed Use Along Ashburn Village Boulevard

TLUC Recommends Change to Mixed Use Medium
Staff can support changing designation to Mixed Use Medium

- a. Properties are within ½ mile of Ashburn Station
- b. Due to limited market, additional revenue is not anticipated in the short term

5. Urban Residential Designation



RESIDENTIAL LAND USES

Primary Land Uses

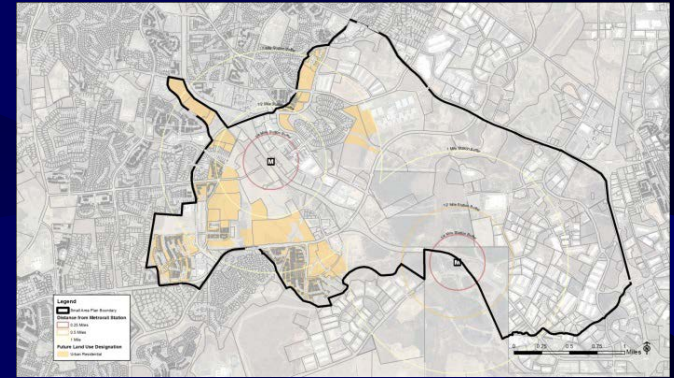
- Urban Style Townhomes
- Apartment Buildings
- Condominiums
- Two-over-Two Units
- Multi-family Attached

Secondary Land Uses

- Schools
- Churches
- Community Centers
- Limited neighborhood retail like drugstores and convenience stores in an urban, walkable format

Undesirable Land Uses

- Suburban style townhomes
- Suburban style retail uses



URBAN RESIDENTIAL FORM AND PATTERN

Land Use Mix	Separated Uses
Residential Density	8 – 24 du/ac
Non-Residential Intensity	N/A
Prevailing Building Height	3 – 6 Stories (70' Max)
Primary Transportation Modes	Transit, Walk, Bike, Auto

5. Urban Residential Designation

TLUC recommends making Townhomes an undesirable use

Staff recommends urban townhomes remain a primary use in the Urban Residential Category

5. Urban Residential Designation

1. Reduced need for facilities and services with no townhomes
2. Land at Moorefield Station already entitled for low density townhomes
 - a) New designation may encourage rezoning to urban townhomes with more walkable format
 - b) Urban townhomes likely to generate less school age children per unit
3. Additional units may have negative impact on general fund, but also generate revenues for tax district

5. Urban Residential Designation (continued)

5. Property owners unlikely to seek rezoning to multi-family based on current market demand and current entitlements likely to be built
6. Need to provide for market flexibility to provide a variety of housing types.
7. Additional residents create increased demand for non-residential uses

Single-Family Attached Units



Single-Family Attached

- Auto Oriented
- Front or Rear Garages
- Typically ~2,200 SF
- Units set back from roads
- Typically have yards
- Up to 24 Feet wide
- ~8 Dwelling Units per acre
- Typically 3 stories



Urban Townhome

- Pedestrian Oriented
- Rear Load Garages
- Typically ~1,800 SF or less
- No or minimal setbacks
- Common open space
- Generally less than 20 Feet wide
- ~16 Dwelling Units per acre
- Up to 4 stories

Multi-Family Units



Multi-Family

- Auto Oriented
- Typically 1,500 SF
- ~20 DU per acre
- Setbacks from roads
- Typically surrounded by open space



Urban Multi-Family

- Pedestrian Oriented
- Typically 1000 SF
- ~48 DU per acre
- No or minimal setbacks
- Open space provided in courtyards or similar

Student Generation



Multi-Family
0.23



Multi-Family Stacked
0.30



Urban Multi-Family
****0.15 Based on Study****



Single-Family Detached
0.86



Single-Family Attached
0.54



Urban Townhouse
****0.54 Used**
(possibly lower)**

Household Size



Multi-Family
1.97



Multi-Family Stacked
2.20



Urban Multi-Family
1.87 Based on Study



Single-Family Detached
3.78



Single-Family Attached
2.88



Urban Townhouse
2.88 Used
(possibly lower)

Household Size in Multi-Family Areas Near Existing Metro Stations

Place	Avg. Household Size	Family Households %	Students per Household	Age 5 to 19	Households
East Falls Church	2.71	42.9	0.00	0	7
Mosaic District *	1.77	39.0	0.10	12	123
Wheaton *	1.75	34.2	0.18	69	389
Vienna *	1.74	36.2	0.10	46	456
Virginia Square	1.66	28.6	0.03	7	206
Clarendon	1.57	28.1	0.01	4	302
Courthouse	1.57	26.0	0.06	12	204
Silver Spring	1.54	27.3	0.04	14	344
* Outside Beltway					

6. Identification of Possible Areas for Parks and Schools



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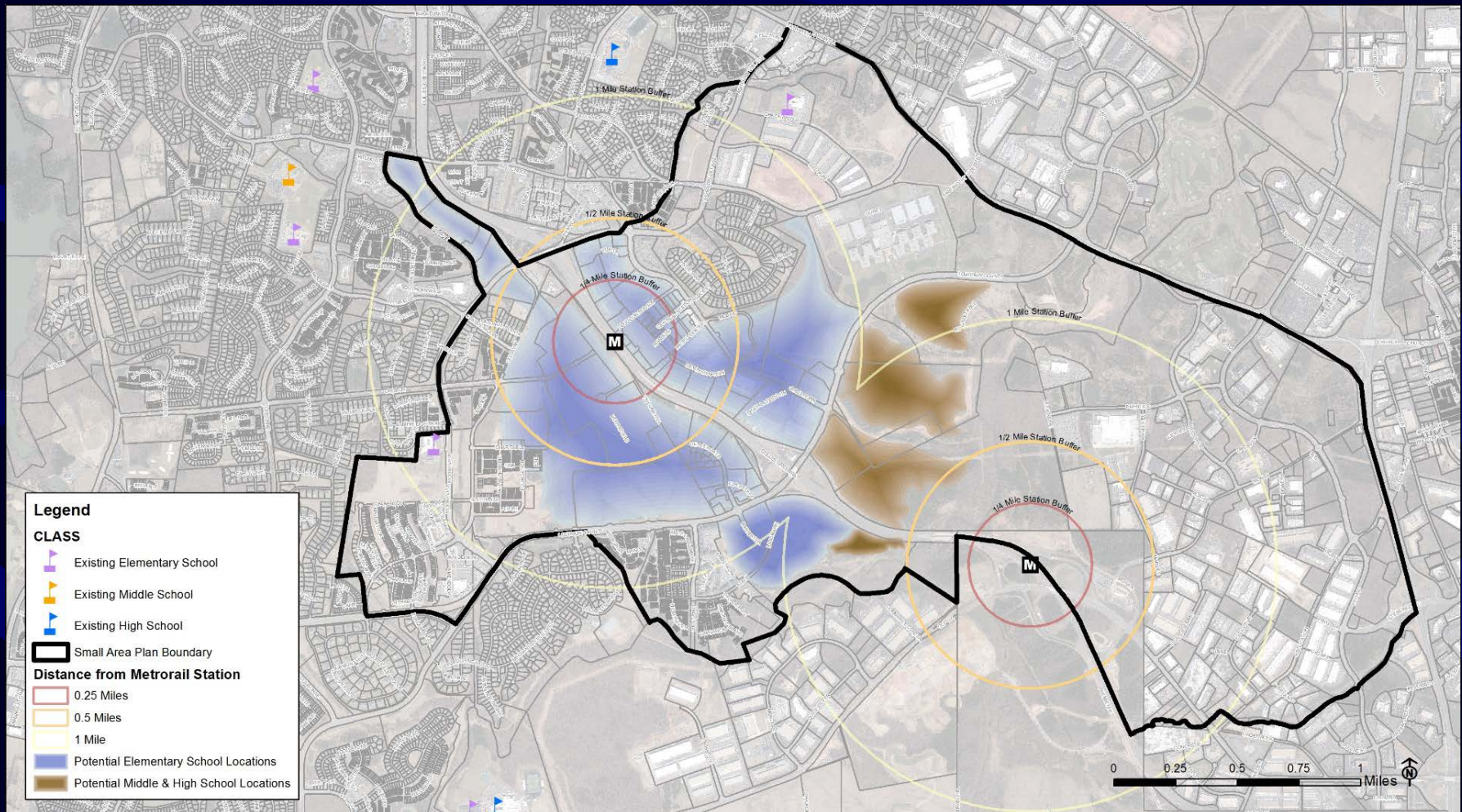
TLUC and Staff recommend plan include policies for reduced land requirements and more urban facilities and encouraged use of private facilities

1. Fiscal Impact Analysis uses current suburban standards
2. Plan policies for call for new urban facility standards in CPAM area

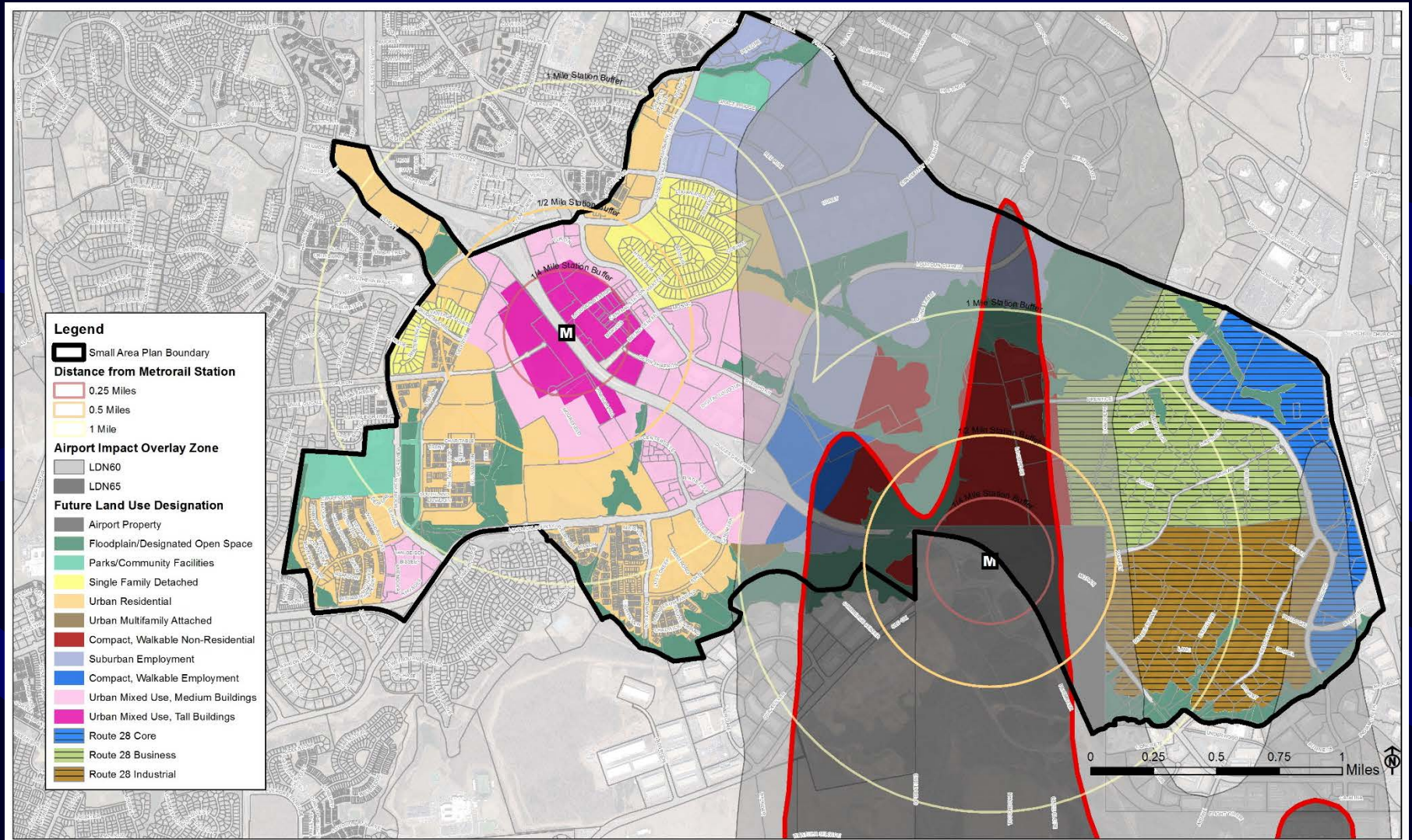
6. Identification of Possible Areas for Parks and Schools



6. Identification of Possible Areas Schools



7. Residential development within the LDN 65 noise contours of the Airport Impact Overlay



7. Residential development within the LDN 65 noise contours of the Airport Impact Overlay

TLUC and Staff recommend policy and zoning requirements of not allowing residential uses in the LDN 65 noise contours of the Airport Impact Overlay District

1. Current plan policy and zoning ordinance:
 - a) Prohibit residential development in LDN 65
 - b) Require acoustical treatment and aviation easements for development in LDN 60 to 65

8. Changes in CPAM Document

TLUC's and Staff Recommendations:

- 1. Clarification of text and adding language to address anchor uses and multimodal transportation**
- 2. Addressed Economic Development comments including:**
 - a. Overall Enhancement of Economic Development Section**
 - b. Addressing by-right uses and entitlements;**
 - c. Improving Data Center Language;**
 - d. Providing More flexibility; and**
 - e. More Visionary Language**
- 3. Strengthen Policies to Support Smaller and More Urban-Like Community Facilities**

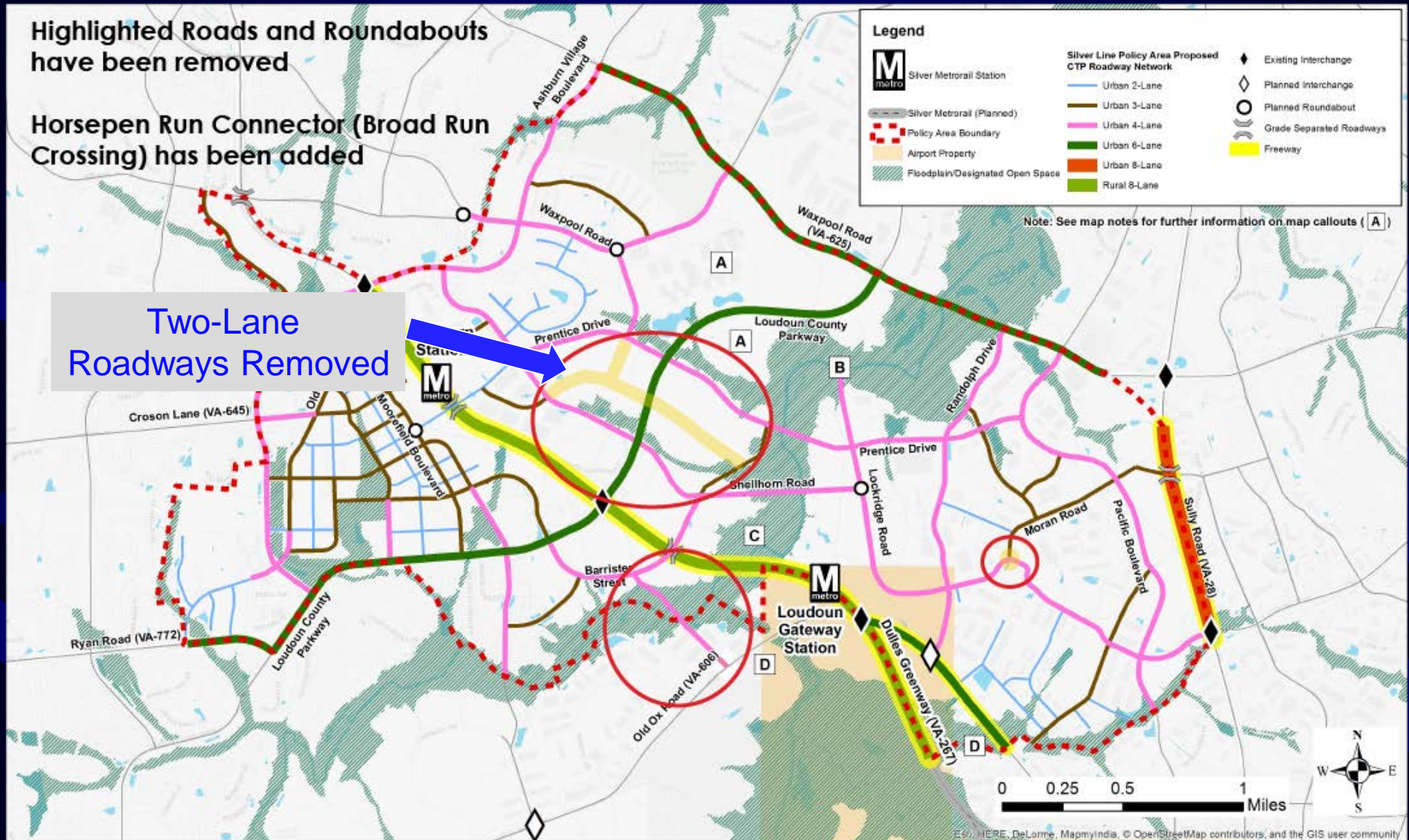
9. Townhomes within Mixed Use Designation

TLUC recommends making Townhomes an undesirable use

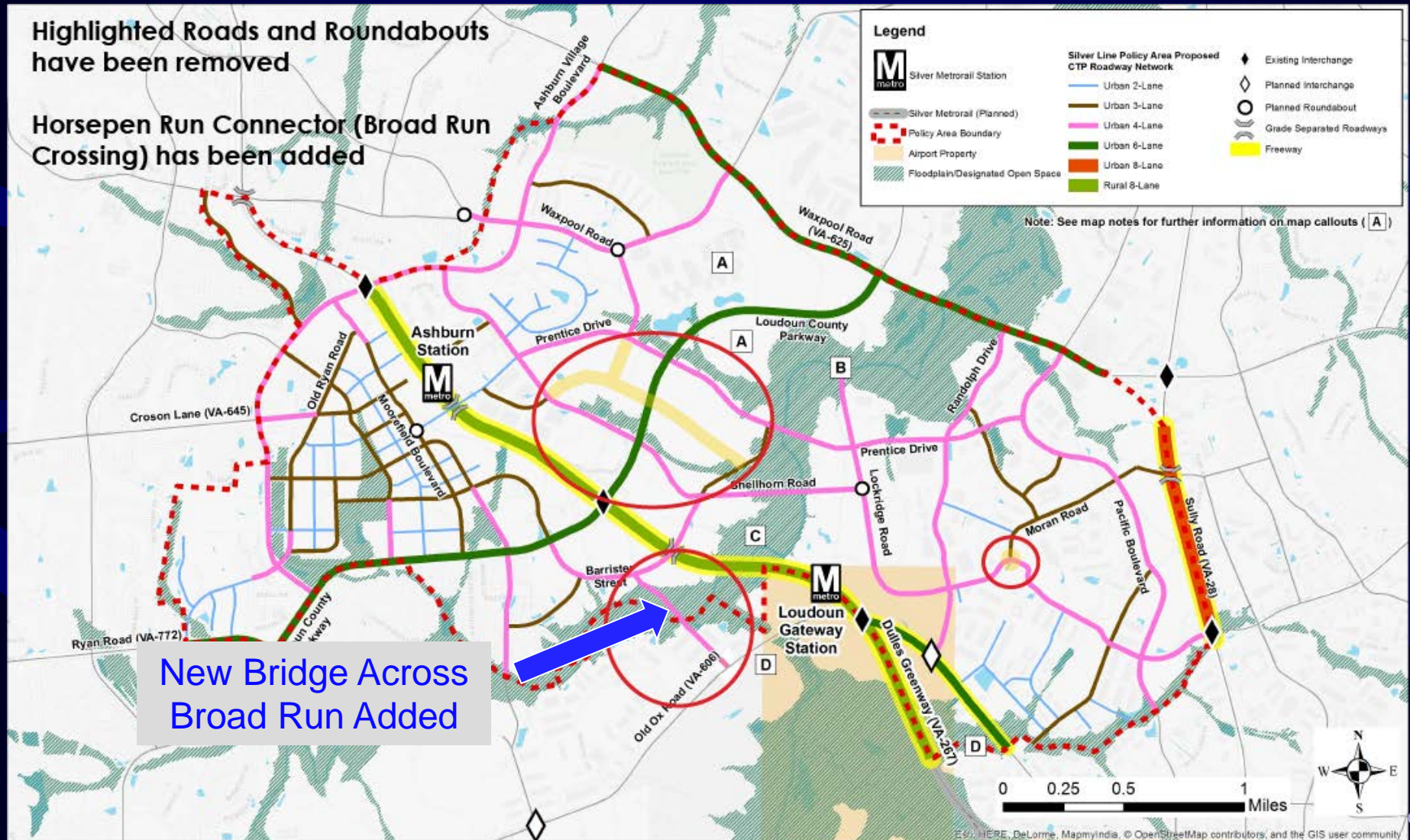
Staff recommends urban townhomes remain a secondary use in the mixed-use medium Category

1. Removing townhomes may delay realization Tax District revenues
2. Urban townhomes may be appropriate in certain situations

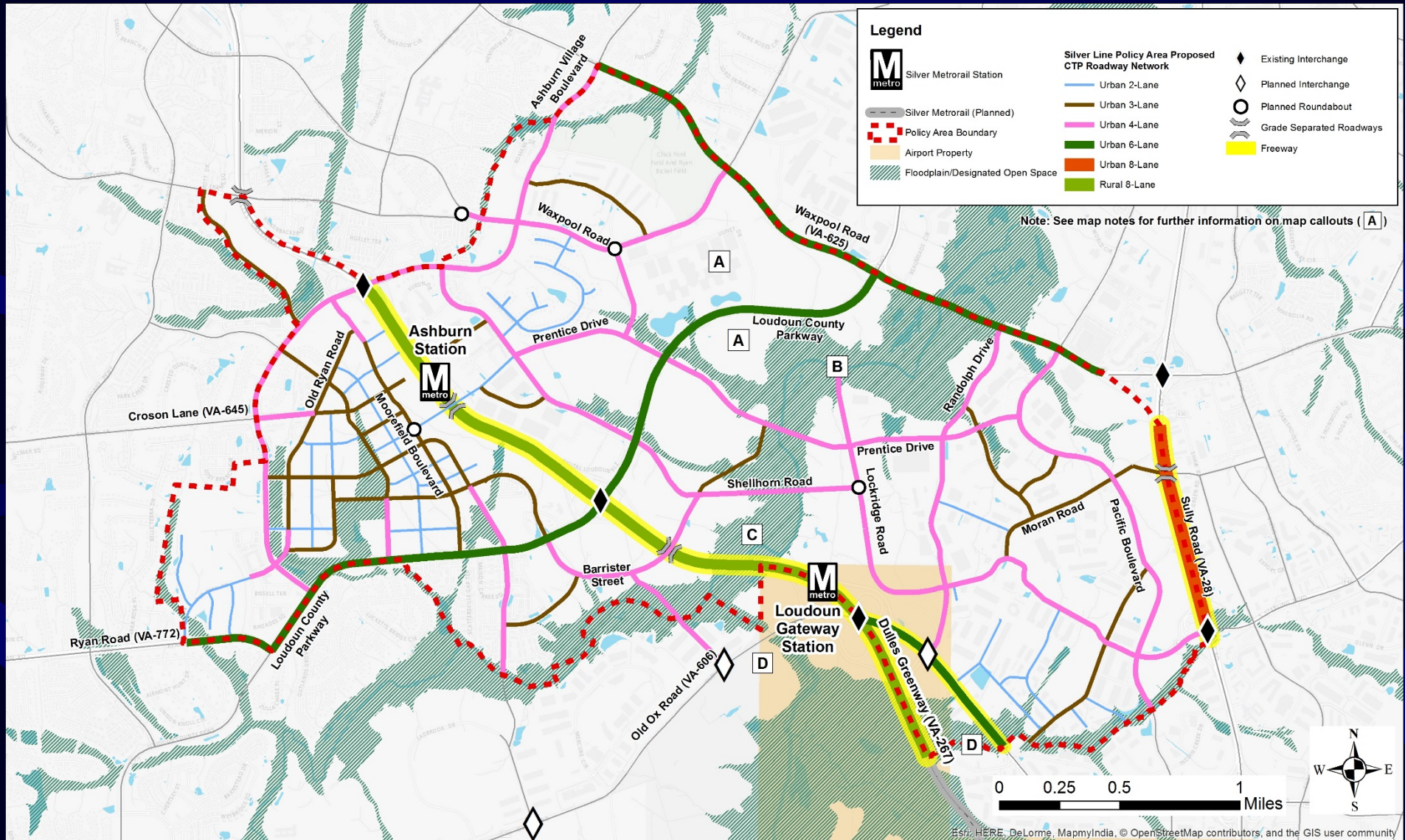
10. Removal Two Proposed Urban Two-Lane Roads



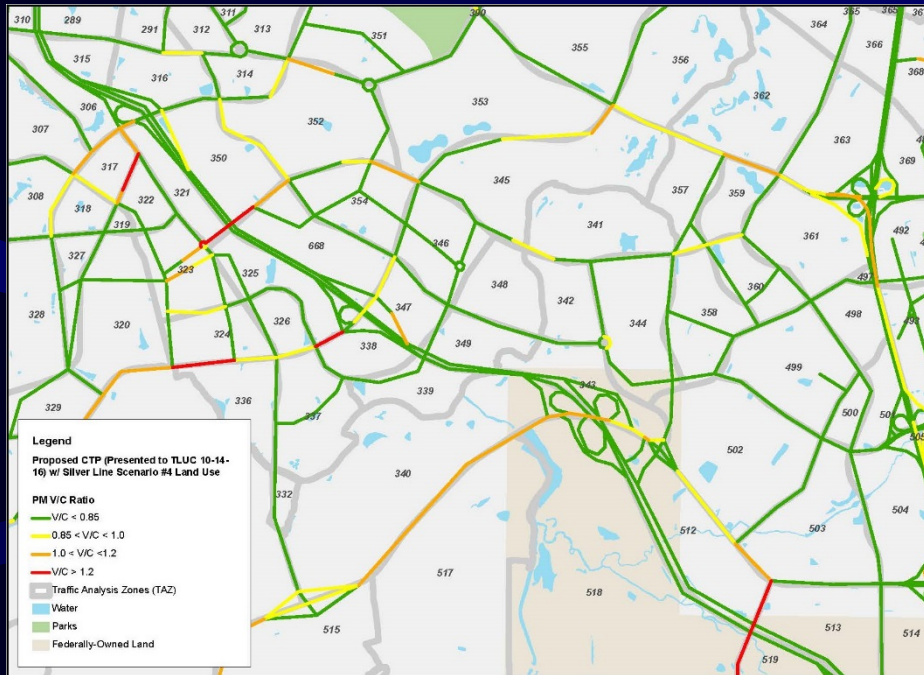
11. New Roadway Across Broad Run Between Barrister Street and Commerce Center Court



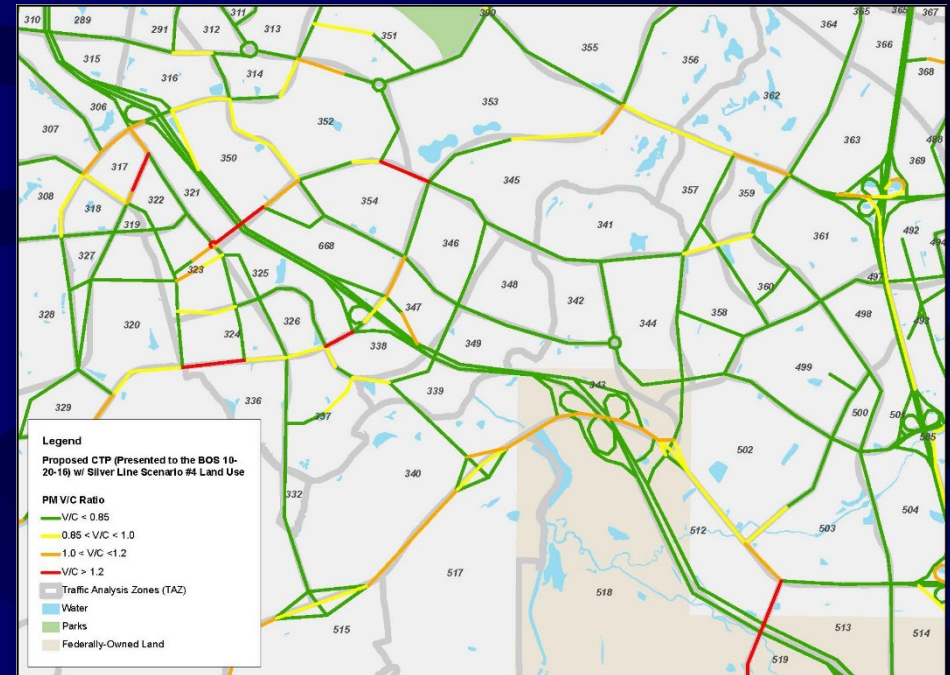
Updated Roadway Network Plan



PM Peak Hour Model Results – Iteration 4 land uses (as revised by TLUC 10-14-16)

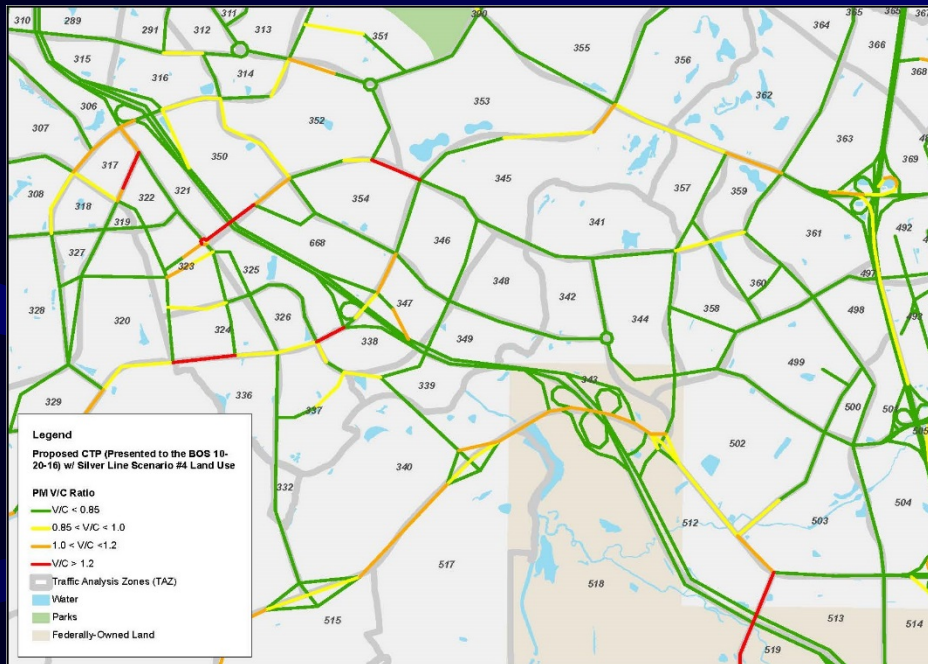


Modeled with
initial transportation
network
(presented at TLUC on October 14, 2016)

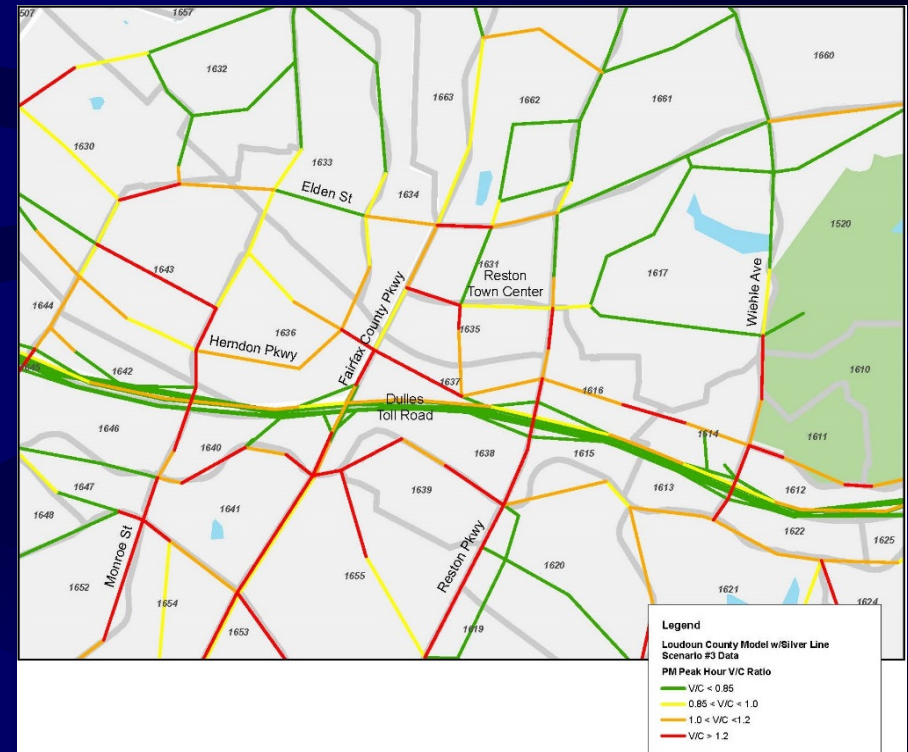


Modeled with
Revised transportation
network
(as revised by TLUC on October 14, 2016)

Comparison to Nearby Urban Centers



Silver Line Policy Area
(with Iteration 4 land uses and
transportation network as revised by
TLUC October 14, 2016)



Reston Town Center

Transportation Network Findings

- **Either proposed network accommodates the anticipated traffic generated by the proposed land use in 2040**
- **Both proposed networks encourage use of transit, bicycling, and walking**
- **Forecasted levels of congestion under either of the alternative scenarios are less severe than in comparable urban centers**

10. Removal of Two Proposed Urban Two-Lane Roads

1. Designation on map ensures roads are built
2. CPAM policies support grid like pattern
3. Removal of road from map gives developers additional flexibility

Staff's recommendation is to have the Board direct staff to include language that supports a comprehensive system of streets grids to ensure connectivity and access for pedestrians and vehicles to major corridors, adjacent developments, and transit services.

Issue 11 – New Roadway Across Broad Run Between Barrister Street and Commerce Center Court

1. New Road would:

- a) Serve as 6th crossing of Broad Run**
- b) Require interchange at Old Ox Road**
- c) Potentially cost between 103 and 118 Million including interchange**

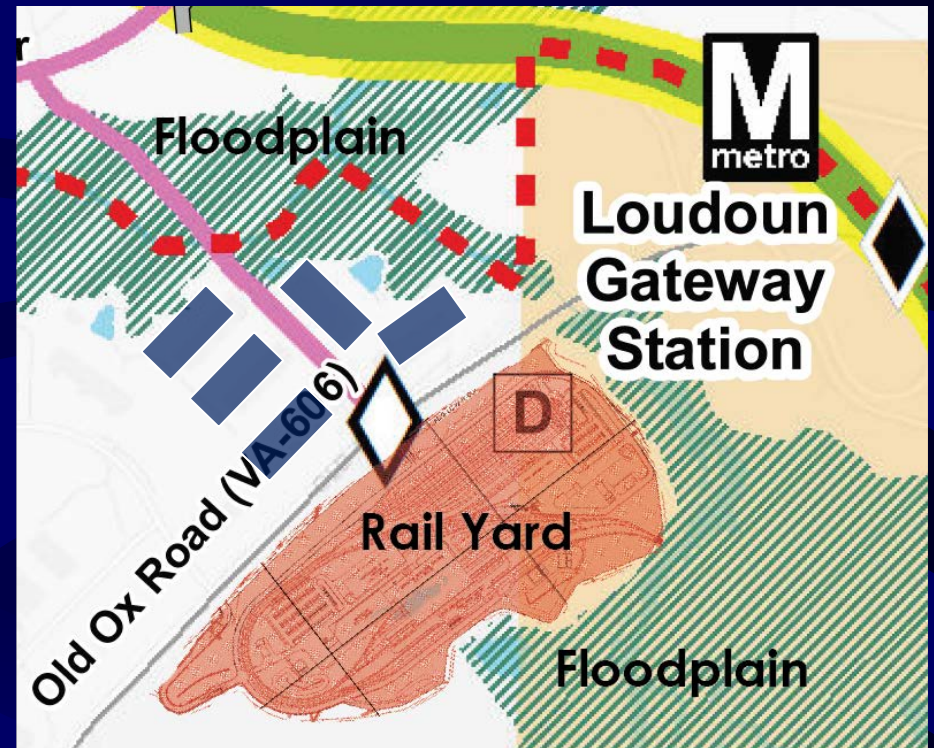
2. Traffic can operate acceptable with or without new roadway

Impact of the Horsepen Run Connector

- The additional Broad Run crossing will divert traffic from parallel roads
- Parallel crossings will accommodate forecasted traffic volumes with or without the Horsepen Run Connector
- The total estimated cost for the roadway and bridge is \$28,000,000. This does not include the cost of an interchange that model results indicate would likely be needed at Old Ox Road.

Horsepen Run Connector at Old Ox Road

- An interchange is recommended due to heavy traffic volumes on Old Ox Road
- The interchange area is constrained by existing buildings, the Horsepen Run floodplain and the new Metro rail yard
- Construction of an interchange may require reconfiguration of the Dulles Greenway interchange



Silver CPAM

Additional Board Recommendations

Next Steps

- Direct Staff to Revise CPAM according to Board Direction
- Forward to Planning Commission for its review and recommendation

Revised Project Schedule (Tentative)

October 2016	TLUC Briefing/Discussion and Board Feedback
November 2016	TLUC Meeting on Revised Draft Plan
November 2016	Board Discussion and Direction of TLUC's Revised Draft Plan
January 2017	Planning Commission Public Hearing
February 2017	Planning Commission Work Session and Recommendation
March 2017	Board Public Hearing
March/April 2017	Board Endorsement of Draft Plan
June/July 2017	VDOT Completes Review Board Adopts CPAM