PROPOSED POLICY PLAN AMENDMENT

ITEM: ST07-CW-1CP
January 11, 2007

GENERAL LOCATION: Countywide

SUPERVISOR DISTRICT: All

PLANNING AREA: All

PLANNING DISTRICT: All

SUB-DISTRICT DESIGNATION: All

PARCEL LOCATION: All

PLANNING COMMISSION PUBLIC HEARING:
Thursday, February 8, 2007 @ 8:15 P.M.

BOARD OF SUPERVISORS PUBLIC HEARING:
To be determined

PLANNING STAFF DOES RECOMMEND THIS ITEM FOR PLAN AMENDMENT

For additional information about this amendment call (703) 324-1210.

Reasonable accommodation is available upon 7 days advance notice. For additional information about accommodation call (703) 324-1334.

MAP NOT APPLICABLE

STAFF REPORT FOR OUT-OF-TURN PLAN AMENDMENT ST07-CW-1CP

BACKGROUND

On December 5, 2005, the Board of Supervisors directed staff to provide a standardized definition or set of principles for Transit-Oriented Development (TOD) for Fairfax County. TOD is often referenced for residential, commercial and mixed-use developments surrounding a rail station in an urban setting, but increasingly the concept is being applied to stations in more suburban settings such as Fairfax County. In response to this direction, staff in the Department of Planning and Zoning requested Planning Commission assistance to initiate the process of developing a definition and/or set of principles for TOD in Fairfax County that could be considered for incorporation into the Policy Plan volume of the Comprehensive Plan. The TOD Committee was formed by the Planning Commission on May 4, 2006 to take the lead in coordinating and soliciting input from various stakeholders (community representatives and experts) to help develop proposed Policy Plan guidance regarding TOD in Fairfax County.

The TOD Committee held a total of twelve public meetings, from May 2006 through November 2006. Prior to the first meeting, staff and interested citizens worked to develop a list of individuals and organizations that could be contacted directly and encouraged to participate in this process. Participation was encouraged from citizens, the business community, the development community, Fairfax County government, and local experts on smart growth and TOD. Meetings were well attended with attendance ranging from 26 to 69 participants. A TOD website was created and maintained that provided meeting information, including copies of presentations and handouts so that individuals who were unable to attend were able to stay involved and informed of the process. The website, http://www.fairfaxcounty.gov/planning/tod.htm will remain online through the Board of Supervisors' public hearing on the proposed Policy Plan amendment. The website also includes a compilation of resources on TOD for use throughout the process. Regular press releases and Comprehensive Plan listserv announcements were sent out throughout the process. In addition, an email distribution list comprised of 165 individuals who attended meetings and/or asked to be kept informed of the process was maintained and used regularly to disseminate information.

The process was organized into two parts, the first consisting of information gathering, and the second of the development and review of recommendations for TOD in Fairfax County. The first five meetings were focused on presentations by local and national experts on TOD, and included presentations by:

- Mariia Zimmerman, Center for Transit-Oriented Development/ Reconnecting America
- Stewart Schwartz, Coalition for Smarter Growth
- Patricia Nicoson, President, Dulles Corridor Rail Association
- Bill Lecos, Fairfax County Chamber of Commerce/Steve Raabe, OpinionWorks
- Jim Snyder, Retired Planning Section Supervisor, Arlington County
- John Carter, Maryland National Capital Park and Planning Commission (Montgomery County)
- Nat Bottigheimer, Washington Metropolitan Area Transit Authority (WMATA)
- Jeff Speck, co-author, Suburban Nation

Two meetings were dedicated to citizens' panels to ensure that the committee solicited input and information not only from professionals focused on smart growth and TOD, but also from Fairfax County citizens who have been involved in planning around transit, who live near transit, who use transit, or those who represent interests such as bicycling and trails and their relationship to TOD. The first citizens' panel was held at the Fairfax County Government Center and drew 51 participants. The second citizens' panel was held at the Franconia Governmental Center, and was the most well attended of the committee meetings, with 69 participants.

A "strawman" of TOD principles was developed for initial review and discussion by the committee and the public. An open comment period was held beginning in August 2006 through early November 2006, and the remaining committee meetings were focused on refining the draft TOD principles based on the comments received during the comment period and open discussions at the TOD Committee meetings. The revised draft was posted to the TOD website on November 22, 2006. In some areas, consensus was not achieved by the TOD Committee, and for these principles, alternative language was included in the document. The TOD Committee and the participants in the process recognized that additional refinements would be needed as part of the formal consideration during the Plan Amendment process, particularly in those areas where alternatives were called out for further discussion.

On January 8, 2007, the Board of Supervisors authorized Plan Amendment ST07-CW-1CP to add a definition and/or set of principles for Transit-Oriented Development into the Policy Plan volume of the Comprehensive Plan. The purpose of this Plan Amendment is to update the Land Use section of the *Policy Plan* to add principles for TOD in Fairfax County.

The work of the TOD Committee and the many participants in the process of drafting the strawman language, as shown in Attachment 1, provided the starting point for the proposed Plan text presented in this staff report. Public comments were welcomed during the time in which staff prepared a recommendation to the Planning Commission for a TOD Policy Plan amendment. The Planning Commission will hold a public workshop on January 17, 2007, during which the staff recommendation will be presented. Following the presentation, Planning Commissioners and the public will have an opportunity to comment on the proposed amendment and ask questions of staff and the TOD Committee.

DESCRIPTION OF PROPOSED AMENDMENTS:

The proposed Plan amendment consists of an Objective and related policies and a new appendix to the Land Use section of the *Policy Plan*, based on the work of the TOD committee and the public participants. The following includes a discussion of areas where the proposed Policy Plan amendment differs from the strawman document. Revisions to the strawman include a statement at the beginning of each guideline which captures the intent of the principle, and is shown in italics at the beginning of each description. In addition, each section of the proposed appendix was revised in an attempt to create a consistent format, which would include guidance on why the principle is important to TOD in Fairfax County and a description of how it might be achieved.

Changes to specific principles and a discussion of how alternative language in the strawman was integrated into the proposed text are laid out below. Those principles not discussed in this section remain substantially unchanged from the strawman language drafted by the TOD Committee.

Glossary Definition: A glossary definition was not developed during the TOD Committee process, however, transit-oriented development needed to be defined in the glossary for the Comprehensive Plan as reference for the proposed text. The glossary definition is drawn from the introduction to the proposed objective, which was drafted during the TOD Committee process, and links TOD in Fairfax County to development around rail transit stations.

Introduction (to proposed Appendix 11): The introduction was expanded to include guidance on when these guidelines should be applied. The proposed Plan text recommends that the guidelines be considered in planning efforts for new station areas and when existing station areas are subject to major replanning efforts. The guidelines should be used along with guidance in the Area Plans in the review of rezoning proposals around planned and existing rail stations where there is a substantial change in use or density/intensity proposed. Some parcel specific development proposals in and around transit station areas may not warrant application of the principles proposed in this appendix, due to their small size, or a minimal impact on the overall use, intensity or density of the transit station area. Development proposals which cover a substantial area, or have substantial impact on the overall mix and intensity of uses and transportation access and circulation in the area may warrant review using these TOD guidelines.

Transit Proximity and Station Area Boundaries: The use of the ¼ to ½ mile distance from a rail station platform to generally define TOD in the proposed Plan text was determined through discussions in TOD Committee meetings. For general planning purposes, the station platform is a convenient point from which to measure, as it is generally represented by a point on a map which may be defined at an earlier stage than the actual station entrance(s). Specific delineations for transit station areas should be defined in the Area Plans, and can be based on site-specific details such as barriers and opportunities to provide pedestrians with a safe, attractive and interesting walk to transit. Once these boundaries have been established in the Area Plans, for parcel-specific development and design, it may be appropriate to use other points of reference associated with the station, such as the turnstile gates, in order to determine details relative to a proposed development and make determinations as to which proposed buildings are part of a TOD.

Station-specific Flexibility: This principle applies to unique characteristics of a particular station area. Language proposed in the strawman as alternative language for the Regional Framework section, referencing the degree of specialization within each TSA, was incorporated into this section in an attempt to avoid duplication elsewhere in the proposed appendix. This language addresses the balance of node and place at each station and the degree of specialization that may be appropriate at an individual station, and therefore seemed most appropriately discussed under this heading rather than under Regional Framework as proposed in the strawman document.

Pedestrian and Bicycle Access: A specific recommendation was added to the proposed Plan text to minimize conflict between vehicles and pedestrians and cyclists.

Housing Affordability: Those most in need of access to transit include older adults, persons with disabilities or other special needs, and residents with limited income, who may be dependent on public transit for transportation and in need of opportunities to access public transit as a means of saving on transportation costs. Providing housing opportunities for these populations is discussed in this section.

Design: The strawman document included Street Design as a sub-heading under Design. The proposed Plan text makes more of a distinction between Urban Design and Street Design, and has defined two separate principles for each of these areas, as well as further explains the benefits of excellence in urban design to a TOD. Alternative language from the strawman referencing siting of commuter garages in TODs was moved to the parking section, where additional guidance on aesthetics and pedestrian and bicycle access are addressed in the context of parking.

Parking: Additional language from the design section referencing siting of commuter garages within a TOD was added to this principle, where it could be put in the context of other guidance on parking. TOD should prioritize the provision of options for those who are dependent on transit. Placing references to parking under a single heading allows proper attention in other sections, to such topics as access and design.

Transportation and Traffic: This section was expanded to discuss the need to balance TOD development with transportation capacity and to include a discussion of appropriate levels of service for the various transit modes that support a TOD. The proposed Plan text recommends that a TOD should achieve a balance between the intensity of the development and the capacity of the transit infrastructure, for all modes of transportation, including roads, transit, walking and cycling. Although this concept was discussed during the TOD Committee meetings, specific text was not drafted during that process so it has been added as part of the proposed amendment.

Roads: This policy should recognize that higher intensities of development in TOD areas may make it impossible for a high level of traffic flow to be maintained under most circumstances. A certain level of delay may be acceptable for traffic within TOD areas, as long as a level of service E is maintained in areas immediately adjacent to a TOD. Where the existing level of service is lower than E, the policy should recommend that a non-degradation policy be applied in areas immediately adjacent to the TOD, which requires that traffic flow in these adjacent areas performs no worse after development of the TOD takes place. Where the non-degradation policy is not appropriate, an offsetting impact policy should be applied. The offsetting impact policy requires contributions to transportation improvements. The contributions would be proportional to the traffic generated and the amount of transportation capacity required to accommodate that traffic, presumably based on lane-miles or some other acceptable measure of capacity.

Transit: A high level of service should be maintained for transit users. Delay, the need for transfers and transfer delay should be minimized. At TOD locations with a high degree of delay

on roads due to traffic congestion, exclusive right-of-way for feeder/distributor/circulator transit should be considered. Stations and bus stops should provide sufficient shelter where possible. A high level of service (C or higher) should be maintained in terms of waiting time, seat availability, travel speed, and delay.

Walking: A high level of service should be maintained for pedestrians. This high level is applicable to both qualitative and quantitative measures of pedestrian flow. Qualitative measures include the ability to walk in the reverse direction of a major pedestrian flow, weather protection, pathway directness, grades, safety (particularly as it relates to conflicts between vehicles and pedestrians) and security. Quantitative measures include walking speed, space, and delay. A high level of service (C or higher) should be maintained for pedestrian flow.

Cycling: A high level of service should be maintained for cyclists. This high level is applicable to both qualitative and quantitative measures of cycling. Qualitative measures include pathway directness, grades, and safety (particularly as it relates to conflicts between vehicles and cyclists). Quantitative measures include bicycle parking, bicycle speed and delay. A high level of service (C or higher) should be maintained for cycling.

Vision for the Community: This section of the strawman incorporated two versions of alternative language. The proposed text was taken from the combination option, which included the paragraph describing those TOD proposals that should emphasize a broadly inclusive community process and the second paragraph of the alternative language describing the desired goals of the public participation process. The alternative text recommending that Planning Commissioners and Magisterial District Supervisors should serve as the focal point for initiating planning of areas surrounding transit facilities is not included in the proposed Plan text. Restricting the initiation of ideas to elected and appointed officials would conflict with established planning processes in Fairfax County, such as the Area Plans Review (APR) process or special land use studies. In order to provide opportunities to choose from among the best possible alternatives for development, this policy should recognize that innovative ideas may originate from a range of stakeholders. However, it is noted that proposed Plan language in this section suggests that proposals for site specific changes to the Comprehensive Plan which substantially change the use, density or intensity within a transit station area may not be appropriate, and should instead be considered only in the context of the entire area. APR nominations or Out of Turn Plan Amendments (OTPAs) to this effect, may be more appropriately addressed with a special study or other mechanism that considers the entire area in a holistic context which fully addresses the interrelationships of development throughout the transit station area.

Regional Framework: This section of the strawman included an alternative language option. In drafting the proposed text during the TOD Committee process, concepts in this section were incorporated into other principles within the document. Several concepts brought up during discussion and editing of the strawman document were inserted into multiple principles. For clarity, these concepts were addressed in only one place in the proposed text.

The alternative language in the strawman recommending planning across the transit system-wide scale is addressed in the proposed Plan text with a recommendation to coordinate with WMATA,

VRE and adjacent local jurisdictions. Coordination with transit agencies allows transit system capacity across the entire transit system to be addressed in conjunction with agencies responsible for planning specifically for transit, and whose mission incorporates a comprehensive look at system-wide capacity. Similarly, adjacent local jurisdictions are most familiar with how transit is used and affected in areas outside of Fairfax County.

Alternative language addressing potential specialization of uses at specific transit stations was incorporated into the principle on Station-specific Flexibility to avoid redundancy within the guidelines.

Environmental Benefits: Details of this principle were not discussed at length during the TOD Committee process, and therefore it lacked specific guidance as well as clarity. The strawman language included recommendations within the Environmental Benefits section to improve post-development environmental conditions, however, did not provide enough guidance on how this performance should be measured. Most development within existing and planned TSAs in Fairfax County will be redevelopment, for which requirements for reduction in Phosphorous content is ten percent, and where there are no requirements for reduction in quantity of runoff. TOD offers an opportunity to incorporate increased water quantity and quality controls; therefore the proposed text adds guidance which recommends optimization of stormwater management and water quality controls for redevelopment sites within TSAs.

Public Facilities and Infrastructure: Alternative language in this section again addressed impacts on the transit system as a whole, including transit capacity in other stations. It was deleted in this section to avoid redundancy. Such recommendations are now included in the Regional Framework guidelines.

RECOMMENDED POLICY PLAN AMENDMENTS

Staff recommends that the Land Use section and Glossary of the *Policy Plan* be revised as follows:

Staff recommends the Comprehensive Plan be modified as shown below. Text proposed to be added is shown as underlined and text proposed to be deleted is shown with a ~~strikethrough~~.

MODIFY: Fairfax County Comprehensive Plan, 2003 Edition, *Glossary*, as amended through July 10, 2006, page 14, as follows:

> **"TRANSIT:** See Mass Transit.
>
> **TRANSIT-ORIENTED DEVELOPMENT (TOD):** Transit-oriented development (TOD) in Fairfax County is defined as compact, pedestrian-friendly, mixed-use development containing moderate to high density residential, office and retail uses within walking distance of certain rail transit stations identified in the Area Plans. Well-planned TOD should incorporate good design principles and an appropriate mix of uses around

rail transit stations to help promote transit usage and create vibrant neighborhood centers at these locations.

TRANSIT STATION AREAS (TSAs): The Land Classification System category for areas adjacent to Metrorail Stations (or other future rapid rail stations) which is directly influenced by the presence of access points to the regional rail system…."

MODIFY: Fairfax County Comprehensive Plan, 2003 Edition, *Policy Plan*, Land Use Section, as amended through November 15, 2004, "Land Use Compatibility," after Objective 15, page 10, as follows:

"Transit-Oriented Development (TOD)

Transit-oriented development (TOD) has a range of definitions, however common characteristics include compact development that contains a compatible mix of housing, employment and retail uses in a high-quality walking environment. TOD is the result of a deliberate planning strategy for reducing sprawl and automobile dependency by focusing moderate to high density growth around planned and existing transit stations. Well-planned development that incorporates good design principles and includes a mix of uses around these stations can create opportunities for compact, pedestrian-friendly and vibrant neighborhood centers within walking distance of transit. Development of TOD can leverage major investments in public transit infrastructure, contribute to environmentally sound means to accommodate new growth in the County, improve access to transit stations and enhance transportation choice in the area. Initially, this Comprehensive Plan guidance for the development of TODs in Fairfax County is limited to existing or planned rail stations identified in the Area Plans for mixed-use development. Future planning efforts may expand the implementation of TOD guidelines as part of a family of guidelines for development around different types of mass transit.

Objective 16: Fairfax County should encourage Transit-Oriented Development (TOD) with focused growth near certain planned and existing rail transit stations as a way to create opportunities for compact pedestrian- and bicycle-friendly, neighborhood centers accessible to transit.

Policy a. The TOD principles outlined in the "Guidelines for Transit-Oriented Development" section in the Land Use Appendix should be used in future planning efforts involving rail transit station sites identified for mixed-use development in the Area Plans.

Policy b. Development applications that propose a substantial change in use, intensity or density near designated rail transit stations should be consistent with the adopted TOD guidelines in the Land Use Appendix."

Note: Subsequent Objectives will be renumbered.

ADD: Fairfax County Comprehensive Plan, 2003 Edition, *Policy Plan*, Land Use Section, as amended through November 15, 2004, page 32, as follows:

"APPENDIX 11

GUIDELINES FOR TRANSIT-ORIENTED DEVELOPMENT

Fairfax County seeks to accommodate future residential and employment growth and expand choices for residents and employees by encouraging transit-oriented development (TOD) as a means to achieve compact, pedestrian-oriented, mixed-use communities focused around existing and planned rail transit stations.

The following guidelines and design principles are intended to effect well-planned transit-oriented development and should be considered in planning efforts as new station areas are identified and when an existing station area is subject to a major replanning effort. When applicable, these principles should be used in the review of major rezoning cases for development around planned and existing rail stations. These guidelines are intended to provide guidance for TOD in addition to the specific guidance found in Area Plans for each station area.

1. **Transit Proximity and Station Area Boundaries:**

   Focus and concentrate the highest density or land use intensity close to the rail station, and where feasible, above the rail station.

   This TOD area may be generally defined as a ¼ mile radius from the station platform and subject to site-specific considerations, with density and intensity tapering to within a ½ mile radius from the station platform, or a 5-10 minute walk. Station-specific delineations should allow for the consideration of conditions such as roads, topography, or existing development that would reduce the frequency of pedestrian usage of transit and therefore reduce the expected walking distance to a station within which higher intensity development may be appropriate. Higher intensities within the delineated area may be appropriate if barriers are overcome and demonstrable opportunities exist to provide pedestrians a safe, comfortable and interesting walk to transit. To protect existing neighborhoods in the vicinity of transit but not planned for transit-oriented development, Area Plans should include clearly delineated boundaries for transit-oriented development based upon these criteria.

2. **Station-specific Flexibility:**

   Examine the unique characteristics and needs of a particular station area when evaluating TOD principles to ensure the appropriate development intensity and mix of land uses relative to the existing and planned uses for the surrounding areas.

Each of Fairfax County's planned and existing rail stations has a unique character in terms of surrounding land uses, transportation infrastructure and roadways, environmental and topographical characteristics, and location within the rail system. Although each individual station should balance node and place functions to some extent, the value of the system as a whole can be enhanced if there is some degree of specialization, which can enhance the goals of TOD. Implementation of TOD within Transit Station Area (TSA) boundaries established in Area Plans, should consider the characteristics of the larger area surrounding the TSA (e.g., stable residential neighborhood, revitalization area, urban center).

3. Pedestrian and Bicycle Access:

Encourage safe pedestrian and bicycle travel to and from and within the station area.

Non-motorized access and circulation should be encouraged within TODs. Techniques to encourage maximum pedestrian and bicycle access may include an integrated pedestrian and bicycle system plan with features such as on-road bicycle lanes, walkways, trails and sidewalks, amenities such as street trees, benches, bus shelters, adequate lighting, covered walkways, pedestrian aids such as moving sidewalks and escalators, covered and secure bicycle storage facilities close to the station, shower and changing facilities, a pedestrian-friendly street network, and appropriate sidewalk width. Conflict between vehicles and pedestrians/bicyclists should be minimized. This may be achieved through the appropriate location of parking facilities including kiss-and-ride facilities, and the appropriate location and design of access roads to the rail station. Planning for accessible trail systems should consider distances traveled by both pedestrians and cyclists and should provide usable trails and other systems beyond the Transit Station Area.

4. Mix of Land Uses:

Promote a mix of uses to ensure the efficient use of transit, to promote increased ridership during peak and off-peak travel periods in all directions, and to encourage different types of activity throughout the day.

A balanced mix of residential, office, retail, governmental, institutional, entertainment and recreational uses should be provided to encourage a critical mass of pedestrian activity as people live, work and play in these areas. The appropriate mix of uses should be determined in the Area Plans by examining the unique characteristics and needs of each station area. Specific development plans that conflict with the achievement of the mix of uses planned for that station area are discouraged.

5. Housing Affordability:

Provide for a range of housing opportunities by incorporating a mix of housing types and sizes and including housing for a range of different income levels.

Housing within TODs should be accessible to those most dependent on public transportation, including older adults, persons with disabilities and other special needs, and persons with limited income. Housing should be provided for low and moderate income residents. Affordable housing, workforce housing, and housing for seniors are encouraged within the residential component of a TOD.

6. Urban Design:

Encourage excellence in urban design, including site planning, streetscape and building design, which creates a pedestrian-focused sense of place.

A pleasant pedestrian environment can contribute to the quality of a transit experience, which is also a pedestrian activity. Urban design elements to achieve an appropriate sense of place and a pleasant pedestrian environment may include any or all of the following: well-landscaped public spaces such as squares and plazas; urban parks; courtyards; an integrated pedestrian system; street-oriented building forms with a pedestrian focus; compact development; appropriate street width and block size; measures to mitigate the visual impact and presence of structured parking; and, high-quality architecture.

7. Street Design:

Provide a grid of safe, attractive streets which provide connectivity throughout the site and to and from adjacent areas.

The street grids around transit station areas should be designed at a scale that facilitates safe pedestrian and cyclist movement and provides for vehicular circulation and capacity. Street design should incorporate elements such as lighting, appropriate street width, sidewalk width and intersection dimensions to allow for pedestrian, bicycle and multi-modal vehicular use, and should be designed to provide universal access to people with a range of abilities and disabilities. The design of streets should encourage lower traffic speeds and superior pedestrian circulation through provision of on-street parking, street trees, and other features and amenities.

8. Parking:

Encourage the use of transit while maximizing the use of available parking throughout the day and evening and minimizing the visual impact of parking structures and surface parking lots.

Proper size and location of parking facilities contribute to creation of a pedestrian- and transit-supportive environment. The use of maximum parking requirements, shared use parking facilities, incentive programs to reduce automobile usage, carpooling, metered parking, car-sharing programs, neighborhood parking programs, and other techniques can encourage the use of transit while also maximizing the use of parking spaces at different times of day. Efforts to provide urban design elements such as on-street parking,

placement of parking structures underground and minimizing surface parking lots should be encouraged. Wherever possible, ground floor uses and activities should be incorporated into structured parking, particularly where parking structures are located along streets where pedestrian activity is encouraged. Location of commuter garages should be sensitive to pedestrian and bicycle activity within and adjacent to the Transit Station Area and adjacent neighborhoods.

9. Transportation and Traffic:

Promote a balance between the intensity of TOD and the capacity of the multimodal transportation infrastructure provided and affected by TOD, and provide for and accommodate high quality transit, pedestrian, and bicycle infrastructure and services and other measures to limit single occupant vehicle trips.

A TOD should contain the following characteristics relating to transportation and traffic:

- A multimodal transportation infrastructure, with an emphasis on pedestrian facilities, that offers a choice in transportation modes providing convenient and reliable alternatives to driving to a station area, particularly those station areas without parking.
- A design that accommodates, but minimizes single occupant vehicle trips. Additional measures to minimize single occupant vehicle trips, including Transportation Demand Management measures, should be identified and applied.
- Traffic-calming measures, design techniques and road alignment which balance pedestrian accessibility and vehicular access.

The cumulative impacts of TOD on transportation infrastructure should be evaluated in the TOD area, and improvements provided where needed. *The impacts on roads:* Where applicable, a higher level of delay is acceptable for traffic within TOD areas. A non-degradation policy should be applied to areas immediately adjacent to a TOD area and to arterials serving the TOD area. This policy requires that traffic flow in these adjacent areas and on arterials serving the TOD area perform no worse after development of a TOD takes place. Where it is not possible or appropriate to maintain a non-degradation policy, in lieu of additional road capacity, there can be improvements, measures and/or monetary contributions to a fund to enable the application of techniques to reduce vehicle trips by an appropriate amount in and around the TOD area. *The impacts on transit, pedestrian, and bicycle facilities:* A high level of service should be maintained for transit users that minimizes delay, the need for transfers, and transfer delay. Where it is not possible to maintain a high level of transit service because of extraordinarily high costs, monetary contributions to a fund for the eventual improvement of transit service can be provided in lieu of the maintenance of a high quality transit service. An acceptable level of transit service nevertheless should be maintained during TOD development. A high level of service should be maintained for pedestrians and cyclists, including safety and security, direct pathways, reasonable grades, and minimized delays at intersections.

10. Vision for the Community:

Strive to achieve a broadly inclusive, collaborative, community participation process when evaluating TOD plans that propose substantial changes in use, intensity or density for existing or new transit station areas planning efforts.

Broad-based support and collaboration can be achieved through planning processes that encourage involvement and participation. These processes should utilize a range of tools and techniques for engaging the community and other interested stakeholders. While the particulars of the process should relate to each station, planning processes should include the use of citizen task forces, the Area Plans Review process and other means to result in the following: (1) a collaborative and interactive formulation of a cohesive vision for the transit station area before specific development proposals are formally considered; (2) a TOD vision that is integrated with and complements-surrounding neighborhoods; (3) incorporation of a broad range of aspirations and needs of those communities; (4) active participation by county planning officials, supervisors, community groups and developers to identify, and encourage broad-based involvement and participation by, a wide range of stakeholders, including all interested citizens' associations; (5) continuing stakeholder involvement on a collaborative basis in framing development proposals ultimately considered for specific parcels.

11. Regional Framework:

Provide a more efficient land use pattern by concentrating growth around existing and planned transit station areas.

Maximizing development around transit can provide a regional benefit by accommodating some of the region's projected employment and residential growth, as well as making jobs accessible by transit. In instances where substantial changes in use, density or intensity are being considered as part of station area planning, the implications and impacts on the transit system should be considered. Cumulative impacts on transit service and capacity as well as on traffic capacity should be evaluated in a transit-oriented development, and improvements evaluated where needed. These planning efforts should include coordination and cooperation with adjacent jurisdictions and WMATA and VRE. The use of Transfer of Development Rights (TDR's) should be examined as a technique to relocate zoned density to TOD areas if it results in future development that agrees with Comprehensive Plan recommendations.

12. Environmental Benefits:

Seek opportunities for mitigating environmental impacts of development.

The environmental benefits of compact, mixed use development focused around transit stations can include improved air quality and water quality through the reduction of land consumption for development in other areas. The utilization of land near transit and the existing infrastructure allows the County to accommodate increasing growth pressures in

a smaller area served by infrastructure. Improvements in air quality due to reduced vehicle miles traveled and reduced automobile emissions can also be viewed as a benefit of TOD. Environmental impacts (such as impacts on mature trees, stormwater management) of proposed development should be examined and mitigated to minimize potential negative impacts. Low Impact Development Techniques, such as rain gardens, should be incorporated into proposed developments to reduce potential impacts of stormwater runoff from these areas. Sites undergoing redevelopment should optimize stormwater management and water quality controls and practices for redevelopment consistent with revitalization goals.

13. Economic Benefits:

Create an employment base and encourage commercial revitalization adjacent to transit facilities.

Development around transit stations can help to address housing and transportation costs in the County by providing opportunities to balance these costs in TODs. Employment uses near transit can provide opportunities for lowered transportation costs for employees. Additionally, housing near transit offers similar transportation savings and opportunities for housing near employment. Opportunities to create new small business opportunities as well as assist in the retention of existing small businesses should be evaluated as part of TOD planning.

14. Open Space:

Provide publicly-accessible, high-quality, usable open space.

Urban parks and open space contribute to a development's sense of place and are integral amenities offered to residents, workers and shoppers. Transit-oriented development plans should provide opportunities for amenities such as public gathering spaces, civic focal points, plazas and open green space and offer a variety of activities such as dining, casual games and recreation, performances, visual arts and special events. These spaces should be accessible to the larger community as well as the immediate transit-oriented development area. Efforts should also incorporate open space preservation, such as stream valleys, where appropriate.

15. Public Facilities and Infrastructure:

Evaluate opportunities to include public facility improvements and services within the TOD area.

TOD may provide opportunities to improve public facilities. Locating public facilities in station areas provides important public services in areas accessible to public transportation and can increase activity within the TOD. Cumulative impacts of development in a TOD on public facilities should be identified and offset, such as

impacts on schools, parks, libraries, police, fire and rescue, stormwater management and other publicly owned community facilities.

16. Phasing of Development:

Ensure that projects are phased in such a way as to include an appropriate mix of uses in each phase of the development.

A balanced mix of residential and non-residential uses should be provided to encourage a critical mass of pedestrian activity. However, concurrent development of all uses may not be feasible due to market conditions. In instances where a certain mix of uses is critical to the success of the TOD, the development should include a commitment to phase the project in such a way as to include an appropriate mix of uses in each phase to help ensure the long-term success of the mixed-use development. Phasing the development can minimize the potential impacts on the surrounding community and increase amenities for residents, employees, and visitors within the transit-oriented development area. Phasing plans should include pedestrian and bicycle access plans to allow proper non-motorized access throughout the development phases. Provision of open space and recreational amenities should be phased as well so that provision or these facilities is not postponed until final phasing of a development."

ATTACHMENTS

Attachment 1: Consensus strawman documented drafted by the TOD Committee, November 22, 2006.

TOD AS NEW OBJECTIVE

Note: This section would be incorporated after Objective 6, as a new sub-heading under "Land Use Pattern." *(2003 Edition of Comprehensive Plan, Policy Plan, Land Use, as amended through 11-15-04, Countywide Objectives and Policies, Land Use Pattern, page 5):*

Transit-Oriented Development (TOD)

Note: This section will continue to be refined during the Plan Amendment process.

Transit-oriented development (TOD) has a range of definitions, however common characteristics include compact development that contains a mix of housing, employment and retail uses in a high-quality walking environment. TOD is the result of a deliberate planning strategy for reducing sprawl and automobile dependency by focusing moderate to high density growth around planned and existing transit stations. Well-planned development that incorporates good design principles and includes a mix of uses around these stations can create opportunities for compact, pedestrian-friendly and vibrant neighborhood centers within walking distance of transit. Development of TOD can leverage major investments in public transit infrastructure, contribute to environmentally sound means to accommodate new growth in the County, improve access to transit stations and enhance transportation choice in the area. Initially, this Comprehensive Plan guidance for the development of TODs in Fairfax County focuses around rail stations. Future planning efforts may expand the implementation of TOD guidelines as part of a family of guidelines for development around different types of mass transit.

Note: Objective and Policy will continue to be refined during the Plan amendment process.

NEW OBJECTIVE:

Objective X: **Fairfax County should encourage Transit-Oriented Development (TOD) with focused growth near planned and existing rail transit stations to create opportunities for pedestrian- and bicycle-friendly, compact, vibrant neighborhood centers accessible to transit.**

Policy a. The TOD principles as indicated in the "Guidelines for Transit-Oriented Development" section in the Land Use Appendix should be used in future planning efforts in areas of focused growth adjacent to and including transit station areas and in the review of development applications that propose a substantial change in use, intensity or density.

APPENDIX 11

GUIDELINES FOR TRANSIT-ORIENTED DEVELOPMENT

The following guidelines and design principles are intended to effect well-planned transit-oriented development (TOD) and should be considered in planning efforts and in the review of proposals for development around planned and existing rail stations. These guidelines are intended to provide guidance for TOD in addition to the specific guidance found in Area Plans for each station area.

1. Transit Proximity and Station Area Boundaries:

The highest density/land use intensity should be focused and concentrated close to the rail station, and where feasible, above the rail station. Subject to site-specific considerations, this transit-oriented development area may be generally defined as a ¼ mile radius from the station platform, with density and intensity tapering to a ½ mile radius from the station platform [or a 5-10 minute walk]. Station-specific delineations should allow for the consideration of conditions such as roads, topography, or existing development that would reduce the frequency of pedestrian usage of transit and therefore reduce the expected walking distance to a station within which higher intensity development may be appropriate. Higher intensities within the delineated area may be appropriate if barriers are overcome and demonstrable opportunities exist to provide pedestrians a safe, comfortable and interesting walk to transit. Density and land use intensity should generally decrease as distance from the station increases. To protect existing neighborhoods in the general vicinity of transit but not planned for transit-oriented development, Area Plans should include clearly delineated boundaries for transit-oriented development based upon these criteria.

2. Station-specific flexibility:

Each of Fairfax County's planned and existing rail stations has a unique character in terms of surrounding land uses and roadways, environmental and topographical characteristics, and location within the rail system. Implementation of these guidelines, within Transit Station Area (TSA) boundaries established in Area Plans, should provide for the flexibility to examine the unique characteristics and needs of a particular station area in relation to transit-oriented development principles, such as the appropriate mix of land uses, the appropriate development intensity, and the planned usage of surrounding areas (e.g., stable residential neighborhood, revitalization area, urban center).

3. Pedestrian and Bicycle Access:

Techniques to encourage safe pedestrian and bicycle travel to and from the station area are encouraged. This may include an integrated pedestrian and bicycle system

plan with features such as on-road bicycle lanes, walkways, trails and sidewalks, amenities such as street trees, benches, bus shelters, adequate lighting, covered walkways, pedestrian aids such as moving sidewalks and escalators, covered and secure bicycle storage facilities close to the station, shower and changing facilities, a pedestrian-friendly street network, and appropriate sidewalk width. To reach a transit station, cyclists often travel greater distances than pedestrians. To maximize ridership, and to better integrate surrounding communities to the TOD community, usable trails and other systems should be encouraged beyond the TSA.

4. Mix of land uses:

Transit-oriented development should include a mix of uses to ensure the efficient use of transit, to promote increased ridership during peak and off-peak travel periods in all directions, and to encourage different types of activity throughout the day. A balanced mix of residential, office, retail, service, governmental, institutional and recreational uses should be provided to encourage a critical mass of pedestrian activity as people live, work and play in these areas. The appropriate mix of uses should be determined in Area Plans by examining the unique characteristics and needs of each station area. Specific development plans that conflict with achievement of the mix of uses planned for that station area are discouraged.

5. Housing affordability:

Residential uses included as part of transit-oriented developments should provide a range of housing opportunities for residents at different income levels, including housing for residents of low and moderate incomes. Affordable housing, workforce housing, and housing for seniors should generally be encouraged on-site. Residential uses should also incorporate a mix of housing types and sizes where possible.

6. Design:

Excellence in urban design, including site planning and building design, is encouraged in transit-oriented development areas to create a pedestrian-focused sense of place. Elements may include well-landscaped public spaces such as squares and plazas, urban parks, courtyards, an integrated pedestrian system, street-oriented building forms with a pedestrian focus, compact development, appropriate street width and block size, mitigating the visual impact and presence of structured parking, and high-quality architecture.

Street Design: A grid of safe, attractive streets should provide connectivity throughout the site and to and from adjacent areas. The street grids around transit station areas should be designed at a scale that facilitates safe pedestrian and cyclist movement and provides vehicular circulation and capacity. Street design should incorporate elements such as lighting, appropriate street width, sidewalk width and intersection dimensions to allow for pedestrian, bicycle and multi-

modal vehicular use, and should be designed to provide universal access to people with a range of abilities and disabilities. The design of streets should also encourage lower traffic speeds and superior pedestrian circulation through provision of on-street parking and street trees.

Possible additional language:
To facilitate bicycle and pedestrian access to the station, high volumes of traffic should be discouraged near the station by locating commuter garages at the periphery of the TOD boundaries, rather than immediately adjacent to the station.

7. Parking:

Encourage the use of maximum parking caps, shared use parking facilities, incentive programs to reduce automobile usage, carpooling, metered parking, car-sharing programs, neighborhood parking programs, and other techniques to encourage the use of transit while also maximizing the use of parking spaces at different times of day. Efforts to provide urban design elements such as street parking, measures to minimize the visual impact of parking structures, use of underground parking, and minimizing surface parking lots should be encouraged. Wherever possible, ground floor uses and activities should be incorporated into structured parking, particularly where parking structures are located along streets where pedestrian activity is encouraged.

8. Transportation and Traffic:

Cumulative impacts on transit service and capacity as well as on traffic capacity should be evaluated in a transit-oriented development, and improvements evaluated where needed. Choice in transportation modes should be offered (such as feeder bus routes, shuttles, bicycle usage, carpooling) to provide convenient and reliable alternatives to driving to a station area, particularly those station areas without parking. Anticipated mode-split should be part of the evaluation of transit-oriented development. Transportation Demand Management programs should be implemented as part of a transit-oriented development to promote reduced automobile usage. Traffic-calming measures and design techniques to discourage cut-through traffic and to allow for appropriate drop-off points should be incorporated into development designs.

9. Vision for the community

Transit-oriented development plans which propose substantial changes in use, intensity or density, new transit station area planning efforts, as well as major changes to existing transit station area plans, should be accomplished through a broadly inclusive, collaborative, community process that examines, among other items, proposed changes in use, intensity, and impacts on and opportunities for improvements to public infrastructure. These planning processes should utilize a

range of tools and techniques for engaging the community and other interested stakeholders.

Alternative Language

TOD literature and experience affirm that broad public participation in decision-making directly supports the long-term success of transit-oriented projects. To achieve this, innovative planning techniques are encouraged that broaden and deepen meaningful public involvement when planning around transit facilities begins. These innovative processes emphasize interactive planning shaped by open community dialogue.

The Planning Commissioners and Magisterial District Supervisors serve as the focal point for initiating innovative planning of areas surrounding transit facilities. While the particulars of the process should relate to each station, innovative planning processes should use citizen task forces, the Area Plans Review process and other means to result in the following: (1) a collaborative and interactive formulation of a cohesive vision for the transit station area before specific development proposals are formally considered; (2) a TOD vision that is integrated with and complements the surrounding neighborhoods; (3) incorporation of a broad range of aspirations and needs of those communities; (4) active participation by county planning officials, supervisors, community groups and developers to identify, and encourage broad-based involvement and participation by, a wide range of stakeholders, including all interested citizens' associations; (5) continuing stakeholder involvement on a collaborative basis in framing development proposals ultimately considered for specific parcels.

Alternative Language (combination option)

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supervisors, community groups and developers to identify, and encourage broad-based involvement and participation by, a wide range of stakeholders, including all interested citizens' associations; (5) continuing stakeholder involvement on a collaborative basis in framing development proposals ultimately considered for specific parcels.

10. Regional framework:

Transit-oriented development can provide more efficient regional land use patterns by concentrating growth around existing and planned transit station areas. Maximizing development around transit can be a benefit regionally by accommodating some of the region's projected employment and residential growth, as well as making jobs accessible by transit. In instances where substantial changes in density or intensity are being considered as part of station area planning the implications and impacts on the transit system should be considered. These planning efforts should include coordination and cooperation with adjacent jurisdictions and WMATA and VRE. The use of Transfer of Development Rights (TDR's) should be encouraged to relocate zoned density if it results in future development that agrees with Comprehensive Plan recommendations.

Alternative/Additional Language:

Wherever possible, TOD should be planned for at the transit-system scale, instead of assessing each proposal or area individually. Plans should assess opportunities not only at each station site, but should also include a broader approach and consider the interplay between land uses around each station and the way they can affect transit system-wide ridership, the capacity of other stations along affected transit lines, and other resulting impacts such as traffic, etc. Although each individual station must balance node and place functions to some extent, the value of the system as a whole can be enhanced if there is some degree of specialization, which can enhance the goals of TOD. Thus, many station areas may be fairly specialized, yet still with the result that the line as a whole will provide a reasonable mix of jobs, housing, retail and commuter parking. Even when specialization is not carried out to a great extent, any TOD project will be made more effective if it is planned with other station areas in mind.

11. Environmental benefits:

The environmental benefits of compact, mixed use development focused around transit stations can include improved air quality, water quality, and the preservation of green space and environmental areas through the reduction of land consumption for development in other areas of the County. The utilization of land near transit and existing infrastructure allows the County to accommodate increasing growth pressures in a smaller area served by infrastructure. Improvements in air quality due to reduced vehicle miles traveled and reduced automobile emissions can also be

viewed as a benefit of TOD. Environmental impacts (such as impacts on mature trees, stormwater management) of proposed development should be examined and mitigated to minimize potential negative impacts, and sites undergoing redevelopment should demonstrate improved post-development environmental conditions.

12. Economic benefits:

In addition to the benefits of providing a mix of uses, including retail, employment and residential uses in one place, development around transit stations can help to address housing and transportation costs in the County by providing opportunities to balance these costs in TODs. Residential uses near transit can provide opportunities for lowered transportation costs for residents and can also provide housing opportunities for households at varying income levels. Opportunities to assist in the retention of local and small businesses should be evaluated as part of TODs.

13. Open space:

Urban parks and open space contribute to a development's sense of place and are integral amenities offered to residents, workers and shoppers. Transit-oriented development should include publicly-accessible, high-quality, usable open space that provides opportunities for amenities such as public gathering spaces, civic focal points, plazas and open green space and offer a variety of activities such as dining, casual games and recreation, performances, visual arts and special events. These spaces should be accessible to the larger community as well as the immediate transit-oriented development area. Efforts should also incorporate open space preservation, such as stream valleys, where appropriate.

14. Public Facilities and Infrastructure:

New development in transit-oriented development areas should look for opportunities to include public facility improvements and services within the transit-oriented development area. Cumulative impacts of development in a TOD on public facilities should be identified and offset (see Appendix 9 – Residential Development Criteria), such as impacts on schools, parks, libraries, police, fire and rescue, stormwater management and other publicly owned community facilities.

Alternative/Additional Language:

A TOD project may have transit impacts well outside of its area, notably on transit capacity at other stations, which in turn can impact the utility of the line as a whole. Such impacts should be recognized and measured to the extent possible, and effective steps to mitigate any negative effects should be included in TOD plans.

15. Phasing of Development:

As outlined previously, a balanced mix of residential and non-residential uses should be provided to encourage a critical mass of pedestrian activity. Fairfax County recognizes that concurrent development of all uses may not be feasible due to market conditions. In instances where a certain mix of uses is critical to the success of the TOD, the development should include a commitment to phase the project in such a way as to include an appropriate mix of uses in each phase to help ensure the long-term success of the mixed-use development. Phasing the development can minimize the potential impacts on the surrounding community and increase amenities for residents, employees, and visitors within the transit-oriented development area. Phasing plans should include pedestrian and bicycle access plans to allow proper non-motorized access throughout the development phases.