

PLAN AMENDMENT 2013-CW-1CP
Assessing Fairfax County's Suburban Centers

Fairfax County Department of Planning & Zoning
Planning Division
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STAFF REPORT FOR PLAN AMENDMENT 2013-CW-1CP

INTRODUCTION

The Board of Supervisors authorized the Suburban Center Classification Plan Amendment (PA 2013-CW-1CP) on July 9, 2013 as part of the Pilot Comprehensive Plan Amendment Work Program that includes new studies anticipated to begin between 2013 through 2016. This Comprehensive Plan amendment originates from a follow-on recommendation that was part of PA S11-CW-2CP, the update to the Concept for Future Development (Concept) adopted by the Board of Supervisors on June 19, 2012. The follow-on recommendation directs staff to evaluate whether the term *suburban center* reflects the character and future vision of these places in the county.

The question of the suitability of the term in part speaks to a perception that suburbs symbolize large block, lower density development, and urban environments embody compact mixed-use centers. How individuals identify with cities and suburbs is influenced by prevalent cultural ideas and images; “cities and suburbs, in other words, are partly “landscapes of the mind”...and only partly specific social and physical environments.”¹ In addition to the range of individual viewpoints, there is an absence of a “systematic scheme for grasping and classifying distinctive types of urban and suburban residential neighborhoods.”² As a result, some of the challenges faced when examining this question can be attributed to these two factors, the varying perceptions of *suburban* and/or *urban* and the absence of an established standard applicable across the United States or even within the Washington metropolitan region. In Fairfax County, the county’s pattern of land use is described by the Concept for Future Development.

This report includes an evaluation of the Concept’s suburban center land classification category, existing and planned development within suburban centers, recent planning studies, research of other localities, and Countywide policies. The research informs staff’s recommendation of whether the term *suburban center* is appropriate to characterize certain areas of Fairfax County.

CONCEPT FOR FUTURE DEVELOPMENT ANALYSIS

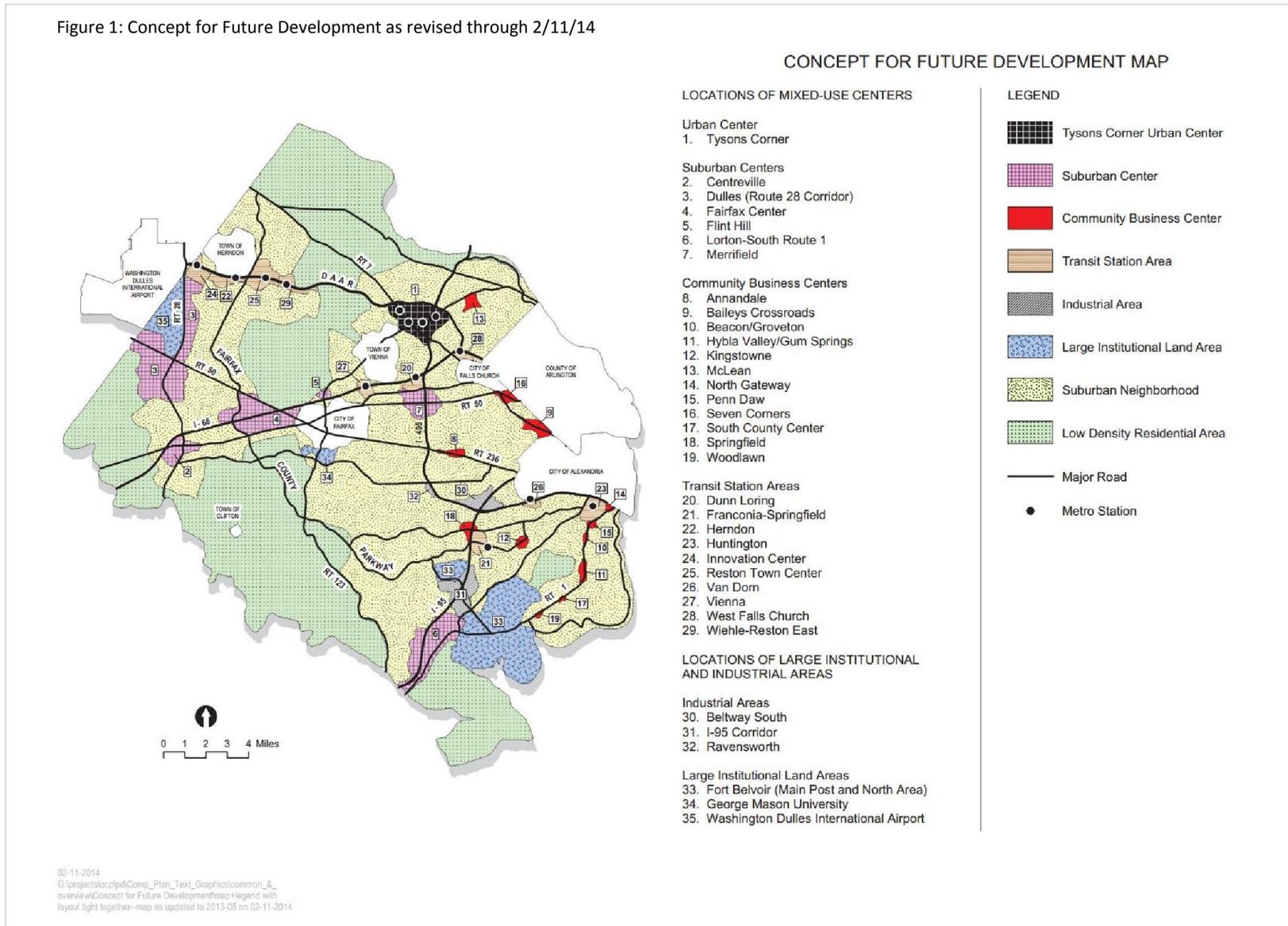
The Concept was adopted in 1990 and consists of the Land Classification System and Concept Map. The Concept provides direction when making planning decisions to be used alongside applicable Policy Plan and Area Plans guidance. The Concept classifies Fairfax County’s land area into eight categories based on common attributes such as existing and planned land uses, development intensity, and transit accessibility. The land classification categories are the Tysons Corner Urban Center, Suburban Centers, Community Business Centers, Transit Station Areas, Industrial Areas, Large Institutional Land Areas, Suburban Neighborhoods, and Low Density Residential Areas.

¹ Sies, Mary Corbin, *North American Suburbs, 1880-1950*, *Journal of Urban History*, Vol. 27 No. 3, March 2001, page 319.

² Sies, Mary Corbin, *North American Suburbs, 1880-1950*, *Journal of Urban History*, Vol. 27 No. 3, March 2001, page 314.

Figure 1 depicts the Concept for Future Development. The six generalized shapes of the suburban centers are numbered 2 through 7 and shown with the purple hatched pattern.

Figure 1: Concept for Future Development as revised through 2/11/14



The definition of suburban centers as shown below and can be found in the Overview of each Area Plan volume of the Comprehensive Plan as amended through February 11, 2014:

Suburban Centers

Suburban Centers are employment centers located along major arterials. These areas are evolving to include mixed-use cores such as transit station areas and town centers that are more urban in character. The core areas are generally surrounded by transitional areas of lesser intensity.

- Encourage a complementary mix of office, retail and residential uses in a cohesive moderate to high-intensity setting.
- A grid of streets and well-designed pedestrian connectivity should be established in core areas. The transitional areas outside of the core should have connectivity to core area amenities. Similarly, connectivity should be provided between transitional area amenities and core areas.
- A balance of transportation and land use in core areas is important as suburban centers evolve to be less dependent on the personal vehicle as a result of transit accessibility.

The Concept definition for suburban centers emphasizes the evolving mixed-use core or center within these areas; the residential component is mentioned relative to the core in terms of functioning as a transitional area surrounding the core. The core area emphasis highlights a vision for an integrated mix of land uses at higher intensities around transit stations or town centers, accommodating multiple modes of transport that connect centers, and improving pedestrian connectivity within and to these nodes of activity.

CORE AREAS

Central to suburban centers as defined by the Comprehensive Plan is the presence of mixed-use cores that are more urban in character based on building form, parking configurations, transit accessibility, and development intensity, among other characteristics. Figure 2 notes the presence of core areas and their planned intensities expressed in terms of floor-area ratio (FAR).

Figure 2: Summary Chart of Core Areas in Suburban Centers

Suburban Center	Acreage	Core Area Planned	Type of Core Area	Maximum Planned Intensity in Core Area
Centreville	712	Yes	Town center, Land Unit E. Future transit per Plan option in the Centreville Farms Area (outside the suburban center in Land Unit I), transit also recommended in H-2.	0.60 FAR for nonresidential uses; residential at 35 du/ac.
Dulles	6,937	Yes	Innovation Center TSA, Phase 2 of the Dulles Metrorail Project - 11 new Silver Line Metrorail stations from East Falls Church to Ashburn.	TSA south - 2.0-3.0 FAR within ¼ mile radius of station (Tier 1) TSA north (Land Units A, B, C) – 0.50 to 2.80 FAR based on distance from station
Fairfax Center	2,874	Yes	Character of TSA depends on presence and type of transit - BRT and Metrorail options near Fair Oaks Mall.	Mall property only (109.5 acres) - 0.80 FAR with BRT; 1.0 FAR with Metrorail at Overlay level.
Flint Hill	137	No	NA	NA

Lorton-South Route 1	2,510	Yes	Town center near Lorton Station, Virginia Railway Express (VRE) commuter rail line.	0.30 FAR for nonresidential uses, residential density of 5 du/ac.
Merrifield	1,234	Yes	Dunn Loring TSA and Town Center in Land Unit F	2.25 FAR for TSA; 1.20 FAR for Town Center

As shown in Figure 2, with the exception of Flint Hill, all of the county's suburban centers are recommended to contain core areas. The Comprehensive Plan guidance for these core areas generally recommends a mix of residential and nonresidential uses, the provision of supporting elements such as affordable housing and urban parks, a focus on the pedestrian realm, and the desire for cohesive, high quality urban design.

The Innovation Center Transit Station Area (TSA) in the Dulles Suburban Center is planned for the highest intensity of all core areas; this TSA is bisected by the Dulles Airport Access Road and Toll Road (DAAR, Route 267) resulting in a split between the north and south sides of the station area, with only the south side within the Dulles Suburban Center. The Lorton-South Route 1 Town Center located near the VRE station is planned for the lowest intensity of all core areas. Merrifield Suburban Center is the only suburban center with two cores areas; one is the Dunn Loring Transit Station Area surrounding the Dunn Loring Metrorail station, and the other is the Merrifield Town Center which has been developed as the Mosaic District.

Core areas include existing or planned Metrorail or VRE stations with the exception of Merrifield Town Center/Mosaic District and Centreville. While a transit station to serve the Mosaic District is currently not shown on the Countywide Transportation Plan Map, the adopted Comprehensive Plan states when the widening of Gallows Road is evaluated consideration should be given to whether rapid transit can be incorporated. The preliminary recommendation from the Countywide Transit Network Study is to accommodate light rail on Gallows Road in the future. The recommendations and findings from the study are in the process of being refined, and all final recommendations will be reviewed by the Board of Supervisors.

In terms of Centreville, the Comprehensive Plan recommends a Metrorail station and ancillary facilities in the Centerville Farms Area and in sub-unit H2 located at the southwest intersection of Lee Highway (Route 29) and I-66, both of which are located outside of the Centreville Suburban Center boundary. The properties recommended for transit-related uses in Centreville Farms are under ownership by the Fairfax County Board of Supervisors.

EMPLOYMENT ACTIVITY

In addition to core areas, the Concept describes suburban centers as employment centers. Figure 3 compares the estimated number of planned jobs in suburban centers to the number of planned jobs countywide. The number of existing and planned jobs was calculated by applying an employment factor of gross square feet per employee based on the type of nonresidential use.

The amount of planned square feet of nonresidential use is from the quantification of 2010 nonresidential Comprehensive Plan potential, maximum residential scenario, with the inclusion of the Land Unit A in the Dulles Suburban Center that was adopted by the Board of Supervisors in December 2013. This is the only land use study that resulted in major change to Plan potential

in suburban centers after 2010. The 2010 numbers were also considered in the report *State of the Plan – An Evaluation of Comprehensive Plan Activities Between 2000-2010* published in May 2012.

In total, approximately 36 percent of all planned jobs or approximately 433,336 jobs countywide are located in the suburban centers. Considering suburban centers comprise only about 5.6 percent of the County's total acreage, or approximately 14,044 of 250,221 acres, 36 percent represents a significant proportion of planned jobs. A majority of the industrial jobs can be attributed to Dulles Suburban Center. The share of planned jobs in suburban centers suggests these areas will continue to function as centers of employment.

Figure 3: Nonresidential Plan Potential, Suburban Centers Compared to Rest of County			
Nonresidential Land Use Type	Suburban Centers (2010 with 2013 Dulles SC)	County Total (2010)	Suburban Centers as % of County Total
Office (sf)	83,555,003	209,346,598	
Employment Factor (gsf/emp)	300	300	
<i>Jobs</i>	<i>278,517</i>	<i>697,822</i>	<i>40%</i>
Retail (sf)	23,912,768	76,558,445	
Employment Factor (gsf/emp)	400	400	
<i>Jobs</i>	<i>59,782</i>	<i>191,396</i>	<i>31%</i>
Industrial (sf)	38,267,308	89,419,408	
Employment Factor (gsf/emp)	450	450	
<i>Jobs</i>	<i>85,038</i>	<i>198,710</i>	<i>43%</i>
Government/Institutional (sf)	4,999,478	56,084,812	
Employment Factor (gsf/emp)	500	500	
Jobs	9,999	112,170	9%
Total Jobs	433,336	1,200,098	36%

RESIDENTIAL ACTIVITY

Residential use is planned as part of a complementary mix of uses in a moderate to high-intensity setting, particularly in the core areas. Figure 4 compares the estimated number of planned single family detached, townhouse, and multifamily units in suburban centers to the number of planned residential units countywide. The maximum residential Comprehensive Plan potential in 2010 with the inclusion of the update to Dulles Suburban Center was also used in this analysis.

Figure 4: Residential Plan Potential, Suburban Centers Compared to Rest of County			
Residential Unit Type	Suburban Centers (# of units 2010 with 2013 Dulles SC)	County Total (# of units 2010)	Suburban Centers as % of County Total
Single Family Detached	2,351	220,409	1%
Townhouse	21,649	98,332	22%
Multifamily	42,236	223,296	19%
Total Units	66,236	542,037	12%

As shown in Figure 4, the Comprehensive Plan recommends approximately 66,236 total residential units in suburban centers, which accounts for approximately 12 percent of total planned residential units in the county. A majority of the planned residential potential countywide is found in low density residential areas and suburban neighborhoods, which comprise approximately 85 percent of the county's total acreage. This is particularly the case for planned single family detached residential units.

In terms of the distribution of residential units by type in suburban centers, single family detached units represent approximately 4 percent of the total planned units, townhouses comprise approximately 33 percent, and multifamily units comprise the largest share of planned residential potential at approximately 64 percent. These numbers reflect planning efforts that have resulted in the adoption of recommendations for higher density residential development in core areas and the comparatively modest amount of planned single family residential use in suburban centers.

Appendix B contains additional data analysis, primarily to offer comparisons between Plan potential and existing development for each suburban center. The analyses include the estimated ratios of residents to jobs, density in terms of number of residents and jobs per acre, and the composition of existing and planned development by residential and nonresidential land use types.

RECENT SUBURBAN CENTER PLANNING STUDIES

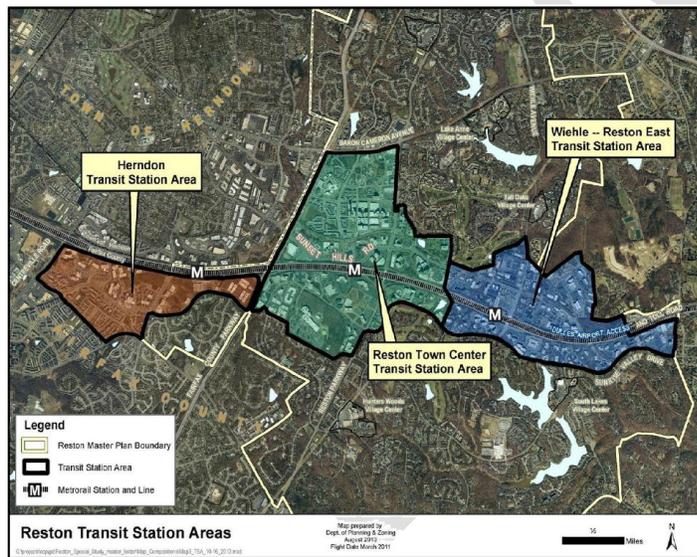


Figure 5: TSAs in Reston Area

The Reston Master Plan Special Study (Phase 1) Plan Amendment ST09-III-UP1(A) adopted on February 11, 2014 replaced the Reston-Herndon Suburban Center with contiguous TSAs as shown in Figure 5. The TSAs comprise the same shape and boundary as the former Reston Herndon Suburban Center. The new vision recognizes an opportunity to implement focused redevelopment around a major regional transit investment. Each TSA recommends transit-oriented development (TOD) within $\frac{1}{2}$ mile of the new stations where the greatest planned densities, a walkable grid pattern for pedestrian connectivity, a complementary mix of uses, and other elements are to be

located. Non-TOD districts are proposed to maintain their existing character, uses, and zoned intensities unless the Plan recommends otherwise. As demonstrated by the adopted Plan guidance for the new TSAs, other land classification types in addition to suburban centers address transitions and compatibility between high density nodes and stable areas of little anticipated change.

The Fairfax Center Area which includes Fairfax Center Suburban Center, Dulles Suburban Center, and Merrifield Suburban Center are all in various stages of review at the time this staff report was published. Staff will be examining existing conditions and adopted Comprehensive Plan recommendations, and may consider alternative land use scenarios for portions of the suburban centers if appropriate. While recommendations may not include reclassifying any of a particular suburban center to another Concept land classification type, Phase I of the Reston Master Plan Special Study demonstrates how changes in circumstance may warrant modifying land classification types based on future conditions.

OTHER JURISDICTIONS AND COG

Research of the term *suburb* or *suburban* in the Comprehensive Plans for Loudoun County, Prince William County, and Montgomery County was conducted to understand how the term is considered regionally. These jurisdictions are similar to Fairfax County in terms of the pattern of development over time. The use of the terminology by the Metropolitan Washington Council of Governments (COG) was also examined in the context of their work related to Regional Activity Centers. COG is a nonprofit association that focuses on regional issues and is comprised of 300 elected officials representing 22 local governments, the Maryland and Virginia state legislatures, and U.S. Congress. A detailed review of each jurisdiction is included in Appendix A, and the analysis below summarizes the comparison between the case studies and Fairfax County.

Loudoun County and Prince William County include Suburban Policy Areas and Suburban Areas, respectively, to characterize existing and planned land use. Both Suburban Policy Areas and Suburban Areas allow for strategically located mixed-use development with enhanced pedestrian connectivity and other amenities.

Loudoun County's land use types within Suburban Policy Areas (town center, urban center, and transit nodes) resemble Fairfax County's core areas in terms of their envisioned function, mix of uses, and strategic location. One major distinction is the recommended densities in Fairfax County's suburban center core areas are generally greater than the recommended densities for the town center, urban center, and transit nodes, particularly when compared to the transit station areas.

Alternatively, Prince William County's Suburban Areas more closely resembles Fairfax County's Suburban Neighborhoods in terms of emphasizing the low density residential character and neighborhood-serving retail and office. While the Centers of Community Overlay and CEC and NC land classification types address mixed-use development and pedestrian connectivity, the Urban Area land use type that is separate from Suburban Areas better aligns with the core areas of suburban centers.

Montgomery County's Wedges and Corridors conceptual map and policy guidance is similar to the Concept for Future Development in terms of providing generalized land use guidance for areas that share similar characteristics. While the Concept specifically identifies transit station areas and community business centers as separate land classification types, Objective 2 of the General Plan addresses "identifiable centers of community activity at all levels: city, town,

neighborhood, and rural community,”³ and within these centers encourages streets designed to encourage street level activity and a safe pedestrian environment, using special care to plan for suitable transitions between residential communities and commercial centers, and limiting the development of new centers and expansion of existing centers to a size appropriate to the scale and character of communities.⁴

Fairfax County’s suburban centers align with the overall policy direction of Objective 2 of the General Plan. The master plans for central business districts (CBDs) and/or communities served by Metrorail stations in Montgomery County also contain guidance similar to recommendations for transit station areas in Fairfax County’s suburban centers.

In terms of COG, the Suburban Multi-Use Center is one of six place types used to describe Regional Activity Centers. Because place types are only applied to Activity Centers, it is misleading to compare COG’s place types to Fairfax County’s suburban centers. However, the suggested implementation strategies to address land use mix, public space, housing, and transit may be valuable when considering the implementation of Plan guidance for transit station areas, town centers, or other envisioned core areas within Suburban Centers.

CONCLUSION AND RECOMMENDATIONS

The purpose of this study is to evaluate whether the term *suburban center* reflects the character and future vision of these areas in the county. The Concept’s vision for suburban centers highlights the focus on core areas. The assessment of Comprehensive Plan potential indicates a significant proportion of the county’s planned jobs are located in suburban centers, demonstrating their importance for employment and economic development. Twenty two percent of the county’s townhouse units and 19 percent of multifamily units are recommended in suburban centers, while only one percent of single family detached units are planned in these areas. The desire to focus growth in core areas is reflected in the larger share of planned higher density residential and aligns with the definition of suburban centers from the Concept.

The land use policies and plans for areas designated as suburban in Loudoun, Prince William, and Montgomery counties accommodate strategically located nodes of higher density mixed-use development among largely residential communities. Prince William and Montgomery County’s planned high density nodes are generally not associated with suburban areas, whereas some of Fairfax County’s major nodes of mixed-use development are tied to a suburban center. The approach taken in Reston to dissolve the Reston-Herndon Suburban Center and replace it with transit station areas is similar to Prince William and Montgomery County’s approach of considering high density nodes independent from surrounding lower density areas.

Based on the analysis, staff recommends retaining the term *suburban center* in the Concept for Future Development. Fairfax County’s land use policies and the definition of suburban centers support core areas as a means to create vibrant places, support economic development, and maximize the use of transit. COG’s recommended tools in the *Place + Opportunity: Strategies for Creating Great Communities and a Stronger Region* report may be a suitable resource to evaluate whether particular strategies can incentivize redevelopment in core areas and other activity centers on case-by-case basis.

³ http://www.montgomeryplanning.org/community/general_plans/general_plan_refinement1993/land_use.pdf

⁴ http://www.montgomeryplanning.org/community/general_plans/general_plan_refinement1993/land_use.pdf

“It is not enough to classify a place ‘city,’ ‘suburb,’ ‘industrial satellite suburb,’ or ‘residential city suburb’ without comprehending how that place feels and functions for residents.”⁵ As land use studies are advanced, proposed changes to a study area’s land classification type may in part result from a transformed perception of urban or suburban from the community’s standpoint.

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⁵ Sies, Mary Corbin, *North American Suburbs, 1880-1950*, *Journal of Urban History*, Vol. 27 No. 3, March 2001, page 340.

APPENDIX A: RESEARCH OF OTHER JURISDICTIONS AND COG

LOUDOUN COUNTY

The Loudoun County Comprehensive Plan is a set of policy documents that includes the General Plan amended through December 11, 2013, strategic plans, and the Countywide Transportation Plan.⁶ Chapter 6 of the Revised General Plan describes the Suburban Policy Area that divides the easternmost part of Loudoun County into the four large distinct communities of Ashburn, Dulles, Potomac, and Sterling that offer a mix of residential, commercial, and employment uses.⁷

The Suburban Policy Area recommends the land use types of Town Center, Urban Center, and two forms of transit nodes. These transit nodes are referred to as Transit-Oriented Development (TOD) and Transit-Related Employment Center (TREC), and may be appropriate in strategic locations within the Suburban Policy Area. Overall these may serve a similar function as the core areas of Fairfax County's suburban centers.

Town Centers are recommended west of Route 28 or south of Route 606 and should serve as the “downtown” or community core containing a mix of residential and business uses in a compact setting.⁸ The design of the Town Center should emphasize “pedestrian movement versus automobile movement through the use of a grid street pattern and pedestrian-scale shops and should also include a provision for transit facilities or stops.”⁹ The recommended residential density is 8-16 dwelling units per acre (du/ac) and a nonresidential intensity of 0.40 FAR. This is a comparable density and intensity as the town center recommended in the Lorton-South Route 1 Suburban Center.

An Urban Center is currently being developed at the Route 7/Route 28 interchange; this is the only urban center recommended within the Suburban Policy Area and should function as an intensive, large-scale mixed-use community consisting of a rectilinear layout with public greens, landscaped streets and pedestrian-oriented buildings.¹⁰ The amount of recommended development is tiered based upon the mode of transportation available. At the baseline with pedestrian, road, and utility infrastructure, the recommended density is 8-16 du/ac and up to 0.40 FAR. A second tier of residential use up to 24 du/ac and an intensity of 0.40-1.0 FAR is recommended if there are bus transit facilities, and lastly “when rail facilities are planned, scheduled, designed, and fully funded to serve the Urban Center”,¹¹ residential use up to 24 du/ac and intensity up to 2.0 FAR may be permitted. The middle and third tiers of density are comparable to the Fair Oaks Mall redevelopment options at the Overlay level.

TOD and TREC are two types of transit nodes recommended along the Dulles Greenway. Both types of transit nodes also have recommendations for tiered density. The TOD is recommended to be located between the Route 607 and Route 772 interchanges and should have the most “urban-feel” with a vertical mix of uses and public gathering spaces located within ¼ mile from the transit stop with diminishing intensity away from the station with a grid pattern of development.¹² The TREC is “planned north and west of the Route 606 interchange with the

⁶ <http://www.loudoun.gov/index.aspx?nid=1066>

⁷ http://www.loudoun.gov/documents/43/724/726/727/RGP_Chapter06_SuburbanPolicyArea_201401231430259504.pdf

⁸ http://www.loudoun.gov/documents/43/724/726/727/RGP_Chapter06_SuburbanPolicyArea_201401231430259504.pdf

⁹ http://www.loudoun.gov/documents/43/724/726/727/RGP_Chapter06_SuburbanPolicyArea_201401231430259504.pdf

¹⁰ http://www.loudoun.gov/documents/43/724/726/727/RGP_Chapter06_SuburbanPolicyArea_201401231430259504.pdf

¹¹ http://www.loudoun.gov/documents/43/724/726/727/RGP_Chapter06_SuburbanPolicyArea_201401231430259504.pdf

¹² http://www.loudoun.gov/documents/43/724/726/727/RGP_Chapter06_SuburbanPolicyArea_201401231430259504.pdf

Dulles Greenway and the regional park and ride facility...and is planned for concentrated compact employment use.”¹³ The TREC is envisioned to support employment without residential use as a component of the mix of uses. The nonresidential intensity ranges are the same for both transit nodes. The maximum intensity is 1.0-2.0 FAR and residential use up to 50 du/ac with rail for the TOD. The upper end of the intensity falls within the recommended range for the Innovation Center TSA and is comparable to the recommended intensity of the Merrifield Town Center/Mosaic District.

PRINCE WILLIAM COUNTY

The Prince William County 2008 Comprehensive Plan identifies Suburban Areas in the Long-Range Land Use Plan element dated July 17, 2012. The Suburban Areas “accommodate the lower density residential, neighborhood-oriented retail and service uses, and smaller scale employment uses found in the more traditional neighborhoods and/or along major intra-County transportation corridors.”¹⁴ This characterization of Suburban Areas is similar to the Suburban Neighborhood land classification type from the Concept.

Prince William County recommends Centers of Community Overlay within Suburban Areas for neighborhood centers that may offer a mix of housing types, neighborhood-serving retail, low- to mid-rise offices to serve a local market, and institutional uses. The centers of community are “encouraged to be developed at a higher residential density than surrounding residential uses” and their design and function should be based on the “connectivity of the transportation network, mix of uses that meet community needs, and pedestrian walkability.”¹⁵

The Long-Range Land Use Plan and Map includes two land use classification types within Suburban Areas that can include some mixed-use development. These are Community Employment Center (CEC) projects that should be “located at or near the intersection of principal arterials and major collector roads, or at commuter rail stations”¹⁶ and Neighborhood Commercial (NC) projects which are low density commercial areas to serve surrounding residential neighborhoods at a maximum size of 15 acres.¹⁷

The Long Range Land Use Plan identifies Urban Areas as “either the most intensely developed portions of Prince William County, or those areas planned for intensive development in the future”.¹⁸ The intent of this designation is “to encourage development at densities high enough to bring regional mass transit to Prince William County and better link the County to its region via mass transit.”¹⁹ Urban Areas are analogous to core areas such as Transit Station Areas in Fairfax County’s Suburban Centers. Unlike Loudoun County’s Urban Center designation, the Urban Area is a separate category outside of the Suburban Policy Area. The Long Range Land Use Map notes three types of Urban Areas: a Mass Transit Node (MTN), Regional Employment Centers (REC), Regional Commercial Centers (RCC). Within REC and RCC projects, large-scale employment and retail development is encouraged to serve regional rather than local

¹³ http://www.loudoun.gov/documents/43/724/726/727/RGP_Chapter06_SuburbanPolicyArea_201401231430259504.pdf

¹⁴ <http://www.pwcgov.org/government/dept/planning/Documents/Long-Range%20Land%20Use.pdf>, LU-25.

¹⁵ <http://www.pwcgov.org/government/dept/planning/Documents/Long-Range%20Land%20Use.pdf>, LU-26.

¹⁶ <http://www.pwcgov.org/government/dept/planning/Documents/Long-Range%20Land%20Use.pdf>, LU-27.

¹⁷ <http://www.pwcgov.org/government/dept/planning/Documents/Long-Range%20Land%20Use.pdf>, LU-28.

¹⁸ <http://www.pwcgov.org/government/dept/planning/Documents/Long-Range%20Land%20Use.pdf>, LU-22.

¹⁹ <http://www.pwcgov.org/government/dept/planning/Documents/Long-Range%20Land%20Use.pdf>, LU-22.

markets.²⁰ Within both area types, residential uses should not exceed 25 percent of the gross floor area of a project, and multifamily units at a density of 16-30 du/ac are permitted.

MONTGOMERY COUNTY

The foundation for Montgomery County's land use pattern is the concept of Wedges and Corridors²¹ first described in the 1964 General Plan and updated in 1993. The Wedges and Corridors concept recommends "channeling growth into development corridors while at the same time wedges of open space, farmland, and lower density residential uses are preserved".²² The Wedges and Corridors concept for Montgomery County is shown in Figure 6.²³

Objective 3 of the General Plan notes the county should "provide for moderate density residentially-based Suburban Communities...by continuing residential and supporting commercial uses as the most important uses; planning densities at the edges of Suburban Communities that are compatible with the character of the adjacent area; promoting additional transportation options; using care to protect natural features...and continuing to ensure the centers are designed to serve local needs and are compatible in size, scale, and location with the intent of the Suburban Communities."²⁴ The green Suburban Community "wedges" fall within the boundaries of several master planning areas, including Potomac Subregion, Kensington-Wheaton, White Oak, Kemp Mill, and Fairland.

The Potomac Subregion Master Plan area adopted in 2002 is primarily within the Residential Wedge, with the easternmost portion classified as Suburban Communities. The master plan notes an evolution from "rural and agricultural to a semi-rural and suburban."²⁵ Recommendations to implement the vision for this area include "maintaining and reaffirm a low-density residential "green wedge" for most of the Subregion, limiting sewer extensions to within the recommended sewer envelope...maintaining Potomac's two-lane road policy that limits road capacity expansion, and protecting Potomac's historic resources."²⁶

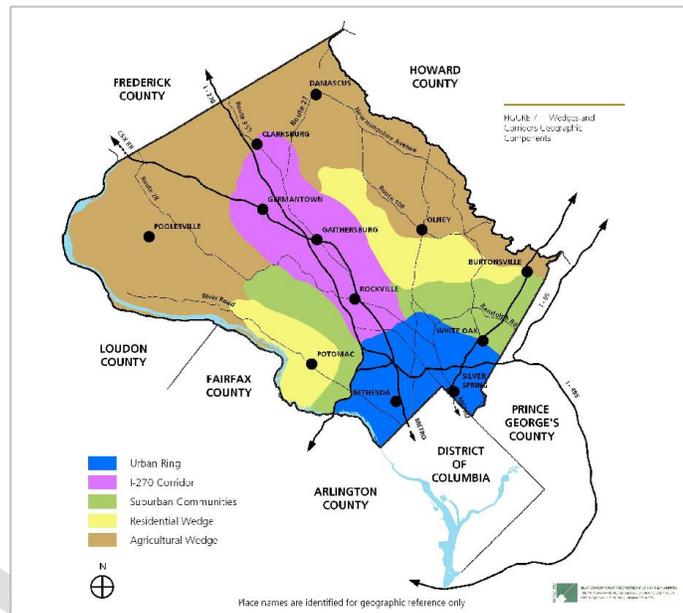


Figure 6: Updated Wedges and Corridors Geographic Components

²⁰ <http://www.pwcgov.org/government/dept/planning/Documents/Long-Range%20Land%20Use.pdf>, LU-23, 24.

²¹ http://www.montgomeryplanning.org/community/general_plans/general_plan_refinement1993/intro2.pdf

²² http://www.montgomeryplanning.org/community/general_plans/general_plans.shtm

²³ http://www.montgomeryplanning.org/gis/large_maps/GP_Refinement_Graphic.jpg

²⁴ http://www.montgomeryplanning.org/community/general_plans/general_plan_refinement1993/land_use.pdf

²⁵ http://www.montgomeryplanning.org/community/plan_areas/potomac/master_plans/potomac/documents/Potomac_Subregion_Master_Plan_v3.pdf

²⁶ http://www.montgomeryplanning.org/community/plan_areas/potomac/master_plans/potomac/documents/Potomac_Subregion_Master_Plan_v3.pdf

The 1989 Kensington-Wheaton Master Plan recommends maintaining and protecting the predominantly low- to medium-density residential character of the area, identifying parcels with a potential for development or redevelopment within the planning area, reinforcing and protecting residential areas along major highways by a land use and landscaping approach called “green corridors”, and the development and promotion of modes of transportation other than the single-occupant automobile to facilitate peak-hour community.²⁷

Similar to the Kensington-Wheaton Master Plan, the 1997 White Oak Master Plan recommendations include “retaining existing residential zoning to protect and reinforce the integrity of the existing neighborhoods and continuing to clearly delineate residential and non-residential areas and encourages landscaping or other physical separate between these uses,” among other recommendations.”²⁸

The Kemp Mill Master Plan adopted in 2001 “contains recommendations that reinforce the unique character of established neighborhoods and recognizes that a neighborhood commercial center should serve as a focal point or center for the surrounding residential neighborhoods.”²⁹ The goals and recommendations reflect a land use concept called Community and Center which consists of neighborhoods, the center, open spaces, and linkages. “Neighborhoods range in size, density, character and age, and additions to any of the neighborhoods should reflect the character and density of the existing neighborhood. The Center provides local shopping and services. Open space surrounds the Kemp Mill Community, and linkages connect bikeways, sidewalks, and paths for access between neighborhoods, local facilities and institutions, public facilities and the Town Center.”³⁰

Lastly, Fairland Master Plan boundary is within both the Suburban Communities and Residential Wedges. The plan was adopted in 1997 and notes “the communities of Fairland are composed of new neighborhoods adjacent to mature neighborhoods, served by local shopping, schools, public services, and parks” and a key component to the Master Plan is to “recognize and reinforce each community’s unique character and identity and ensure local centers serving the communities are attractive, functional, safe, and accessible.”³¹ Other recommendations include “overlay districts to encourage diversification of uses in the US 29/Cherry Hill Road Employment Area and to provide opportunities for redevelopment in the Burtonsville Industrial Area and a new low-intensity regional shopping center in a 42-acre portion of the West*Farm Technology Park.”³²

METROPOLITAN WASHINGTON COUNCIL OF GOVERNMENTS (MWCOCG)

In January 2013, COG voted unanimously to approve 141 Activity Centers in metropolitan Washington.³³ By focusing growth in Activity Centers, the goal is to “improve connections between housing and jobs, reduce environmental impacts, and make better use of limited funds... about two-thirds of Centers are or will be served by the region’s rail transit network of

²⁷http://www.montgomeryplanning.org/community/plan_areas/georgia_avenue/master_plans/kensington_wheaton/highlights_kenwheat89.pdf

²⁸http://www.montgomeryplanning.org/community/plan_areas/eastern_county/master_plans/white_oak/highlights_whiteoak.pdf

²⁹http://www.montgomeryplanning.org/community/plan_areas/eastern_county/master_plans/kempmill_aa/plan.pdf

³⁰http://www.montgomeryplanning.org/community/plan_areas/eastern_county/master_plans/kempmill_aa/plan.pdf

³¹http://www.montgomeryplanning.org/community/plan_areas/eastern_county/master_plans/fairland/documents/FairlandMasterPlan2.pdf

³²http://www.montgomeryplanning.org/community/plan_areas/eastern_county/master_plans/fairland/documents/FairlandMasterPlan2.pdf

³³http://www.mwcog.org/news/press/detail.asp?NEWS_ID=611

Metrorail, commuter rail and light rail.”³⁴ Approved by the COG Board on January 8, 2014, the report entitled *Place + Opportunity: Strategies for Creating Great Communities and a Stronger Region* provides detailed analysis and recommendations associated with four opportunity types and six Activity Center place types.³⁵

The four opportunity types are Transforming, Transitioning, Connected Core, and Stable. Data including household income, income diversity, access to jobs via transit, and housing affordability were used to assess potential vulnerability and access to opportunity for each center and determine the opportunity type.³⁶ The six place types are Urban Centers, Dense Mixed-Use Centers, Suburban Multi-Use Centers, Close-In & Urbanizing Centers, Revitalizing Urban Centers, and Satellite Cities. The recommended place type for each center was based on an analysis of urban form (density, pedestrian and bicycle infrastructure, aesthetics, parks & public space) and market strength (current market performance using residential and office rents and market potential using regional access, location qualities, and supply factors).³⁷

The Suburban Multi-Use Center place type is defined as “moderate-rent, suburban markets in established locations that have the potential to become the ‘next generation’ of denser, multiple-use Centers with the right strategies to encourage future development. These markets today likely support horizontal multiple-use development, but will not see mixed-use vertical development (multiple uses within buildings) without help, especially if structured parking is required.”³⁸ Examples of suburban multi-use centers are the City of Falls Church, Fairfax City, Gaithersburg-Metropolitan Grove, Greenbelt Metro, and Rockville-Town Center.

Huntington/Penn Daw is also identified as a stable suburban multi-use center and examined in more detail as a case study. Recommended development goals for Huntington/Penn Daw include encouraging an additional mix of uses, adding parks and public space, adding pedestrian features, and leverage existing assets at the Huntington Metro station and along Route 1.³⁹ A variety of strategies and tools are suggested to accomplish these goals. These are broadly characterized as zoning interventions, public finance options, development incentives, transportation access & infrastructure improvements, and commercial & job base diversification.⁴⁰

³⁴ http://www.mwcog.org/news/press/detail.asp?NEWS_ID=611

³⁵ http://www.regionforward.org/wp-content/uploads/COG_Place+-OpportunityLR_1-8-14.pdf, page 2.

³⁶ http://www.regionforward.org/wp-content/uploads/COG_Place+-OpportunityLR_1-8-14.pdf, page 22.

³⁷ http://www.regionforward.org/wp-content/uploads/COG_Place+-OpportunityLR_1-8-14.pdf pages 78-79.

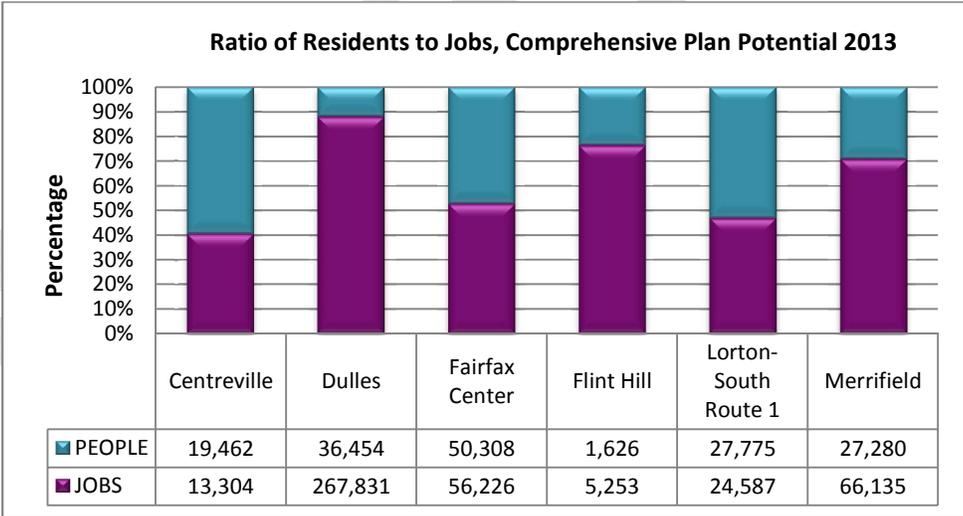
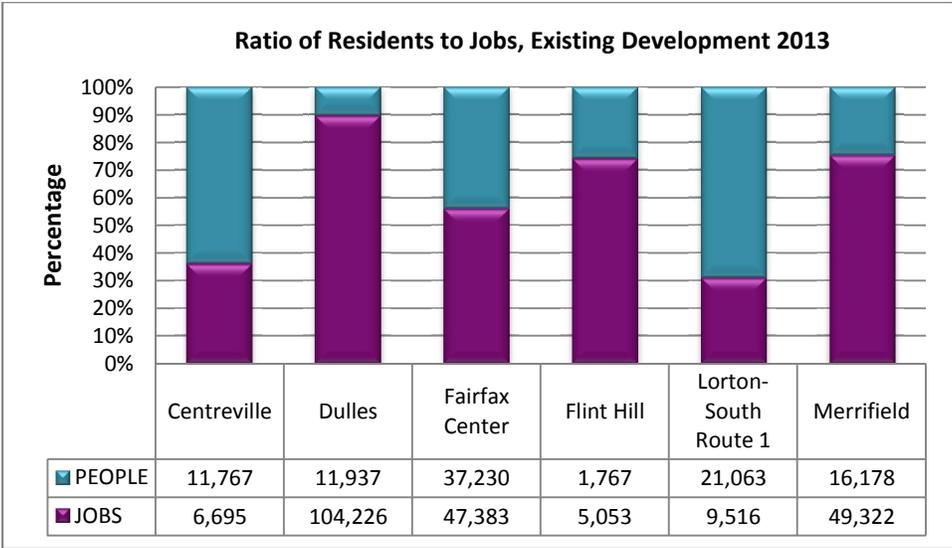
³⁸ http://www.regionforward.org/wp-content/uploads/COG_Place+-OpportunityLR_1-8-14.pdf, page 20.

³⁹ http://www.regionforward.org/wp-content/uploads/COG_Place+-OpportunityLR_1-8-14.pdf, page 45.

⁴⁰ http://www.regionforward.org/wp-content/uploads/COG_Place+-OpportunityLR_1-8-14.pdf, page 45.

APPENDIX B: QUANTITATIVE ANALYSIS

1.) Ratio of Residents to Jobs, Existing Development 2013



2.) Density (Jobs+ People/Acre), Existing and Planned 2013

Existing Development 2013

Suburban Center	Centreville	Dulles	Fairfax Center	Flint Hill	Lorton-South Route 1	Merrifield
Office (2013, gsf)	1,024,390	19,175,393	7,541,983	1,491,849	304,562	10,056,539
Employment Factor (gsf/emp)	300	300	300	300	300	300
Jobs	3,415	63,918	25,140	4,973	1,015	33,522
Retail (2013, gsf)	1,061,927	3,834,599	6,954,704	6,758	576,390	1,733,979
Employment Factor (gsf/emp)	400	400	400	400	400	400
Jobs	2,655	9,586	17,387	17	1,441	4,335
Industrial (2013, gsf)	0	12,007,983	155,458	28,584	3,007,607	2,839,337
Employment Factor (gsf/emp)	450	450	450	450	450	450
Jobs	0	26,684	345	64	6,684	6,310
Government/Institutional (2013, gsf)	312,762	2,018,423	2,255,558	0	188,279	2,577,841
Employment Factor (gsf/emp)	500	500	500	500	500	500
Jobs	626	4,037	4,511	0	377	5,156
Single-Family Units (2013, ea)	232	268	1,253	1	1,731	1
Residential Occupancy Factor (ppl/unit)	3.28	3.28	3.10	3.10	3.43	2.90
People	761	879	3,884	3	5,937	3
Townhouse Units (2013, ea)	1,066	1,217	3,900	204	2,716	707
Residential Occupancy Factor (ppl/unit)	3.06	3.06	2.70	2.70	3.26	2.67
People	3,262	3,724	10,530	551	8,854	1,888
Multifamily Units (2013, ea)	3,670	3,476	10,514	559	2,838	6,322
Residential Occupancy Factor (ppl/unit)	2.11	2.11	2.17	2.17	2.21	2.26
People	7,744	7,334	22,815	1,213	6,272	14,288
Subtotal - Jobs	6,695	104,226	47,383	5,053	9,516	49,322
Subtotal - People	11,767	11,937	37,230	1,767	21,063	16,178
Total - People and Jobs	18,462	116,163	84,613	6,820	30,580	65,500
Total Land Area (acres)	712	6,937	2,874	137	2,510	1,234
Density (jobs+ppl/acres)	25.9	16.7	29.4	49.7	12.2	53.1

Plan Potential 2013

Area	Centreville	Dulles	Fairfax Center	Flint Hill	Lorton-South Route 1	Merrifield
Office (2013, gsf)	2,377,474	49,272,007	12,912,847	1,569,669	4,067,866	13,355,140
Employment Factor (gsf/emp)	300	300	300	300	300	300
Jobs	7,925	164,240	43,043	5,232	13,560	44,517

Retail (2013, gsf)	1,285,789	13,213,903	5,134,882	0	1,127,257	3,150,937
Employment Factor (gsf/emp)	400	400	400	400	400	400
Jobs	3,214	33,035	12,837	0	2,818	7,877

Industrial (2013, gsf)	902,000	31,502,033	0	0	3,541,452	2,321,823
Employment Factor (gsf/emp)	450	450	450	450	450	450
Jobs	2,004	70,005	0	0	7,870	5,160

Government/Institutional (2013, gsf)	79,836	275,788	173,195	10,441	169,543	4,290,675
Employment Factor (gsf/emp)	500	500	500	500	500	500
Jobs	160	552	346	21	339	8,581

Single-Family Units (2013, ea)	708	279	311	0	1,033	0
Residential Occupancy Factor (ppl/unit)	3.28	3.28	3.10	3.10	3.43	2.90
People	2,322	915	964	0	3,543	0

Townhouse Units (2013, ea)	1,861	2,588	9,983	328	6,244	645
Residential Occupancy Factor (ppl/unit)	3.06	3.06	2.70	2.70	3.26	2.67
People	5,695	7,919	26,954	886	20,355	1,722

Multifamily Units (2013, ea)	5,424	13,090	10,318	341	1,754	11,309
Residential Occupancy Factor (ppl/unit)	2.11	2.11	2.17	2.17	2.21	2.26
People	11,445	27,620	22,390	740	3,876	25,558

Subtotal - Jobs	13,304	267,831	56,226	5,253	24,587	66,135
Subtotal - People	19,462	36,454	50,308	1,626	27,775	27,280
Total - People and Jobs	32,765	304,285	106,535	6,879	52,362	93,416

Total Land Area (acres)	712	6,937	2,874	137	2,510	1,234
Density (jobs+ppl/acres)	46.0	43.9	37.1	50.1	20.9	75.7

3.) Existing Land Use and Plan Potential by Suburban Center, 2013

