



PROPOSED COMPREHENSIVE PLAN AMENDMENT

ITEM: ST05-CW-1CP
April 7, 2010

GENERAL LOCATION: Generally between the Capital Beltway, Dulles Toll Road and Route 7.

SUPERVISOR DISTRICTS: Providence, Hunter Mill

PLANNING AREA: Areas I and II

PLANNING DISTRICT/DEVELOPMENT CENTER: Tyson Corner Urban Center

PLANNING COMMISSION PUBLIC HEARING: Wednesday, April 21, 2010 @ 7:30 P.M.

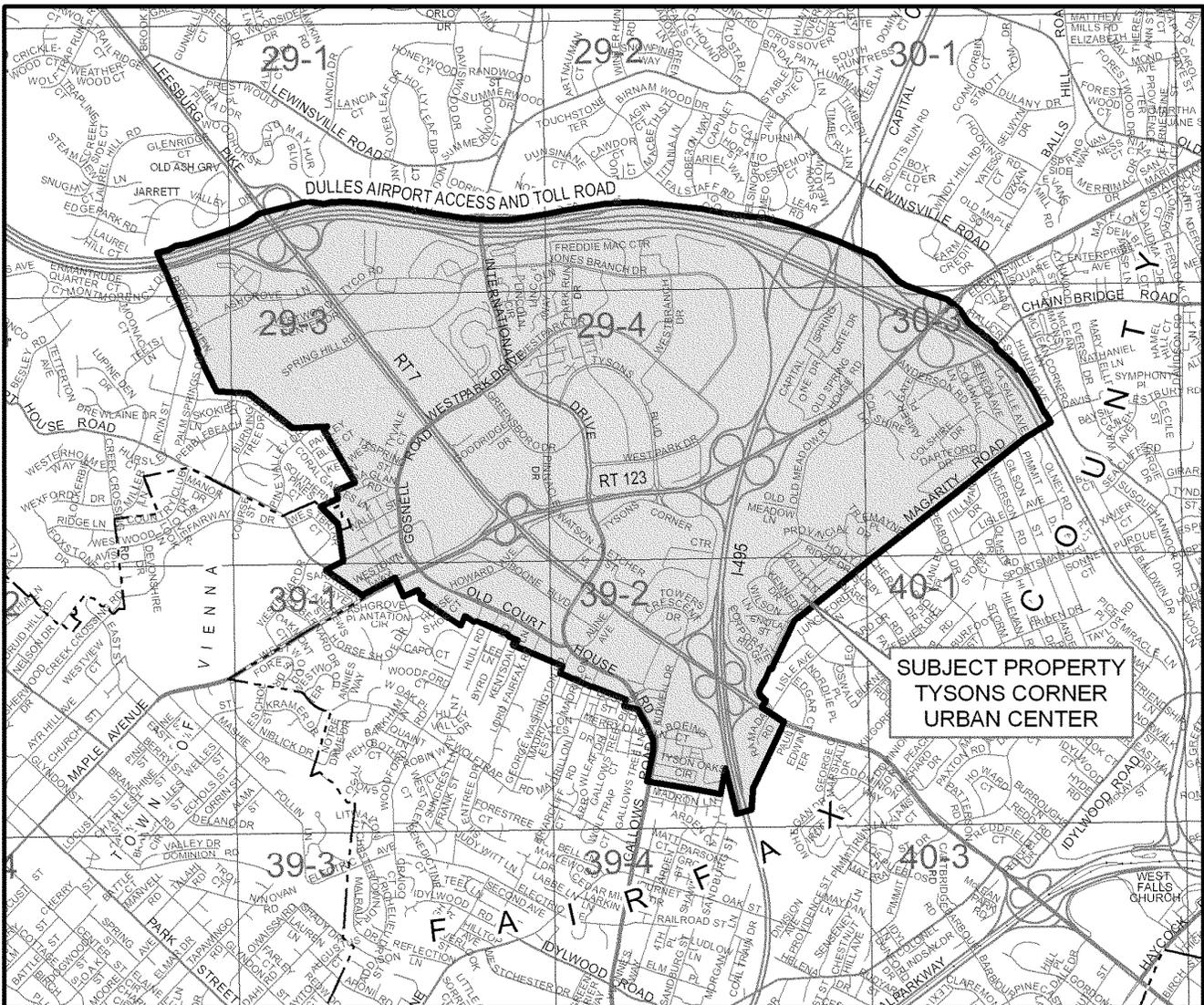
BOARD OF SUPERVISORS PUBLIC HEARING: Date to be determined.

PLANNING STAFF DOES RECOMMEND THIS ITEM FOR PLAN AMENDMENT

For additional information about this amendment call (703) 324-1380.



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



**SUBJECT PROPERTY
TYSONS CORNER
URBAN CENTER**

3000 FEET

PREPARED BY THE DEPARTMENT OF PLANNING AND ZONING USING FAIRFAX COUNTY GIS



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STAFF REPORT FOR TYSONS CORNER URBAN CENTER:
PLAN AMENDMENT ST05-CW-1CP

Background

The Planning Commission and Board of Supervisors designated 2004 as an Area Plan Review (APR) year for the northern half of the county. In Tysons Corner twenty APR nominations were submitted as part of this process. These nominations advocated higher intensity with the anticipated arrival of four Metrorail stations in Tysons. The majority of the nominations had intensities up to 3.5 FAR. Sites closest to stations had higher FARs, with intensities decreasing as distance from the stations increased.

Information about the APR nominations may be found at

<http://www.fairfaxcounty.gov/dpz/tysonscorner/nofind/nominationsummary.pdf>.

A map showing the location of the nominated properties is at

<http://www.fairfaxcounty.gov/dpz/tysonscorner/nominationmap.pdf>.

Due to the number of nominations, the Planning Commission, at the Board of Supervisors' request, deferred all rail-related APR nominations. Following deferral, the Board authorized a Special Study to evaluate the area's transportation system and review Tysons Corner rail-related Plan nominations. The Board recognized that the outcome of the study would not be successful without public involvement and an identifiable group to spearhead the study. In March 2005, the Board established the Tysons Land Use Task Force to recommend updates to the Comprehensive Plan and coordinate public outreach and input.

In May 2005, the Board further clarified the role of the Task Force and expanded its membership to include a diverse mix of stakeholders from the community, businesses and major employers, as well as representatives from each magisterial district, the Fairfax County Chamber of Commerce, TYTRAN, and area neighborhoods. A copy of the Board motion creating the Task Force may be found at <http://www.fairfaxcounty.gov/dpz/tysonscorner/nofind/bosmotion20050523.pdf>.

The Task Force's mission was to gather community input and recommend updates to the Tysons Comprehensive Plan that would:

- Promote mixed use
- Facilitate transit-oriented development
- Enhance pedestrian connections throughout Tysons
- Increase the residential component of the density mix
- Improve the functionality of the area
- Provide for amenities and aesthetics such as public spaces, art and parks

The Task Force held 45 public workshops and outreach sessions between 2006 and 2008. Hundreds of citizens participated in three rounds of workshops focusing on planning alternatives and scenarios. Detailed information on the Task Force community outreach activities is at <http://www.fairfaxcounty.gov/dpz/tysonscorner/outreach.htm>.

Location and Character of the Area

Tysons is an area of about 2,100 acres located in northeastern Fairfax County, about halfway between downtown Washington, D.C. and Dulles International Airport. It is located at the confluence of Interstate 495 (the Capital Beltway) with the Dulles Airport Access and Toll Roads, Route 7 and Route 123.

Tysons is roughly triangular in shape and contains the highest natural elevations in Fairfax County. It is bounded on the southeastern side by Magarity Road and on the southwestern side generally by the limit of commercial development along Gallows and Old Courthouse Roads and the natural areas of Old Courthouse Stream Branch. The residential areas on the western side of Gosnell Road flanking Old Courthouse Road are also part of the Tysons Corner area. The Dulles Airport Access and Toll Roads form the northern boundary of Tysons.

The Urban Center currently includes around 17,000 residents and 104,000 jobs. Major land uses are 5.5 million square feet of retail space, including two of the region's largest malls; 27 million square feet of office space, more than the downtowns of 12 U.S. cities; 1 million square feet of industrial/flex space; 2 million square feet of hotel space; and 10 million square feet of housing.

The map below shows the boundaries of the Tysons Corner Urban Center, and the locations of the four future Metrorail stations.



Adopted Comprehensive Plan Text

The current Comprehensive Plan, adopted in 1994, provides a vision for change in Tysons, anticipating its becoming more pedestrian oriented with the advent of Metrorail. Among the objectives of the current Plan are:

- Create an improved sense of place and function
- Create centralized areas of relatively more intense development
- Encourage development of additional housing, including affordable units
- Encourage mixed-use development
- Develop a cohesive pedestrian system
- Develop mass transit options as well as other transportation strategies

The current Plan's Areawide Recommendations may be found at <http://www.fairfaxcounty.gov/dpz/comprehensiveplan/area2/tysons1.pdf>.

The recommendations for individual Land Units are at <http://www.fairfaxcounty.gov/dpz/comprehensiveplan/area2/tysons2.pdf>.

Proposed Plan Amendment

The proposed Plan Amendment sets forth a vision and implementation approach, and areawide recommendations for land use, transportation, environmental stewardship, public facilities and urban design. The Plan Amendment contains recommendations for eight districts in Tysons. The four districts with Metrorail stations are referred to as Transit-Oriented Development areas, or TODs. The other four areas are referred to as Non-TOD districts and provide a transition between the higher intensities planned near the stations and the surrounding communities.

The proposed Plan amendment provides for a complementary mix of office, residential, retail, hotel, institutional, civic and other uses. The highest intensity is planned for areas near the four Metrorail stations, with lesser intensities planned for the four Non-TOD districts. The Plan Amendment provides guidance for urban design, including pedestrian circulation, streetscape design, building and site design, and building heights. The Plan Amendment also identifies transportation recommendations for transit and roadway improvements within and outside of Tysons. Amendments to the Countywide Transportation Plan are also under consideration as part of this amendment, to reflect recommendations affecting the surrounding transportation network.

The recommendations under consideration are contained in the report entitled "Transforming Tysons," prepared for the Fairfax County Planning Commission and dated March 24, 2010. The proposed Plan Amendment is available at <http://www.fairfaxcounty.gov/dpz/tysonscorner/>

Analysis

As directed by the Board of Supervisors on September 22, 2008, the Plan Amendment has been developed based on the Areawide recommendations and Plan text developed by the Tysons Land

Use Task Force; the population and employment forecasts for Tysons developed by George Mason University's Center for Regional Analysis; and subsequent analyses of land use, transportation, public facilities, and fiscal impacts. Each of these analyses is described in turn below.

Land Use

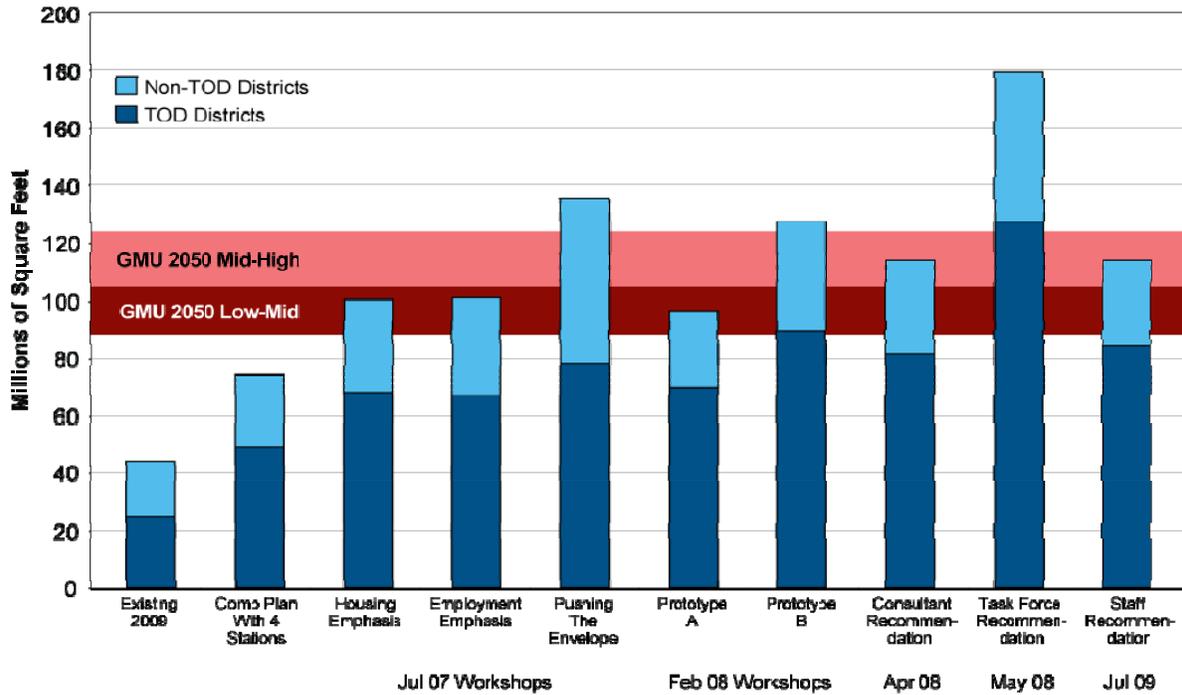
The intensity and mix of land uses recommended in the Plan Amendment were developed during three rounds of analysis. The first round included three alternatives for growth that were discussed at Task Force public workshops in March 2007. These alternatives were refined into three test scenarios and subsequently discussed at Task Force public workshops in July 2007. During the third round of analysis, the test scenarios were refined into two alternatives called Prototype A and Prototype B. The results of the analysis of these prototypes were reported at Task Force public workshops in February 2008.

In April 2008 the County's consultant, PB PlaceMaking, recommended a range of intensities that resulted in a level of development between Prototypes A and B. In May 2008 the Task Force recommended a range of intensities considerably higher than those that had been previously analyzed. Finally, in July 2009, staff recommended a range of intensities very similar to those of the consultant.

The chart below shows millions of square feet of development in Tysons in both TOD and Non-TOD districts. In addition to the five alternatives from the Task Force's public workshops and the Consultant, Task Force and Staff recommendations, the chart shows 2009 development in Tysons, and development that would be permitted under the current Comprehensive Plan if it were modified to include rail-related intensities at a fourth Metrorail station. The chart also compares all of these levels of development to the projections from the GMU study. Staff's recommended level of development falls between GMU's intermediate and high forecasts for the year 2050.

The recommended pattern of land use focuses growth within walking distance of the Metrorail stations. Intensities will be highest in areas with the closest proximity to the stations, tapering down to transition to mid and lower density areas in the Non-TOD districts. Most areas within Tysons will include a mix of uses, with most of the retail and office uses concentrated within ¼ mile of the stations.

Summary of Planning Alternatives and Scenarios



Transportation

The analysis of transportation network alternatives was conducted in three phases. In the first phase, a round of community workshops in July 2007 looked at three land use scenarios, one focusing on employment, one focusing on housing, and one greatly increasing both employment and housing. These scenarios were compared against the current Comprehensive Plan’s level of development and transportation improvements. Transportation network elements included the Metrorail extension, additional transit, a grid of streets, HOT lanes connections, and Beltway crossings. The first phase of analysis included the following findings:

- The grid of streets performed an essential function.
- The housing-focused scenario resulted in the lowest increase in congestion.
- The scenario with increased housing and employment (“Pushing the Envelope”) had 60% more congestion than the existing Comprehensive Plan, as measured by hours of Level of Service (LOS) “F” travel in Tysons.
- Access into and out of Tysons needed to be significantly improved.

The second analysis phase, with community workshops in February 2008, included two land use scenarios and two transportation networks. The first network included more roadway elements such as grade separations and highway ramps, while the second network included a circulator in a dedicated right-of-way. The second phase of analysis included the following findings:

- Residential development in Tysons captured a substantial number of trips, reducing trips from outside.
- Both scenarios resulted in a higher level of transit use than the existing Comprehensive Plan.
- The network that included more roadway elements provided for more vehicle trips into Tysons.

The third analysis phase evaluated seven different combinations of land use and transportation networks. Results of the analysis form the basis of the Transportation recommendations in the Plan Amendment. This Recommended 2030 Network (which includes a highway and transit network) is designed to serve the level of development in the GMU High Forecast for the year 2030. The major components of the network are listed in the Fiscal Impacts section of this report.

The analysis of the level of development in the GMU High forecast for 2030 showed problem locations on the highway network at traffic merge points on the Dulles Toll Road and on I-495 during the evening peak. Recommended mitigation measures to address these problem locations include collector-distributor lanes on the Dulles Toll Road west of Greensboro Drive and an additional lane on I-495 (Outer Loop) between Route 7 and I-66. A significant conclusion from the third analysis is that the widening of highways serving Tysons beyond what is recommended by the year 2030 would be extremely difficult. Therefore, between 2030 and 2050, the recommendations focus on Transportation Demand Management (TDM) and the provision of additional transit infrastructure. This infrastructure is listed in the Fiscal Impacts section of this report.

Detailed information on the transportation analysis is contained in the County's report to the Virginia Department of Transportation. This report is entitled, "Chapter 527 Submittal for Fairfax County Comprehensive Plan Amendment, Tysons Corner Urban Center," and is available online. See especially Chapter 5, "Transportation Impact Analysis and Needs Assessment," beginning on page 32.

<http://landtrx.vdot.virginia.gov/Attachments/e08a5bb07c4c4cdbbc25b02aac882e3d.pdf>.

Public Facilities

In October 2008 representatives of County agencies and private utilities were asked to analyze their facility needs based on the GMU High Forecast for 2050. The table below summarizes the results of the public facility analysis. The staff summary presented to the Planning Commission Tysons Committee is online at

http://www.fairfaxcounty.gov/planning/tysons_docs/dpz_summary_of_public_facilities_analyses.pdf. In addition, individual agencies' detailed analyses may be accessed at <http://www.fairfaxcounty.gov/planning/tysonspresentations.htm> under the January 14 and January 22, 2009 meeting dates.

Because growth rates will vary over time, the population, employment and household thresholds referenced below may be reached in different years. Actual growth levels need to be monitored so that infrastructure capacity is phased with new development. The proposed Plan recommends that commitments for the land and/or shell space for needed facilities be obtained well in advance of the estimated date of construction.

Because land for public facilities will be hard to obtain in Tysons, the Plan assumes that major new developments will reserve “shell space” on the lower levels of commercial or residential buildings. This shell space can be finished out by the County and used for such public purposes as elementary school classrooms, fire and police stations, libraries and/or arts centers.

In addition to urban standards for new public buildings in Tysons, the Plan includes urban standards and an urban level of service for active recreational facilities. Adjustments were made for the demographics and use patterns that are typically experienced in high density areas. In addition, the need for athletic fields was estimated assuming optimal athletic field design, lights and synthetic turf, urban field patterns and longer scheduling periods.

Timing of Public Facility Needs Based on GMU High Forecast for Growth in Tysons

Type of Facility	Threshold	Estimated Year of Operation
Fire Station 29 relocation	N/A	2010-2020
New Fire Station	31,400 residents & 140,300 jobs	2020
Satellite Police Station, possibly co-located with New Fire Station	31,400 residents & 140,300 jobs	2020
Dominion Virginia Power Substation	31,400 residents & 140,300 jobs	2020
Elementary School Building	555 new elementary students based on 12,900 new households	2030
Community Library OR Regional Library (1)	50,000 residents	2030-2040
Performing Arts Center	50,000 residents	2030-2040
New Fire Station	64,000 residents & 188,600 jobs	2040
Elementary School Building	890 new elementary students based on 20,700 new households	2050
Secondary School Expansion	1,186 secondary students based on 33,600 new households	2050
Athletic Fields	One field per 3 to 4.5 million sq. ft. of mixed use development	20 fields by 2050

- (1) New Library may be co-located with an Arts Center in Tysons.

Fiscal Impact Analyses

Public Facilities Other Than Transportation

As directed by the Board of Supervisors in September 2008, an analysis was conducted to compare revenues generated by growth in Tysons to the costs of services and General Funded facilities needed to serve new development. This fiscal analysis was conducted by MuniCap, a public finance firm with extensive experience with Fairfax County. The results of the analysis were presented to the Planning Commission Tysons Committee on October 21, 2009. That presentation may be viewed at http://www.fairfaxcounty.gov/planning/tysons_docs/fiscalimpact.pdf. A copy of MuniCap's Executive Summary is also available at http://www.fairfaxcounty.gov/planning/tysons_docs/fiscalimpactanalysis.pdf.

The analysis found that growth under the GMU High Forecast is projected to generate more revenues than it does costs for traditional public services provided by the County, exclusive of transportation costs. By the year 2030, annual net revenues are \$40.5 million. For the 20 year analysis period, or 2010 to 2030, cumulative net revenues are \$1.2 billion.

It should be noted that costs for park land and park and recreation facilities were not available to be included in the analysis. In addition, it is likely that some portion of net revenues from growth will be needed to offset the County's costs for transportation facilities, discussed below.

Transportation

Estimated costs of Tysons transportation infrastructure were presented to the Planning Commission Tysons Committee on October 28, 2009. That presentation is online at http://www.fairfaxcounty.gov/planning/tysons_docs/revisedtransportationcosts.pdf.

Additional information about the cost estimates for transportation improvements is also available at http://www.fairfaxcounty.gov/dpz/tysonscorner/tysons_transportation_cost_fact_sheet.pdf.

The costs for the 2010 to 2030 time period have been refined and are shown in the table below.

Tysons Road and Transit Costs (2010-2030), 5-Year Increments, 2010 \$'s	
Cost Items	Cost
Road Projects (excluding grid)	
<u>2010 to 2015</u>	
Rt.7 Widening from Rt.123 to I-495	\$29,000,000
Boone Blvd Extension west from Rt.123 to Ashgrove Lane	\$99,000,000
Total for 2010 to 2015	\$128,000,000
<u>2015 to 2020</u>	
Greensboro Drive Extension west from Spring Hill Road to Rt.7	\$46,000,000
Dulles Toll Road Ramp to Boone Blvd Extension	\$59,000,000
Dulles Toll Road Ramp to Greensboro Drive Extension	\$24,000,000
Dulles Toll Road Westbound Collector Distributor	\$105,000,000
Dulles Toll Road Eastbound Collector Distributor	\$53,000,000
Total for 2015 to 2020	\$287,000,000
<u>2020 to 2025</u>	
Rt.7 Widening between I-495 and I-66	\$43,000,000
Rt.123 Widening from Old Courthouse Road to Rt.7	\$21,000,000
Rt.123 Widening from Rt.7 to I-495	\$27,000,000
Widen Magarity Road from Lisle/Rt.7 to Great Falls Street	\$40,000,000
I-495 Overpass at Tysons Corner Center	\$16,000,000
Extension of Jones Branch Connection to inside I-495	\$16,000,000
Total for 2020 to 2025	\$163,000,000
<u>2025 to 2030</u>	
Widen Gallows Road from Rt.7 to Prosperity Ave.	\$68,000,000
Total for 2025 to 2030	\$68,000,000
Total for road projects, excluding grid	\$646,000,000
Road Projects: grid of streets	\$742,000,000
Transit Projects (new services, excluding existing services, excluding Metrorail costs)	
Operating cost 2010-2030 (annual cost =\$18m/year, assume 17 years)	\$306,000,000
Capital cost 2010-2030 (\$34m in 2013 and \$34m in 2023)	\$68,000,000
Total for 2010 to 2030	\$374,000,000
Grand Total	\$1,762,000,000

Infrastructure Financing Plan

County staff is developing a plan to finance the infrastructure needed to serve new development. Staff is also working with The Tysons Partnership to develop funding mechanisms.

Unresolved Issues

As indicated earlier, after the Tysons Land Use Task Force submitted their vision and areawide recommendation report to the Board of Supervisors in September 2008, the Board directed staff to develop Plan text based on the Task Force vision and based on additional analyses.

Staff's first "Straw Man" draft, dated February 2009, was presented to the Planning Commission Tysons Committee. This document expanded upon the Task Force's areawide guidance and added more detailed guidance for each of Tysons' eight districts. After being reviewed by the Planning Commission Tysons Committee, the Task Force Draft Review Committee (DRC) and many others, three additional drafts were prepared by staff. However, all issues have not been resolved. Alternative approaches addressing some of these issues have been provided for further consideration in the staff recommendation document, entitled "Transforming Tysons, Tysons Corner Urban Center: Areawide and District Recommendations," dated March 24, 2010. The following are notable unresolved issues along with some background information on each:

- Intensity Alternatives and Development Levels
- Phasing Development to Transportation Improvement and Programs
- Affordable and Workforce Housing
- Green Building Incentives
- Consolidation Parcel Consolidation and Coordinated Development Plans
- Building Height
- Stormwater Management

Following the title of each of the unresolved issues below are page numbers. These refer to the marked up version of the March 24, 2010 "Transforming Tysons" document.

Intensity Alternatives and Development Levels (pp. 26 – 36)

The proposed Plan includes four intensity and development alternatives, some with variations. Staff is continuing to evaluate and refine these alternatives, and the Planning Commission Tysons Committee has requested that additional details be presented at its April 15, 2010, meeting. The alternatives are summarized in the following table and described after the table.

Intensity Alternative	Allocation (Distribution of Intensity by Distance to Metro or TOD/Non-TOD District)	Horizon Year (GMU high forecast)	Approximate Gross Floor Area Allocated
1. Staff Recommendation	Tier 1 (1/8 mile): 4.75 FAR Tier 2 (1/4 mile): 3.0 FAR Tier 3 (1/2 mile): 2.0 FAR Non-TOD Districts: Intensities specified in District Recommendations	2050	116 million sq. ft.
2. Task Force Recommendation	Tier 1 (1/8 mile): 6.0 Tier 2 (1/4 mile): 4.0 - 4.5 Tier 3 (1/3 mile): 2.0 - 3.0 Tier 4 (1/2 mile): 1.75 - 2.75 Non-TOD Districts: Intensities specified in District Recommendations	Beyond 2050	175 million sq. ft.; development level could be capped at a lower number
3A. No Max FAR in 1/4 mile	Within 1/4 mile: No maximum FAR; Intensity determined through rezoning; Outside 1/4 mile: Intensities above base plan predicated on Plan amendment/rezoning	2030	Capped at 84 million sq. ft. (Land use input for 2030 transportation analysis)
3B. No Max FAR in TODs	TOD District: No maximum FAR; Intensity determined through rezoning; Non-TOD Districts: Intensities above base plan predicated on Plan amendment/rezoning	2030	Capped at 84 million sq. ft. (Land use input for 2030 transportation analysis)
3C. No Max FAR Tysons-wide	Tysons-wide: No maximum FAR; Intensity determined through rezoning; Intensities above development cap predicated on Plan amendment/rezoning	2030	Capped at 84 million sq. ft. (Land use input for 2030 transportation analysis)
4A. Phase 1 of 2050 Plan: FAR Allocation	Within 1/4 mile: Rezone to Alternative 1 or 2 intensities, with proffered first phase maximums of 3.0 FAR in Tier 1 and 2.0 FAR in Tier 2; Outside 1/4 mile: Intensities above base plan predicated on Plan amendment/rezoning	2030 phase of 2050 plan	78 million sq. ft.
4B. Phase 1 of 2050 Plan: Floor Area Allocation by Subdistrict	TOD Districts: A specified amount of non-residential floor area is allocated to the 10 TOD Subdistricts (see attached chart); Flexibility to build floor area anywhere within the subdistrict based on first come/first served allocation; Up to 10 million sq. ft. of residential can occur in any TOD District; Non-TOD Districts: Intensities above base plan predicated on Plan amendment/rezoning	2030 phase of 2050 plan	78 million sq. ft.

Staff Recommendation

The staff recommendation was presented to the Planning Commission Tysons Committee in July 2009. Overall, the development level and intensities in the TOD Districts are similar to the consultant's recommendation, but there are a few differences in how intensity is allocated. The staff recommendation allows bonus intensity for the provision of affordable housing, high levels of green building achievement, and substantial contributions toward major public facilities. Another difference between the staff and consultant recommendations is that the consultant proposed additional intensity along proposed transit circulator routes in the Non-TOD Districts. Staff recommends deferring decisions on circulator-related intensity until a study of the routes and expected ridership is completed.

Additional information on the staff recommendation can be found at the following links:

http://www.fairfaxcounty.gov/planning/tysons_docs/planninghorizonintensity.pdf
http://www.fairfaxcounty.gov/planning/tysons_docs/intensityrecommendations.pdf

The staff intensity recommendation in the proposed Plan has been refined since July 2009 based on public input received. Previous analyses of the various planning scenarios for Tysons applied a buildout efficiency factor of 85% to account for land that will not redevelop to the maximum allowed intensity. Development representatives have suggested that a factor of 75% is more appropriate. This figure is consistent with the experience of the Rosslyn-Ballston Corridor, where approximately 60 million square feet are built or under construction out of a development capacity of 80 million.

By reducing the assumption of how much of the planned intensity will be built, staff was able to modify its alternative in two ways. Many of the public comments received on previous drafts of the Plan indicated that the recommended intensity for Tier 1 (4.75 FAR within 1/8 mile of the Metro stations) was adequate to encourage redevelopment but that the intensity for Tier 2 (2.75 FAR within 1/8 - 1/4 mile of the stations) should be increased. Other commenters requested that the guidance on bonus intensity for public facilities be refined. The proposed Plan increases the staff recommended intensity for Tier 2 from 2.75 to 3.0 FAR. It also sets a limit on the total amount of public facility bonuses granted throughout Tysons at 7.5 million square feet. Because of the change in the buildout efficiency factor from 85% to 75%, these modifications will maintain the overall development level recommended by staff at 116 million square feet by the year 2050.

Task Force Recommendation

The Tysons Land Use Task Force recommended intensities in TOD Districts have been included as an alternative in the proposed Plan. These intensities could allow development levels ranging from 160 to 200 million square feet, depending on land use mix, bonus intensity, and building efficiency assumptions. However, in its recent white paper (http://www.fairfaxcounty.gov/planning/tysons_docs/taskforce_whitepaper_jan25.pdf), the Task Force supported a planning horizon year of 2050 and an overall development objective of 113 million square feet.

Staff does not support the Task Force's intensity recommendation. These intensities are significantly higher than the recommendations of the County's planning consultant and those

presented to the public at the Task Force's community workshops. Subsequent analysis has shown that this level of development also cannot be accommodated by the transportation network planned for Tysons.

No Maximum FAR

This alternative (including three variations labeled 3A, 3B, and 3C) was included for consideration in the proposed Plan at the request of the Planning Commission Tysons Committee. The alternative has a planning horizon year of 2030 and an Interim Development Cap of 84 million square feet, which was the land use input for the 2030 transportation analysis. It also allows redevelopment to occur with no maximum FAR within ¼ mile of the Metro stations. However, development should have a land use pattern with highest intensities at the Metro stations, tapering to lower intensities farther away from the stations.

The variations on this alternative set different geographic areas in which the no maximum FAR provision applies: within 1/4 mile from Metro stations, in TOD Districts, or Tysons-wide. Areas where this provision does not apply could be allowed to redevelop at a higher intensity through a concurrent Plan amendment and rezoning process that increases the overall development level allowed in Tysons. Development at levels above the Tysons-wide Interim Development Cap could similarly be increased through future Plan amendments.

Two Phased Development

The two variations on this alternative result in an overall development level of 78 million square feet, which is considered an initial allocation of development that may be increased by future Plan amendments. The alternative would allow rezonings in the TOD Districts up to the staff or Task Force recommended intensities, but it would limit the intensities of initial phases to that which can be accommodated by the transportation improvements needed to serve Tysons by the year 2030. In alternative 4A, development would be limited to 3.0 FAR within 1/8 mile of Metro stations and 2.0 within 1/8 - 1/4 mile of stations. Alternative 4B allocates the same amount of development as 4A, but as gross floor area in the TOD Subdistricts rather than through site-specific intensities. Alternative 4A (the 3.0/2.0 alternative) treats all stations similarly to the approved zoning of the rail dependent alternative for the Tysons Corner Center Station area.

Areas beyond 1/4 mile from a station or in the Non-TOD Districts could be allowed to redevelop at a higher intensity through a concurrent Plan amendment and rezoning process.

Phasing Development to Transportation Improvement and Programs (pp. 37 – 43)

The Tysons Land Use Task Force, staff, and public input received throughout the planning process all support phasing growth to transportation improvements. However, there is no consensus on a phasing plan that would accomplish this goal. The proposed Plan sets forth five phasing alternatives, which are summarized in the table below. The alternatives are explained in more detail on pages 37 through 43 of the proposed Plan.

Staff strongly supports phasing development to the availability of transportation improvements and also supports encouraging residential development in Tysons. Therefore, staff could support Phasing Alternatives A, B, C, or D, or an alternative that combines elements of each. Phasing Alternative E poses a high level of risk that development could occur without sufficient incentive for the private sector to contribute toward major transportation improvements.

Phasing Alternative	Brief Description
A. Phase development to infrastructure	Developers proffer to phase their developments to the provision of Tysons-wide transportation improvements
B. Tysons-wide CDA with self tax	Tysons-wide CDA commits to fund the private sector share of Tysons-wide transportation improvements; CDA should be established prior to rezoning approval for any development approved under the new Plan
C. Combined Sub-District CDA	Rather than a Tysons-wide CDA, several sub-districts form a CDA that commits to fund the private sector share of Tysons-wide transportation improvements; Areas that do not participate in the CDA are subject to another phasing alternative
D. Residential Un-phased	All or a portion of the residential development planned for Tysons would not be phased to Tysons-wide transportation improvements; Non-residential development is subject to one of the other phasing alternatives
E. 1994 Plan Development Level Un-phased	Development up to 73 million square feet in Tysons would not be phased to transportation improvements; Development above this level is subject to another phasing option.

Affordable and Workforce Housing (pp. 43 – 45)

County staff and the Tysons Land Use Task Force have both recommended a 20% residential intensity bonus in all residential developments:

- When 20% of units are affordable to households with incomes at or below 120% of Area Median Income (AMI);
- When 10% of such affordable units (or 2% of total housing units) are available for households earning 60% or less of the AMI; and
- When units are tiered to address the needs various income levels ranging from below 60% of AMI to 120% of AMI.

Since the initial “Straw Man,” staff has revised the proposed income tiers several times. Below are the income tiers as currently recommended by staff:

Income Tiers for Affordable and Workforce Housing

101-120% of AMI	5% of total units
81-100% of AMI	5% of total units
71-80% of AMI	5% of total units
61-70% of AMI	3% of total units
< 50-60% of AMI	2% of total units

The staff recommended income tiers are consistent with the Task Force’s more general recommendation. However, there are unresolved issues raised by the Task Force Draft Review Committee as well as concerns expressed by the development community, which include the following.

- **Bonus intensity:** The staff recommendation is that a 20% increase in residential floor area is allowed for achieving the affordable and workforce housing objective. However, staff is providing an alternative that states: “In mixed use developments, some of this increase in floor area may be used for commercial purposes. The percentage of non-residential and residential bonus floor area should be similar to the project’s overall land use mix.”
- **Nonresidential Contribution:** The staff recommendation indicates that nonresidential development should contribute \$3.00 per square foot to a housing trust fund. Several recent developer and business comments indicated that the nonresidential contribution concept should be applied County-wide, rather than applying only in Tysons.
- **Preserving Affordable Housing:** The previous draft Plan text recommended that residential redevelopment projects replace existing housing units that are affordable to households earning less than 120% of AMI on a one-for-one basis. This provision has been removed in the proposed Plan, which now refers to the “Guidelines for Neighborhood Redevelopment” in the Land Use Section of the Policy Plan.

Green Building Incentives (pp. 46 – 47)

The Task Force and staff have both recommended that all new development is expected to achieve LEED Silver, or its equivalent, due to several factors such as Tysons locational advantage compared to the rest of the County. This locational advantage includes the proximity to planned transit improvements, community services, and development density.

However, the new LEED 3.0 rating system presents some additional difficulties in reaching a Silver level of certification for residential buildings because many of the credits are more easily achieved in commercial structures. To reflect this difficulty, implementation of this policy may stress the equivalency aspect for residential structures until such time as the urban fabric in Tysons develops substantially enough to allow for locational credits to be routinely granted. Based on this difference between residential and non-residential development, staff has proposed an alternative for residential achieving LEED certification. The table below summarizes the DRC and staff recommendations as well as the new staff alternative.

Comparison of Green Building Expectations and Incentives

LEED Level	Staff Recommendation	Task Force Draft Review Committee Recommendation	Staff Alternative
Certification	--	--	Expectation for Residential
Silver	Expectation	Expectation; 2% bonus until 2013	Expectation for Non-Residential
Gold	4% bonus	5% bonus	4% bonus
Platinum	10% bonus	10% bonus	10% bonus

Parcel Consolidation and Coordinated Development Plans (p. 47)

The current Plan for Tysons highlights parcel consolidation as a critical tool for achieving coordinated redevelopment throughout much of Tysons. The Tysons Land Use Task Force also recognized the importance of parcel consolidation; their vision document, dated September 2008, indicated that “parcel consolidation may be necessary to allow for redevelopment to occur in a coordinated way and for the planning objectives to be achieved.”

Since the property ownership pattern substantially varies, staff assessed parcel consolidation needs in each portion of Tysons. When drafting the District text, staff identified a variety of consolidation guidance based on an area’s existing ownership pattern as well as the planned changes envisioned for an area. In non-TOD Districts, staff often utilized and expanded upon the current Plan’s consolidation guidance which typically indicates the need for “logical and substantial consolidation.” In TOD Districts, more specific guidance was viewed as necessary which usually identified a minimum consolidation of 15 or 20 acres to ensure the provision of the pedestrian environment, vehicular circulation, and open space amenities envisioned in these areas.

During the evaluation of the Demonstration Project in the Tysons West District, staff concluded that more than 15 acres of contiguous land would be needed to accomplish a functional grid of streets. Therefore, staff revised this recommendation for minimum parcel consolidation to be 20 acres in all TOD Districts. This is especially critical for areas within ¼ mile of each station. This level of consolidation (or coordinated proffered development plans) should provide a functional grid of streets that will ensure that the envisioned urban character is achieved. In general, the level of coordination in each station area will need to include two to four owners.

The exception is in the Tysons Central 123 District where the two mall properties significantly exceed twenty acres.

Building Height (pp. 145 – 147)

Building height was addressed at a conceptual level in the Task Force’s recommendation document, dated September 2008.

Staff’s building height recommendations utilized the current planned height primarily for Non-TOD Districts and used the 3-D massing model findings for determining building height in TOD areas. These height recommendations were first published in the first “Straw Man” Plan text, dated February 2009.

The Draft Review Committee formulated building heights that were notably higher than the initial staff recommendation. As a result, staff did additional research on existing and approved buildings in high intensity TOD areas such as Silver Spring, Bethesda, White Flint and the Rosslyn-Ballston corridor. Input was also received from the Demonstration Project team. As a result of this additional information, staff increased the building height recommendations in tiers 1, 2, and 3 as shown in the table below. In November 2009, staff presented the Planning Commission Tysons Committee with information on how staff building height recommendations were formulated. See the following link for this presentation:

http://www.fairfaxcounty.gov/planning/tysons_docs/buildingheighttysons.pdf

Comparison of Proposed Building Heights

Tier	Staff’s First Straw Man Recommendation	Task Force Draft Review Committee Recommendation	Staff Recommendation
1	200 to 360 ft	455 ft	225 to 400 ft
2	150 to 200 ft	360 ft	175 to 225 ft
3	100 to 150 ft	200 ft	125 to 175 ft
4	75 to 125 ft	150 ft	75 to 125 ft
5	25 to 75 ft	75 ft	50 to 75 ft
6	25 to 50 ft	50 ft	35 to 50 ft

On pages 145 and 146, the Plan Amendment provides height flexibility for affordable/workforce housing and public uses such as a conference center or arts center. Height limits also do not include mechanical penthouses, architectural features, or innovative energy technology such as wind turbines or solar panels.

Stormwater Management (pp. 105 – 108)

The Environmental Stewardship Guidelines in the January 14, 2010 draft Plan Amendment included a series of stormwater design-related guidelines for applications proposing significant

increases in density/intensity. These guidelines were developed through a consensus reached by an informal stormwater management working group that included representation from the development community, engineering community, environmental community and staff.

One of the bullet point items in the January 14 draft stormwater management design guidelines would have established an expectation that stormwater runoff would be controlled with a goal of ensuring that the product of the peak release rate of runoff and total runoff volume from the site would mimic that which would be expected for an undeveloped, good forested condition with the intent being to address the erosive potential of the runoff leaving the site. Another of the bullet points would establish an expectation that water quality controls would be provided that would be consistent with what would be required by the Chesapeake Bay Preservation Ordinance for new development (as opposed to the redevelopment requirement).

In regard to the good forested condition concept, experiences from the demonstration project generated concerns regarding the extent to which this goal would be considered as an aspiration as opposed to an expectation. Concern was also raised regarding the costs associated with managing the volumes of water needed to pursue this goal. As a result of these concerns, the stormwater management working group was reconvened, and discussions focused on whether an alternative, less costly approach should be pursued.

The outcome of this discussion was a proposal that would replace the good forested condition concept with an expectation of attainment of the two stormwater design-related credits in the Leadership in Energy and Environmental Design (LEED) New Construction and Core and Shell rating systems (or the provision of equivalent measures). Because the LEED credit addressing water quality was considered by the working group to be sufficient to satisfy the guideline regarding the new development water quality control requirement of the Chesapeake Bay Preservation Ordinance, the provision addressing water quality control was recommended for deletion under the LEED-related approach.

The LEED-based approach was presented as a less costly alternative to the good forested condition approach, and there was recognition among all working group members that there would be environmental benefit to the LEED-based approach in relation to current requirements. However, there was also recognition that the LEED-based approach would not implement a concept of designing controls such that runoff characteristics would mimic good forested conditions, which was part of the vision of the Tysons Land Use Task Force as presented in September 2008.

As of the date of preparation of this staff report, the working group was continuing its review of this issue. The draft amendment therefore presents the LEED-based approach but also retains the earlier erosive potential approach (modified as described below) as an alternative within a text box. This will provide flexibility to allow for the consideration of either approach or even an alternative approach falling somewhere in between the two. One such alternative approach could be an approach that would, in addition to the LEED-based approach, recommend the retention on-site, through infiltration, evapotranspiration and/or reuse, of at least the first inch of rainfall. Through this approach, runoff characteristics would mimic those associated with good forested conditions for a significant majority of rainfall events. The working group has been

discussing this alternative approach; however, this discussion had not concluded as of the date of preparation of this report.

Within the text box, the text of the bullet point addressing the good forested condition approach has been modified from what was presented in the January 14, 2010 draft in order to clarify the issue of the goal vs. the expectation—the intent is to consider the mimicking of the erosive potential associated with the good forested condition as a goal, with the expectation that peak runoff rates and volumes of stormwater runoff would be controlled to the extent practicable in support of this goal.

With respect to the LEED-related approach, because this approach would no longer address the concept of designing controls such that runoff characteristics would mimic good forested conditions, related references have been removed from the draft text. If the good forested condition approach is to be pursued, the text in question should be retained. Text boxes to this effect have been added in two locations to reflect this.

The alternative approach described above adds a recommendation to the LEED-based approach for on-site retention of at least the first inch of rainfall. Under this approach it would be correct to conclude that good forested conditions would be mimicked for a significant majority of rainfall events. If this approach were to be pursued, text to this effect could be added in the descriptive stormwater management text towards the beginning of the Environmental Stewardship section.

Recommendations

Staff's recommendations are supportive of the Task Force vision to transform Tysons and are provided in the document entitled, "Transforming Tysons, Tysons Corner Urban Center: Areawide and District Recommendations," dated March 24, 2010. For the unresolved issues discussed above, the Transforming Tysons document provides alternatives to the staff recommendations for consideration by the Planning Commission. The alternatives are from several sources including the Tysons Land Use Task Force Draft Review Committee as well as from ideas discussed at the Planning Commission Tyson Committee meetings. During these discussions the issue was raised of the County's need to designate an Urban Development Area by July 2011, as required by Virginia Code. Because of its proximity to transportation facilities and suitability for redevelopment, staff has recommended that Tysons Corner be designated the County's Urban Development Area. This is discussed on pages 48 and 49 of the Land Use section of Chapter 4, Areawide Recommendations.

The recommended Plan text and alternatives are available on the web at:
http://www.fairfaxcounty.gov/dpz/tysonscorner/drafts/tysons_draft_plan_032410_tc.pdf

The recommendation document is organized in five chapters as follows:

- Chapter 1: Introduction (location and boundary, planning history)
- Chapter 2: Vision for Tysons (planning principles and framework to transform Tysons)

- Chapter 3: Implementation (funding strategies, regulatory framework and phasing development)
- Chapter 4: Areawide Recommendations
 - Land Use (mix of uses tiered transit-oriented intensity, affordable/workforce housing, green buildings, parcel consolidation)
 - Transportation (urban grid of streets, transit facilities, bicycle and pedestrian facilities, TDM and reductions in single-occupancy vehicle travel)
 - Environmental Stewardship (green network of parks, open space and trails, enhanced stormwater management, energy and resource conservation goals)
 - Public Facilities (urban standards for public facilities and urban levels of service for recreational facilities)
 - Urban Design (pedestrian realm, site design, streetscape, building height)
- Chapter 5: District Recommendations (detailed guidance on intensity, building height, minimum consolidation, and redevelopment options for specific geographic areas at Tysons)

In addition to the draft Plan Amendment, staff has prepared a Zoning Ordinance Amendment. The Zoning Ordinance Amendment proposes to create a new zoning district in order to implement the new Plan for Tysons. The proposed new zoning district, Planned Tysons Corner Urban District (PTC), will be considered concurrently with the proposed Plan Amendment.

The draft Zoning Ordinance Amendment may be found at:

http://www.fairfaxcounty.gov/dpz/zoning/tysonsoa/tysonsoadraftpc2_24_10.pdf.

The Staff Report for the Zoning Ordinance Amendment is available at:

<http://www.fairfaxcounty.gov/dpz/zoningordinance/proposed/tysonsurbandistrict.pdf>.