FAIRFAX COUNTY PLANNING COMMISSION
TYSONS CORNER COMMITTEE
WEDNESDAY, JUNE 22, 2011

COMMITTEE MEMBERS PRESENT:
Walter L. Alcorn, Chairman, At-Large
Frank A. de la Fe, Hunter Mill District
Kenneth A. Lawrence, Providence District

COMMITTEE MEMBERS ABSENT:
Jay P. Donahue, Dranesville District
James T. Migliaccio, Lee District

OTHER COMMISSIONERS PRESENT:
Suzanne F. Harsel, Braddock District
James R. Hart, At-Large
Timothy J. Sargeant, At-Large

FAIRFAX COUNTY STAFF PRESENT:
Rob Stalzer, Deputy County Executive, County Executive's Office
Fred R. Selden, Acting Director, Department of Planning and Zoning (DPZ)
Barbara C. Berlin, Director, Zoning Evaluation Division (ZED), DPZ
Tracy Strunk, Senior Planner, ZED, DPZ
Eileen M. McLane, Zoning Administrator, Zoning Administration Division, DPZ
Matthew Ladd, Planner I, Planning Division, DPZ
James P. Zook, Consultant, DPZ
Thomas P. Biesiadny, Acting Director, Department of Transportation (FCDOT)
Eric M. Teitelman, Chief, Capital Projects and Operations Division, FCDOT
Barbara A. Byron, Director, Office of Community Revitalization Reinvestment
Andrea L. Dorlester, Planner III, Planning & Development Division, Park Planning Branch, Fairfax County Park Authority
Barbara J. Lippa, Executive Director, Planning Commission Office
Kara A. DeArrastia, Clerk to the Planning Commission

OTHERS PRESENT:
Kafia A. Hosh, Reporter, *The Washington Post*
Jack Reutemann, Principal, JVR Associates
Stefanie Zeldin Sigal, affiliation unknown
Keith Turner, Chairman, Tysons Partnership Board of Directors
Elizabeth D. Baker, Land Use Planner, Walsh, Colucci, Lubeley, Emrich & Walsh, PC
Shane Murphy, Esquire, Cooley LLP
Susan Yantis, Land Use Planner, Hunton & Williams LLP
Mark Zetts, Co-Chairman, McLean Citizens Association's Planning and Zoning Committee

ATTACHMENTS:

A. PowerPoint Presentation on Transportation Design Standards
B. Tysons Corner Comprehensive Plan text regarding Initial Development Level
C. Summary of Built, Approved, and Proposed Office Development in Tysons
D. Initial Development Level: Preliminary Staff Recommendation

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Chairman Walter L. Alcorn called the meeting to order at 7:05 p.m., in Conference Rooms 2/3 of the Fairfax County Government Center, 12000 Government Center Parkway, Fairfax, Virginia 22035.

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Commissioner Lawrence MOVED THAT THE TYSONS CORNER COMMITTEE MINUTES OF MAY 11, 2011, AND MAY 18, 2011 BE APPROVED.

Commissioner de la Fe seconded the motion which carried unanimously.

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TYSONS CORNER TRANSPORTATION DESIGN STANDARDS

Thomas Biesiadny, Acting Director, Fairfax County Department of Transportation (FCDOT), explained that FCDOT staff had been working with Virginia Department of Transportation (VDOT) staff for about six months to develop a set of urban street standards to help achieve the vision for the Tysons Corner Urban Center. He noted that FCDOT staff had also been working with staff from other County agencies, including the Office of Community Revitalization Reinvestment (OCRR) and Department of Planning and Zoning (DPZ), as well as the Tysons Partnership and individual property owners on various transportation aspects. He said there were still outstanding issues that needed to be addressed but he wanted to give the Committee an update on the status of this effort and answer any questions.

Eric Teitelman, Chief, Capital Projects and Operations Division, FCDOT, reviewed the following slides in a PowerPoint presentation on the proposed Transportation Design Standards for the Tysons Corner Urban Center, as shown in Attachment A:

- Purpose
- Process
- Agencies and Parties Involved
- Primary Reference Sources
- Tysons Corner Urban Center Boundary
- Context Land Use Zones
- Institute of Transportation Engineers (ITE) Context Zone Characteristics
- Functional Classifications

- Elements of the Design Standards
- Recommended Functional Classifications
- Comprehensive Plan Functional Classification Map
- Example of Urban Avenue or Collector
- Example of Urban Local Street

In response to questions from Chairman Alcorn, Mr. Teitelman noted that the major difference between the design of an urban local street and a traditional city street was the bike lanes and bulb-outs. He explained that bulb-outs were the curb extensions at street corners that narrowed the crosswalk widths and enhanced pedestrian visibility and safety by enabling pedestrians to access the edge of the travel lane as close as possible so they were not hidden behind a parked vehicle.

Continuing the presentation, Mr. Teitelman reviewed the slide on Roadway Level of Service.

Replying to a question from Chairman Alcorn, Mr. Teitelman said Level of Service (LOS) "E" was better than the current LOS "F" in many areas in Tysons.

Answering a question from Commissioner de la Fe, Mr. Teitelman indicated that LOS was calculated on a peak hour, which was more than two hours in Tysons.

Responding to another question from Commissioner de la Fe, James Zook, Consultant, DPZ, noted that the peak traffic period in Tysons was three hours in the morning and three hours in the evening. Mr. Biesiadny pointed out that adding the grid of streets on top of Tysons would provide transportation options, such as extending Boone Boulevard and creating parallel roadways. He explained that the Tysons Corner Comprehensive Plan called for robust Transportation Demand Management (TDM) strategies, robust transit network, circulators, and other features; therefore, the future network would look significantly different from the existing one.

Commissioner de la Fe commented that he wanted LOS "F," not LOS "E" in an urban area like Tysons. Mr. Teitelman replied that this would probably occur in Tysons. Barbara Byron, Director, OCRR, said the goal of the Plan was not to add extra lanes, but to add a narrow street grid.

In reply to a question from Commissioner Harsel, Ms. Byron explained that the streets and development in Tysons would grow incrementally together. Mr. Teitelman pointed out that the Tysons Plan was a 40-year plan and not all growth and redevelopment would occur right away.

Commissioner Lawrence strongly recommended that Committee members, staff, and other participants spend a considerable amount of time creating ways to explain vehicle saturation flow rates, LOS, and other terms related to traffic congestion so that they were understandable to everyone. He said he thought that they needed to also discuss how much traffic congestion would worsen in Tysons and day-to-day variability in the traffic conditions.

Mr. Teitelman pointed out that the presentation simply provided background information. He said the approved Transportation Design Standards would be adopted as part of the Memorandum of Agreement (MOA) with VDOT. Ms. Byron added that the issues raised focused more on the grid of streets and the flow of traffic; whereas, this presentation discussed how the streets would be constructed. Commissioner Lawrence said although he agreed with Ms. Byron, he pointed out that County residents wanted to discuss Tysons in general and were concerned about whether the transformation of Tysons would function properly during and in between development phases. Ms. Byron concurred and explained that FCDOT had worked with VDOT to achieve a compromise in developing the new standards to allow for construction of a grid of public streets in Tysons that embodied the traditional character of private streets.

In response to questions from Commissioner Hart, Ms. Byron said she thought that the street dimensions appeared to be compatible with the Tysons zoning applications received so far, noting that RZ 2010-PR-014 by Georgelas Group, LLC, had been used as a test case. She pointed out, however, that pinch points would occur throughout Tysons where road sections would be constrained in terms of capacity since it could take many years before the grid was completed, and would need to be addressed in every zoning case. She explained that due to the constrained nature of the street network in Tysons, bike lanes would need to be planned for prior to construction.

Responding to another question from Commissioner Hart, Mr. Biesiadny said the Fire Marshal supported the proposed Tysons Transportation Design Standards.

Continuing the presentation, Mr. Teitelman reviewed the slide on Tiered Approach to Level of Service.

Answering questions from Commissioner Harsel, Mr. Biesiadny stated that the Comprehensive Plan listed specific percentage targets for transportation mode splits (work and non-work trips destined to Tysons Corner) in the years 2010, 2020, 2030, and 2040. He said the interim mode split targets would grow over time. He noted that the mode split was at 20/20 regardless of the amount of existing square footage in the specified year.

Continuing the presentation, Mr. Teitelman reviewed the following slides:

- Roadway Design and Operating Speed
- Access Management
- Roadway Design Criteria
- Lane Widths and On-Street Parking
- Median Islands and Turn Lanes
- Multi-Modal Characteristics
- Pedestrian Facilities
- Streetscape Zone Diagram

Replying to a question from Chairman Alcorn, Mr. Teitelman explained that outdoor seating would be located within the building zone, which would need to be enlarged because it could not encroach into the sidewalk area.

Commissioner de la Fe recommended that staff consider whether the new Transportation Design Standards could also be applied to the Reston Town Center Core. Mr. Teitelman agreed with this recommendation.

Concluding the presentation, Mr. Teitelman reviewed the following slides:

- Bicycle Facilities
- Status

Commissioner de la Fe also suggested that staff present the final draft of the standards to the Committee to receive further feedback before they were presented to the Board of Supervisors for consideration in September 2011. Mr. Teitelman pointed out that he had previously delivered the same presentation to the Board of Supervisors' Transportation Committee.

Responding to a question from Commissioner Sargeant, Mr. Teitelman stated that the Tysons Corner Master Bicycle Plan, which extended approximately three miles outside of Tysons, was still being developed by FCDOT. He indicated that one of the recommendations in the Plan as an initial phase was to install directional signage for bike riders to help them find the best accessible routes through Tysons to their destinations. Ms. Byron pointed out that the Plan promoted both biking to work and as a recreational activity.

Answering another question from Commissioner Sargeant, Mr. Teitelman said young children would probably ride their bikes on the sidewalks and not on the on-road bike lanes in Tysons. He noted that there would not be many bike trails in the downtown core area.

In reply to questions from Commissioner Lawrence, Mr. Biesiadny stated that both the Commonwealth Transportation Board and VDOT would need to approve the MOA to improve the bindability of and weight behind the MOA. He explained that the Transportation Design Standards were specific to Tysons and if adopted, they could be applied to other areas within Fairfax County or other Virginia jurisdictions like Prince William County, and modified accordingly. He said he did not think VDOT would adopt these standards as uniform urban standards as they would be implemented on a case-by-case basis.

Replying to more questions from Commissioner Lawrence, Mr. Teitelman stated that VDOT was aware that once the Tysons Transportation Design Standards were approved, FCDOT would begin discussions with VDOT to implement similar standards in Merrifield, Springfield, and other revitalization areas within the County. He said VDOT had been very cooperative with FCDOT regarding the placement of underground utilities in Tysons, including the necessary relocation of high voltage utilities. Mr. Teitelman noted that FCDOT was still discussing with VDOT the possibility of allowing subsurface structures to encroach under the walkway into the street. He explained that the MOA established that property owners must file a permit to provide

maintenance on features that were outside of VDOT's normal maintenance activities, such as innovative stormwater treatment facilities, decorative street pavers, and decorative street lights.

Answering questions from Mark Zetts, Co-Chairman, McLean Citizens Association's Planning and Zoning Committee, Mr. Teitelman explained that the new standards would permit on-street loading and truck maneuverability within the street areas to include striping part of a parking zone as a loading zone and allowing temporary encroachments of loading vehicles into bike lanes. He said loading would primarily be conducted on local streets and most of the service streets would not have bike lanes but shared lanes. He noted that loading would be minimized on busier avenues because the traffic volume and conflicts were higher.

Keith Turner, Chairman, Tysons Partnership Board of Directors, indicated that Tysons applicants and landowners had expressed concerns regarding parking below streets and sidewalks, public versus private streets, access management, and width of the right-of-way. He pointed out that some of the proposed access management standards were higher than the VDOT standards. Mr. Teitelman agreed, noting that VDOT allowed 200-foot unsignalized intersection spacing upon demonstration of adequate LOS for the intersection. He said he was confident that FCDOT would address this issue.

In response to a question from Chairman Alcorn, Mr. Turner said many of the intersections in the grid were smaller than the access management standards, which had become somewhat problematic. Elizabeth Baker, Land Use Planner, Walsh, Colucci, Lubeley, Emrich & Walsh, PC, said the width of the right-of-way would cause problems for applicants who had to obtain permits to perform activities in the right-of-way, particularly related to underground parking under sidewalks. Mr. Turner stated that the Tysons Partnership expected to reach an agreement on these issues with the landowners and applicants.

Mr. Teitelman stated that the Comprehensive Plan recommended that block sizes generally be within a 400- to 600-foot range with a maximum perimeter length of 2,000 feet, although the grid of streets map showed many blocks that were significantly smaller and FCDOT was not opposed to the different size. He explained that the transformation of Tysons would require a balance among pedestrian, vehicle, and transit mobility and safety; concentration of the highest land use intensities near Metro stations; and the phasing of infrastructure to accommodate the growth within Tysons. Mr. Teitelman noted that a challenge was how to determine the acceptable level of congestion until the transit service was established and the grid was completed incrementally over the next 40 years. Addressing the concern about right-of-way, he said he thought that the applicants and property owners appeared to be apprehensive about working through VDOT's permitting process and would rather work with FCDOT. He said FCDOT would address their concerns with VDOT's Northern Virginia District Administrator.

Responding to questions from Commissioner de la Fe, Mr. Teitelman explained how the spacing of street intersections was measured. Mr. Biesiadny pointed out that the grid map showed distances as low as 200 feet. He said FCDOT was working with the Tysons Partnership and Tysons landowners and applicants to reach an agreement on the access management standards that would allow Tysons to become the urban area envisioned in the Plan.

In reply to a comment from Chairman Alcorn, Mr. Biesiadny said FCDOT would consider 200-foot spacing between intersections, which was the minimum standard allowed. He noted that FCDOT was still working with stakeholders to resolve this issue. Commissioner Lawrence suggested that a block of this size should only be considered in the immediate vicinity of the Metro stations to facilitate pedestrian mobility and safety.

Mr. Teitelman pointed out that the Tysons Transportation Design Standards were not intended to substitute for every single existing VDOT standard, but to supersede certain aspects that would not allow for construction of the grid in Tysons. He explained that the signal timing was very site-specific depending on the level of vehicle and pedestrian traffic at the particular intersection.

Answering questions from Chairman Alcorn, Mr. Biesiadny said aspects of each case would be reviewed individually to determine whether intersection signalization was warranted. He stated that the goal of the new standards was to provide urban design guidelines for streets in Tysons and dramatically reduce the number of waivers that a developer would have to request, although certain circumstances might necessitate a waiver. Mr. Biesiadny noted that signals could be installed every 200 feet in certain areas proximate to the Metro stations if they met the traffic signal warrants established by VDOT. Mr. Teitelman pointed out that the State adopted the warrants and they were part of Federal policy so the County could not change them. He said he thought that the higher density planned within one-quarter-mile of the Metro stations would generate the volume of vehicle and pedestrian traffic necessary to warrant the installation of a signal at the nearest intersection. He noted, however, that if the intersection spacing did not meet the access management standards, a design exception/waiver would need to be obtained from VDOT.

Commissioner Lawrence commented that the grid of streets must function in all interim stages of development. Mr. Biesiadny replied that FCDOT would incorporate the comments and suggestions by Commissioners into discussions with VDOT.

Replying to questions from Commissioner Lawrence, Mr. Teitelman described the application of intelligent transportation systems (ITS) in Tysons. He noted that VDOT was considering state-of-the-art 2070 Advanced Traffic Controllers and other ITS technologies. He said the majority of the pending Tysons projects fell within the range of the access management standards. He pointed out that FCDOT was having issues with the minimum required unsignalized intersection spacing (full access) of 425 feet, but did not think VDOT would allow anything lower.

Commissioner de la Fe recommended that FCDOT discuss with VDOT the use of signals for pedestrians crossing. Mr. Teitelman explained that the new standards stated that for large blocks, especially those that exceed 600 feet, consideration should be given to mid-block pedestrian crossing, which could be signalized depending on the type of road, volume of pedestrian traffic, and other factors.

Commissioner Harsel suggested that Commissioners and staff visit intersections throughout the County and observe the traffic and pedestrian signals.

Replying to a question from Commissioner Lawrence, Mr. Teitelman stated that the intersection spacing of 400 to 600 feet recommended by the Comprehensive Plan was consistent with the 325- to 660-foot range recommended by the VDOT Access Management Design Standards for Entrances and Intersections, the ITE recommended practice for intersection spacing on avenues and collector roads, and applicable standards enforced by other U.S. organizations.

In response to a comment from Commissioner Lawrence, Mr. Biesiadny said if certain circumstances warranted a waiver of the recommended spacing for signalized intersections or unsignalized intersections (full access), an operational analysis would be required to demonstrate that the requested spacing would function for both vehicles and pedestrians.

Answering a question from Chairman Alcorn, Mr. Teitelman commented on the difficulty of maintaining a balance between vehicle progression and pedestrian walkability in Tysons, noting that even with the recommended spacing, Tysons would have some congested intersections due to the planned intensities. He explained that ways to minimize conflicts between vehicles and pedestrians due to the expected high volume of pedestrian traffic near the Metro stations would need to be addressed, such as restricting right turns on red lights and timing of pedestrian signals. Chairman Alcorn said he thought that subsurface pedestrian connections would also be viable.

Chairman Alcorn thanked Mr. Teitelman and Mr. Biesiadny for their informative presentation.

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BACKGROUND INFORMATION ON INITIAL DEVELOPMENT LEVEL

Matthew Ladd, Planner I, Planning Division, DPZ, provided background information on the Initial Development Level (IDL), as highlighted on pages 24 and 26 of the Tysons Corner Comprehensive Plan, shown in Attachment B. He noted that the Committee would revisit this topic for discussion at its next meeting on Wednesday, June 29, at 7 p.m., in Conference Rooms 2/3.

Chairman Alcorn commented that the IDL was both a technical and important policy-related decision that required substantial discussion and feedback among all stakeholders.

Mr. Ladd pointed out that page 25 of the Plan displayed the Conceptual Intensity Map.

Chairman Alcorn commented that the priority order of the criteria to be considered when determining an increase in the IDL for office uses was backwards, noting that the fourth criterion, "Funding arrangements for transportation improvements and programs, so that timely completion of improvements identified for the period beyond 2030 can confidently be expected," should be listed as the first issue.

Mr. Ladd next reviewed the Summary of Built, Approved, and Proposed Office Development in Tysons, as shown in Attachment C.

In response to a question from Commissioner Lawrence, Mr. Ladd indicated that the MITRE 4 proposal (PCA 92-P-001-07/SE 2010-PR-023) was not included in the "Proposed Net New Office GFA (Rezoning Submissions as of June 2011)" chart. He estimated that the MITRE 4 building would be 300,000 to 500,000 square feet. He said additional rezoning applications with office components totaling 1.5 to 2 million square feet were expected to be submitted over the next few months, which included the MITRE 4 building.

Responding to a question from Chairman Alcorn, Mr. Ladd said a vast majority of the Tysons office development proposals were located within one-quarter-mile of the Metro stations, with the exception of the WestPark project, which was within one-third-and-a-half-mile of the nearest Metro station. Chairman Alcorn commented that this was headed in the right direction toward achieving the vision of the future Tysons Corner.

Replying to a comment from Commissioner Lawrence, Mr. Ladd said the reason the majority of the proposals were Conceptual Development Plans (CDPs) was because the projects would be phased over 20 or 30 years; therefore, it was not feasible for the applicants to perform the detailed design and engineering work associated with a Final Development Plan (FDP) submission on buildings that would not be constructed in the near term. Chairman Alcorn pointed out that another reason was the current market was insufficient to handle this scale.

Mr. Selden explained staff's rationale for recommending that office development be counted toward the IDL upon approval of an FDP for office use, provided that, with the rezoning of the property, there was a proffered commitment for additional County review at such time as FDP(s) were considered. (The preliminary staff recommendation and rationale for the proposed method for counting toward the IDL are described in Attachment D.)

Answering a comment from Chairman Alcorn, Mr. Selden said the FDP process did not have to be late in the rezoning process. He explained that staff suggested that given the long build-out period of development to occur throughout Tysons and given the size of such development, it would be more beneficial that incremental FDPs be submitted over time as opposed to a single FDP for the entire Tysons area. He noted that if the owner of an approved building that had not yet been constructed wanted to make some adjustments to the building based on changed circumstances, a Final Development Plan Amendment (FDPA) would need to be filed.

Commissioner de la Fe said he agreed with staff's proposed method.

In reply to questions from Commissioner de la Fe, Mr. Selden said the initial FDP would be counted toward the IDL. Ms. Byron explained that the initial FDP for a property would maintain the allowable density/intensity, although the on-site mix of uses could change over time. Mr. Zook clarified that "xxx square feet" in the proposed proffer language represented the amount of development density approved by the Board of Supervisors and not a lesser amount that staff was trying to negotiate with the applicant.

In response to questions from Commissioner Harsel, Mr. Selden stated that the Comprehensive Plan specified targets to achieve for mix of uses, which included flexibility to convert a

percentage of office use to residential use. Ms. Byron said staff's recommendation would enable property owners to essentially proceed with early phases of their development in response to the current market without having to design future phases, which were uncertain in terms of the market and the mix of uses. She commented that the entire office market might radically change in the future in response to the market and other factors.

Commissioner Hart said he also supported staff's recommendation.

Addressing a concern expressed by Commissioner Hart, Ms. Byron noted that approval of the Tysons FDP and FDPA applications would be by the Planning Commission and the Board of Supervisors through the public hearing process.

Commissioner Sargeant said he also concurred with staff's suggestion.

Answering questions from Commissioner Sargeant, Mr. Zook explained that modifications to a Transportation Demand Management program associated with a CDP/FDP might be necessary to address the development proposed to occur pursuant to the Conceptual Development Plan Amendment (CDPA)/FDPA as based on the County's analysis of how well the developed portions of the property were achieving the proffered TDM goals. He noted that the County's review of the CDPA/FDPA would be based, among other factors, on an analysis of the Comprehensive Plan recommendations in effect at the time of the CDPA/FDPA, and modifications to the proffers might be deemed necessary to address the current situation.

Responding to a comment from Commissioner Harsel, Commissioner Hart said he thought that the Planning Commission always had the legal authority to impose development conditions that mitigated the impacts of the proposed development and were consistent with the Comprehensive Plan and Zoning Ordinance, and if the conditions were ineffectual, the project could not move forward. He pointed out that approval of a CDP did not guarantee that any depiction on it would always be approved in the future. He said perhaps the County Attorney's Office could confirm the Commission's authority in this process. Ms. Byron said staff believed that the proposed proffered commitment for additional County review of the development at such time as FDP(s) were considered would provide strength in the case.

Responding to a question from Commissioner Sargeant, Ms. Byron said staff would address the potential need for a shuttle at the rezoning stage with the understanding that it might need to be adjusted in the future.

Commissioner Lawrence described interim conditions that would warrant an initial CDP to provide a shuttle and/or interim parking at the Metro stations, noting that as conditions changed these provisions would no longer be needed. He commented on the difficulty of making TDM work early in the development process due to the lack of a grid, context, nighttime attractions, and other related measures. He expressed support for phasing to needed transportation improvements under consideration by FDP review at a later point in the development of Tysons.

Chairman Alcorn said he thought that monitoring the achievement of transportation improvements needed to mitigate the impacts of new development was critical. He stressed the importance of the stakeholders', staff's and Commissioners' cooperation in implementing a reliable mechanism for funding transportation improvements in Tysons, noting that the IDL would not work without a financing plan in place. Mr. Zook pointed out that the Plan suggested that this funding mechanism be in place prior to or concurrent with the first rezoning approval in the given area. He noted that the Plan recommended that individual rezoning cases in Tysons should only be approved if the development was being phased to one of the three specified transportation funding mechanisms.

Ms. Baker said she was opposed to the process recommended by staff because it would defer a vesting of development rights until approval of an FDP and that the submission of an FDP would require an amendment to the previously approved CDP, resulting in a probable renegotiation of proffers, subsequent to the zoning approval. She then asked whether the new proffered commitment would only apply to FDPs related to office development.

In reply to a question from Commissioner Harsel, Mr. Zook said residential uses and ground floor neighborhood-serving retail uses located within a residential, hotel, or office building would not be counted toward the IDL; however, big box retail stores and other high trip-generating uses would be counted.

Responding to a question from Ms. Baker, Mr. Selden said the Plan recommended that office space or other high trip generating uses be counted toward the IDL.

Ms. Baker questioned why the submission of an FDP would require an amendment to the previously approved CDP if the office development proposal was still in conformance with the original CDP. She said the only criteria for approval of an FDP should continue to be conformance with the original CDP and the negotiated proffers. She noted, however, that any adjustments to the original plan would require a PCA/CDPA/FDPA.

Chairman Alcorn commented that until a financing plan beyond the year 2030 was established, he was uncomfortable with counting toward the IDL as proposed by staff.

Ms. Baker questioned why the office development proposal would be counted against the IDL at the time of FDP approval instead of at the time of CDP approval. She said she thought that there would be a mechanism tracking the proposed square footage for all future FDPs to determine the gross floor area to be counted toward the IDL. She suggested that instead of requiring a CDPA, which essentially subjected the proffers to renegotiation, the applicant could proffer that when the FDP was submitted in the future, it would contain updated information on the TDM surveys.

Per a request from Chairman Alcorn, Mr. Zook and Ms. Byron agreed to consider Ms. Baker's concerns.

Shane Murphy, Esquire, Cooley LLP, representing Capital One, explained that in RZ 2010-PR-021/PCA 92-P-001-08, Capital One proposed to reallocate existing office space on its campus in

Tysons to a different location on the site to permit mixed-use, transit-oriented development. He expressed concern that if filing a FDP for each new building would require an amendment to the previously approved CDP and consequently reopened discussions on the grid of streets, TDM effectiveness, and traffic impact analysis, this would be cost prohibitive.

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Chairman Alcorn reminded everyone that the Committee would meet on the following dates:

- Wednesday, June 29, 7 p.m., Conference Rooms 2/3 – Staff presentation and discussion on the Interim Metro Parking Study, and further discussion of the IDL.

- Thursday, July 14, 7 p.m., Conference Rooms 9/10 – Overview of preliminary staff proposal for funding the Comprehensive Plan's transportation improvements (previously presented to the Tysons Corner Committee on May 6, 2010); and

- Wednesday, September 7, 7 p.m., Conference Rooms 9/10 – Listening session on public's (including Tysons Partnership members') concerns, views, ideas, and/or recommendations regarding transportation funding, and Committee's development of an interim progress report to the Board of Supervisors.

Chairman Alcorn estimated that it would take six to nine months to thoroughly consider all available financing options. He suggested that Commissioners review staff's preliminary recommendation and rationale. He also requested that staff provide any additional information or analysis on the issues and comments raised during this evening's discussion to the Committee by Monday, June 27, 2011. Chairman Alcorn further suggested that people submit their questions or concerns to Mr. Ladd at matthew.ladd@fairfaxcounty.gov.

Answering a question from Commissioner Harsel, Mr. Biesiadny indicated that FCDOT's goal was to present the proposed Tysons Transportation Design Standards and MOA to the Board of Supervisors for consideration on September 13, 2011.

Commissioner Lawrence cited a situation that would trigger reopening a CDP in which a CDP included a 10 percent design for the gird of streets and a FDP was subsequently approved, but the centerline alignment on the grid would need to be changed to address a new issue. He said, however, he could identify cases where the CDP should not be opened up automatically, but also not be completely closed on the other hand. Mr. Selden noted that staff would contemplate proffer language that considered those alternatives and balanced the various circumstances that staff might face when reviewing a FDP/CDP.

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The meeting was adjourned at 9:29 p.m.
Walter L. Alcorn, Chairman

An audio recording of this meeting is available in the Planning Commission Office, 12000 Government Center Parkway, Suite 330, Fairfax, Virginia 22035.

Minutes by: Kara A. DeArrastia

Approved: July 14, 2011

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Kara A. DeArrastia, Clerk to the
Fairfax County Planning Commission

Transportation Design Standards for Tysons Corner Urban Center

Fairfax County Planning Commission

Tysons Corner Committee

June 22, 2011

Purpose

- The purpose for creating the design standards was to develop a platform by which the Tysons Corner Urban Center Comprehensive Plan could be implemented.
- VDOT's current design standards are primarily based on high speed rural and suburban design parameters.
- The new standards are based on context sensitive design parameters, that accommodate low speed urban roadway, pedestrian, bicycle, and transit design.
- The new standards create a flexible platform to allow for construction of a grid of public streets in Tysons Corner.

Process

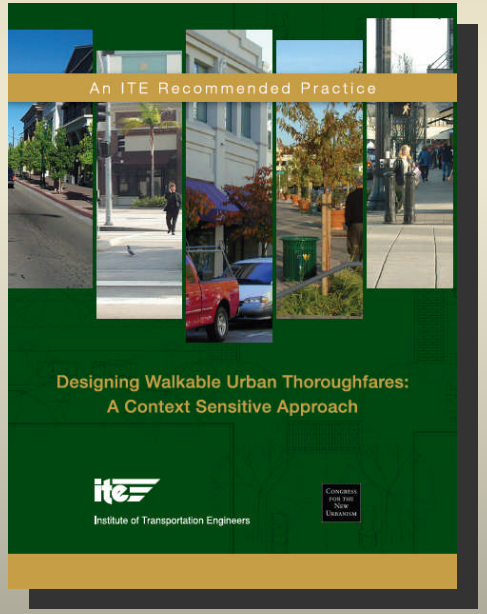
- Draft standards were developed by Fairfax County DOT and other county agencies, in partnership with VDOT. VDOT's flexibility and support in development of the standards was instrumental.
- Multiple outside private parties have been involved with the review. Discussions with the Tysons Partnership are ongoing.
- Draft standards are being reviewed by VDOT NOVA office and VDOT Central Office in Richmond.
- Draft Memorandum of Agreement (MOA) with VDOT is being prepared for the purpose of implementing the design standards, and establishing a framework for allowing private maintenance of enhanced infrastructure and snow removal in Tysons Corner.

Agencies and Parties Involved

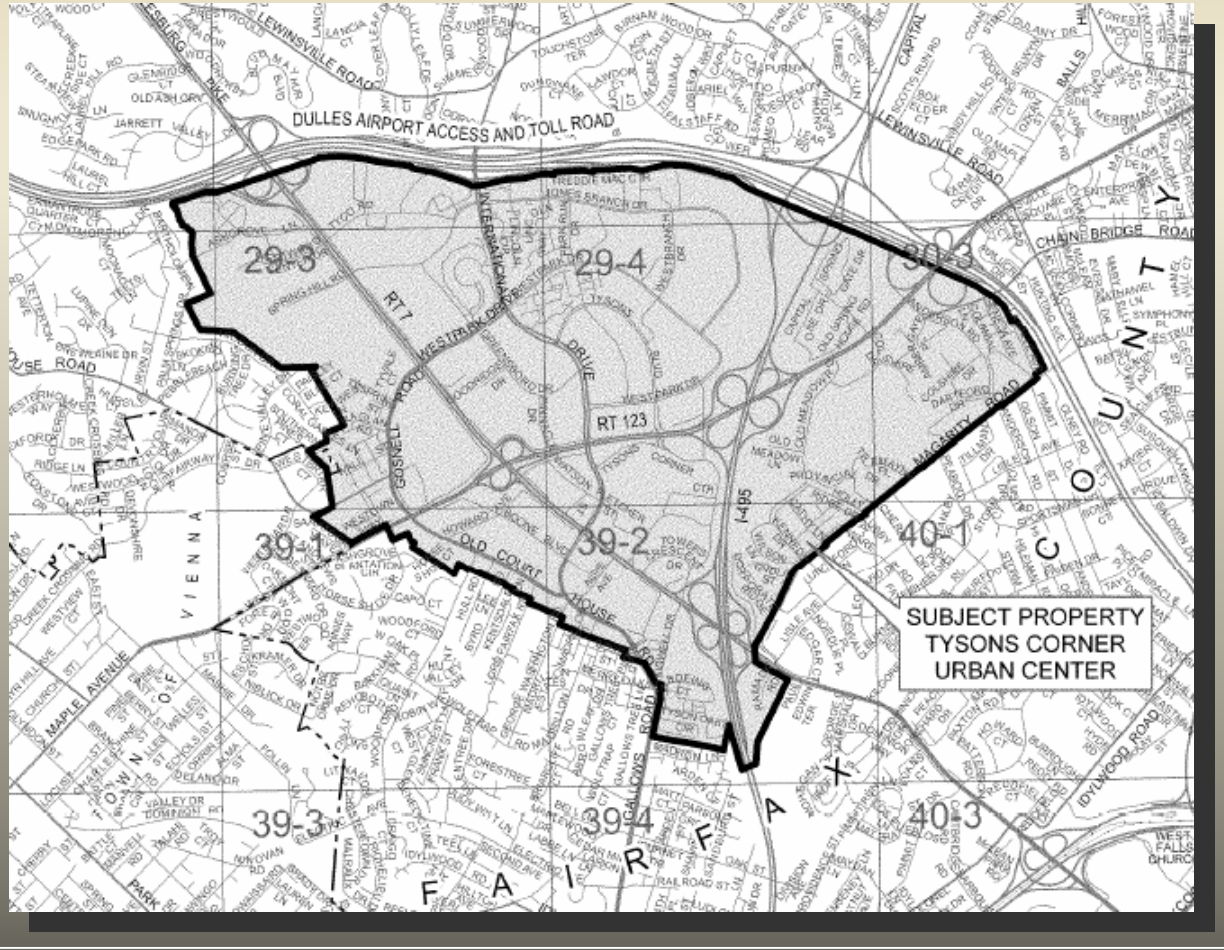
- VDOT
- Fairfax County DOT
- Public Works and Environmental Services
- Planning and Zoning
- Community Redevelopment and Reinvestment
- Code Analysis
- Fire Prevention
- Urban Forestry
- County Attorney's Office
- The Tysons Partnership
- Numerous private land owners, brokers, and real estate agents
- Private consulting firms involved with redevelopment of Tysons Corner
- Neighborhood Associations

Primary Reference Sources

- Tysons Corner Urban Center Comprehensive Plan.
- Institute of Transportation Engineers (ITE) recommended practice: Designing Walkable Urban Thoroughfares: A Context Sensitive Approach, 2010.
- American Association of State Highway and Transportation Officials (AASHTO), A Policy on Geometric Design of Highways and Streets, 2004; low speed urban street design.
- VDOT Access Management Design Standards for Entrances and Intersections.



Tysons Corner Urban Center Boundary



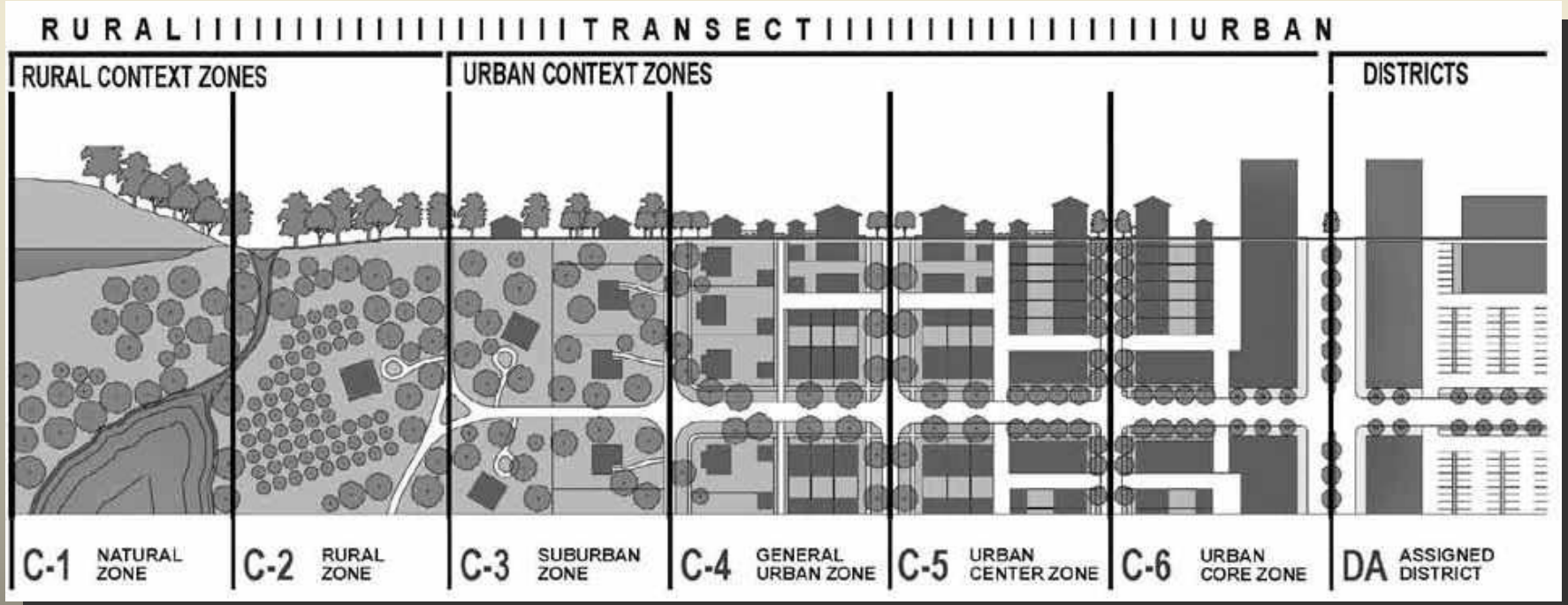
Context Land Use Zones

- A wide variety of factors create context in the urban environment:
  - Land use and zoning
  - Block length
  - Parking type and orientation
  - Building orientation and setback
  - Building height and thoroughfare enclosure
  - Building width
  - Building scale and variety
  - Building entries

ITE Context Zone Characteristics

Natural Zone C-1	Rural C-2	Suburban C-3	General Urban C-4	Urban Center C-5	Urban Core C-6 (recommended)
Natural Landscape.	Agricultural with scattered Development.	Primarily single family residential.	Mix of housing types including attached units, with a range of commercial and civic activity.	Attached housing types, such as townhouses and apartments mixed with retail, workplace, and civic activities.	Highest-intensity areas, with high-density residential and workplace uses, entertainment, civic, and cultural uses.

ITE Context Zone Characteristics



Functional Classifications

- "Functional classification is the process by which streets and highways are grouped into classes, or systems, according to the character of service they are intended to provide." (FHWA)
- For this set of standards, it was necessary to balance and blend three separate classification systems into one useable system:
  - Federal Classification system used by VDOT, including primary National Highway System (NHS) routes, and secondary routes;
  - Tysons Corner Urban Center Comprehensive Plan; and
  - ITE classifications based on context zone characteristics, and context sensitive solutions for designing urban thoroughfares

ELEMENTS OF THE DESIGN STANDARDS

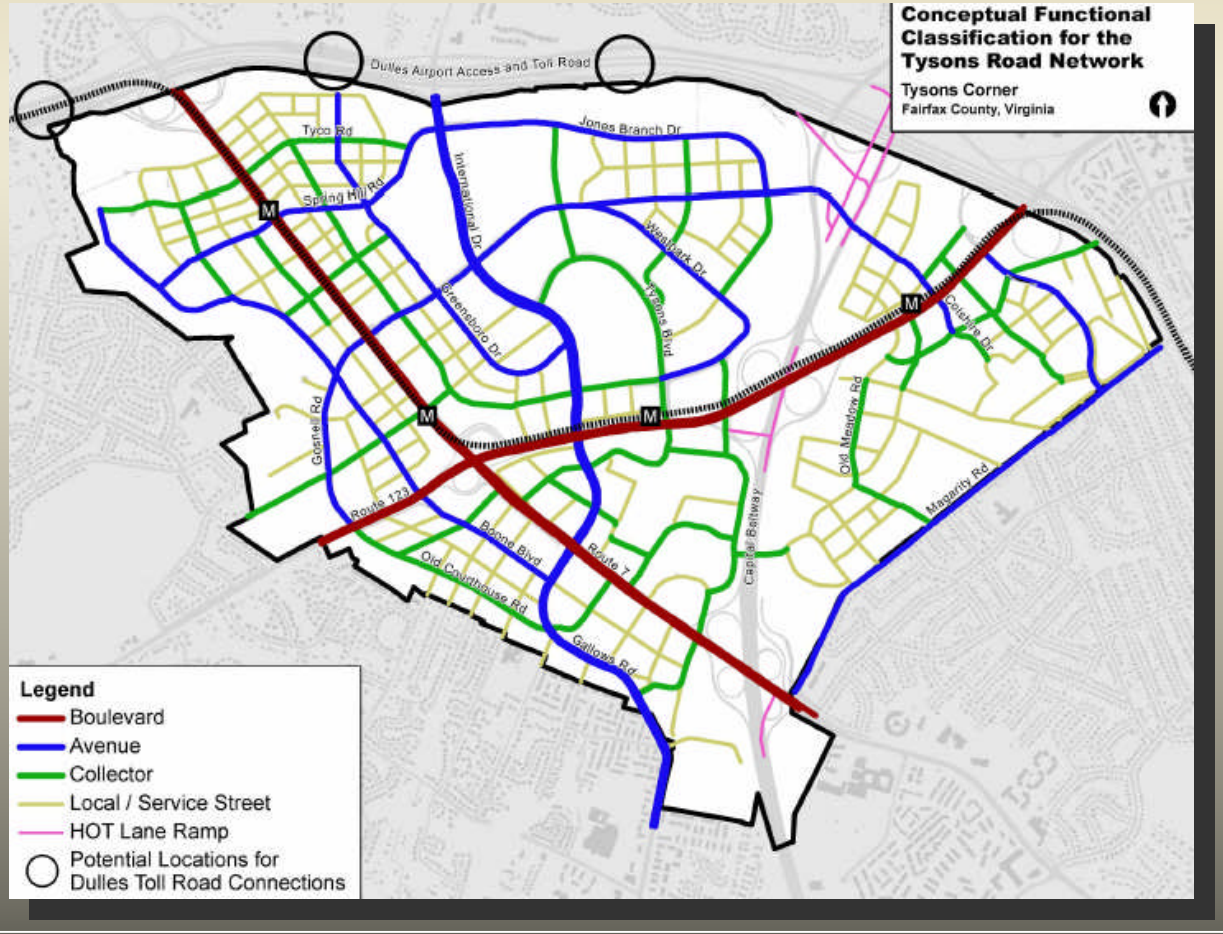
Note:

The following slides are based on the current version of the Draft Design Standards for the Tysons Corner Urban Center, and are subject to change as further comments are received and discussions continue.

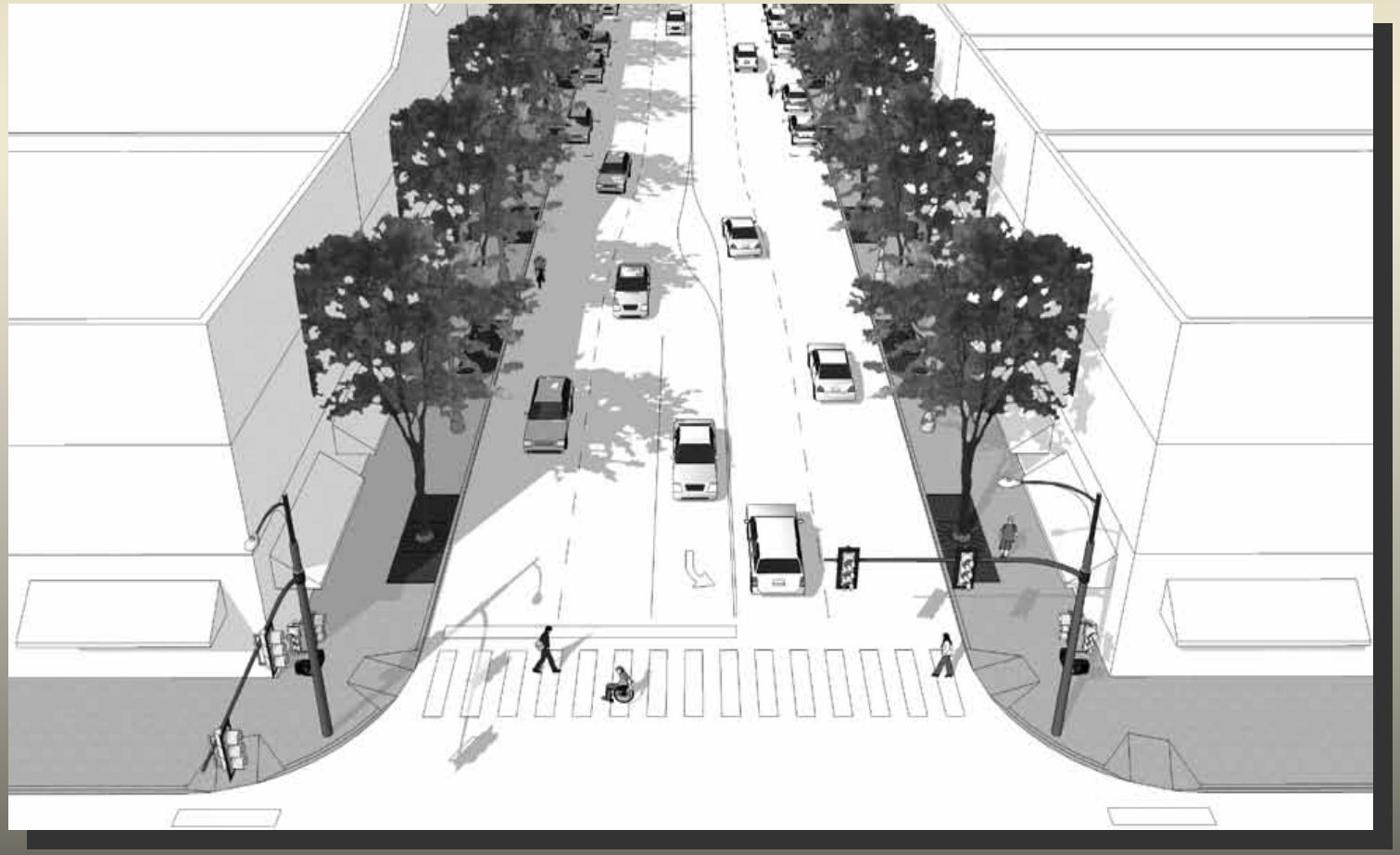
Recommended Functional Classifications

Recommended Functional Classification	Tysons Corner Comprehensive Plan Functional Classification	ITE Functional Classification	Federal Highway Function Classification
Low Speed Boulevard	Boulevard	Low Speed Boulevard	Principal Arterial
Avenue	Avenue	Avenue	Minor Arterial or Collector
Collector	Collector	N/A	Collector or Local
Local Street	Local Street	Local	Local
Service Street	Service Street	Alley/Rear Lane	N/A

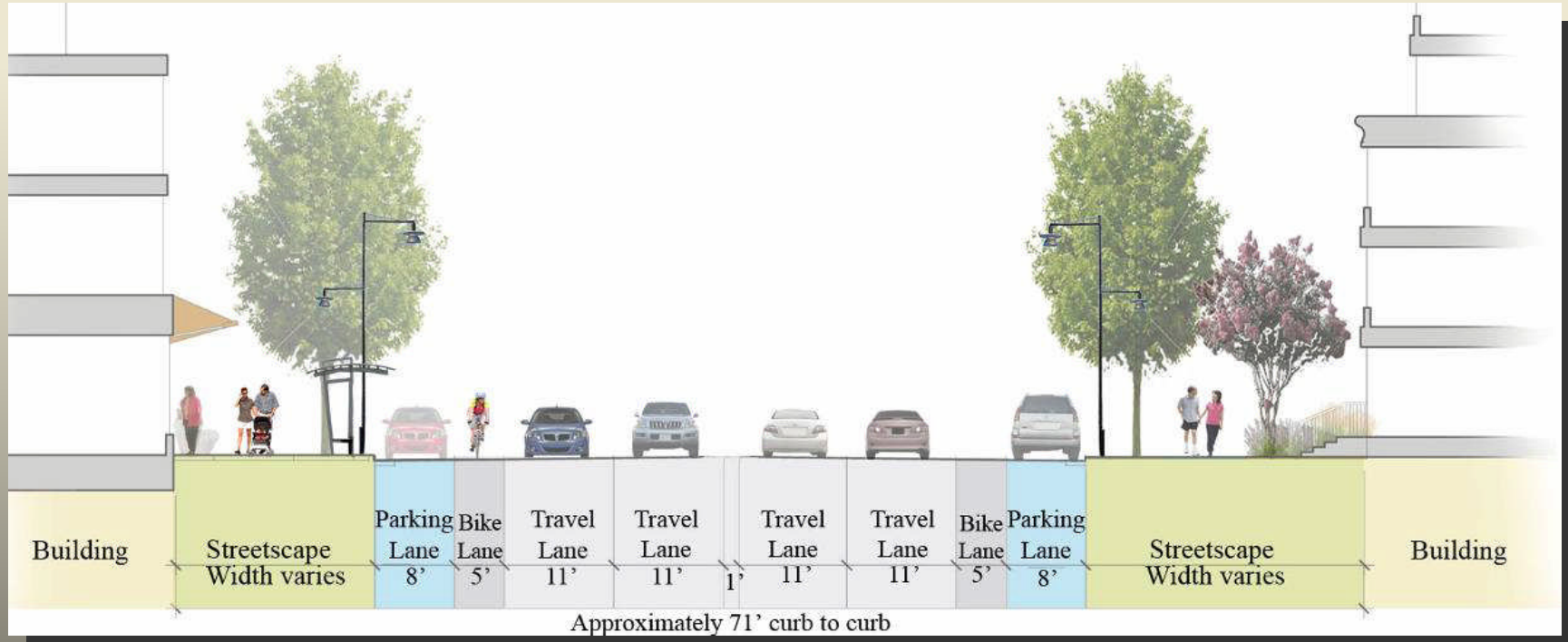
Comp Plan Functional Classification Map



Example of Urban Avenue or Collector

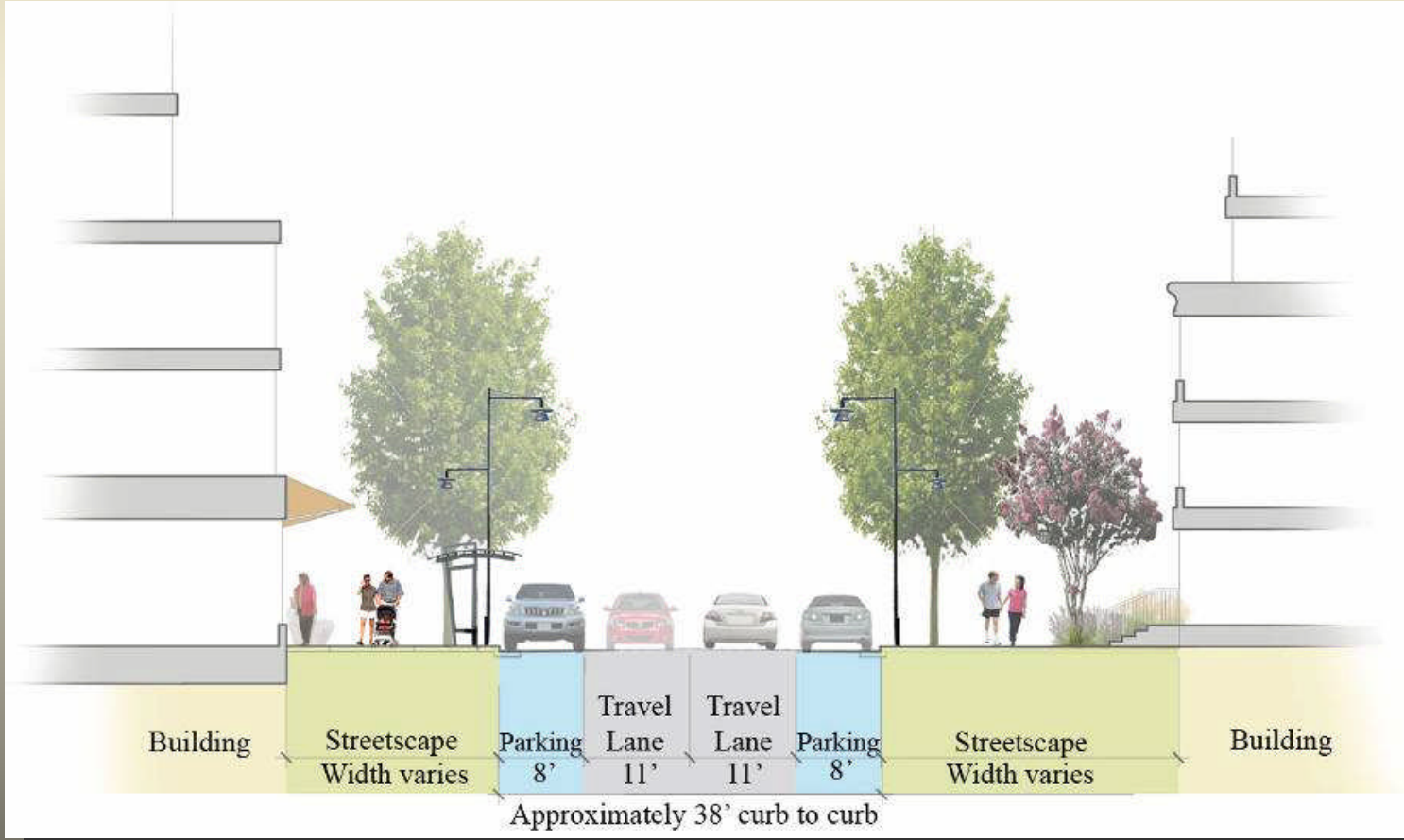


Example of Urban Avenue or Collector



Example of Urban Local Street

Example of Urban Local Street



Roadway Level of Service

- The Tysons Corner Urban Center Comprehensive Plan establishes a recommended overall Level of Service “E” (LOS).
- This level is defined as “near capacity,” and is intended to proved a recommended minimum and maximum vehicle saturation flow rate, thereby maintaining a balance between vehicle progression and pedestrian walkability.
- The FHWA requires that a LOS “D” be maintained to the maximum extent possible on NHS routes (Low Speed Boulevards – Route 7 and Route 123).

Tiered Approach to Level of Service

- Determine whether capacity can be increased without decreasing walkability and pedestrian safety. New grid links are preferable to adding lanes to streets.
- If capacity cannot be increased, decrease traffic generation by modifying the proposed land use or applying additional TDM measures.
- If previous approaches do not improve LOS, phase development to completion of Tysons-wide transportation improvements.

Roadway Design and Operating Speed

Recommended Functional Classification	Target LOS (average)	Number of Through Lanes	Design Speed (mph)	Operating Speed (mph)
Low Speed Boulevard	D/E	4-8	40	35
Avenue	E	4-6	30-35	25-30
Collector	E	2-4	30-35	25-30
Local Street	E	2	25	25
Service Street	N/A	2	≤ 25	≤ 25

Access Management

- "Access management means the systematic control of the location, spacing, design, and operation of entrances, median openings, traffic signals, and interchanges for the purpose of providing vehicular access to land development in a manner that preserves the safety and efficiency of the transportation system." (VDOT)
- VDOT's current access management standards are more suitable for high speed rural and suburban design.
- The proposed standards are more suitable for low speed urban design, allow for closer spacing of street intersections, and thereby permitting the development of a more walkable "grid of streets" within Tysons Corner.

Access Management

Recommended Functional Classification	Access Management	Operational Analysis	Signalized Intersection Spacing	Unsignalized Intersection Spacing (full access)	Unsignalized Intersection Spacing (partial access)	Driveway Spacing
Low Speed Boulevard	Moderate	Required	Operational Analysis	Operational Analysis	325’-660’	Restricted Access
Avenue	Low	Discretionary	525’-660’	425’-660’	200’-660’	200’
Collector	Low	Discretionary	425’-660’	425’-660’	155’-660’	155’
Local Street	Very Low	N/A	325’-660’	100’-660’	N/A	50’
Service Street	Very Low	N/A	N/A	100’-325’	N/A	50’

Note: Information on this table is preliminary and is subject to change.

Roadway Design Criteria

- Reduced 10 and 11 foot lanes are incorporated into the standards to create more narrow, pedestrian scale streets, and slower vehicle speeds that are more conducive to pedestrian activity.
- On-street parking is required on most streets to create a more useable street frontage that serves street-level commercial retail, and to create side friction that reduces vehicles speeds, thereby maintaining a more pedestrian friendly street.
- Raised median islands and continuous center turn-lanes are discouraged in order to create more narrow, pedestrian scale streets.

Lane Widths and On-Street Parking

Recommended Functional Classification	Lane Width	On-Street Parking	On-Street Parking Width
Low Speed Boulevard	11’	Restricted	N/A
Avenue	10’-11’	Required	8’
Collector	10’-11’	Required	8’
Local Street	10’	Required	8’
Service Street	10’	Restricted	N/A

Median Islands and Turn Lanes

Recommended Functional Classification	Raised/Landscaped Median	Median Width (with circulator)	Continuous Center Turn Lane	Continuous Center Turn-Lane Width
Low Speed Boulevard	Required	16’-20’	N/A	N/A
Avenue	Optional	16’-20’ (24’-36’)	Optional	11’
Collector	Optional	4’-8’ (24’-36’)	Optional	11’
Local Street	N/A	N/A	N/A	N/A
Service Street	N/A	N/A	N/A	N/A

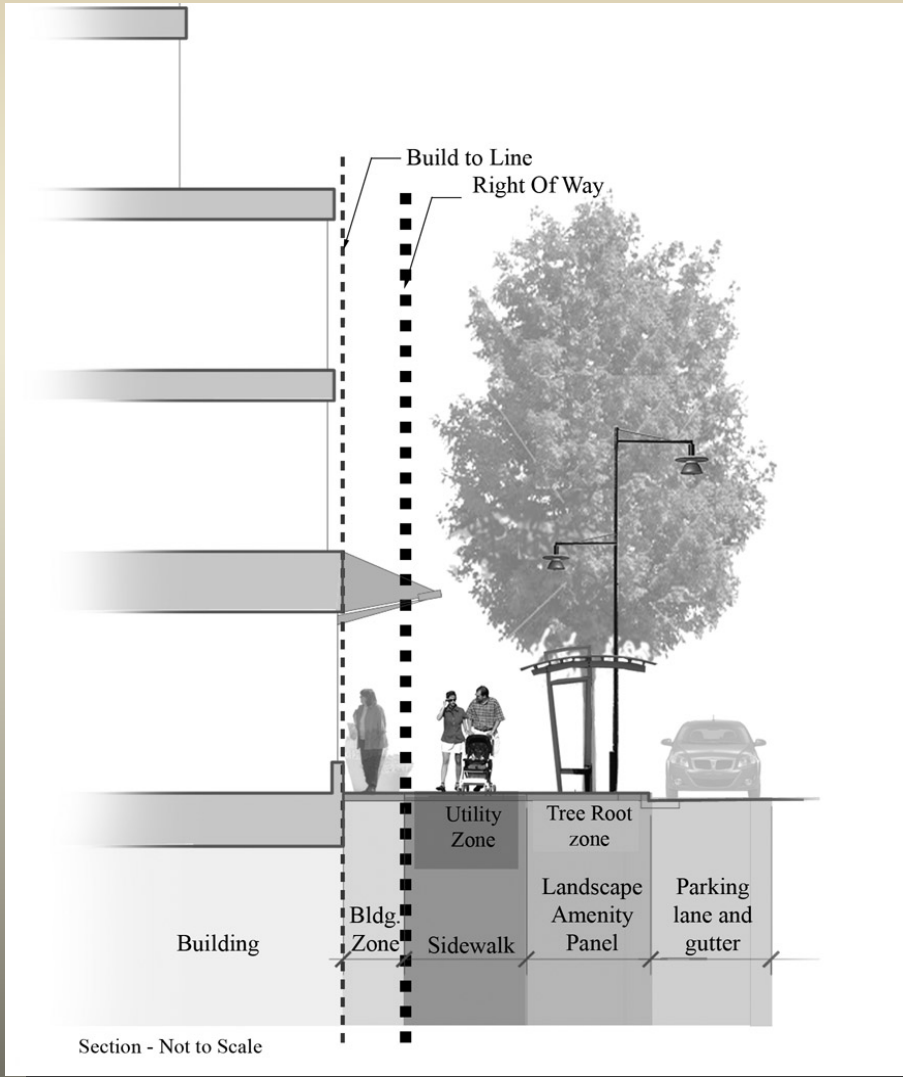
Multi-Modal Characteristics

Recommended Functional Classification	Circulator Route	Transit Service	Freight Movement
Low Speed Boulevard	N/A	Express and Local	Regional and Local Truck Routes
Avenue	Yes (select routes)	Local	Local Deliveries
Collector	Yes (select routes)	Local	Local Deliveries
Local Street	N/A	Local	Local Deliveries
Service Street	N/A	N/A	Local Deliveries

Pedestrian Facilities

Recommended Functional Classification	Streetscape Zone Width	Min/Max Building Zone Width	Minimum Sidewalk Width	Minimum Landscape Amenity Panel Width
Low Speed Boulevard	33’	15’	10’	8’
Avenue	20’-28’	4’ – 12’	8’	8’
Collector	20’-28’	4’ – 12’	8’	8’
Local Street	16’-24’	4’ – 12’	6’	6’
Service Street	Varies	N/A	5’	N/A

Streetscape Zone Diagram



Bicycle Facilities

Recommended Functional Classification	Bicycle Facilities	Bike Lane Width Adjacent to Curb	Bike Lane Width Adjacent to Right-Turn Lane	Bike Lane Width Adjacent to Parking Isle
Low Speed Boulevard	N/A	N/A	N/A	N/A
Avenue	On-Street Bike Lane	4’	5’	6’
Collector	On-Street Bike Lane	4’	5’	6’
Local Street	N/A	N/A	N/A	N/A
Service Street	N/A	N/A	N/A	N/A

Status

- Daft standards have been reviewed by VDOT NOVA office and VDOT Central Office in Richmond.
- Comments are being reviewed, and discussions with the Tysons Partnership are ongoing.
- Draft Memorandum of Agreement (MOA) is being reviewed by VDOT and Fairfax County legal counsels, and Risk Management.
- County staff has a goal of bringing the standards and the MOA before the Board of Supervisors for consideration in August or September, 2011.
- Adoption of the standards and the MOA are critical for zoning applications to move forward.

Questions?

to a station. Each Metro station in Tysons has two primary entrances, one on either side of Route 7 or Route 123. The point of measurement from an entrance should generally be the base of the escalator, as established during the initial construction of the station.

In order to achieve the recommended intensity, the walk to and from the closest station entrance to all of the buildings within a development proposal should be convenient, safe, and pleasant. As used here, *convenient* means direct, easy, and not overly long. *Safe* means protected from motorized traffic, well lit, and activated by the presence of other people. *Pleasant* means the walking experience is in an interesting, high quality environment.

Projects that include areas of different intensity recommendations should have an overall intensity that is based on the proportion of land area associated with each intensity recommendation. The resulting development pattern should generally conform to the goal of locating the highest intensities closest to transit. In addition, proposed intensities should be consistent with the urban scale and character that is envisioned for the area.

To encourage public-private partnerships, when building space is provided for a public facility, the floor area of the facility should not be counted toward a development's allowable FAR.

Intensity alone will not create a livable, vibrant Tysons; a mix of land uses, public facilities, civic uses, parks, and infrastructure must also be in place. The recommended intensities are conditional and contingent upon these livability factors being provided in a manner that is phased appropriately with development. These components of a healthy community will help attract new residents to Tysons and enhance the quality of life for residents. The provision of this civic infrastructure will be the responsibility of both the private and public sectors. Specific needs for Tysons are addressed in the sections on Transportation, Environmental Stewardship, Public Facilities, and Urban Design, as well as the District Recommendations.

Rezoning applications seeking a redevelopment option will be evaluated for conformance with all of the guidance provided in the Comprehensive Plan, including the Major Elements of the Plan. These elements are listed in the Vision for Tysons section, and detailed guidance on each element are located in the Areawide Recommendations.

Initial Development Level

To implement the first 20 year increment of the ultimate vision for Tysons, the total amount of office uses built and approved in the entire urban center should not exceed an initial development level of 45 million square feet. This amount is the office component of the high forecast for the year 2030 prepared for Fairfax County in 2008 by George Mason University's Center for Regional Analysis. Office floor area that should be counted toward the initial development level includes all existing office buildings and any office development that is approved through a proffered rezoning, a special exception, or a by-right site plan. Office floor area reserved for public facility bonuses should also be counted toward the initial development level.

The initial development level focuses on office uses because they represent the majority of existing uses and have high peak period vehicle trip generation characteristics. New uses other than offices that have a significant impact on peak period trips should also be managed carefully and may be counted toward the initial office development level.

To encourage new housing development in Tysons, residential uses may be rezoned at levels above the 2030 forecast for housing. Uses such as neighborhood retail, hotels, and arts/civic space may also be rezoned at levels above the 2030 forecast if they do not have a significant impact on peak period vehicle trips.

The Land Use and Transportation sections of the Areawide Recommendations provide guidance on monitoring activities that will be necessary to track development performance. Monitoring will also be essential to future planning efforts. A particular condition to be monitored is the achievement of transportation improvements needed to mitigate the impacts of new development. If a reliable mechanism for funding these improvements needed beyond the year 2030 is established, then the initial development level of 45 million square feet of office uses may be increased through a Tysons-wide or area-specific Plan amendment.

The following criteria should be considered when determining an increase in the initial development level for office uses:

- Progress achieved toward the realization of the vision for Tysons;
- Market demand for office space, as demonstrated by new building construction, vacancy rates, and revised forecasts;
- Balance between land use and transportation, including the provision of infrastructure and achievement of vehicle trip reduction levels identified for the year 2030 and TDM performance that exceeds the targets outlined in Table 5 in the Transportation section; and
- Funding arrangements for transportation improvements and programs, so that timely completion of improvements identified for the period beyond 2030 can confidently be expected.

A Tysons-wide summary of existing and approved development based on information provided by the County should be included with all rezoning applications in Tysons.

TOD District Intensity

The highest intensities in Tysons should be built in areas closest to the Metro station entrance. Intensities should decrease as the walking distance from the stations increases. This reflects evidence from other urban areas that transit ridership is correlated with walking distance to rail stations. Following this pattern, the intensity of redevelopment projects within 1/4 mile of the Metro stations should be determined through the rezoning process; in other words, no individual site within these areas should be subject to a maximum FAR.

To manage growth in Tysons effectively and encourage complete developments, a portion of the intensity proposed for a project within 1/4 mile of a Metro station may be approved through a special exception (SE). The SE will apply mostly to office uses, which have a high degree of peak period vehicle trips. In areas within 1/4 mile of the Metro stations, non-office uses that generate similar or fewer peak period trips than hotels, such as housing and neighborhood-serving retail, may be approved through a rezoning without an SE.

Offices and uses that generate more trips than hotels may be approved through a rezoning up to an intensity of 2.5 FAR. Intensity above 2.5 FAR for these uses may be approved with an SE that accompanies a rezoning. For example, a 6.0 FAR project that is 50% office and 50% residential could have 5.5 FAR approved by rezoning (2.5 FAR office plus 3.0 FAR residential) and an additional 0.5 FAR office approved by SE.

Summary of Built, Approved, and Proposed Office Development in Tysons
Prepared by the Department of Planning and Zoning for the Planning Commission Tysons Committee
June 22, 2011

Built Office Gross Floor Area (GFA) in Tysons: 26,594,202 sq. ft.

Unbuilt Office GFA Approved Through Rezoning Process

Project Name	Developer	District	Unbuilt Office GFA (sq. ft.)	
			CDP/GDP	FDP/GDP
Tysons Corner Center	Macerich	Tysons Central 123	1,379,438	1,072,038
Tysons II	Lerner	Tysons Central 123	3,407,781	3,407,781
Capital One	Capital One	Tysons East	596,000	596,000
WestGate (now Scotts Run Station)	WestGroup	Tysons East	300,000	300,000
MITRE	MITRE	Tysons East	157,351	157,351
MRP Tysons	Mid-Atlantic Realty	North Central	537,519	537,519
TOTAL			**6,378,089**	**6,070,689**

Proposed Net New Office GFA (Rezoning Submissions as of June 2011)

Project Name	Developer	District	Net New Office GFA (sq. ft.)	
			CDP	FDP
Spring Hill Station	Georgelas	Tysons West	2,467,241	557,000
Dominion Square	CARS DB1	Tysons West	2,140,000	0
Solutions Plaza	SAIC/Dittmar	Tysons Central 7	1,671,000	0
Tysons Central	NV Commerical/Clyde's	Tysons Central 7	510,000	0
WestPark	Cityline Partners	Tysons Central 123	650,785	0
Scotts Run Station (North and South)	Cityline Partners	Tysons East	4,089,528	0
Capital One	Capital One	Tysons East	2,088,080	0
The Commons	LCOR	Tysons East	0	0
MITRE	MITRE	Tysons East	334,311	334,311
TOTAL			**13,950,945**	**891,311**

Sum of Built Office GFA and CDP/GDP Approvals and Submissions: 46,923,236

Sum of Built Office GFA and FDP/GDP Approvals and Submissions: 33,556,202

Notes:
1) GFA estimates are based on County tax records and rezoning applications.
2) "Net New Office GFA" is the maximum office GFA proposed in Rezoning Submissions minus all existing and previously approved office on the site.
3) Nearly all of the Rezoning Submissions include a mix of uses with significant residential components, as recommended by the Comprehensive Plan. The only exception is MITRE, which proposes and is planned for office use. Some of the Rezoning Submissions have multiple land use options that would result in less office development than shown above.
4) Based on pre-application meetings with land owners, staff anticipates that 2-3 additional rezoning applications with office components will be submitted in the near future.

Planning Commission Tysons Committee
June 22, 2011

Initial Development Level: Preliminary Staff Recommendation

It is recommended that office development be counted toward the Initial Development Level (IDL) upon approval of an FDP for office use, provided that, with the rezoning of the property, there is a proffered commitment for additional county review of the development at such time as FDP(s), which are filed subsequent to the initial rezoning of the property, are considered. This review would be accomplished by a CDPA/FDP similar to the manner by which the Tysons Corner Center proffers provide for subsequent review of Phases III and IV of its development. In this regard, staff would be seeking a proffer similar to the following:

> Approval of a Conceptual Development Plan Amendment (CDPA) and a Final Development Plan (FDP) or Amendment thereto (FDPA) (hereinafter CDPA/FDP) by the Board of Supervisors and the Planning Commission, respectively, through the public hearing process shall be required prior to the approval of any site plan for any buildings and their associated improvements beyond that permitted by the Final Development Plan(s) that are approved by the Planning Commission concurrent with the initial rezoning for the property.
>
> The buildings, plazas and other improvements shown on portions of the CDP accompanying the initial rezoning of the property that do not have a concurrent FDP are illustrative only with regard to the uses, buildings locations, plazas and other improvements. As part of the review and approval of the CDPA/FDPA, the number of phases, how the gross floor area will be allocated, the mix of uses and the design, among other things, of these portions of the Property may be reviewed; however, the amount of gross floor area shall not be reduced below xxx sq. ft. unless a lesser amount is requested by the Applicant. The Applicant acknowledges that the County's review of the CDPA/FDPA will be based, among other things, on an analysis of the Comprehensive Plan recommendations in effect at the time of the CDPA/FDPA, as well as how well the developed portions of the property are achieving proffered TDM goals. Modifications to the proffers (including to transportation improvements, trails and transportation demand management, stormwater management among other things) may be necessary to address the development proposed to occur pursuant to the CDAP/FDPA. Scoping and submission of an updated traffic analysis evaluating the impact of the development may also be necessary.

Rationale for the proposed method for counting IDL:

- Allows the Planning Commission and the Board to review phases of multi-phased development closer to their actual construction, and thus reflective of the then current conditions; such as, progress on implementing the grid of streets in proximity to the development, the Comprehensive Plan in effect at the time, and progress toward implementing transportation demand management strategies

- Property owners of multi-phased developments have expressed concern that the tax assessment on the property will dramatically increase with FDP approval, while the actual development of the property will not occur for many years into the future. The future filing of a CDPA/FDP creates a situation wherein the tax assessment on properties that do not have FDP approval would be assessed at values considerably less than if the property had FDP approval

- Consolidation recommendations of the plan are useful to achieving Tysons-wide objectives such as the provision of grid of streets and public facilities; however the large consolidations result in multi-phased developments, in part due to functional existing businesses that will not redevelop for decades and levels of development that greatly exceed market absorption levels

- The Comprehensive Plan calls for phasing of development with the provision of public facilities and transportation; phasing to needed public infrastructure can be considered with FDP review at a later point in the development of Tysons

- The approach allows rezonings to occur without having to file a FDP on the whole property, which is viewed by many property owners as essential so that they can proceed with early phases without having to design future phases which are uncertain in terms of the market and the uses

- The approach allows development to be counted toward IDL when the actual decision is made about the actual use of the property. At the rezoning stage multiple uses are frequently shown for buildings; these frequently change in response to market and other factors

- The approach allows development to occur throughout Tysons rather than in just a few locations that are the subject of consolidated rezonings and which will or may not ever build out to their full entitlement or might not do so for 20 to 30 years into the future

- Enhances ability to measure criteria for increasing the IDL, such as TDM effectiveness, after some buildings have been built, rail is in place, a mix of uses occurs and a substantial housing component exists.