

The document that follows is the updated “strawman” document integrating comments received at the public input session on June 21st and Committee discussions on June 26th and July 24th. The Strawman will be discussed at the September 6th meeting of the Planning Commission’s Tysons Committee.

Draft Strawman III
August 15, 2012

Planning Commission Tysons Committee
Recommendations to the Board on Certain Tysons-related Activities

1 At its meeting on March 29, 2011, the Board of Supervisors (“the Board”) requested that
2 the Planning Commission, working with staff, develop an inclusive process to address
3 Tysons Follow-On Motion #1, related to financing infrastructure; Follow-On Motion #14,
4 related to options for providing commuter parking at Metrorail stations on an interim
5 basis; Follow-On Motion #17 related to affordable housing contributions from non-
6 residential developments and refinement of the County policy on walking distances in
7 Transit Oriented Developments (TODs); and the Initial Development Level (IDL) set
8 forth in the Comprehensive Plan (“the Plan”), given the number of rezoning applications
9 that have been submitted.

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11 To address these issues, the Planning Commission reconstituted its Tysons Committee
12 (“the Committee”), which is chaired by At-Large Commissioner Walter Alcorn. The
13 Committee adopted an inclusive process, which included ~~232~~ meetings over a period of
14 fourteen months. During its deliberations, the Committee sought information and input
15 from all stakeholders. Based upon ~~that~~this input, the Committee developed
16 recommendations regarding the issues identified by the Board. T; these
17 recommendations were then approved by the Planning Commission on XXX, 2012, by a
18 vote of XXX.

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20 The Planning Commission is pleased to forward this report of its recommendations to
21 the Board.

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23 Follow on Motion #1 – Financing Infrastructure.

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25 The Plan links development to the timely provision of the infrastructure needed to
26 support it, and provides general strategies for phasing developments ~~in order~~ to achieve
27 a sustainable balance between development and infrastructure and public facilities
28 throughout Tysons. Prior to investigating potential transportation infrastructure
29 financing options, the Committee undertook a discussion among Committee members,

30 | staff, and members of the community ~~attending Committee meetings~~ that confirmed that
31 | the transportation improvements contained in Table 7 of the Plan (Attachment 1) are still
32 | valid for planning purposes. The Committee then affirmed via a working consensus that
33 | the Plan's recommendations for the provision of the necessary transportation
34 | improvements and for transit operating costs should rely on multiple funding sources,
35 | including those from both ~~from~~ the public and private sectors; that the overall funding
36 | plan should be reliable, timely, bondable as appropriate, and sufficient; ~~and, that each~~
37 | element of the funding plan should be legally sustainable; and, that the pace for
38 | achieving the level of development permitted in the Plan should be linked to the
39 | provision of the required transportation improvements.

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41 | While the staff had provided an initial proposal to fund 20 years of transportation
42 | improvements, by the time that the Committee began its deliberations, the County had
43 | received development proposals that exceeded the projected 2030 level of
44 | development, based upon the 2008 George Mason University's estimates of growth. As
45 | a result, the Committee ~~felt it was important to extend~~ed the funding and transportation
46 | improvements horizon from 2030 to 2050. This horizon year change also affects
47 | ~~concerns associated with~~ the Initial Development Level element of the Plan, as
48 | discussed below, by looking at funding and improvements beyond 2030.

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50 | The Planning Commission's recommendations ~~set forth below~~ are based upon thea
51 | goals of developing a comprehensive solution for funding the set of infrastructure
52 | improvements identified in the Plan to support the 113 million square feet of
53 | development anticipated to occur by 2050; the need for a funding plan that allows for
54 | flexibility in funding options and sources, as well as for adjustments to be made based
55 | upon pace of development; and, the need to provide a reliable funding mechanism that
56 | implements the visionary plan. The dollar estimates in this document are best
57 | estimates in 2012 dollars of the private and public sector's costs to complete the
58 | projects in Table 7 (Attachment 1). Based upon the priorities established in Table 7,
59 | staff has developed a cashflow model to guide the implementation of the Tysons
60 | transportation improvements. The funding plan expands upon, but does not include,
61 | currently funded projects such as the Silver Line, existing bus service and maintenance
62 | of state roads.

63 |
64 | ~~In addition, t~~The Planning Commission recommends that all sources of funding,
65 | regardless of whether they are from public or private sources, be used in an efficient
66 | and effective manner to maximize the use of those resources and to minimize costs to
67 | the maximum extent possible. Furthermore, the Planning Commission believes that
68 | investing in Tysons is investing in the long term future of Fairfax County -and that such
69 | an investment benefits the County as a whole.

70 |
71 | The Planning Commission's recommendations are set forth below:

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73 State, Federal, and Regional Funding Responsibility
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75 The majority of the existing and future roads in Tysons will be public streets. The
76 Virginia Department of Transportation (VDOT) is responsible for maintaining
77 public streets in most counties of the Commonwealth, including those within
78 Fairfax County. As such, these funding recommendations do not include costs
79 for maintaining streets that are within the state system. The Planning
80 Commission strongly believes that the Commonwealth has a responsibility to
81 provide significant contributions to the ~~construction, operation, and maintenance~~
82 ~~of the transportation infrastructure in Tysons,~~ in addition to its responsibilities
83 related to street maintenance and other transportation operating and
84 maintenance costs.
85

86 Furthermore, the Planning Commission believes that the economic benefits of
87 Tysons to Virginia should be recognized and that Virginia should strengthen its
88 investment in Tysons, based on its economic benefits to the Commonwealth.
89

90 The Planning Commission also believes that it is appropriate for the Federal
91 Government to continue to participate in funding transportation improvements in
92 Fairfax County, including those ~~assist in the provision of infrastructure in Tysons.~~
93

94 **RECOMMENDATION:**

95 The Planning Commission recommends ~~that~~:

- 96
97 1) All stakeholders in Tysons, including the County, residents,
98 landowners, businesses, and developers engage together in a
99 proactive and concerted effort to lobby and secure funds for Tysons
100 from the state and federal governments, and any regional entities.

101 Transportation Infrastructure Improvements
102

103 The Planning Commission has categorized the infrastructure improvements
104 needed to serve Tysons into four categories: Grid of Streets; Neighborhood
105 Improvements; Transit; and, Tysons-wide Improvements. Each component is
106 addressed separately below.
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108 **Grid of Streets**
109

110 The urban street network described within the Plan is needed to provide
111 convenient connections within Tysons, distribute multi-modal traffic
112 efficiently, and enhance the quality of the network through the use of

113 “complete streets”. The Grid of Streets (“the Grid”) is comprised generally
114 of ~~Collector, Local, and Service~~the streets network that provides site
115 access and local circulation within Tysons.

116
117 The Plan recommends that the private sector be responsible for on-site
118 improvements, including construction of the on-site portions of the Grid, as
119 well as for ~~nd~~ contributions to the Tysons Road Fund to support the
120 construction of off-site~~the remaining~~ portions of the Grid.

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122 RECOMMENDATION:

123 The Planning Commission recommends the cost for construction of the
124 Grid be the responsibility of the Tysons’ landowners/developers. The
125 Planning Commission recommends that the Grid be implemented through
126 two mechanisms:

- 127
128 2) In-Kind Construction: Landowners/developers who seek to
129 redevelop their properties should construct those portions of the
130 Grid needed to support their development applications. This would
131 include the elements of the Grid that are located within and
132 adjacent to development application areas, as well as off-site links,
133 as determined through the entitlement process to be necessary to
134 support the development.

135
136 Staff estimates that the value of these improvements is
137 \$561,000,000 (in 2012 dollars).

- 138
139 3) Tysons Road Fund: Important sections of the Grid are not
140 anticipated to be provided through development applications.
141 Nevertheless, these sections of the Grid are essential to the
142 continuous functioning of Tysons in order to maintain an acceptable
143 level of traffic flow, as well as provide for bus routes, and bicycle
144 and pedestrian connectivity. These sections may be at locations
145 where development may not take place at all, or may not occur in a
146 timely manner. These links are referred to as the “missing links”.

147
148 Staff estimates that the value of these improvements is
149 \$304,000,000 (in 2012 dollars).

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151 To fund construction of the “missing links”, the Planning
152 Commission recommends that the Board adopt the following
153 changes to the existing Tysons Road Fund:
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- 1) Designate the primary purpose of the Tysons Road Fund as funding the construction of the “missing links”;
- 2) Modify the Tysons Road Fund rates to an amount necessary to fund the anticipated cost of the “missing links” in the planned 2050 Grid.

Based on the anticipated need and the anticipated level of development, the Planning Commission recommends that the revised Tysons Road Fund rates for 2012 be set at \$1,000 per new dwelling unit and \$6.44 per square foot of new non-residential development, subject to credit for the construction of any off-site portions of the Grid not needed to support the proposed development based on traffic impact studies submitted in conjunction with the application;
- 3) Adjust the Tysons Road Fund rates annually in a manner that is consistent with other adjustments to other County road funds and the Code of Virginia and other County road funds;
- 4) Prioritize projects periodically; and,
- 5) Evaluate the Tysons Road Fund on a periodic basis to ensure that the funding contribution levels are sufficient and that the funding available is being allocated efficiently.

Neighborhood and Access Improvements

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Intersection improvements are needed now and in the future in Tysons and in the communities adjacent to Tysons. These intersections either currently experience traffic flow problems, or are expected to reach traffic flow problem levels if left unaddressed over the next five to ten years.

~~A~~The Tysons Metrorail Station Access Management Study (TMSAMS), approved by the Board on May 22, 2012, A number of projects necessary ~~in the near term~~ to enhance multimodal access to and from the four new Tysons Metrorail stations and to improve the safety of pedestrian and bicycle access within and in the vicinity of Tysons, were identified through the Tysons Metrorail Station Access Management Study (TMSAMS). These pedestrian and intersection projects include improvements to

196 sidewalks and walkways, bicycle facilities, trails in the vicinity of Tysons,
 197 and crosswalks at specific intersections. A three-mile radius from the
 198 stations was used for bus, bus stop, bicycle, and some trail
 199 enhancements. A one-mile radius corresponding to the Boundary was
 200 used to identify missing links and safety improvements for sidewalks and
 201 crosswalks. The projects were prioritized and recommendations for road
 202 improvements, funding, and implementation were included. The TMSAMS
 203 recommendations and project list were approved by the Board on May 22,
 204 2012.

205
 206 The Fairfax County Department of Transportation (FCDOT) has
 207 developed a Four-Year Plan, covering the Fiscal Years 2013-2016
 208 (Attachment 2 Four-Year Plan) ~~that~~ which programs current and projected
 209 revenues for countywide projects and begins to address long term
 210 transportation infrastructure needs. The Four-Year Plan includes federal
 211 funding for a portion of the TMSAMS recommendations. The Board
 212 adopted the Four-Year Plan on July 10, 2012.
 213

214 Staff estimates the value of these improvements ~~is at~~ \$77,000,000 (in
 215 2012 dollars). ~~To date, of which to date~~ \$23,400,000 million in funding
 216 has been secured identified from FY13-FY18. Of the funding currently
 217 identified, \$23,400,000 (100%) is from- from the federal/state government
 218 sources. Staff will continue to seek out federal and state funding
 219 opportunities to acquire additional funding needed to complete the
 220 recommended projects.

221
 222 **RECOMMENDATION:**

223 The Planning Commission recommends:

- 224
 225 4) The primary funding responsibilities for these improvements should
 226 come from state, federal, regional and County funding sources.
 227 These funding sources have traditionally paid for sidewalk, trail,
 228 and spot intersection improvements not associated with a particular
 229 development. In addition, funds from these sources are more likely
 230 to be able to be timed to the needed improvements.
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Transit

To leverage the investment in the Metrorail Silver Line ~~Metrorail~~ expansion into Tysons and beyond, to implement the Fairfax County Transit Development Plan, and to create the environment for the type of transit-oriented development envisioned for Tysons, public transportation must serve an increasingly higher percentage of trips to, from, and within Tysons. FCDOT is implementing plans to expand the Metrobus and Fairfax Connector service within Tysons to increase transit access, and is studying implementation of a circulator system within Tysons to aid movement within Tysons, as recommended in the Plan.

Staff estimates the value of these new services at \$889,000,000 (in 2012 dollars); which does not include funding for existing bus services or County Metro payments to WMATA that are part of the multi-jurisdictional compact. ~~This~~ estimate consists of \$155,000,000 in capital costs and \$734,000,000 in operating costs to provide the expanded service from 2013 – 2050.

It is estimated that the operating and capital costs for this service will be covered by state and local funds. State support for transit varies yearly, according to established funding formulas. In FY2012, the State provided a 50% reimbursement for capital costs and 18% of operating costs. These percentages were used to project future State funding contributions throughout the aforementioned cashflow analysis. Over the 40 year period, based on these percentages, transit capital costs are estimated to be funded at \$74,000,000 (50%) from local funding sources, and \$74,000,000 (50%) from State funding sources. Over the 40 year period, based on these percentages, transit operating costs are estimated to be funded at \$577,000,000 (82%) from local funding sources, and \$128,000,000 (18%) from State funding sources.

RECOMMENDATION:

The Planning Commission recommends:

- 5) The primary responsibility for funding the expanded transit service should come from state, federal, regional, and County funding sources. These funding sources have traditionally paid for the capital and operating costs of transit improvements not associated with a particular development. In addition, funds from these sources are more likely to be able to be available when needed for the ~~needed~~ identified improvements.

276 Funding for new Fairfax Connector services related to the Silver
 277 Line will be included in the FY2014 Fairfax Connector budget and
 278 the Four-Year Plan ~~will address~~ es additional transit requirements
 279 for Tysons. These additional services are based on
 280 recommendations from the Fairfax County Transit Development
 281 Plan. The planned service changes include the realignment,
 282 enhancement and addition of new feeder service to the new rail
 283 stations and implementation of a circulator bus system within
 284 Tysons.

285
 286 6) Some elements of the transit system, including a portion of
 287 operating costs, transit stop facilities, and rights-of-way for future
 288 transit systems should be the responsibility of the private sector.
 289 These elements should be funded to the extent possible through
 290 public/private partnerships, proffers associated with redevelopment-
 291 and other creative mechanisms that minimize the burden on County
 292 taxpayers

293
 294 7) ~~For the transit service expected to occur after 2030,~~ Increased
 295 participation from the private sector and new funding sources
 296 should be explored for the transit service, particularly for those
 297 services expected to occur after 2030. For example, owning and
 298 operating private jitney services may prove to be economically
 299 feasible for the private sector without a direct subsidy by the public
 300 sector at some point in the future.

301 302 **Tysons-wide Road Improvements**

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 304 A number of ~~physical~~ improvements to the existing roadway and
 305 transportation infrastructure are necessary to improve ~~achieve critical~~
 306 ~~access to, and within, -and egress to~~ Tysons. These improvements are
 307 identified in Table 7 of the Plan under the heading of 'Tysons-wide Road
 308 Improvements'. These projects include new access points from the Dulles
 309 Toll Road to Tysons, expanded capacity on select primary and minor
 310 arterial roads, and the creation of new minor arterial roads to support the
 311 Grid.

312
 313 The Plan recommends that these necessary transportation improvements
 314 will need to rely upon public and private sources of funding and makes
 315 recommendations as to the types of funding mechanisms that may be
 316 appropriate.

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The Committee spent a significant portion of its deliberations on the issues related to the Tysons-wide Road Improvements. The deliberations involved understanding each of the specific improvements listed in Table 7, investigating all of the potential funding mechanisms that are currently available under existing legislation, and understanding the relationship between the transportation improvements and the potential funding mechanisms.

The Board of Supervisors' previous Four-Year Plan (FY09-FY12) included a number of projects pertinent to Tysons. Studies included: Tysons Corner connections to the Dulles Toll Road; conceptual engineering and design for the Boone Boulevard and Greensboro Drive extensions, and the Grid; the Tysons Corner Circulator Feasibility Study; and the Tysons Corner Transportation and Urban Design Study.

Table 7 roadway projects entirely or partially funded under the current Four-Year Plan (FY13-FY16) include: the extension of Jones Branch Drive to inside I-495 (connecting Jones Branch to Route 123); the Route 7 widening from Route 123 to I-495; and the partial acquisition of right-of-way for the Route 7 widening from the Dulles Toll Road to Reston Avenue.

Staff estimates the value of the Tysons-wide Road Improvements at \$1,207,000,000 (in 2012 dollars). To date, of which to date, \$85,000,000 million in funding has been identified from FY13-FY18. Of the funding currently identified, approximately \$59,000,000 (70%) is from County funding sources, \$23,000,000 (27%) is from federal government sources, and \$2,800,000 (3%) is from funds received from landowners/developers.

RECOMMENDATION:

The Planning Commission recommends:

- 8) All of the Tysons-wide Road Improvements included in Table 7 should be addressed in the funding plan, as all are needed to support future growth;
- 8)9) The Tysons-wide Road Improvements should be separated into two categories - those that occur outside of Tysons and those that occur inside of the Tysons. The Planning Commission believes that splitting these projects into two groups based on their location

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allows the projects to be funded primarily by the groups receiving the greatest benefit of the improvements.

- ~~9) The Planning Commission recognizes that there may be situations where the landowners/developers may be responsible for an improvement outside the boundaries of Tysons. Conversely, there are instances where state, federal, regional, or County funding sources may be responsible for projects inside the boundary of Tysons. As such, the Planning Commission determined that, for the purposes of this recommendation, "primary responsibility" means 90% of the cost associated with the improvements;~~
- 10) The Tysons-wide Road Improvements that occur outside of Tysons, should be funded primarily by state, federal, regional, and County funding sources, since the majority of the trips do not result from the redevelopment of Tysons;
- 11) The Tysons-wide Road Improvements that occur inside of Tysons should be funded primarily from private sector sources, as the majority of the impacts result from the Tysons development and redevelopment.
- ~~11)12) The Planning Commission recognizes that there may be situations where the landowners/developers may be responsible for an improvement outside the boundaries of Tysons. Conversely, there are instances where state, federal, regional, or County funding sources may be responsible for projects inside the boundary of Tysons. As such, the Planning Commission determined that, for the purposes of this recommendation, "primary responsibility" means 90% of the cost associated with the improvements. This assignation is used to calculate financial responsibility but should not necessarily be used for sourcing funding for individual projects;~~
- ~~12)13) The Board should continue to build upon the Four-Year Transportation Funding Plan, which, as stated previously, includes funding for some of the Tysons-wide Road Improvements;~~
- ~~13)14) The Board should direct staff to develop a Tysons' Transportation Funding Plan to determine initial priorities, a preliminary schedule of construction, and a cashflow analysis for the Tysons-wide Road Improvements, based upon the recommendations in Table 7 and the recommendations of the Planning Commission-Commission.~~

400 The priorities and cashflow analysis should be updated periodically
401 as needed;

402
403 ~~14) The Board should develop a preliminary schedule of construction~~
404 ~~for the Tysons-wide Road Improvements, based upon the~~
405 ~~recommendations in Table 7;~~

406
407 15) To minimize the impacts of funding the transportation infrastructure
408 on County taxpayers, ~~the~~ Board should direct staff to continue to
409 maximize outside revenue sources to place the responsibility of
410 transportation funding where it more appropriately resides, i.e. with
411 our state and federal funding partners. ~~and~~ FCDOT should
412 continue its current process of acquiring funding from outside
413 sources wherever possible and only using the County funding
414 ~~sources~~ as the source of last resort for Tysons-wide Road
415 Improvements.

416
417 FCDOT staff should continue routinely reviewing ~~ings~~ federal, state and
418 other funding opportunities to determine which County
419 transportation projects best fit these programs. The planned
420 Tysons-wide Road Improvements are currently included in this
421 evaluation process.

422 Based upon the foregoing, \$701,000,000 (in 2012 dollars) should be
423 provided from state, federal, regional, and County funding sources and
424 \$506,000,000 (in 2012 dollars) from the private sector.

425
426 The Tysons-wide road improvements will benefit all residents and
427 landowners who live, work, play and shop within Tysons, whether they are
428 new office workers or long-time residents. Therefore, a portion of the cost
429 of the improvements should be borne by all Tysons landowners.

430
431 While the roads will serve everyone accessing Tysons, the Plan includes
432 redevelopment options for certain areas within Tysons that call for
433 substantial additional development value, and thus these redevelopment
434 options add to the need for the Table 7 Tysons-wide Road Improvements.
435 Therefore, a portion of the Tysons-wide Road Improvements should be
436 borne by the applicants for proposed new developments, in that they have
437 a Plan development potential that ~~will be~~ is enabled by such
438 improvements.

439

RECOMMENDATION:

The Planning Commission recommends that the funding within the landowner/developer share be allocated in the following manner:

- 16) Half of the funding (\$253,000,000 in 2012 dollars) should be generated by a Tysons-wide tax district, whose boundary would be ~~the same as~~ generally consistent with the Tysons Corner Urban Center. Most of the Tysons-wide Road Improvements will be contained within this boundary and will serve to benefit the entire community within Tysons.

The Planning Commission strongly encouraged landowners within Tysons to gain the requisite number of signatures to petition the Board to establish a transportation improvement district (TID) to generate the recommended level of revenue for the needed improvements by approximately 2050. The TID revenue mechanism was used to establish the Dulles Phase I Tax District, currently providing funding for Phase I of the Metrorail Silver Line ~~Metro~~ Extension.

The landowners within Tysons, as represented by the Tysons Partnership, do not believe they are able to provide such a petition to the Board to establish a TID. Therefore, the Planning Commission recommends that the Board establish a Service District for the same purpose.

The service district should be established effective January 1, 2013, with tax rates set concurrent with the County's 2014 budget process...to allow for a full year of tax revenue to be raised in 2013. ~~Consideration~~ process. Consideration should be given to phasing in the amount of the tax rate over time.

- 17) The Tysons wide service district should fund projects that benefit all of Tysons' residential and non-residential land owners. Initial projects should be those that are anticipated to provide the most benefit to the most properties within Tysons. It is further anticipated that these initial projects can be bonded and that debt service would be paid for a relatively short time frame. From time to time, and especially when the bonds financing the initial projects near maturity, the County should conduct a review with input from a Tysons Transportation Advisory Board (see below) concerning the

481 status of the initial projects, yearly tax rates, future increments of
482 projects and their timing. Alternative funding mechanisms could be
483 enacted, as long as they could be applied equitably and reasonably
484 be expected to provide the recommended funding level in a timely
485 manner.

486 ~~18)17)~~ Funding from the revenues generated from the Service District to
487 construct Road Improvements should be prioritized based upon the
488 greatest benefit to the residents and landowners in Tysons.

489
490 ~~19)18)~~ Establishment of a Service District including all landowners within
491 the Tysons Corner Urban Center would, by law, also include
492 residential property owners. These residential property owners are
493 currently exempt from the Dulles Phase I Rail District taxation, but
494 would be subject to this service district. As of January 1, 2012,
495 residential property owners make up approximately 10% of the total
496 assessed value of properties in Tysons.

497
498 The Planning Commission further recommends the Board consider
499 seeking legislation that would permit residential property to be
500 exempt from inclusion within a service district or establish a
501 differential rate for residential properties within a service district.

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503 RECOMMENDATION:

504 The Planning Commission recommends:

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506 19) Funding from the revenues generated from the Service District to
507 construct Tysons-wide Road Improvements should be prioritized
508 based upon the greatest benefit to the residents and landowners in
509 Tysons. As such, the Board should set a policy to spend
510 approximately 10% of the Service District funding on transportation
511 projects that have a direct benefit to the residential landowners in
512 Tysons. These may include capital infrastructure such as improved
513 sidewalks and trails. , and that sSuch funding should be
514 accelerated to the earlier phases of the construction schedule to
515 best serve existing residents. This funding may also provide
516 support for increased and improved transit services that might be of
517 a particular benefit to the existing and future residents.

518
519 20) The Board establish a Tysons Transportation Advisory Board to
520 provide input on the annual tax rate for the proposed Service
521 District, the transportation project priorities, and review project
522 implementation schedules. In addition, the Tysons Transportation

523 Advisory Board may also provide input on the annual adjustment of
524 Road Fund rates related to the Grid of Streets and Tysons-wide
525 Transportation Road Fund (see below);
526

527 ~~20)21)~~ The remaining half of the funding (\$253,000,000 in 2012 dollars)
528 should be funded through those properties seeking redevelopment
529 within Tysons.
530

531 The primary method for raising this revenue should be through a
532 contribution of \$5.63 per square foot of new non-residential
533 development and \$1,000 per new residential unit in 2012. This rate
534 should be adjusted annually in a manner that is consistent with
535 other adjustments to other County road funds and consistent with
536 the Code of Virginia, and other County road clubs.
537

538 The previously discussed Tysons Road Fund could be expanded to
539 include the construction of the Tysons-wide Road Improvements or
540 an additional funding pool could be established to administer this
541 contribution. ~~Typically such road club contributions are made at the~~
542 ~~time of issuance of building permits. If the Board implements this~~
543 ~~funding option, it may wish to consider permitting some of the~~
544 ~~payment to be made at the time of issuance of the first Residential~~
545 ~~Use Permit (RUP) or Non-Residential Use Perming (Non-RUP) for~~
546 ~~the building.~~
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548 Alternative funding mechanisms, or a combination thereof, could
549 be enacted, as long as they could be applied equitably and
550 reasonably be expected to provide the recommended funding level
551 in a timely manner. Alternative funding mechanisms which could
552 be suitable, and which could be creditable against the contribution
553 amount set forth above, include;
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- 555 • Proffered in-kind construction of specific transportation
556 improvements beyond those needed to support the
557 requested development, as determined by the traffic impact
558 analysis submitted with the application;
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- 560 • Proffered financial contributions to funding specific
561 transportation improvements;
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- 563 • A second, smaller tax district, such as a Transportation
564 Improvement District, if such is determined to be legally

565 sustainable; and/or

- 566
- 567 • Revenue from paid parking fees, or a parking district, ~~in~~
568 associated specifically with future rezonings in which a
569 certain amount of money per space per day is used to fund
570 the transportation improvements.

571 On June 11, 2012, the Tysons Partnership endorsed this two pronged
572 financing approach with certain caveats (Attachment 3).

573
574 Transportation Funding Monitoring and Review

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576 The Planning Commission recognizes that transportation improvements will be
577 monitored and amended on an annual basis as part of the annual budget
578 process and the five-year Capital Improvement Plan processes. These existing
579 processes, which identify specific projects and include funding sources on a
580 project-by-project basis, are important annual reviews that ~~will~~ provide a
581 transparent process with public hearings at both the Planning Commission and
582 Board of Supervisors.

583
584 As previously discussed, the Planning Commission recommends the Tysons
585 Transportation Funding Plan include all of the projects anticipated in the Plan to
586 be needed for 113 million square feet of development, as projected by the
587 George Mason University 2008 study, through 2050. This extended planning
588 horizon contains a number of assumptions that will need to be comprehensively
589 monitored over time to ensure that the assumptions made today remain valid in
590 the future.

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592 The project cost estimates, and funding levels determined to support construction
593 of the ~~needed Tysons~~ improvements, will ~~also~~ need to be flexible to provide for
594 changes in future construction costs ~~and as well as~~ to address any funding
595 overruns or shortfalls identified in the future. The cost estimates may also need
596 to be adjusted as development occurs throughout Tysons.

597
598 The Planning Commission's recommended funding plan assumes that resources
599 will come from a number of sources, as previously discussed above. These
600 funding mechanisms vary in the amount of funds that they can raise, bonding
601 capacity, total revenue generated, and timing of the delivery of funds. In general,
602 it is expected that the state, federal, regional, and County funding sources will
603 provide the majority of funding for projects early in the ~~construction schedule~~ 40-
604 year period, due primarily to the bonding and revenue capacity of those sources.
605 The landowner/developer revenue sources are expected to provide funding later

606 in the 40-year redevelopment time span to allow those revenue sources to
 607 accrue sufficient revenue for “pay as you go” funding, or to build up reserves to
 608 leverage other funding options when needed.
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610 The Consolidated Transportation Impact Analyses (CTIAs) for the East, Central,
 611 and West portions of Tysons have been conducted by the County to determine
 612 the combined impact of the current redevelopment proposals and the potential
 613 future redevelopment on parcels were such with redevelopment options are
 614 available under the Plan. The CTIA analyses resulted in the identification of
 615 several additional transportation projects in the Tysons East area beyond those
 616 listed in Table 7, and may result in additional transportation projects in the
 617 Tysons Central and Tysons West areas beyond those included in Table 7.
 618

619 **RECOMMENDATION:**

620 The Planning Commission recommends:
 621

622 22) The Board of Supervisors reaffirm the County’s commitment that
 623 the transportation infrastructure improvements will be constructed
 624 in a timely manner, and to either seek and/or provide the public
 625 sector funding as set forth in the Planning Commission’s
 626 recommendations; as such improvements are critical to the
 627 successful redevelopment of Tysons.
 628

629 21)23) To ensure a sustainable balance between development and
 630 transportation infrastructure, the Board review on at least a five
 631 year basis, or more frequently if when otherwise warranted by
 632 circumstances and events, the pace and location of residential and
 633 non-residential development; together along with the construction
 634 schedule; funding status; and, the funding mechanisms for
 635 transportation improvements. The review may result in
 636 adjustments as necessary to ensure that; the estimated funding
 637 levels for such improvements are coordinated with the anticipated
 638 construction spending and the timing of construction; and that the
 639 funding is being spent in an appropriate and efficient manner; and,
 640 that the pace of the transportation improvements and the pace of
 641 residential and non-residential development are proceeding
 642 substantially in tandem, as set forth in the Comprehensive Plan.
 643

644 This review should be based on the most current data and
 645 information available at the time of the review, including whether
 646 the assumptions upon which the proposed finding mechanisms
 647 were based are still valid or whether they should be changed, and

648 should include members of the community, ~~and the Tysons~~
649 ~~Partnership, and the Tysons Transportation Advisory Board;~~

650
651 ~~22)24)~~ The Board should consider the financial benefits of growth in
652 Tysons when making Countywide funding decisions,~~with an~~
653 ~~emphasis on providing a ‘fair share’ return to Tysons;~~ and,

654
655 ~~23)25)~~ The level of development tested by the CTIAs exceeds the level of
656 development anticipated, by the George Mason University 2008
657 study, to occur by 2050. Any additions to Table 7 should be funded
658 by the development that exceeds the 2050 threshold projected by
659 George Mason University in 2008. Alternatively, if improvements
660 beyond those identified in Table 7 are needed before 2050,
661 consideration should be given to substituting those improvements
662 for projects currently included in Table 7.
663

664 Transportation Funding – Relationship to Tax Rate

665
666 Fairfax County will be responsible for funding a portion of the transportation
667 improvements in and near Tysons, as set forth in Table 7. It is likely that the
668 funds for the County’s share will be generated through the sale of bonds. Bond
669 financing makes it possible to build facilities and infrastructure with capacities
670 based on future population estimates and to spread the cost over the useful life
671 of the facilities. This kind of financing allows the cost of a facility to be spread
672 over a number of years so that each generation of taxpayers contributes a
673 proportionate share for the use of these long-term investments.

674
675 Borrowing entails interest costs. Since the interest earned by holders of
676 municipal bonds is exempt from federal taxes, interest rates for the County’s
677 bonds generally are lower than the rate charged for private loans. As a result of
678 the County’s reputation for sound financial management, Fairfax County has the
679 highest credit rating possible for a local government: “AAA” from Moody’s
680 Investors Service Inc.; from Standard & Poor’s Corp.; and from Fitch Ratings. As
681 of May, 2012, Fairfax County is one of only eight states, 39 counties, and 34
682 cities to hold a “AAA” rating from all three rating agencies. For this reason,
683 Fairfax County’s bonds sell at low interest rates, even compared with other tax-
684 free bonds.

685
686 The County’s bond program is not anticipated to contribute to an increase in the
687 tax rate. Fairfax County has adopted a financial management policy designed to
688 protect its “AAA” rating. It calls for the County’s net long-term debt to not exceed

689 3 percent of the total market value of taxable real and personal property in the
 690 County. It also provides that annual debt service (the cost of principal and
 691 interest payments) be kept below 10 percent of annual combined general fund
 692 spending, and that bond sales not exceed an average of \$275 million per year or
 693 \$1.375 billion over 5 years. For Fiscal Year 2013, the County's actual net long-
 694 term debt is 1.26 percent of the market value of all taxable real and personal
 695 property. Debt service costs in Fiscal Year 2013 are 8.5 percent of the combined
 696 general fund disbursements. The Fiscal Year 2013-2017 Capital Improvement
 697 Plan adopted by the Fairfax County Board of Supervisors on April 24, 2012,
 698 anticipates issuance of an average of \$244 million of bonds per year.
 699

700 This policy is expected to keep debt service at approximately 9.0 percent of
 701 general fund disbursements, which will maintain a balance between operating
 702 expenses and long-term capital needs. As long as debt service remains a
 703 constant or near-constant percentage of general fund disbursements, the
 704 County's debt for acquisition and construction of public facilities would not cause
 705 any increase in the property tax rate. Over the past 20 years, the share of taxes
 706 used to pay debt service has fluctuated from 7.5 percent to a high of 9.3 percent.
 707 Currently, the rate is about 8.5 percent and is projected to remain under 9.0
 708 percent based on current market and revenue forecasts and the anticipated bond
 709 program.
 710

711 Follow on Motion #14 – Interim Commuter Parking

712
 713 Follow-On Motion #14 directed staff to explore options for providing commuter parking
 714 at Metrorail station(s) in Tysons Corner on an interim basis until Tysons development
 715 reaches a level where such commuter parking is not practical or desirable.
 716

717 To complete this task, FCDOT ~~produced~~ prepared an inventory of potential sites that
 718 could accommodate such parking. Subsequent to developing the inventory, staff
 719 contacted the owners of ~~these~~ the larger sites to gauge interest in providing interim
 720 parking and investigated the zoning regulations governing the provision of commercial
 721 parking. In most cases, a commuter parking agreement, approved by the Board, would
 722 be required to allow commercial parking. Such an agreement can contain any terms the
 723 Board deems appropriate and that are agreed upon by all parties.
 724

725 Although a handful of property owners expressed initial interest when contacted, staff
 726 ultimately exhausted all identified possibilities with no property owners willing to move
 727 forward.
 728

729 RECOMMENDATION:

730 The Planning Commission recommends:

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- ~~24)~~26) A formal Tysons Corner Interim Parking Request for Interest (RFI) be issued and sent to all property owners proximate to the Metrorail stations;
- ~~25)~~27) The RFI include the target requirements and necessary steps for property owners to obtain interim parking agreements with Fairfax County and be released no later than 12 months before the scheduled opening of the Metrorail stations; ~~and,~~
- 28) If an interim parking location is identified, that signage ~~is~~be posted at the location clearly indicating the interim status of the parking. In addition, the availability of these parking locations should be included in County transit marketing materials; and,
- 29) DOT staff should work with the Tysons Partnership at key steps for their input and assistance on developing interim parking and related services on private property

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751

Follow on Motion #17a – Affordable Housing Policy.

752 This motion asked that the Planning Commission examine modifying the Policy Plan to
753 incorporate a policy supporting a non-residential contribution to affordable housing
754 similar to the recommendation in the Tysons Plan. Since this proposed policy will be
755 applicable countywide, the effort will take more time and require extensive public
756 outreach before a recommendation can be made by the Planning Commission.

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Follow on Motion #17b – TOD Walking Distance Policy

760 Under separate cover, the Planning Commission will forward to the Board a proposed
761 revision to the Policy Plan that would amend the County’s Guidelines for Transit-
762 Oriented Development (TOD) and request that the amendment be authorized for public
763 hearing. To reflect elements of the Tysons Plan, this proposed amendment would
764 refine the description of walking distance, as it relates to transit proximity.

765
766
767

Board Motion –Initial Development Level (IDL)

768 The Plan recommends that an Initial Development Level (IDL) of 45 million square feet
769 of total office development built and approved within Tysons should be set ~~in order to~~
770 implement the first 20 year increment of growth. Office uses were the trigger for the IDL
771 due to their being the majority of existing uses and having high peak period vehicle trip

772 generation characteristics. There is currently approximately 27 million square feet of
 773 office use in Tysons and another 6.5 million square feet of approved but unbuilt office
 774 use. The applications in Tysons that are currently under review represent a potential
 775 additional 15.2 million square feet of office use.

776
 777 If all of the current applications under review were approved with their current
 778 entitlement requests and the IDL were calculated using the development levels shown
 779 on the Conceptual Development Plans (CDP), the Plan IDL level of 45 million square
 780 feet of total office development would be exceeded by approximately 3.4 million square
 781 feet, or approximately 8 percent. However, based on the development levels shown on
 782 the Final Development Plans (FDP) that have been approved or submitted, there would
 783 be over 11 million square feet of office development remaining before IDL is reached.

784
 785 The Plan recommends that the following criteria be considered when determining an
 786 increase in the IDL for office uses:

- 787
- 788 a) Progress achieved toward the realization of the vision for Tysons;
 - 789
 - 790 b) Market demand for office space, as demonstrated by new building
 791 construction, vacancy rates, and revised forecasts;
 - 792
 - 793 c) Balance between land use and transportation, including provision of
 794 infrastructure and achievement of vehicle trip reduction levels identified for
 795 the year 2030 and TDM performance that exceeds the targets outlined in
 796 Table 5 in the Transportation section; and
 - 797
 - 798 d) Funding arrangements for transportation improvements and progress, so that
 799 timely completion of improvements for the period beyond 2030 can
 800 confidently be expected.

801
 802 The current applications represent development ~~well~~ beyond the 2030 time period used
 803 to set the IDL. To address this issue, the Commission has proposed a funding
 804 recommendation that, if implemented, would provide for the timely completion of all of
 805 the currently identified transportation improvements for the 2050 time period.

806 Implementing the proposed funding solution would result in a circumstance that
 807 warrants revisiting current limitations on where limiting office development, to the 2030
 808 level would no longer be necessary.

809
 810 **RECOMMENDATION:**

811 As the Planning Commission's recommendations for financing infrastructure (identified
 812 above) addresses the increment beyond 2030 to the 2050 time period, the Planning
 813 Commission recommends:

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- 30) The Board direct staff to incorporate within the next Tysons-wide plan amendment consideration of a~~text to~~ change the current IDL of 45 million square feet of office use.

Attachments:

1 - Table 7 Improvements

2 – Fairfax County Board of Supervisors Four-Year Transportation Program
(FY 2013 – FY2016)

3 – Tysons Partnership Letter to Tysons Committee, June 12, 2012 / Annotated June 14
http://www.fairfaxcounty.gov/planning/tysons_docs/061212tysonspartnershipletter.pdf

4 – Web link to 2011 Planning Commission Tysons Committee Minutes;
<http://www.fairfaxcounty.gov/planning/2011tysonspresentations.htm>

5 – Web link to 2012 Planning Commission Tysons Committee Minutes
<http://www.fairfaxcounty.gov/planning/2012tysonspresentations.htm>