

# DRAFT Goals, Objectives and Strategies

Route 28 Keynote Employment Policies Comprehensive Plan Amendment CPAM 2009-0001



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Loudoun County Planning Department

# Overview

The Route 28 Corridor, whose boundaries are synonymous with the Route 28 Tax District, has long been envisioned to develop as a major employment center in Loudoun County due to its proximity to a highly skilled and educated workforce, immediate access to a regional transportation network and adjacency to a world class international airport. As such, the development and growth of employment in the corridor is critical for the protection of the Tax District and the economy of the County. Over time, however, it has become clear that much of the corridor has not developed with higher density Class A office space on Route 28 envisioned by the Revised General Plan. Although 60% of the land area is planned as Keynote Employment, the predominant existing uses within the Tax District are industrial; small, unconsolidated parcels are making it difficult for developers to come in with the kind of unified development proposals on larger-scale properties envisioned as Keynote Employment; and Keynote Employment does not allow for the kind of amenities necessary to recruit national and international businesses to the County.

Opportunities exist to develop the corridor as a world-class, international employment corridor. The Board of Supervisors, on February 3, 2009, initiated a Comprehensive Plan Amendment, CPAM 2009-0001 Route 28 Keynote Employment Policies, to consider retaining or changing Revised General Plan Keynote Employment land use policies for a specified area within the Route 28 Corridor (those properties between Route 7 and the Fairfax County line, and between Atlantic Boulevard and the Broad Run). The purpose of this paper is to provide a set of draft goals, objectives and strategies that would stimulate commercial development within the corridor, and correspondingly within the boundaries of the CPAM, while protecting the viability of the Tax District. The draft recommendations have been compiled from stakeholder input gathered through visioning workshops conducted since March of 2010 as part of the CPAM process. This draft is also supplemented by information collected from previous efforts, including stakeholder forums and one-on-one interviews summarized in the Route 28 Business Outreach Project Results Report, dated June 2, 2009. Additional referenced supportive documents include the "Route 28 Tax District Existing Conditions Report", dated November 26, 2008, the "Belfort Park Area Task Force Final Report", dated January 21, 2009 and the "Route 28 Corridor Market Study, an Analysis of Development Potential for Class A Office Space", dated August 27, 2009.

Throughout the process, the common theme has been to continue to promote the corridor as a major employment corridor. While maintaining that current vision, it has been suggested that business development options should be provided in a variety of employment settings. These settings include high-density residential development at certain locations that could be a catalyst for the corridor's development and lead to greater overall economic development within the corridor than would otherwise be achieved. The following goals, objectives and design guidelines have been identified to implement the vision and guide the overall development of this area.

**Goal 1: The Route 28 Corridor will become an employment destination for regional, national, and international business**

**Objective 1: Planning in the Route 28 Corridor takes advantage of its proximity to Washington Dulles International Airport.**

**Policy Strategies:**

- ✓ Recognize the airport as a 21<sup>st</sup> Century multi-modal transportation hub that supports employment in the corridor.
- ✓ Leverage the airport’s infrastructure and operation investments by developing a land use planning strategy that captures a larger share of aviation-intensive and aviation-related businesses within the corridor.
- ✓ Coordinate outside-the-fence County planning with “inside-the-fence” airport planning.
- ✓ Protect the airport and airport-intensive uses from incompatible land development encroachment

**Objective 2: Offer business development opportunities in a variety of employment settings.**

**Policy Strategies:**

- ✓ Eliminate the Destination Retail Overlay.
- ✓ Eliminate the term “Keynote” in the Route 28 Corridor.
- ✓ Provide Class A business development options within diverse employment settings:
  - Employment Suburban (lower density employment uses, allows for secure users and custom campuses that require greater setbacks);
  - Class A Office:
    - Option 1: Highly integrated supportive retail and other amenities, exclusive of residential;
    - Option 2: Office settings that provide flexibility for hybrid tenants (combinations of office, research and development, warehousing, and manufacturing)
  - Mixed-Use Employment Center (office with a true mix of uses, including residential, retail, hotel, public, and civic).

Table 1: Suggested Class A Office Land Use Categories

<b>Land Use Category</b>	<b>Residential</b>	<b>Typical Office Stories</b>
Employment Suburban	No	2-5
Class A Office	No	4-10*
Mixed-Use Employment Center	Yes	7-12*

\*Highest Stories anticipated adjacent to Route 28

- ✓ All business development options will be predominantly office.
- ✓ Encourage medium to high density Class A office uses within the core corridor (defined as the area adjacent to Route 28 between the parallel roadways) where

office users have the highest visibility and proximity to the major transportation network.

- ✓ Stand-alone retail will not be supported adjacent to Route 28.

**Objective 3: Multi-family residential will be concentrated in strategic locations to catalyze the office development potential of sites and their vicinities while protecting the tax base of the Tax District.**

**Policy Strategies**

- ✓ Concentrate multi-family residential in higher-density, compact, pedestrian-oriented, mixed-use employment centers.
- ✓ The preferred locations of multi-family residential will be in areas that offer proximity to Route 28, are adjacent to major transportation intersections, and provide the greatest opportunities for bicycle, pedestrian, and transit access.
- ✓ Multi-family will be supportive to the surrounding employment uses and not the predominate use of the development.
- ✓ Multi-family residential will not be located within the Ldn 65 Noise Contours.

**Objective 4: Retain and attract aviation-intensive businesses related to air-ground cargo movement.**

**Policy Strategies:**

- ✓ Cluster aviation-intensive uses, including flex-industrial, warehousing and manufacturing, away from Route 28 and within locations that offer immediate airport access and the best accessibility to major transportation corridors.
- ✓ Maintain the existing industrial planned land use area north of the airport.
- ✓ Industrial uses requiring outside material, equipment storage, heavy equipment repair, and similar activities will be encouraged to locate within areas designated for industrial uses.
- ✓ Identify land, opportunities, and incentives for legacy industrial business within the core corridor to relocate.

**Objective 5: Respect existing development.**

**Policy Strategies:**

- ✓ Maintain the viability of existing uses within the corridor.
- ✓ Provide revitalization opportunities for property owners to upgrade under-utilized properties.
- ✓ Provide mechanisms and incentives to extend public utilities throughout the corridor.
- ✓ During the land development process, consider compatibility with adjacent uses such as proximity to the airport, quarries, and existing residential.

**Goal 2: The Route 28 Corridor provides employees and residents a variety of transportation options.**

**Objective 1: Include opportunities for multi-modalism and connectivity.**

**Policy Strategies:**

- ✓ Parallel roads are the “main streets” of the corridor and their design should reflect the best facility design options for bicycle and pedestrian movement within the context of their settings.
- ✓ Employment and residential densities should support planned transit options on key thoroughfares.
- ✓ The planned transit network should move employees seamlessly through the corridor.
- ✓ High density mixed-use employment centers will be linked with a connected multi-modal transportation network.
- ✓ Locations will be identified for cross-highway connections that lessen the impact of Route 28 as a barrier to bicycle and pedestrian movement.
- ✓ The corridor’s Green Infrastructure Network will provide opportunities for employees to bike and walk to work while preserving the infrastructure as natural resource assets and recreational amenities.
- ✓ Create multi-modal connections to existing neighborhoods both within and outside the corridor.

**Goal 3: The Route 28 Corridor incorporates design practices that promote Route 28 as a high-quality and attractive employment corridor.**

**Objective 1: Create a sense of place and identity.****Policy Strategies:**

- ✓ Encourage business development that creates “places” that are attractive to a broad spectrum of employees.
- ✓ Create a Dulles Gateway at the corridor’s southern end that “brands” it through emphasis on design, image and unique uses.
- ✓ Design standards for Class A office buildings should emphasize landscape and building form, placement, articulation, and orientation that convey a high-quality image for the corridor.
- ✓ Consider incentives for existing development to meet the corridor’s desired design standards.
- ✓ Consider a landmark development project, such as a performing arts center, convention center, or other cultural and entertainment center, that could be a “place” as well as a catalyst for further investment in the corridor.
- ✓ Identify locations within the corridor for shared, meaningful civic and public spaces where businesses can contribute to their development.

**Goal 4: Land development within the Route 28 Corridor is at the forefront of sustainable development practices.**

**Objective 1: Create opportunities and incentives for energy efficient design.****Policy Strategies:**

- ✓ Develop incentives and remove regulatory hurdles for sustainable development practices.
- ✓ Create opportunities for waste energy reuse between users.

- ✓ Balance the mix of uses to provide the opportunity for area residents to live, work, play in the area, reducing infrastructure needs and vehicular trip generation.
- ✓ Create opportunities that would enable the Route 28 Corridor to be branded as the region's sustainable corridor.
- ✓ Respect and take advantage of the corridor's Green Infrastructure, including natural and cultural resource assets.