

**TOWN OF HERNDON, VIRGINIA
WORK SESSION AGENDA
HERNDON COUNCIL CHAMBERS BUILDING
765 LYNN STREET
FEBRUARY 5, 2019
7:00 P.M.**

DISCUSSION

1. Joint work session b/n Town Council and Planning Commission, six-month review of the FY 2019-2024 Capital Improvement Program (CIP) project status

PRESENTATIONS

2. Proclamation, to recognize "African American History Month," February 2019 (Rescheduled from January 29 due to inclement weather)

PUBLIC HEARINGS

3. Resolution, to consider adoption of Comprehensive Plan Amendment CPA #18-01, South Elden Area Plan
4. Resolution, to solicit public comment for consideration during the development of the Town Manager's proposed budget for Fiscal Year 2020

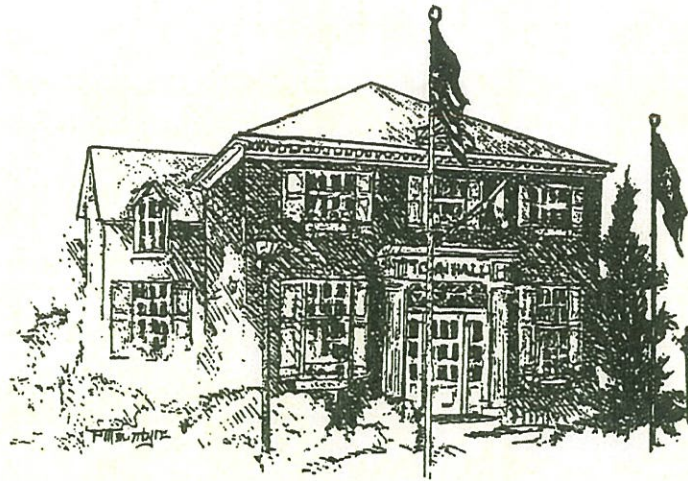
CONSENT AGENDA

5. Resolution, to reappoint Matthew Ossolinski and Mike McFarlane as Members to the Heritage Preservation Review Board

ROUNDTABLE

CLOSED MEETING

A closed meeting pursuant to Virginia Code Sec. 2.2-3711(A)(7) to consult with legal counsel regarding actual or probable litigation, where such consultation or briefing in open meeting would adversely affect the negotiating or litigating posture of the Council.



TOWN OF HERNDON, VIRGINIA
PROCLAMATION
AFRICAN AMERICAN HISTORY MONTH
FEBRUARY 2019

Each year throughout the month of February, events are planned nationwide honoring the history and impact of African Americans. **African American History Month** began as part of an initiative by writer and educator Dr. Carter G. Woodson, to raise awareness of African American's contributions to civilization. The event was first celebrated in 1926, during a week in February that included the birthdays of Abraham Lincoln and Frederick Douglass. Since 1976, every American president has proclaimed February as **African American History Month**. Today, other countries such as Canada and the United Kingdom also devote an entire month to celebrating black history.

As the Town of Herndon celebrates **African American History Month**, we honor those who have played a critical role in the creation of our nation through their labor, leadership, patriotism, intellect, and artistic endeavors; and we acclaim the sacrifice, strength, accomplishments, and unyielding spirit of our nation's great civil rights leaders. These heroes, who fought for and protected equal rights, include Frederick Douglass, W.E.B. Du Bois, Martin Luther King, Jr. and Fanny Lou Hamer.

Therefore, the Mayor and Town Council of the Town of Herndon, Virginia, hereby proclaim the month of February 2019 as **African American History Month** in the Town of Herndon, to emphasize the importance of remembering the contributions and accomplishments of African Americans throughout the history of our nation.

Further, the Mayor and Town Council of the Town of Herndon, Virginia, hereby remember the strength, courage, and resulting struggles of African Americans, who helped build our nation, and furthered the cause of social justice.





Lisa C. Merkel, Mayor
January 29, 2019



STAFF REPORT

**Town Council
February 5, 2018**

Title:

**COMPREHENSIVE PLAN AMENDMENT - CPA #18-01, SOUTH ELDEN
AREA PLAN**

Staff Contact:

Dana Heiberg, Senior Planner
(703) 787-7380 or dana.heiberg@herndon-va.gov

Summary:

The purpose of this item is to consider amending the comprehensive plan for the general area of the corridor along Elden Street, from Sterling Road to south of the Herndon Parkway and including several abutting properties. Existing uses include retail, office and multifamily residential properties. The general purpose of the plan amendment is to consider long range planning for sustaining a vital corridor by providing guidance and allowances for the redevelopment of older properties to urban residential, retail and other potential uses including mixed use and to further the sustainability of the corridor by enhancing its multimodal design to support transit options through the distribution and design of adjacent and abutting land uses. The proposed plan amendment contains policy such as placemaking, urban design, parcel size, character, existing use of adjacent parcels as well as the need to retain and augment a diversity of housing types. Possible future densities within subareas ("Tiers") are up to 0.5 Floor Area Ratio for commercial and up to 45 units per acre for residential.

The Town Council will consider a resolution as recommended by the Planning Commission to adopt CPA #18-01 into the Town of Herndon 2030 Comprehensive Plan, adopted August 12, 2008, as amended. The recommendation includes the policies described above as well as the change to the more general designations on the land use map that are cited at the end of the recommending resolution.

The commission's recommendation came after a lengthy public process. On June 5, 2017, the Planning Commission requested preparation of an area plan for the Elden Street corridor north of the Kohl's property and north of the Worldgate properties to Sterling Road. Between January and May of 2018, the staff analyzed conditions including infrastructure and conducted input meetings with property owners. A special public input meeting was held on June 26, 2018. The Town

Council adopted a formal initiating resolution for the comprehensive plan amendment on July 10, 2018 (Resolution 18-G-43). The formal review by the Planning Commission included public hearings in August, September, October, November and December 2018 with the attached recommending resolution approved on December 3, 2018. The result is a specific land use plan that responds to desires for both evolutionary and transformative change within the corridor. The plan is intended to support existing and future retail and services while providing for substantial redevelopment options including townhouse and multifamily development, recognizing residential as a primary driver for future growth. The plan amendment includes a specific small area land use plan with five subareas called Tiers. Each Tier has specific land use policy. If adopted, the plan amendment would cause future rezoning applications to be evaluated according to the land use policy. The plan recommends the timely adoption of zoning ordinance amendments to implement the recommended land use of the plan.

Description:

This comprehensive plan amendment would provide guidance and allowances for the redevelopment of older properties to urban residential, retail and other potential uses at a density higher than currently allowed. The proposed plan provides flexibility and a range of density in five tiers as described below and on the attached map within the Planning Commission recommending resolution. This plan does not incentivize major redevelopment near the north end of the plan area, which borders existing single family detached residential and a Heritage District. The chart below shows the policies in brief for each of the Tiers or geographic areas:

Proposed Plan	
Tier 1	North End Transitional
Plan Land Use	Office, Commercial, multifamily; no change to current land use
Plan Density	Same as existing zoning, either CO, CS, of MF
Affected Area	Parcels at north end and Berkdale apartments property
Tier 2	Transitional Urban Residential
Plan Land Use	Townhouses and 2 over 2s
Plan Density	18-20 units/acre for townhouse development
Affected Area	1 existing office use property at southwest (Finmark)
Tier 3	South Elden Commercial
Plan Land Use	Commercial retail and services
Plan Density	.5 FAR if zoned CO; .3 FAR if zoned CS
Affected Area	Several smaller parcels at midsection of plan area north and south of Alabama Drive
Tier 4	South Elden Neighborhood Mixed Use

Plan Land Use	Vertical or horizontal mixed use including multifamily
Plan Density	24 units/acre or 30/units acre abutting existing commercial or MF
Affected Area	4 areas; several properties
Tier 5	South Elden Gateway
Plan Land Use	Vertical mixed use including multifamily
Plan Density	Up to 45 units/acre; high quality mixed use
Affected Area	Edens property (current Elden Street Marketplace)

Fiscal Impact:

As the town plans for the eventual redevelopment of aging properties, infrastructure planning occurs on a town-wide basis. Anticipating redevelopment over the next 5 to 25 years and longer requires the town to make infrastructure investments. To this end investment is being made in water and sewer capacity and grants are being sought for improvements to Elden Street. The major land use alternatives were constrained by infrastructure limitations through the planning process. Any future redevelopment application, guided by the plan amendment and requiring a zoning map amendment, will be studied to ascertain the fiscal impact to the town. While redevelopment brings the generation of fees as well as enhanced property values that lead to increased revenues that offset infrastructure costs, infrastructure investment must occur ahead of development and timing can create risks.

Alternatives:

1. Approve the resolution adopting CPA 18-01 into the comprehensive plan as recommended by the Planning Commission.
2. Amend and approve the resolution to adopt CPA 18-01 into the comprehensive plan with minor amendments.
3. Suggest substantive amendments and return CPA 18-01 to the Planning Commission for further consideration.
4. Defer action and continue the public hearing to the Town Council meeting of February 26, 2019 with a work session on February 19, 2019.

Planning Commission Recommendation:

On December 3, 2018 the Planning Commission voted to recommend the plan amendment to the Town Council. In accord with state code, the commission recommended the plan amendment by resolution, which is attached.

Staff Recommendation:

Recommend approval of CPA #18-01 South Elden Area Plan per the draft Town Council resolution reflecting the December 3, 2018 Planning Commission action.

Staff Comments:

Existing Conditions: The Elden Street corridor north of the Kohl's property and north of the Worldgate properties to Sterling Road is completely developed with office, retail and residential properties in a suburban form, generally with a single use on each property. Some of the development along Elden Street is at a life cycle point that could incentivize redevelopment in the coming years. Currently, zoning and planning within the corridor presents little opportunity for growth or updating of development form.

The study area presents a low-rise profile with a mixture of uses. It consists of about 76 acres split between residential (22%), office (28%), and retail/service/hotel uses (49%). Although retail/service/hotel uses consume most land in the study area, they offer a smaller proportion of gross floor area (35%), while office uses comprise the greatest proportion of floor area, followed closely by residential floor area.



Image: Looking Northeast on Elden Street at the Intersection with Alabama Drive

Distribution of Land Uses in the South Elden Street Study Area, 2018 Based on Fairfax County Real Estate Tax Parcel Information				
	<u>land area</u> (sf)	<u>floor area</u> (sf)	<u>% land</u>	<u>% floor area</u>
Residential	718,740	346,035	22%	32%

Retail	1,405,451	315,771	42%	29%
Office	925,806	376,997	28%	34%
Service	97,947	9,375	3%	1%
Hotel	147,189	46,320	4%	4%
Vacant Land	36,952	-	1%	0%
Total	3,332,085	1,094,498	100%	100%

While office and retail vacancy rates fluctuate in the area, most of the properties have viable businesses. With two banks, fast food restaurants, two grocery stores, service stations, and other uses, the area is frequented by persons from inside town and out. Office workers in the study area, and nearby residents, find a wide array of convenience uses within easy walking distance. The study area includes a combined 364 residential units in the Berkdale Apartments and the Dulles Glen Apartments.

The area currently has excellent public transit access with service from Fairfax Connector bus routes 924, 926, 937 and 950. When Metro service begins along the Dulles Corridor in 2020, the study area will lie about a mile from the Herndon Metro station to the southeast and the Innovation Center Metro station to the southwest. Fairfax County has plans for various changes and improvements for bus service to the Herndon Metro Station. Residents and visitors in the study area will reach the station via a restructured Route 950.

Proposed Plan: Since June of 2017 when the Planning Commission requested the plan amendment, the town staff has studied the area in question and obtained input from the public and property owners. Long range water and sewer capacity needs for the town have been under study by the Department of Public Works. The parcels that comprise the South Elden Area Plan are only a part of that study, which affects whether or not land use intensity could be increased within the plan area and throughout town. Second, the town obtained an Urban Development Area Technical Assistance Grant to establish a concept for multi-modal design along south Elden Street. As well as studying these constraints, staff considered existing conditions, future urban design, the ability of the plan area to transform into a transit corridor providing bus to rail service for pockets of higher density and updated commercial uses. A public outreach meeting was held in June of 2018 and staff reached out to and interviewed property owners within the plan area to gauge perceptions and ideas for the future.

The outcome of this extensive evaluation effort is that mixed uses along south Elden Street would be appropriate in certain locations, including allowing residential uses in areas otherwise thought of strictly as a business corridor. Conversion from a 1970's suburban commercial land use pattern to a design with walkable neighborhood centers, more diversity of land uses, and easy access to jobs, housing and recreation by a variety of travel options would be a community

asset. The portion of Elden Street between Sterling Road and Herndon Parkway (south) has been listed in the town's Comprehensive Plan since 1997 as a "town minor arterial" in need of improvements. Therefore, an investment in street improvements would aid in the conversion to a better planned area with a more efficient use of land.

The general concept for street improvements along the 0.4-mile length of South Elden Street between Herndon Parkway and Sterling Road is to convert it from a five-lane section to four lanes with a raised median and protected left turn lanes. The purpose of the future street project is to relieve existing and future congestion by reducing the instances of conflicting traffic movements and to improve safety and multi-modal circulation for drivers, pedestrians, bicyclists and transit riders. The project, as part of an overall Elden Street improvement strategy, is included in the Northern Virginia Transportation Authority Transaction 2040 Plan, the Transportation Planning Board's Constrained Long Range Plan, and the Town of Herndon 2030 Comprehensive Plan. The project is not funded at this time.

The proposed plan re-designates all property within the plan area as "Adaptive Area," replacing the current comprehensive plan designations which are either Business Corridor, Office Parks and Flexible Space or Adaptive Area - Residential. Assuming Town Council adopts this comprehensive plan amendment, several additional steps will be needed to implement it. Zoning Ordinance language creating new zoning districts, with variations corresponding to the tiers of density of the comprehensive plan will be necessary. The zoning ordinance amendment process to create the new zoning language is a separate process with public hearings before the Planning Commission and Town Council. Following adoption of zoning text to implement the plan amendment any actual redevelopment would necessitate an applicant filing for a zoning map amendment. Zoning map amendments require public hearings at the Planning Commission and Town Council.

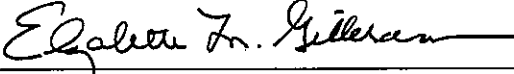
Attachments:

1. Draft Town Council adopting Resolution for February 12, 2019.
2. Planning Commission Resolution of December 3, 2019 recommending the plan amendment CPA 18-01 and Certifying a Copy for the Review of Town Council (contains text and map)
3. Letter of July 13, 2018 from David Bowden, Fairfax County Park Authority
4. E-mail of July 10, 2018 from Director Cindy S. Roeder, Town of Herndon Parks and Recreation
5. Letter of July 26, 2018 from Marianne Gardner, Director, Planning Division, Fairfax County Department of Planning and Zoning
6. Letter of June 25, 2018 from Brian Schoester, Fairfax County Public Schools

Staff Report
February 5, 2019
CPA #18-01

Staff:

Dana E. Heiberg
Dana E. Heiberg, Senior Planner


Elizabeth M. Gilleran, Director of Community Development

TOWN OF HERNDON, VIRGINIA

RESOLUTION

FEBRUARY 12, 2019

Resolution- to consider adoption of Comprehensive Plan Amendment CPA #18-01, South Elden Area Plan.

WHEREAS, On July 10, 2018, the Town Council formally authorized consideration of the plan amendment by Resolution 18-G-43; and

WHEREAS, the Planning Commission held a public hearing on the plan amendment as required under Section 15.2-2225 of the Code of Virginia on September 10, 2018. Further, that public hearing was continued until October 1, 2018. The public hearing was further continued to November 5, 2018; and thence continued to December 3, 2018, which resulted in approval and certification of a recommending resolution which has been transmitted to the Town Council; and

WHEREAS, the Town Council held a public hearing on the plan amendment on February 12, 2019.

NOW THEREFORE, BE IT RESOLVED that the Town Council of the Town of Herndon, Virginia, hereby:

1. Approves Comprehensive Plan Amendment CPA #18-01 for adoption as an amendment to the Town of Herndon 2030 Comprehensive Plan adopted August 12, 2008, as amended.
2. Directs staff to commence development of zoning ordinance language to implement CPA #18-01 for timely consideration by the Planning Commission and Town Council.
3. Approves and recommends inserting the following text and maps in the Herndon 2030 Comprehensive Plan, Chapter III Land Use Plan, as a new subsection: [text shown on the following pages]

SOUTH ELDEN AREA PLAN - VISION AND GOALS FOR A MULTIMODAL TRANSIT CORRIDOR

The South Elden Area Plan stretches slightly more than a half of a mile from the Sterling Road and Elden Street intersection south to the town boundary on the west side of Elden Street and the northern boundary of the Planned Development-Worldgate (PD-W) zoning district on the east side of Elden Street. The external edge of the plan area is comprised of established single-family detached and attached neighborhoods, the Herndon Middle School, Alabama Drive Park and Chandon Park. A portion of the north edge of the plan area abuts the Herndon Heritage District.

Consisting of approximately 76 acres, the plan area is comprised of 29 parcels. Parcel size ranges from a tenth of an acre to almost nine acres. Two parcels consist of multiple office units under condominium ownership. Along Elden Street five of the parcels have a depth of less than 175 feet. Joint ownership or control of more than one parcel is very limited within the plan area.

Abutting Elden Street, development reflects a 20th Century suburban commercial corridor form and automobile-centric site design dominates. Land uses consist of aging but viable and active retail centers, various classes of office, auto-related service uses, restaurants and multifamily rental properties. The uses serve town residents, commuters, residents of the greater Herndon area and employees of businesses within the plan area.

Commuter traffic, as well as other car dependent trips, define the corridor. An extensive number of curb cuts, unrestricted left turn movements, expansive parking lots and shopping centers, well removed from the public right-of-way, detract from the pedestrian environment. Despite these factors, the corridor experiences active pedestrian use due to residential development within and adjacent to the plan area, retail destinations and bus stops. During the early 2000s, the southernmost portion of the plan area underwent streetscape and roadway improvements. At that time pedestrian crossings and sidewalk conditions were improved along the southern most block of the plan area. Pedestrian signals at each of the three intersections within the plan area promote and protect pedestrian activity.

Traffic analysis of the corridor shows that its three intersections will see declining Levels of Service (LOS) in coming years due to background growth. Much of the growth will be external to Herndon. The study identified the most highly impacted intersection as the Sterling Road and Elden Street intersection located at the northern edge of the study area. The Alabama Drive and Elden Street intersection lies approximately midpoint in the plan area, and the Herndon Parkway and Elden Street intersection is located near its south end.

The southern portion of the plan area lies within one mile of two future Metrorail stations. No portion of the plan area is more than a mile and a quarter from the future stations. Currently, there are several heavily used bus routes within the corridor. The presence of these existing routes adds to today's pedestrian activity. Plans have been

established to ensure that future bus routes within the plan area provide convenient service to and from the Metrorail stations. A system of pedestrian trails connecting the plan area to the stations is under development.

The multifamily rental developments within the area of the Plan Amendment, as well as some of the adjacent single family detached and attached development are modestly priced compared to newer development in western Fairfax County and eastern Loudoun County. With the advent of Metrorail it is anticipated that housing costs will rise in the area of the Plan Amendment. The town has an interest in ensuring that a diversity of housing types and costs are retained within the Plan area as well as throughout town.

The Plan area is designated as shown on Map B, which is the plan for future land use. Land use policies are guided by the underlying designation of Adaptive Area along with the vision, goals and objectives described below. Land use policy is about transforming from a predominantly automobile style route, to a street that is an integral part of a mixed-use transit enhanced neighborhood with office, retail, services and residential properties. Residents will benefit from walkable destinations, convenient local bus service and readily available rail service to the greater region. Six subareas or tiers comprise the South Elden Area Plan. The corresponding land use policies are described below.

Vision: *The Elden Street area south of Sterling Road is a vibrant mixed-use area that has a diversity of housing choices as well as attractive commercial uses serving nearby residential areas. It is pedestrian and bicycle friendly with ample shade. Offices blend in and contribute to the vitality of the area. Non-neighborhood automobile traffic does not detract from the functioning of the neighborhood and the pedestrian-friendly built environment. Residents and businesses benefit from proximity to Metrorail and a variety of multimodal options for access to and from the Metro.*

Goals:

Preserve and protect stable residential neighborhoods in and around the corridor.

Diminish impacts of background growth on roadways to the extent possible.

Encourage multimodal use of the corridor; improve pedestrian and cycling facilities and environment.

Retain and strengthen high quality bus transit service; enhance Metrorail connections.

Provide and protect a diversity of housing types and costs.

Preserve or enhance non-residential tax base.

Increase the number of residential units within the plan area to provide a walkable customer base for the corridor's retail, service, other non-residential uses.

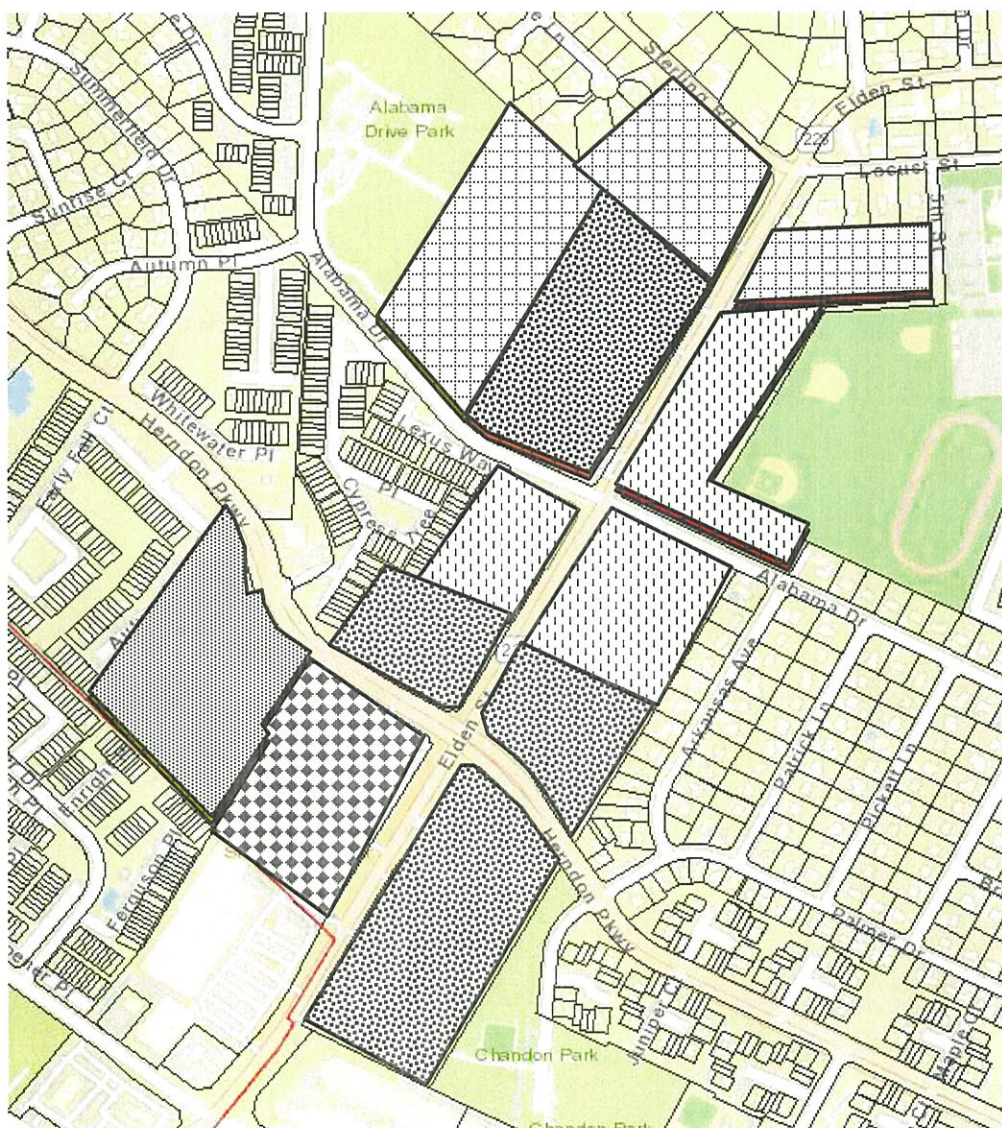
Incorporate sustainable design; reduce heat islands and mitigate development impacts consistent with Chapter IV of the 2030 Comprehensive Plan

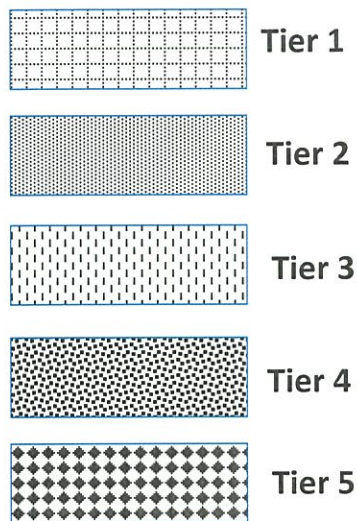
Scale development to avoid overwhelming the water and sewer infrastructure

With redevelopment, establish a sense of place and positive image to include additional streetscape landscaping, sidewalk and cyclist facilities, transit amenities, micro-parks in strategic locations and an improved streetwall through reduction of setbacks.

With South Elden Street roadway and pedestrian improvements, funded by the Virginia Department of Transportation, decrease uncontrolled left turns by vehicles; improve sidewalks and Elden Street crossing points; improve safety for cyclists.

Density Tiers: This plan provides for five subareas or tiers that are established to guide and facilitate redevelopment. The geography of the tiers was developed based on a variety of factors such as existing parcel size, depth, street access, the character of abutting uses and adjacency to existing residential uses. Additional density described within the tier descriptions is dependent upon the approval of a zoning map amendment. The tiers are shown on the map below [map appears on the next page]:





Tier 1 – North End Transitional

Tier 1 is comprised of those parcels closest to the Sterling Road intersection and the Heritage Preservation District. This tier also includes the Berkdale Garden Apartments property adjacent to Alabama Drive Park (Tax Map #16-1-002-11B). This tier is heavily impacted by the operation of the Sterling Road and Elden Street intersection and its proximity to existing residential and contributing structures within the Heritage District.

Allowed future uses: No change – current zoning, Commercial Office, Commercial Services and Residential Multifamily.

Tier 2 – Transitional Urban Residential

Tier 2 includes those parcels in the plan area that do not abut Elden Street and contain 7 or more acres. Existing uses include under-utilized office.

Allowed future uses: Townhouses and 2 over 2s.

Density: Future densities greater than current single-family attached zoning districts provide transition from existing and future Elden Street corridor development. Anticipated densities range from 18 to 20 units per acre for townhouse and 2 over 2 development. To be eligible for density in excess of the parcel's current zoning, redevelopment of the entire site is required to ensure cohesive form and adherence to Plan vision and goals.

Design: Transitions to adjacent development and potential development, open space, streetscape and other Tier 2 design guidelines provide core guidance.

(Editorial note: “2 over 2s” refers to stacked townhouses which include a total of 4 levels in 2 townhouse units with 2 levels each, with the access to the upper unit enclosed in the structure.)

Tier 3 – South Elden Commercial

Tier 3 extends from the southern property line of the Verizon site and Amphora site to Alabama Drive on the west side of Elden Street and approximately 720 feet north of Alabama Drive on the east side of Elden Street. Through a mix of reuse and redevelopment, these sites can provide commercial uses for future residents of the new mixed-use development as well as the existing residential development within and surrounding the plan area.

Future allowed uses: Commercial.

Density: Future densities of .3 FAR for properties zoned Commercial Service (CS) at the time of adoption of this plan amendment and .5 for properties zoned Commercial Office (CO) at the time of adoption of this plan amendment when redevelopment or updated development demonstrates adherence to plan vision and goals.

Design: Transitions, consolidation of properties, open space, streetscape and other Tier 3 design guidelines provide core guidance.

Tier 4 – South Elden Neighborhood Mixed-Use

Tier 4 properties extend from the southern border of the Plan area to approximately 375 feet north of the Herndon Parkway on the east side of Elden Street and from the Herndon Parkway north for approximately 350 feet on the west side of the Elden Street. Tier 4 also includes parcels located north of Alabama Drive for a distance of approximately 850 feet on the west side of Elden Street.

Future allowed uses: Vertical or horizontal mixed-use.

Density: Future densities provide for retention of commercial square footage and the inclusion of multifamily units. Anticipated is a future density of 24 units per acre inclusive of any bonus density when the property abuts existing single family attached or detached development or property zoned Planned Development Residential (PD-R) at the time of adoption of this plan amendment. For properties abutting commercial development or multifamily development anticipated density is up to 30 dwellings per acre. To be eligible for uses or density in excess of the parcel's current zoning, full or partial redevelopment of the site is required to ensure cohesive form and adherence to Comprehensive Plan vision and goals.

Design: Transitions to adjacent development and redevelopment, open space, streetscape, structured parking and other Tier 4 design guidelines provide core guidance.

Tier 5 – South Elden Gateway

Tier 5 is located south of Herndon Parkway and forms the gateway to the town on the west side of Elden Street. Parcels in excess of 7 acres with access on multiple streets are appropriate for vertical mixed use.

Future allowed uses: Vertical mixed-use, with some horizontal mixed-use for transition purposes.

Density: Future densities provide for retention of commercial square footage and the inclusion of multifamily units. Appropriate densities of up to 45 multifamily units per acre, inclusive of any bonus density, provide high quality mixed-use development for sites not abutting property zoned Planned Development – Residential (PD-R). To be eligible for density in excess of the parcel’s current zoning, redevelopment of the entire site is required to ensure cohesive form and adherence to Plan vision and goals.

Design: Transitions, open space, streetscape, structured parking and other Tier 5 design guidelines provide core guidance.

(Existing) and Proposed Land Use Designations for Town of Herndon 2030 Land Use Plan map.

(Business Corridor) [pink] changes to Adaptive Area [red] (*large number of parcels*)

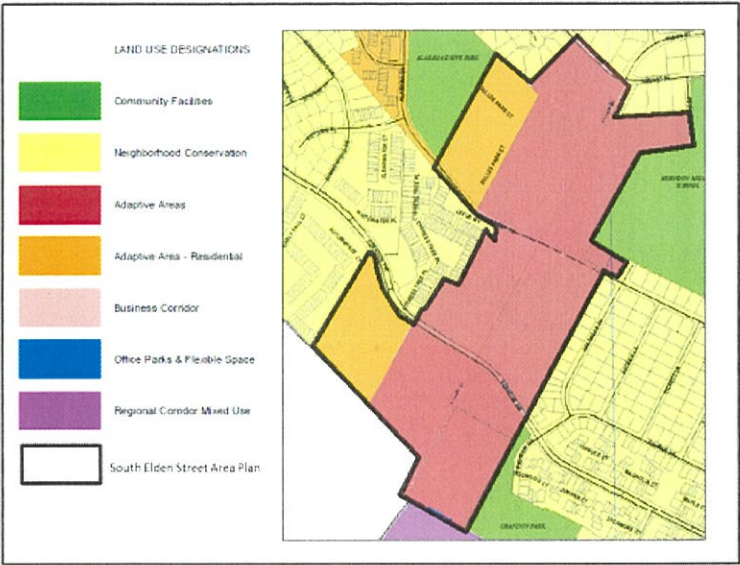
(Adaptive Area) [red] remains the same (*Dulles Van Metre property 16-1-002-16B and 2 small parcels on north side of Alabama Drive west of Arkansas Avenue*)

(Adaptive Area-Residential) [orange] remains the same (*Berkdale Apartments property 16-1-002-11B*)

(Office Parks and Flexible Space) [blue] changes to Adaptive Area-Residential [orange] (*Finmarc Property 16-1-002-15G*)

[editing note: map detail for the change to the existing 2030 Comprehensive Plan Land Use Plan Map B appears below]

Map B



TOWN OF HERNDON, VIRGINIA

PLANNING COMMISSION

RESOLUTION

DECEMBER 3, 2018

Resolution – Recommending and certifying a copy of Comprehensive Plan Amendment CPA #18-01, South Elden Area Plan, to the Town Council

WHEREAS, On June 5, 2017, the Planning Commission requested preparation of an area plan for a portion of the town along Elden Street, west of the heritage district to the south town line, for consideration as a possible amendment to the Herndon 2030 Comprehensive Plan as adopted August 12, 2008 and amended through January 13, 2015; and

WHEREAS, On June 26, 2018 the Planning Commission held a public meeting to introduce the preliminary planning efforts and accept public comments; and

WHEREAS, On July 10, 2018, the Town Council formally authorized consideration of the plan amendment by Resolution 18-G-43; and

WHEREAS, The Planning Commission held a public hearing as required under Section 15.2-2225 of the Code of Virginia on September 10, 2018. Further, that public hearing was continued until October 1, 2018. The public hearing was further continued to November 5, 2018.

NOW THEREFORE, BE IT RESOLVED by the Planning Commission of the Town of Herndon, Virginia that:

1. The Planning Commission approves Comprehensive Plan Amendment CPA #18-01, recommends its adoption by the Town Council as an amendment to the Herndon 2030 Comprehensive Plan as adopted August 12, 2008 and amended through January 13, 2015, and certifies a copy of the amendment to the Town Council.
2. The Planning Commission recommends that the Town Council directs staff to commence development of zoning ordinance language to implement CPA #18-01.
3. The Planning Commission recognizes that CPA #18-01 expands the possibilities for diverse housing development within a portion of the

town; the commission recommends to the Town Council that housing diversity throughout the town, including the preservation, protection and production of housing units affordable to low and moderate income residents, be addressed in the future as part of a town-wide comprehensive plan amendment which would amend relevant plan sections including Chapter VIII. Residential Areas and Housing, in light of the dynamic nature of Northern Virginia and its economic environment.

4. Approves and recommends inserting the following text and maps in the Herndon 2030 Comprehensive Plan, Chapter III Land Use Plan, as a new subsection:

SOUTH ELDEN AREA PLAN - VISION AND GOALS FOR A MULTIMODAL TRANSIT CORRIDOR

The South Elden Area Plan stretches slightly more than a half of a mile from the Sterling Road and Elden Street intersection south to the town boundary on the west side of Elden Street and the northern boundary of the Planned Development-Worldgate (PD-W) zoning district on the east side of Elden Street. The external edge of the plan area is comprised of established single-family detached and attached neighborhoods, the Herndon Middle School, Alabama Drive Park and Chandon Park. A portion of the north edge of the plan area abuts the Herndon Heritage District.

Consisting of approximately 76 acres, the plan area is comprised of 29 parcels. Parcel size ranges from a tenth of an acre to almost nine acres. Two parcels consist of multiple office units under condominium ownership. Along Elden Street five of the parcels have a depth of less than 175 feet. Joint ownership or control of more than one parcel is very limited within the plan area.

Abutting Elden Street, development reflects a 20th Century suburban commercial corridor form and automobile-centric site design dominates. Land uses consist of aging but viable and active retail centers, various classes of office, auto-related service uses, restaurants and multifamily rental properties. The uses serve town residents, commuters, residents of the greater Herndon area and employees of businesses within the plan area.

Commuter traffic, as well as other car dependent trips, define the corridor. An extensive number of curb cuts, unrestricted left turn movements, expansive parking lots and shopping centers, well removed from the public right-of-way, detract from the pedestrian environment. Despite these factors, the corridor experiences active pedestrian use due to residential development within and adjacent to the plan area, retail destinations and bus stops. During the early 2000s, the southernmost portion of the plan area underwent streetscape and roadway improvements. At that time pedestrian crossings and sidewalk conditions were improved along the southern most

block of the plan area. Pedestrian signals at each of the three intersections within the plan area promote and protect pedestrian activity.

Traffic analysis of the corridor shows that its three intersections will see declining Levels of Service (LOS) in coming years due to background growth. Much of the growth will be external to Herndon. The study identified the most highly impacted intersection as the Sterling Road and Elden Street intersection located at the northern edge of the study area. The Alabama Drive and Elden Street intersection lies approximately midpoint in the plan area, and the Herndon Parkway and Elden Street intersection is located near its south end.

The southern portion of the plan area lies within one mile of two future Metrorail stations. No portion of the plan area is more than a mile and a quarter from the future stations. Currently, there are several heavily used bus routes within the corridor. The presence of these existing routes adds to today's pedestrian activity. Plans have been established to ensure that future bus routes within the plan area provide convenient service to and from the Metrorail stations. A system of pedestrian trails connecting the plan area to the stations is under development.

The multifamily rental developments within the area of the Plan Amendment, as well as some of the adjacent single family detached and attached development are modestly priced compared to newer development in western Fairfax County and eastern Loudoun County. With the advent of Metrorail it is anticipated that housing costs will rise in the area of the Plan Amendment. The town has an interest in ensuring that a diversity of housing types and costs are retained within the Plan area as well as throughout town.

The Plan area is designated as shown on Map B, which is the plan for future land use. Land use policies are guided by the underlying designation of Adaptive Area along with the vision, goals and objectives described below. Land use policy is about transforming from a predominantly automobile style route, to a street that is an integral part of a mixed-use transit enhanced neighborhood with office, retail, services and residential properties. Residents will benefit from walkable destinations, convenient local bus service and readily available rail service to the greater region. Six subareas or tiers comprise the South Elden Area Plan. The corresponding land use policies are described below.

Vision: *The Elden Street area south of Sterling Road is a vibrant mixed-use area that has a diversity of housing choices as well as attractive commercial uses serving nearby residential areas. It is pedestrian and bicycle friendly with ample shade. Offices blend in and contribute to the vitality of the area. Non-neighborhood automobile traffic does not detract from the functioning of the neighborhood and the pedestrian-friendly built environment. Residents and businesses benefit from proximity to Metrorail and a variety of multimodal options for access to and from the Metro.*

Goals:

Preserve and protect stable residential neighborhoods in and around the corridor.

Diminish impacts of background growth on roadways to the extent possible.

Encourage multimodal use of the corridor; improve pedestrian and cycling facilities and environment.

Retain and strengthen high quality bus transit service; enhance Metrorail connections.

Provide and protect a diversity of housing types and costs.

Preserve or enhance non-residential tax base.

Increase the number of residential units within the plan area to provide a walkable customer base for the corridor's retail, service, other non-residential uses.

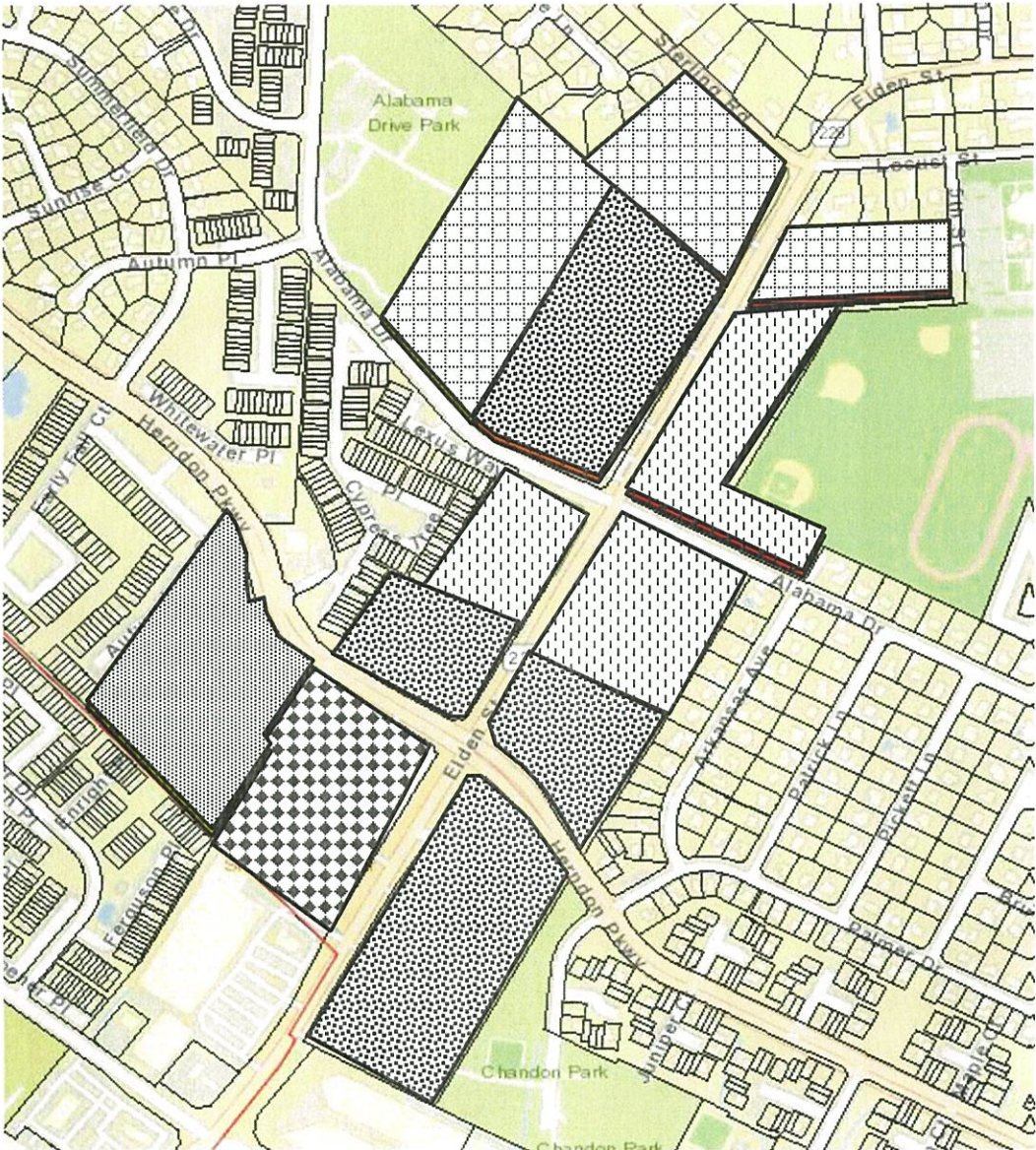
Incorporate sustainable design; reduce heat islands and mitigate development impacts consistent with Chapter IV of the 2030 Comprehensive Plan

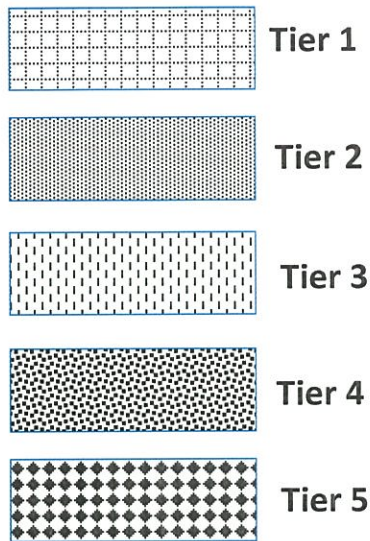
Scale development to avoid overwhelming the water and sewer infrastructure

With redevelopment, establish a sense of place and positive image to include additional streetscape landscaping, sidewalk and cyclist facilities, transit amenities, micro-parks in strategic locations and an improved streetwall through reduction of setbacks.

With South Elden Street roadway and pedestrian improvements, funded by the Virginia Department of Transportation, decrease uncontrolled left turns by vehicles; improve sidewalks and Elden Street crossing points; improve safety for cyclists.

Density Tiers: This plan provides for five subareas or tiers that are established to guide and facilitate redevelopment. The geography of the tiers was developed based on a variety of factors such as existing parcel size, depth, street access, the character of abutting uses and adjacency to existing residential uses. Additional density described within the tier descriptions is dependent upon the approval of a zoning map amendment. The tiers are shown on the map below:





Tier 1 – North End Transitional

Tier 1 is comprised of those parcels closest to the Sterling Road intersection and the Heritage Preservation District. This tier also includes the Berkdale Garden Apartments property adjacent to Alabama Drive Park (Tax Map #16-1-002-11B). This tier is heavily impacted by the operation of the Sterling Road and Elden Street intersection and its proximity to existing residential and contributing structures within the Heritage District.

Allowed future uses: No change – current zoning, Commercial Office, Commercial Services and Residential Multifamily.

Tier 2 – Transitional Urban Residential

Tier 2 includes those parcels in the plan area that do not abut Elden Street and contain 7 or more acres. Existing uses include under-utilized office.

Allowed future uses: Townhouses and 2 over 2s.

Density: Future densities greater than current single-family attached zoning districts provide transition from existing and future Elden Street corridor development. Anticipated densities range from 18 to 20 units per acre for townhouse and 2 over 2 development. To be eligible for density in excess of the parcel's current zoning, redevelopment of the entire site is required to ensure cohesive form and adherence to Plan vision and goals.

Design: Transitions to adjacent development and potential development, open space, streetscape and other Tier 2 design guidelines provide core guidance.

(Editorial note: “2 over 2s” refers to stacked townhouses which include a total of 4 levels in 2 townhouse units with 2 levels each, with the access to the upper unit enclosed in the structure.)

Tier 3 – South Elden Commercial

Tier 3 extends from the southern property line of the Verizon site and Amphora site to Alabama Drive on the west side of Elden Street and approximately 720 feet north of Alabama Drive on the east side of Elden Street. Through a mix of reuse and redevelopment, these sites can provide commercial uses for future residents of the new mixed-use development as well as the existing residential development within and surrounding the plan area.

Future allowed uses: Commercial.

Density: Future densities of .3 FAR for properties zoned Commercial Service (CS) at the time of adoption of this plan amendment and .5 for properties zoned Commercial Office (CO) at the time of adoption of this plan amendment when redevelopment or updated development demonstrates adherence to plan vision and goals.

Design: Transitions, consolidation of properties, open space, streetscape and other Tier 3 design guidelines provide core guidance.

Tier 4 – South Elden Neighborhood Mixed-Use

Tier 4 properties extend from the southern border of the Plan area to approximately 375 feet north of the Herndon Parkway on the east side of Elden Street and from the Herndon Parkway north for approximately 350 feet on the west side of the Elden Street. Tier 4 also includes parcels located north of Alabama Drive for a distance of approximately 850 feet on the west side of Elden Street.

Future allowed uses: Vertical or horizontal mixed-use.

Density: Future densities provide for retention of commercial square footage and the inclusion of multifamily units. Anticipated is a future density of 24 units per acre inclusive of any bonus density when the property abuts existing single family attached or detached development or property zoned Planned Development Residential (PD-R) at the time of adoption of this plan amendment. For properties abutting commercial development or multifamily development anticipated density is up to 30 dwellings per acre. To be eligible for uses or density in excess of the parcel's current zoning, full or partial redevelopment of the site is required to ensure cohesive form and adherence to Comprehensive Plan vision and goals.

Design: Transitions to adjacent development and redevelopment, open space, streetscape, structured parking and other Tier 4 design guidelines provide core guidance.

Tier 5 – South Elden Gateway

Tier 5 is located south of Herndon Parkway and forms the gateway to the town on the west side of Elden Street. Parcels in excess of 7 acres with access on multiple streets are appropriate for vertical mixed use.

Future allowed uses: Vertical mixed-use, with some horizontal mixed-use for transition purposes.

Density: Future densities provide for retention of commercial square footage and the inclusion of multifamily units. Appropriate densities of up to 45 multifamily units per acre, inclusive of any bonus density, provide high quality mixed-use development for sites not abutting property zoned Planned Development – Residential (PD-R). To be eligible for density in excess of the parcel's current zoning, redevelopment of the entire site is required to ensure cohesive form and adherence to Plan vision and goals.

Design: Transitions, open space, streetscape, structured parking and other Tier 5 design guidelines provide core guidance.

(Existing) and Proposed Land Use Designations for Town of Herndon 2030 Land Use Plan map.

(Business Corridor) [pink] changes to Adaptive Area [red] (*large number of parcels*)

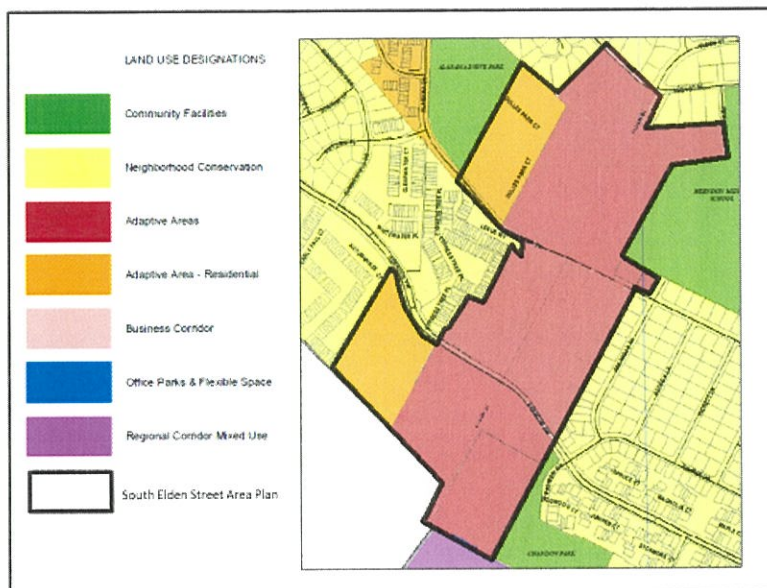
(Adaptive Area) [red] remains the same (*Dulles Van Metre property 16-1-002-16B and 2 small parcels on north side of Alabama Drive west of Arkansas Avenue*)

(Adaptive Area-Residential) [orange] remains the same (*Berkdale Apartments property 16-1-002-11B*)

(Office Parks and Flexible Space) [blue] changes to Adaptive Area-Residential [orange] (*Finmarc Property 16-1-002-15G*)

[editing note: map detail for the change to the existing 2030 Comprehensive Plan Land Use Plan Map B appears below]

Map B





FAIRFAX COUNTY PARK AUTHORITY



12055 Government Center Parkway, Suite 927 • Fairfax, VA 22035-5500
703-324-8700 • Fax: 703-324-3974 • www.fairfaxcounty.gov/parks

July 10, 2018



Ms. Elizabeth M. Gilleran, AICP
Director of Community Development
Town of Herndon
777 Lynn Street
Herndon, VA 20170-4602

Re: Preparation of Small Area Plan for the South Elden Street Corridor in the Town of Herndon
(CPA #18-01)

Dear Ms. Gilleran:

Thank you for your letter dated June 5, 2018, advising the Fairfax County Park Authority of a possible amendment to the Herndon 2030 Comprehensive Plan for the area along Elden Street between Herndon Parkway and Sterling Road. While no Fairfax County Park Authority parks are within the boundary of the subject area of the proposed amendment, it is directly adjacent to Alabama Drive and Chandon Parks, and in close proximity to Hutchison School Site Park, which are operated by the Park Authority in coordination with the Town of Herndon. The Fairfax County Park Authority reviewed the information and provides the following comments:

NOMINATION DESCRIPTION

This proposed amendment to the Herndon 2030 Comprehensive Plan considers providing an option for all properties in the study area to redevelop at a higher density from what is currently allowed. Doing so is intended to create a vibrant, walkable, urban, mixed-use community along South Elden Street. The subject area totals approximately 76 acres and is currently developed at a Floor Area Ratio (FAR) of 0.3 or less. This amendment proposes to allow "Adaptive" redevelopment throughout the study area and increase the allowable FAR to between 0.75 and 1.2 for the majority of the subject area. The result could more than double the density of the subject area over time.

ANALYSIS

Level of Service Impacts:

Since no county parkland is found within the South Elden Street Corridor, residents, visitors, and employees within this study area must rely on surrounding parks, the majority of which are accessible only by car from the study area. Existing nearby parks (Alabama Drive, Arrowbrook, Bready, Bruin, Chandon, Colts Brook, Cuttermill, Dulles Rock Hill, Folly Lick Stream Valley, Frying Pan Stream Valley, Haley M Smith, Harding, Herndon Centennial Golf Course, Hutchison School Site, Merrybrook Run Stream Valley, Polofield, Spring Street, Stanton, Stratton Woods, Tournament, Trailside, and Washington & Old Dominion Railroad Regional)

Ms. Elizabeth M. Gilleran
Preparation of Small Area Plan for the
South Elden Street Corridor in the Town of Herndon (CPA #18-01)
July 10, 2018
Page 2

meet only a portion of the demand for parkland and facilities generated by residential and commercial development in the Greater Herndon area. Even with the consideration of additional recreational facilities provided at Fairfax County Public School sites and by private residential communities, active recreational opportunities are in high demand. Like other areas of the county, there is a need to adapt to changing demographics and provide new or improved amenities. In addition to parkland, the recreational facilities in greatest need in the Greater Herndon area include basketball courts, playgrounds, diamond fields, rectangle fields, a skate spot, and trails. Staff is able to provide additional needs-based analysis as the study progresses.

The proposed plan amendment would allow for a potential increase in residents who will need access to nearby park and recreation facilities. Commercial activities, both current and proposed, generate a need as well; employees access recreational amenities at lunchtime or after work, while retail customers benefit from combining shopping trips with recreational activities.

RECOMMENDATIONS

General:

As stated in the Fairfax County Comprehensive Plan, the incorporated Town of Herndon has jurisdiction over its own planning (Upper Potomac Planning District, UP4 – Greater Herndon Community Planning Sector, p. 54). However, staff recommends that potential impacts to parkland and park facilities be considered with the proposed amendment to the Herndon 2030 Comprehensive Plan. Language could be added to the proposed plan amendment that describes the need to mitigate adverse impacts to park and recreation facilities caused by growth and development. This language should specify a variety of ways to offset those impacts, such as contributions, land dedication, and development of facilities similar to recommendations in the Fairfax County Comprehensive Policy Plan (Parks and Recreation, Objective 6, p. 8).

Urban Parks:

Since the South Elden Street Corridor is intended to become a pedestrian-oriented urban area, staff recommends that an Urban Parks Framework similar to the Parks and Recreation element of the Policy Plan be applied to the subject area. Integration of publicly accessible urban parks in the overall development design is critical to providing onsite recreation resources within an urban area that will enhance the desirability of the area, contribute to redevelopment efforts, and create a sense of place. This language would provide urban parkland standards with detailed guidance on urban park development in the South Elden Street Corridor. Integration of urban park features in this area should include pocket parks, plazas, gathering places, common greens, amphitheater/performance spaces, and other recreation-focused public areas. These urban parks should include special landscaping, fountains, sculpture, and street furniture along with other needed recreation facilities, such as tennis courts, basketball courts, volleyball courts, bocce courts, tot lots, water play features, and skateboarding facilities. Incorporating recreation features to be more readily accessible by non-motorized means in mixed-use settings will better serve the subject area with a full range of local recreation opportunities (Countywide Comprehensive Policy Plan, Appendix 2, Urban Parks Framework, pp. 15-19: <https://www.fairfaxcounty.gov/planning-zoning/sites/planning-zoning/files/assets/compplan/policy/parksrec.pdf>).

Ms. Elizabeth M. Gilleran
Preparation of Small Area Plan for the
South Elden Street Corridor in the Town of Herndon (CPA #18-01)
July 10, 2018
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As the South Elden Street Corridor redevelops, individual applicants should be expected to address their generated need for parks and recreation as per the adopted policies and service level standards. Without proper planning, this case-by-case approach may create a series of fragmented, disconnected spaces that do not benefit the community as a whole. Accordingly, it is essential that future Plan recommendations support a framework where individual redevelopment proposals contribute to a broader, interconnected network of urban parks serving the subject area. A centrally-located town square or green would serve as a central focal point and gathering space to promote a sense of community and place within the corridor. Future public input will be important in shaping the overall design. Community-building activities and amenities such as visual and performing arts, farmer's markets, festivals, temporary park spaces, and outdoor fitness equipment should be encouraged to promote active, healthy lifestyles and social engagement within the community. Additional needs for new athletic fields generated by the increased density resulting from new residential development should be offset in similar ways to how these needs are provided in other urban areas of Fairfax County.

Connectivity:

It will be increasingly important to provide for connectivity and pedestrian access while integrating new urban parks with surrounding land uses. As such, park corridors, trail connections, and linkages may facilitate both transportation and recreational opportunities and should be a primary focus in any future planning recommendations.

The Park Authority will be pleased to provide further information upon request and looks forward to supporting this effort. If you have any questions or need additional information, please contact Andy Galusha, at agalus@fairfaxcounty.gov, or 703-324-8755.

Sincerely,



David Bowden, PE, Director
Planning & Development Division

Copy: Dana E. Heiberg, Senior Planner, Town of Herndon
ECopies:

Cindy Walsh, Director, Resource Management Division
Andrea L. Dorlester, Manager, Park Planning Branch, PDD
Suzianne Battista, Development Review Supervisor, Park Planning Branch, PDD
Andy Galusha, Senior Landscape Architect, Park Planning Branch, PDD
Harvey Clark, Planning Division, Fairfax County DPZ

Heiberg, Dana

From: Roeder, Cindy
Sent: Tuesday, July 10, 2018 5:53 PM
To: Robertson, Kay
Cc: Heiberg, Dana
Subject: RE: Request comments, Comprehensive Plan Amendment

Kay,

~~In regards to the concept plan for the streetscape, roadway changes and Density Tiers, Parks and Recreation staff~~ support the recommendations of the South Elden Street Grant Oversight committee. The decision to recommend a re-working of the east side pedestrian facilities makes great sense, especially in re-reading all three goals stated in the 2030 Comprehensive Plan Vision Statement for this area.

Further, additional residential density would warrant a look at recreational amenities in this area to ensure we are continuing to provide a quality parks and recreation system for our residents. While both Chandon and Alabama Drive parks are in close proximity, and the county's Arrowbrook park is just south of the area, all three currently have limited facilities including a lack of playground equipment and open play space in the vicinity. Chandon is owned by the town, but managed by the Fairfax County Park Authority (FCPA). Alabama Drive is owned and managed by FCPA. Staff recommends that the Town collaborate with FCPA to expand or enhance the playground facilities at either or both parks, with developer support.

While this is a modest project in terms of density, there is a town-wide shortage of specific types of athletic facilities, including rectangular fields. The town's FY19-24 CIP includes a developer supported conversion of the Haley Smith soccer field to synthetic turf, including adding lights to extend playability. There will be a need to address parking to support the increase in use. Consideration towards this field project would prove beneficial to both youth and adults living/working in the South Elden corridor.

Parks and Recreation staff have proposed a modest community center expansion in the CIP that would provide one additional programming space for indoor uses. However, coupled with planned development in the HTOC and in the downtown area, along with current demand, staff continue to recommend the need to identify other indoor recreation space through public or private providers. Other recreation needs the town should consider may be identified as the planning for this project advances.

The redevelopment area of 76 acres may not accommodate a wide variety of on-site recreational amenities and features, however, applying the concept of the Urban Parks framework that the FCPA adopted and the parks and recreation staff support, would bring a consistent level of expectations for shared use space and recreational amenities within the South Elden Street corridor. Coupled with the streetscape guidelines currently in development, the combined package should result in an attractive, pedestrian friendly, highly desirable area for mixed uses. (Pages 15-19 <https://www.fairfaxcounty.gov/planning-zoning/sites/planning-zoning/files/assets/compplan/policy/parksrec.pdf>)

Thank you for the opportunity to comment on this project. Should there be the need for additional information or clarification, please let me know.

There are three small type-o's in the resolution...

Page 3 – Objective 1 – I believe the comma goes before the quotation marks: "access management,"

Second paragraph under Density Tiers – missing a space between Tier and 1

Page 4 third bullet, I believe the word should be 'in,' not 'is' in the last sentence.

Cindy S. Roeder

Director

703-435-6800 x2123

Herndon

PARKS & RECREATION



Be...Active. Playful. Creative

From: Robertson, Kay

Sent: Monday, June 18, 2018 11:22 AM

To: Tripoli, Jennie <jennie.tripoli@herndon-va.gov>; Holste, Dennis <Dennis.Holste@herndon-va.gov>; Roeder, Cindy <Cindy.Roeder@herndon-va.gov>; Deboard, Maggie <Maggie.Deboard@herndon-va.gov>; Irish, John <john.irish@herndon-va.gov>; Stromberg, David <david.stromberg@herndon-va.gov>; Duceman, Mark <mark.duceman@herndon-va.gov>

Cc: Heiberg, Dana <dana.heiberg@herndon-va.gov>

Subject: Request comments, Comprehensive Plan Amendment

Everyone: Community Development requests your comments on a comprehensive plan amendment for the South Elden Street area between Kohls and Sterling Road. Attached are materials that provide the available information. This plan amendment is the result of a request by the Planning Commission in 2017, and the Town Council is expected to formally initiate the amendment in July.

Your comments received by **5:00 pm on Tuesday, July 10** are likely to be included in the follow up report to the Planning Commission for its July worksession. If you need more time to submit comments, please let me know before July 10. I ask you to consider the impact, both favorable and not so favorable, on your service area and let CD know what you think.

Note: most of you are aware, a street improvement concept plan has been under preparation. At this writing, it is not part of the comprehensive plan amendment but if circumstances permit, it may be folded in to the amendment prior to adoption. The latest concept plan is attached to this e-mail for your information. If funding can be obtained and if the town council approves, these improvements would occur sometime after 2023.

Thank you,

Kay



County of Fairfax, Virginia

To protect and enrich the quality of life for the people, neighborhoods and diverse communities of Fairfax County

July 26, 2018

Elizabeth Gilleran, Director of Community Development
Town of Herndon Department of Community Development
777 Lynn Street
Herndon, VA 20170

RECEIVED ON

JUL 30 2018

DEPARTMENT OF COMMUNITY DEVELOPMENT

SUBJECT: Proposed Comprehensive Plan Amendment, CPA #19-01 - South Elden Area Plan

Dear Ms. Gilleran:

Thank you for your recent letter to Fairfax County requesting comments for the referenced Comprehensive Plan Amendment (CPA). The Plan Amendment would re-designate all property within the plan area into five separate areas that would be eligible for either "Adaptive Areas" or "Adaptive Areas-Residential." Increased density would be enabled as long as impacts were addressed and redevelopment was compatible with adjacent parcels. Due to lack of specificity, consideration of impact on any adjacent Fairfax County residentially planned and zoned development should be provided in the proposed CPA analysis.

Based on a review of the submitted information, the Town of Herndon is encouraged to address the following concerns in consideration of the proposed CPA. Properties within Fairfax County's jurisdiction that are immediately adjacent to the south of the proposed CPA subject area are planned for Retail and Other uses along Elden Street and Residential use at a density of 8-12 dwelling units per acre to the west of the retail planned parcels. The Fairfax County Comprehensive Plan, 2017 Edition, Area III, Upper Potomac Planning District, has parcel specific language for these adjacent retail parcels that states the following:

"Parcels 16-1((1)) 7A, 7B, 7C, 8, and 9 are planned for retail and other uses. The currently approved retail and hotel uses are planned to remain. Pedestrian access within these commercial uses and to the surrounding neighborhood and commercial uses should be encouraged. Improvements to the existing vegetated buffer between the commercial uses and the Reflection Lakes community should be encouraged to ensure an effective buffer and transition between uses. Pedestrian and bicycle access across the Dulles Toll Road should be maintained and improved in proximity to or along Centerville Road."

The proposal was distributed to other agencies within Fairfax County. Fairfax County Public Schools, Fairfax County Department of Transportation, and Fairfax County Park Authority replied directly to the Town of Herndon. The following comments were received by the Fairfax County Planning Division to be relayed in this memo.

Heritage Resources

1. Staff is concerned that properties will be affected on the western end of the Herndon Historic District along Elden Street, Main Drive, School Street, 5th Street and Locust Street. It appears that this area will be physically and visually impacted by the Tier 1 proposed modifications of the CPA. Staff would encourage further review of the proposed impact of the changes on historic structures in this area.
2. Since the proposed CPA modifications are located within a National Register Historic District and on the Virginia Landmarks Register, the Virginia Department of Historic Resources should be consulted to ensure there is minimal impact to the integrity and significance of the historic district.
3. Due to the proximity of the numerous properties on Fairfax County's Inventory of Historic Sites, staff recommends potential consultation with the Archaeological Collections Branch (ACB) of the Park Authority.

Stormwater Planning Division

The segment of Elden Road proposed for revitalization would be eligible for multimodal mixed-use redevelopment and additional residential density. The subject area is located entirely within the Herndon corporate limit. GIS as well as Google Street View show a mixture of older strip shopping centers and office complexes, most predating effective stormwater management controls, mixed with some newer development. A number of the buildings on this portion of Elden Road appear to be vacant/for sale or lease. The segment lies within the Folly Lick Watershed Management Area; according to the Sugarland Run/Horsepen Run Watershed Management Plan (WMP), the Folly Lick subwatershed is heavily urbanized (78%), with approximately 80% of the subwatershed untreated by stormwater facilities. The proposed CPA can open the way for more intensive development in that corridor and likely more impervious surfaces – although stormwater will likely be better controlled as part of the redevelopment process. The WMP identified two stormwater improvement projects in the vicinity: SU9900C, Folly Lick Targeted Rain Barrel Program (Alabama Dr); and SU9511, Fairfield Herndon Oaks Rain Gardens (Dulles Park Ct). Care should be taken that the proposed redevelopment does not impact the project sites. Although Herndon is not within the county's MS4 service area, because the Town has its own permit, the county does have some stormwater infrastructure (pipes, outfalls, a grassy swale) along Alabama Drive and in the vicinity of the Elden Road-Alabama Drive intersection.

Elizabeth Gilleran
July 24, 2018
Page 3

Based on the above, the Fairfax County Stormwater Planning Division recommends that the language of the CPA include clearly defined Stormwater Management Goals for the Elden Road redevelopment such as: "Stormwater quantity and quality controls should be optimized consistent with the scale of the project, with a goal of replicating natural hydrologic conditions, increasing stormwater infiltration and reducing runoff volumes". Best Management Practices (BMPs) that improve water quality, reduce water quantity, prevent flooding and protect streams (such as bioslopes, amended soils, swales etc.), used alone or with other BMPs as part of a stormwater treatment train, should be encouraged. The Stormwater Planning Division would welcome the opportunity to collaborate with the Town of Herndon to develop innovative management and treatment technologies for stormwater. For more information, contact WMP Manager Joe Sanchirico, SWPD Ecologist (703-324-52548; joseph.sanchirico@fairfaxcounty.gov).

Thank you again for the opportunity to comment on this proposal. If you have any questions, please contact Harvey Clark with the Department of Planning and Zoning at 703-324-1380.

Sincerely,



Marianne Gardner, Director, Planning Division
Department of Planning and Zoning

MG/HC

Attachment: Heritage Resource Comment

cc: Board of Supervisors

Bryan Hill, County Executive

Robert Stalzer, Deputy County Executive

Fred Selden, Director of the Department of Planning and Zoning (DPZ)

Denise James, Chief of the Environment and Development Review Branch, DPZ

Harvey Clark, Senior Planner, DPZ



County of Fairfax, Virginia

MEMORANDUM

DATE: July 24, 2018

TO: Harvey Clark, Planner, Fairfax County Department of Planning and Zoning

FROM: Laura Arseneau, AICP, Historic Preservation Planner, DPZ-PD, JA

SUBJECT: Heritage Resource Comment for Interjurisdictional Review- Town of Herndon, Comprehensive Plan Amendment CPA#18-01, South Elden Area Plan

Proposal: This Heritage Resources review is based on documents received by the Town of Herndon including the Staff Report dated June 18, 2018, a proposed Planning Commission resolution and a notification letter dated June 8, 2017.

The Town of Herndon is proposing an amendment to their Comprehensive Plan after review of long-range water and sewer capacity needs and also researched the concept- for a multi-modal design along Elden Street. From these studies, Town of Herndon staff is recommending a mixed use designation.

Specifically, the Town of Hermon is proposing to modify the existing 5 lane road section to four lanes with a raised median and protected left turn lanes to relieve congestion. A shared use trail is also proposed along the western side of Elden Street.

Staff has also designated areas as "Tiers" which would be eligible for redevelopment. Tier 1, the northernmost tier, is closest to the historic resources and would have the most potential impact on the historic district. From the June 18, 2018 staff report:

"Tier 1 — would allow an increase in allowed density from 2018 conditions up to a 0.75 ratio of floor area to site area (FAR). Tier 1 land encompasses some of the oldest buildings along the corridor. Current zoning would permit development at a 0.3 FAR, and many properties are developed well under that limit. The proposed 0.75 FAR, although still a modest FAR, would enable more than a doubling of allowed density."

Background:

A portion of the proposed area of impact is located within a historic district that is listed in the National Register of Historic Places, in the Virginia Landmarks Register and in the Fairfax County Inventory of Historic Sites (see attached Inventory of Historic Sites nomination form for additional information). However, the Town of Herndon's local Heritage Preservation Overlay District protects most of the designated historic area. The subject area is not included within the boundaries of a Fairfax County Historic Overlay District.

Recommendations:

1. Staff is concerned about the properties that will be affected on the western end of the Herndon Historic District along Elden Street, Main Drive, School Street, 5th Street and Locust Street (Figures 1 and 2). Any new development of buildings and the restructured roadway may be physically and visually impacted by the Tier 1 proposed amendments of the Comprehensive Plan. Staff would encourage further review of the proposed impact of the changes on historic structures and viewsheds in this area.
2. Since the proposed modifications are located within a National Register Historic District and on the Virginia Landmarks Register the Virginia Department of Historic Resources should be consulted to ensure there is minimal impact to the integrity and significance of the historic district.
3. Due to the proximity of the numerous Fairfax County Inventory sites, staff recommends potential consultation with the Archaeological Collections Branch (ACB) of the Park Authority to ensure existing resources are not disturbed

COMPREHENSIVE PLAN CITATIONS:

Fairfax County Comprehensive Plan, 2017 Edition, AREA III, Upper Potomac Planning District, Amended through 3-6-2018, Overview, beginning on page 4:

“Identify, preserve and promote awareness of heritage resources through research, survey and community involvement.”

**FAIRFAX COUNTY COMPREHENSIVE PLAN, 2017 Edition AREA III
Upper Potomac Planning District, Amended through 3-6-2018, Overview, beginning on
Page 11:**

<u>NAME:</u>	<u>LOCATION:</u>	<u>PLANNING</u>	<u>PARCEL</u>	<u>DATE:</u>
Herndon Historic District	Herndon	UP4	16-2 ((2))	1855-1940

Fairfax County Comprehensive Plan, 2017 Edition AREA III, Upper Potomac Planning District, Amended through 3-6-2018, UP4-Greater Herndon Community Planning Sector, beginning on page 54:

“...

The Town of Herndon is an incorporated town within Fairfax County. The town grew around the railroad depot that opened in 1857, providing local dairy farmers with transportation for their products to the City of Washington. Incorporated in 1879, the town remained a rural community until recently when it began to experience rapid growth. The immediate county neighborhoods and the Washington Dulles International Airport to the west, Reston to the east and the planned mixed-use development along the DAAR and the Metrorail Silver line affects the town in terms of development pressure and environmental impacts.

Herndon has jurisdiction over its own planning. The county's planning efforts within surrounding planning sectors should strive to advance the integrity of the town and compatibility with neighboring areas. The need to preserve and promote coordinated planning efforts in this part of the county is advanced by the existence of this sector in the county Plan. Fairfax County provides Herndon with a number of public facilities and services, including schools, libraries, health facilities, social services, fire services, and sewer service. Consult the Town of Herndon's Comprehensive Plan for further guidance in this area.

...

This planning sector is rich in heritage resources. The Herndon Historic District is listed in the Virginia Landmarks Register and the National Register of Historic Places. Local Heritage Preservation Overlay Districts are administered by the Town of Herndon. Dranesville Tavern, also in the Virginia and National Registers, is protected by a county historic overlay district. Individual sites within these districts are listed in the Fairfax County Inventory of Historic Sites.”

**FAIRFAX COUNTY COMPREHENSIVE PLAN, 2017 Edition AREA III
Upper Potomac Planning District, Amended through 3-6-2018
UP4-Greater Herndon Community Planning Sector, beginning on page 64:**

“Heritage Resources

...

The Herndon Historic District is in the National Register of Historic Places. Most of this area is protected by the Town of Herndon's local Heritage Preservation Overlay Districts.

Any development or ground disturbance in this sector, both on private and public land, should be preceded by heritage resource studies, and alternatives should be explored for the avoidance, preservation or recovery of significant heritage resources that are found. In those areas where significant heritage resources have been recorded, an effort should be made to preserve them. If preservation is not feasible, then, in accordance with countywide objectives and policies as cited in the Heritage Resources section of the Policy Plan, the threatened resource should be thoroughly recorded and in the case of archaeological resources, the artifacts recovered.”

Fairfax County Comprehensive Plan, 2013 Edition, Policy Plan, as amended through April 29, 2014, Heritage Resources, beginning on page 3:

“Objective 1: Identify heritage resources representing all time periods and in all areas of the county.

Policy a. Identify heritage resources well in advance of potential damage or destruction.

Objective 2: Maintain a county Inventory of Historic Sites to recognize the value of significant heritage resources for preservation.

Objective 3: Protect significant heritage resources from degradation, or damage and destruction by public or private action.

Policy a. Avoid adverse impacts on or destruction of significant heritage resources unless there is no prudent and feasible alternative, in which case, plan and carry out appropriate mitigation activities to minimize the adverse effect.

Policy b. Plan and undertake appropriate actions to retain and enhance significant heritage resources to be affected by public or private land use or development.

...

Policy e. Coordinate activities affecting heritage resources among county agencies and with other public agencies and private organizations.”

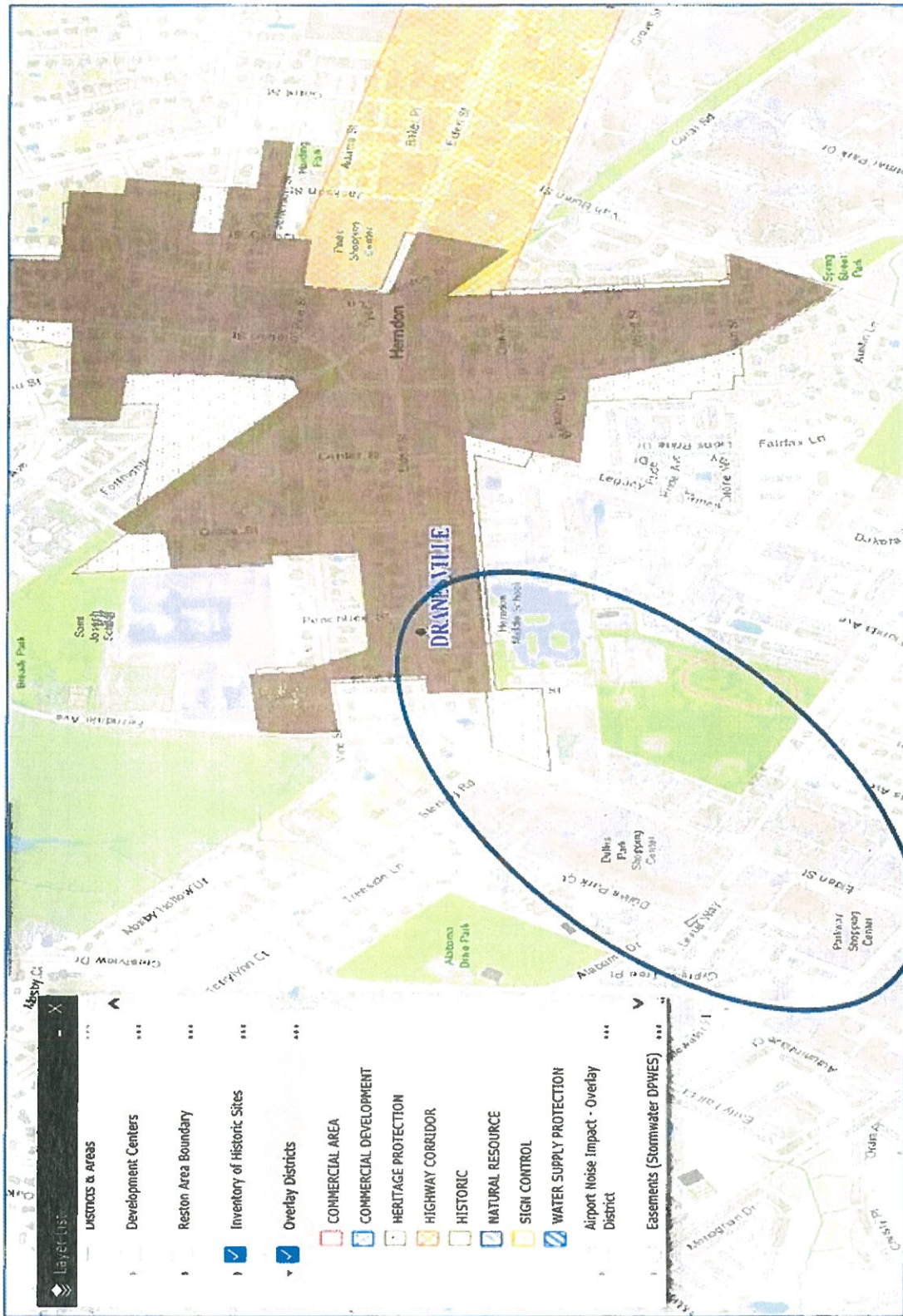


Figure 1- Fairfax County Planning and Zoning Viewer

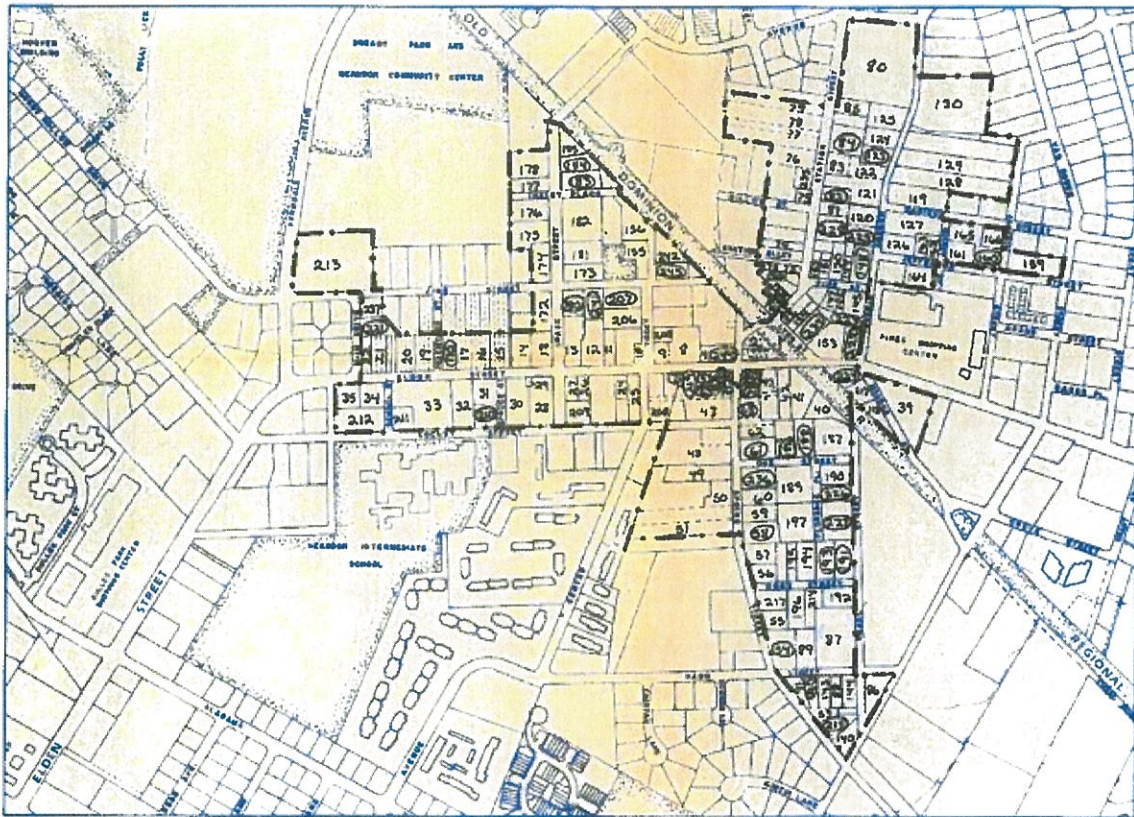


Figure 2- National Register Historic District Boundary



Department of Facilities and Transportation Services
Office of Facilities Planning Services
8115 Gatehouse Road, Suite 3400
Falls Church, Virginia 22042-1203

June 25, 2018

TO: Dana E. Heiberg, Senior Planner
Department of Community Development
Town of Herndon

FROM: Brian Schoester, Planner II
Office of Facilities Planning Services

SUBJECT: Response to South Elden Street Area Plan

PROPOSAL:

The Town of Herndon is considering a comprehensive plan amendment that addresses the general area along South Elden Street between Herndon Parkway and Sterling Road. The plan amendment considers guidance and allowances for the long range redevelopment of older properties to urban residential, retail, and other potential uses. If the plan amendment is adopted, the total residential units along the corridor would increase from the existing 364 multi-family units to a potential of up to 1,224 multi-family units and 316 single-family attached units.

ANALYSIS:

The schools serving this area are Herndon High School (HS), Herndon Middle School (MS), and Clearview Elementary School (ES), Coates ES, Herndon ES, and Hutchison ES. The following projections were published earlier this year by Fairfax County Public Schools (FCPS) and do not reflect the increase in the number of students resulting from the plan amendment being considered.

School	Program Capacity SY 2017-18	Membership (9/30/17)	Program Capacity Utilization SY 2017-18	Projected Membership SY 2022-23	Capacity Utilization SY 2022-23
Herndon HS	2,145/2,500	2,344	109%	2,386	95%
Herndon MS	1,176	1,101	94%	1,081	92%
Clearview ES	786/800	720	92%	665	83%
Coates ES	682	733	107%	671	98%
Herndon ES	958	881	92%	835	87%
Hutchison ES	1,032	1,016	98%	988	96%

Capacities and Projected Enrollments based on the adopted FY 2019-23 Capital Improvement Program (January 2018).
Numbers in italics are future design capacity and projected capacity balance after a renovation or capacity enhancement.

The school capacity table above shows a snapshot in time (as of January 2018) for student membership and school capacity balances. The five-year student membership projections and individual school capacity evaluations are updated annually by FCPS. Recommended boundary adjustment options, program changes and potential school expansions and new schools are included in the CIP for future consideration based on the most recent five-year projections and SY 2017-18 capacity evaluations. Any options chosen for potential implementation will be discussed and decided through a transparent process that engages the community, in accordance with School Board Policy and Regulations. This includes adjustments needed for Advanced Academic Program centers at existing facilities and newly identified locations for such programs. At this time, Herndon MS, Clearview ES, Herndon ES, and Hutchison ES are under capacity, and Herndon HS and Coates ES are over capacity. If by-right development occurs under the existing comprehensive plan, all schools are projected to be under capacity. Beyond the five-year projection horizon, enrollment projections are not available.

Potential Impact

The plan amendment considers increasing residential uses in the plan area with the potential of up to 1,540 dwelling units (1,224 multi-family and 316 single-family attached units) in the long-term. Based on the residential units being considered, a potential student yield of 549 students is anticipated. The tables below show the potential student yield calculated by using the current countywide student yield ratio.

Proposed

316 single-family attached dwelling units

School Level	Proposed Number of Residential Units	Proposed Student Yield
High	316	43
Middle	316	21
Elementary	316	82
Total Student Count		146

2015 countywide student yield ratios (November 2016)

1,224 multi-family dwelling units

School Level	Proposed Number of Residential Units	Proposed Student Yield
High	1,224	115
Middle	1,224	58
Elementary	1,224	230
Total Student Count		403

2015 countywide student yield ratios (November 2016)

SUMMARY:

The middle school and three elementary schools currently serving the area are under capacity with current enrollments. The high school and one elementary school are above capacity with current enrollments. The high schools and two elementary schools are considered to have sufficient capacity for current programs and growth, and the middle and two elementary schools will be monitored for projected programs and growth prior to any land use change. With a plan amendment that proposes an increase in residential uses, such as that proposed in this application, the enrollments at these schools will necessarily increase, which may negatively impact the instructional program to the detriment of the students involved.

Capital Improvement Program Potential Solutions

The Capital Improvement Program FY 2019-23 includes potential solutions to consider to alleviate current and projected school capacity deficits. For consideration purposes, as many options as possible have been identified for each school, in no significant order, and may be contingent on other potential solutions listed. Any options chosen for implementation will be discussed and decided through a transparent process with the appropriate stakeholders, in accordance with School Board Policies and Regulations.

Herndon HS: In construction

Herndon MS: Monitor student membership

Clearview ES: In construction

Coates ES: Increase efficiency by reassigning instructional spaces within a school to accommodate increase in membership, and minor interior facility modifications to create additional instructional space and help to accommodate capacity deficit

Herndon ES: Monitor student membership

Hutchison ES: Monitor student membership

Attachments: Aerial Map of the Herndon Comprehensive Plan Amendment, South Elden Street Area Plan

cc: Jane Strauss, Chairman, School Board Member, Dranesville District
Pat Hynes, School Board Member, Hunter Mill District
Jeffrey Platenberg, Assistant Superintendent, Facilities and Transportation Services
Kevin Sneed, Special Projects Administrator, Capital Projects and Planning
Jessica Gillis, Director, Office of Facilities Planning Services
Harvey Clark, Planner, Fairfax County Planning and Zoning

Aerial Map of the Herndon Comprehensive Plan Amendment, South Elden Street Area Plan



TOWN OF HERNDON, VIRGINIA

RESOLUTION

FEBRUARY 12, 2019

Resolution- to solicit public comment for consideration during the development of the Town Manager's proposed budget for Fiscal Year 2020.

WHEREAS, each February, the Herndon Town Council conducts a public hearing to provide the opportunity for citizen comment for consideration during the development of the Town Manager's proposed budget; and

WHEREAS, the proposed budget will be available for public review after April 1 each year and a *Citizen's Guide to the Proposed Budget* is mailed to all Herndon residents during the first week in April; and

WHEREAS, Town Council will conduct public hearings on April 9 and 23, which are advertised in the Fairfax County Times newspaper and information on the Town Manager's proposed budget and public hearing agendas are posted on the Town's website – www.herndon-va.gov – after April 1, 2019.

NOW, THEREFORE, BE IT RESOLVED that the Town Council of the Town of Herndon, Virginia, hereby extends its appreciation to all citizens who have provided input and further encourages residents to participate in budget public hearings on April 9 and 23.

TOWN OF HERNDON, VIRGINIA

RESOLUTION

FEBRUARY 12, 2019

Resolution- to reappoint Matthew Ossolinski and Mike McFarlane as Members to the Heritage Preservation Review Board.

BE IT RESOLVED that the Town Council of the Town of Herndon, Virginia, hereby reappoints:

- **Matthew Ossolinski** as the “architect/architectural historian” to the Heritage Preservation Review Board for a one-year (non-resident) term ending February 28, 2020; and
- **Michael McFarlane** as the “historic preservationist” member to the Heritage Preservation Review Board for a three- year (town resident) term ending February 28, 2022.