CPAM 1996-0001, COUNTYWIDE RETAIL POLICY PLAN AMENDMENT

Adopted February 19, 1997

I. BACKGROUND

The purpose of this Comprehensive Plan Amendment is to update existing retail commercial policies to accommodate changing trends and to provide consistent policy guidance for retail development in the County's Eastern Urban Growth Area. Loudoun County's Comprehensive Plan consists of the General Plan, several area management plans, strategic plans and related documents. The General Plan provides Countywide goals and policies for managing growth and development while area management plans and strategic plans outline more specific strategies for local planning areas or particular issues.

This plan amendment is a strategic plan for retail commercial development in the County's Eastern Urban Growth Area. It is intended to provide policy guidance to enable the County to capture the retail expenditures of Loudoun's citizens without having the County become a retail center for the Washington Metropolitan Area. It provides specific and comprehensive guidance about the function, location and design of commercial retail centers and uses. As such, these policies supersede General Plan and area plan policies relating to retail commercial development.

The initial recommendations for revisions to the County's retail planning policies were prepared by the Zoning, Comprehensive Planning Committee of the Loudoun County Planning Commission. The full Planning Commission reviewed the Committee's recommendations and certified the final plan amendment language on September 25, 1996. Relevant background data and key findings that shaped the proposed amendments are summarized below.

A. Retail Development Issues

Initial concerns about the County's current retail policies grew out of a series of recent applications seeking commercial retail development in the Route 7 Corridor. These applications raised fundamental questions about how retail centers are classified, where retail development should be located, how much retail development the County can support, and the impact of new retail commercial development on existing retail areas. As discussion of the applications evolved, it became evident that the County needed to take a comprehensive look at its retail policies to ensure that they remain a basis for sound and consistent decision-making.

In May 1995, the Board of Supervisors committed to undertake work on a plan amendment to evaluate the County's retail policies. However, recognizing the need for additional information about the County's retail sector, the Board also requested that the Economic Development Commission (EDC) expand the scope of its annual retail study to include a retail demand analysis for Loudoun County. This retail demand analysis provided the technical and analytical framework for evaluation of the County's retail commercial policies and subsequent

recommendations by the EDC and the Planning Commission. Key findings of that report and the EDC recommendations based on their findings are summarized below. The August 9, 1995 Retail Demand Analysis and Supporting Tables and Worksheets are Appendix B and C of this plan amendment. The EDC's, November 9, 1995 Report - A Review of Loudoun County Retail Policies is Appendix D.

B. The Current Retail Environment

Retail sales in Loudoun County have increased substantially in the past several years, reflecting rapid growth and an increase in shopping choices. In 1994, retail sales in the County topped one billion dollars for the first time in the County's history. However, many Loudoun County citizens continue to shop outside of the County for comparison goods (apparel, home furnishings and fixtures, general merchandise, etc.) since there are limited opportunities to purchase these goods in Loudoun County today. The Retail Demand Analysis report prepared by Economic Development staff estimated "leakage" of retail sales to other jurisdictions for this type of merchandise at $78 million in 1995.

According to the Retail Demand Analysis, the majority of existing retail space in the County is neighborhood or community-oriented. Loudoun County (including the incorporated towns) contained approximately 3.7 million square feet of constructed retail space in June 1995. Based on the definition of regional retail center used in that report, none of the County's existing shopping centers are classified as regional commercial centers. The County's first regional commercial center, Potomac Run Center (470,000 square feet of retail anchored by several big box users) is currently under construction. An additional 400,000 square feet of large, freestanding commercial uses (Home Depot, Price Club, WalMart, Best) are also classified as regional in nature.

C. Loudoun's Retail Future

The 1995 EDC report recognized that relatively high income levels, rapid growth and other demographic characteristics have made the County increasingly attractive to many established and emerging retailers and heightened pressures on the County to allow additional retail commercial development. Loudoun has become a retail "hot spot", particularly for destination oriented retailers.

Based on 20 year population and income forecasts from the County's recent Zurn Initiative, the Retail Demand Analysis study concluded that an additional 7.1 million square feet of retail space would be needed by the year 2015 to satisfy retail demands within the County. An additional eight million square feet of retail space is already zoned but undeveloped. These projections are based on the assumption that within the Metropolitan Washington Area, a typical household can support 50 to 100 square feet of retail space.

Approximately one-third (2.9 million square feet) of the County's approved, but unconstructed, retail space is regional in nature and comprised of three projects in the Route 28 corridor: Dulles Town Center Mall (1.2 million square feet), Nattak Mall (850,000 square feet), and Dulles 28 Centre (833,000 square feet excluding the auto park). The remaining square footage is planned in neighborhood or community-oriented centers.

Taking this information at face value, it appears that Loudoun County has sufficient land zoned for commercial development to satisfy projected consumer demand through 2015; however, the County continues to hear from the retail community that the areas currently zoned for retail development are not located where the retailers want to be and that site selection is limited.

The EDC reviewed the Retail Demand Analysis information and reviewed the County's current planning policies to determine how well the County is prepared to address future retail development. The EDC concluded that the County's current retail policies were fundamentally sound but a few key policy revisions were needed. The EDC's key recommendations included:[1]

- Emphasizing the Route 7/Route 28 intersection as the focus of the County's destination retail development to spur the synergy provided by the clustering of retail uses and allowing them to season before additional uses are approved;

- Defining the function and limiting the amount of retail uses allowed in Business Communities to protect the County's vision of Route 7 and other major corridors for Keynote Employment development.

- Defining retail relative to its function and market responsiveness and ensuring consistency in County documents;

- Broadening the combinations of retail uses allowed in certain areas (i.e., industrial) to provide flexibility and reflect retail trends;

- Developing retail corridor identities by establishing design guidelines affecting signage and landscaping;

- Providing certainty to protect existing and zoned retail uses when land use changes occur.

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1 The full text of the EDC recommendations can be found on pp. 4-7 of Appendix D - "A Review of Loudoun County Development Policies" Loudoun County Economic Development Commission, November 9, 1995.

D. Key Findings/Recommendations

The Zoning, Comprehensive Planning Committee received input and recommendations from a variety of sources during its policy deliberations. Key resources included the recommendations of the EDC, public input and discussions with members of the development community. The Committee also allowed public input at the beginning of each Committee meeting. The comments of all of these groups helped to shape the final recommendations of the Committee. In making its recommendations, the Committee sought, among other issues, to balance public and private sector interests; to assess traffic and visual congestion versus the need for visibility and access; to maintain sight of broad economic development objectives in the face of the short-term, "hot" retail market; to seek viable, supportable commercial retail and avoid speculative development.

The Planning Commission held a public hearing on July 10, 1996, to receive public comment on the proposed plan amendment language. The Commission forwarded the plan amendment to the Board of Supervisors with a recommendation of approval on September 25, 1996.

Key policy recommendations are summarized below:

1. Revise the County's Retail Hierarchy

The General Plan's current hierarchy of retail centers is not consistent with area plan documents and emphasizes center size rather than function. The revised policies emphasize function as the most important characteristic defining retail centers. A new retail matrix is proposed that recognizes the fundamental difference between retail uses that serve a regional market and need to be located along major corridors and those that are community-serving and that should be located within the areas they serve.

2. Destination Retail needs to be Directed to Appropriate Areas in Principal Arterial Corridors

The policies clarify the definition of "destination retail" uses and provide specific policies regarding the location of these uses to keep inappropriate retail development out of residential areas. Policies limiting the development of destination retail to specific areas in the Dulles Greenway, Route 7 and Route 50 corridors will protect these areas as office/ employment corridors consistent with the County's long-term vision. At the same time, policies reinforce the Route 28 corridor as the preferred location for destination retail uses, emphasizing a longstanding County policy.

3. **The County needs to Recognize and Provide Opportunities for New Forms of Retail Commercial Development**

   The EDC report highlights changing retail trends that will affect retail development in the future. The revised policies seek to accommodate limited accessory retail commercial uses in industrial zoning districts. The policies also clarify the intent of retail uses in non-residential communities and provide specific guidelines to accommodate big box and other large format retailers to ensure that uses are as attractive as they can be and appropriately located.

4. **Channel Community Serving Retail to Appropriate Locations and Consider Market Area As a Factor in Future Retail**

   The policies provide specific design and location criteria for retail uses located in residential areas to ensure that retail development does not negatively affect residential neighborhoods. Community-serving retail applications would also include a market analysis to help avoid market saturation and development of non-viable retail uses.

5. **Provide Incentives to Keep Existing Retail Areas Viable and Encourage Other Uses for Less Viable Retail Sites**

   New policies are recommended to expand the County's support for existing retail areas. A key policy recommendation is to allow for reduced fee rezonings or a waiver of rezoning fees to allow less viable retail sites to be rezoned to a more appropriate commercial use.

II. GENERAL RETAIL POLICIES

Convenient, well designed, attractive shopping centers can act as activity centers for residential neighborhoods that contribute to community identity, sense of place and overall quality of life. Large scale retail centers that, by their nature, draw shoppers from a wide market area act as economic assets that augment and diversify the local tax base. For these reasons, the County intends to provide a full range of shopping opportunities within its boundaries to meet the consumer needs of its citizens.

Since there are differences of scale and function between retail uses that serve an immediate area and those that depend on a wider market, the County has divided retail activities into two broad categories that reflect these fundamental differences: Corridor-Based Retail and Service Area-Based Retail. Corridor-Based Retail uses are, automobile oriented and require a supporting road network that can accommodate high traffic volumes. Corridor-Based Retail activities will be directed to non-residential areas in existing and planned principal arterial corridors. Service Area-Based Retail will be

designed and scaled for the intended service population and will act in a support capacity to the residential or employment area it serves.

1. Loudoun County seeks to maintain a robust retail sales sector to meet the needs of the growing population, while mitigating impacts on residential areas, traffic, and other forms of economic development.

2. The County seeks to capture 100% of Loudoun's retail sales expenditures.

3. Retail commercial development in the Eastern Urban Growth Area includes a variety of retail types divided into seven broad functional classifications. Four of these retail types are community serving, or Service Area-Based Retail and will be designed to respond to the particular characteristics of the residential or employment community being served: Neighborhood Convenience, Neighborhood, Community, and Employment Supportive. The other three retail types are broadly described as Corridor-Based Retail Uses. Destination, Freestanding, and Flex Retail uses are oriented along, but will not have direct access to, principal arterial corridors since they are auto-oriented. The Retail Types matrix on p. 22 provides a broad overview of these retail classifications. More specific descriptions, policies relating to each type of retail, and criteria for evaluating retail proposals by retail type are included on pp. 7-18.

4. Each application for a commercial retail rezoning must include a statement describing the catchment or market area to be served and a statement of justification that contains an analysis by the applicant of existing and proposed competing projects.

5. The County seeks to differentiate between Service Area-Based retail uses that serve specific residential or employment communities and Corridor-Based Retail which provides locations for destination retail. The size, format, and tenant make-up of retail uses will depend on the size of the catchment area and the characteristics of the site (i.e., access, type of community, location, function) as well as the nature of existing and planned retail uses serving the catchment area. The Retail Types Matrix (p. 22) summarizes guidelines for evaluating retail use proposals. The individual components of the matrix should be used as general guidelines for future retail development in conjunction with the policies contained herein. The text of these policies control in cases of differences between the policies and the matrix.

6. The County seeks to prohibit strip commercial development. Strip commercial development is characterized by multiple entrances serving individual uses, minimal setbacks and landscaping, multiple signs and structures without a unified design scheme.

7. The County may consider rezonings of properties in the Village of Ashburn, the Village of Arcola, and the Old Sterling mini-plan area to allow for individually owned, small scale specialty or local commercial and business uses provided that the proposed use is designed to be compatible with the character of the village or the Old Sterling area.

III. CORRIDOR-BASED RETAIL POLICIES

Large scale retail uses demand a regional market, relying almost solely on automobile access. Therefore, they will be located outside of Residential Communities along planned and future principal arterial corridors where the County's transportation network can best accommodate auto intensive retail uses (see maps pp. 23-26). Corridor-Based Retail uses include Destination Retail Centers, Freestanding Retail uses and Flex Retail uses, all of which act as destinations that attract customers from a regional market. Policies pertaining to Corridor-Based Retail uses are focused on mitigating the negative impacts of large scale retail development, accommodating new retail forms such as big box retail and warehouse clubs, and expanding opportunities for appropriate retail development in industrial areas.

A. General Policies

1. Corridor-Based Retail uses will not be permitted outside the County's designated Eastern Urban Growth Area.

2. Corridor-Based Retail uses will be prohibited in Residential Communities in the Eastern Urban Growth Area.

3. Corridor-Based Retail uses will be located in existing and planned principal arterial corridors subject to specific location, transportation, design and development criteria set forth below:

   a. Appropriate transportation infrastructure is or will be available to minimize disruption of traffic flows on principal arterials;

   b. The negative impacts of Corridor-Based Retail uses will be minimized;

   c. Development of Corridor-Based Retail uses will be promoted at appropriate sites as designated on the maps on pp. 23-26.

B. Destination Retail

1. Destination Retail uses should be clustered to achieve a pattern of coordinated and complementary retail areas offering a wide range of retail services. Destination Retail areas offer a variety of comparative and

speciality retail shopping goods and may include an entertainment component such as theaters. Destination Retail areas may include a variety of building configurations including multi-tenant shopping centers, enclosed malls or freestanding large superstores and big box retail uses. Destination Retail centers (generally ranging from 250,000 to 1.5 million square feet) typically serve a market area of 5,000 to 30,000 households that may include communities within or outside the County.

2. The Destination Retail land use designation specifies those areas where the development of Destination Retail uses can occur. (See the maps on pp. 23-26). Destination Retail areas overlay the existing land use designations of the General Plan (as amended), and applicable area plans (as amended) providing development options for properties located within the destination retail areas. For example, a property located in the Destination Retail overlay may be developed either in Destination Retail uses or in a use that conforms with the land use designation underlying the Destination Retail use designation.

3. The County encourages the clustering of Destination Retail uses in locations where planned and existing intersections and interchanges can support high traffic volumes.

4. The transportation implications of Destination Retail development will be evaluated on a site specific, corridor specific basis. However, all new Destination Retail uses must meet the following minimum criteria:

   a. No direct access to a principal arterial will be permitted. Access will be provided via major or minor collector roads or minor arterials.

   b. A minimum of two ingress and egress access points with two in-out bound lanes will be required. Additional access points may be required depending on the size of the proposed Destination Retail Center.

   c. Transportation impacts attributable to the proposed use need to be mitigated.

5. Destination Retail Centers will be designed and sited to mitigate impacts on adjoining land uses. Destination Retail Center traffic will not be routed through a residential development.

6. Buildings visible from principal arterials will incorporate recesses, off-sets, and other architectural details and building materials, and the like to avoid presenting blank walls to the roadway.

7. The County should consider the following criteria in the review of a Destination Retail Center application:

   a. The proposed use respects the ultimate arterial or major collector road proposed in the Countywide Transportation Plan.

   b. Utilities are available to accommodate the use.

   c. Detrimental impacts on adjoining residential communities are mitigated.

   d. The use does not interfere with the function of adjoining light industries or offices.

C. Corridor Policies

The Route 28 Corridor

1. The area mapped on p.23 in the Route 28 Corridor is the County's preferred location for Destination Retail uses.

2. The County continues to support Destination Retail uses at the southeast quadrant of the Route 7/Route 28 interchange, and the northwest, northeast, southeast and southwest quadrants of the existing Route 625/ Route 28 intersection. See the map on p. 23.

3. No new direct access to Route 28 other than that already approved will be allowed for any type of retail development.

4. Destination Retail Centers will access Route 28 only via roads directly connecting to planned interchanges (including at Nokes Boulevard, Route 625, Sterling Boulevard and Route 606).

5. Secondary road access for Destination Retail Centers will be available via the parallel road network (Atlantic and/or Pacific Boulevard) which connects to another arterial such as Route 7 and/or a major collector road such as existing Route 625.

The Route 7 Corridor

1. The Route 7/28 interchange area (as mapped on p. 24) will continue to serve as the focal point for Destination Retail activities in the Route 7 corridor. A smaller node of Destination Retail is located at the southeast quadrant of the Route 7/ Cascades Parkway interchange.

2. The Route 7 corridor, west of Route 28, is intended to develop as the County's premier keynote office corridor. Therefore, no new Destination Retail uses will be permitted west of Route 28 in the Route 7 corridor.

3. No new direct access to Route 7 west of Route 28 will be allowed for any type of retail uses.

4. Provisions should be made for construction of the planned Route 7 north and south parallel roads (Riverside Parkway and Russell Branch Parkway) for Service Area-Based Retail Center applications. Primary access with connections to other arterial and collector roads should be provided.

5. The first occupancy permit for the Destination Retail center on Tax Map 80, Parcel 102 shall not be issued until after the issuance of the first occupancy permit for Phase I (which includes the 3 anchor stores) of the Dulles Town Center Regional Mall.[2]

6. A 150' building setback will be established along the Route 7 frontage of the Destination Retail center site unless the Applicant shows and the County agrees that allowing buildings within the 100' to 150' setback is permissible. The setback will be measured from the Route 7 six-lane right-of-way.

7. A 100' landscaped buffer will be established along the Route 7 frontage. The buffer should include trees, shrubs, and berming that will effectively and reasonably minimize the visibility of the Retail center and associated parking areas, dumpsters, and loading areas from Route 7.

8. Adequate building and parking setbacks, and buffers will be provided along the Algonkian Parkway interchange and/or ramps to shield the site from Algonkian Parkway.

9. Any side or rear building elevations which have their surface area parallel to Route 7 will have the facade covered generally with the same building materials as those used on the front of the building.

10. Dumpsters will be enclosed and the enclosures should be constructed of building materials that are compatible with the main structures.

11. Loading areas will be oriented to reduce their visibility from public roads and will be shielded by architectural features, walls, fences, or landscaping to minimize their visibility.

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[2] A definition and clarification of what Phase 1 entails will be provided by the property-owner.

12. The site design and architecture of the Destination Retail center will be generally compatible with the planned Town Center adjacent to it. They will be generally compatible in setbacks, massing, height, scale, materials, facade treatments, landscaping, and signage. Sidewalks and street trees should be incorporated into the site design.

13. The additional trips associated with converting the land use on the Destination Retail site from planned office uses to retail will be mitigated, requiring improvements beyond those already proffered for the approved Dulles Town Center.

14. The ultimate planned road network may not accommodate the traffic generated by adding Destination Retail uses to the uses currently approved on the entire Dulles Town Center property. In which case, improvements beyond those currently included in the Countywide Transportation Plan will be required.

The Route 50 Corridor

1. The County supports the development of retail uses in Dulles South that provide for convenience and routine shopping needs, generally defined as Service-Based Retail, and also that provide some comparative and specialty goods, generally found in Destination Retail centers. A hybrid retail center type, called a Corridor Retail center, can be developed in the Route 50 corridor. Up to 2,000,000 sq. ft. of Corridor Retail uses can be developed in the area designated for such uses.

2. The Corridor Retail center may provide for convenience goods (such as food, drugs), personal services (such as cleaners, banking), and a variety of merchandise (such as apparel, hardware, appliances). The Corridor Retail center may include variety stores, discount and junior department stores, and off-price stores.

3. The area designated for Corridor Retail centers extends east from the planned west spine road to the Route 606 intersection, and between the planned north and south parallel collector roads as located in the Countywide Transportation Plan. (See Map, p. 24)

4. Corridor Retail centers (generally 250,000 to 450,000 sq. ft.) will be permitted to develop fronting the Route 50 parallel roads in the designated area. These centers will be permitted interim direct access to Route 50, but will ultimately have access from the planned parallel roads, at which time, direct access to Route 50 will be terminated. These centers will include a 300' open space easement along Route 50.

5. The County will consider the development of a large Corridor Retail center up to 1,000,000 sq. ft. fronting the parallel roads subject to conformance with the following criteria:

   a. Detrimental impacts on adjoining residential and mixed use communities are mitigated through such measures as landscaping, buffering, setbacks;

   b. Existing CLI frontage is consolidated and adjacent CLI properties are provided with interparcel access;

   c. No direct access to a principal arterial will be permitted. Access will be provided via major or minor collector roads or minor arterials;

   d. A minimum of two ingress and egress access points with two in-out bound lanes will be required. Additional access points may be required depending on the size of the proposed Corridor Retail center;

   e. Transportation impacts attributable to the proposed use need to be mitigated;

   f. A 300' open space easement is established at the rear of the center to front Route 50;

   g. The proposed center meets the Retail CPAM Design Guidelines;

   I. A unified sign program integral to the overall shopping center design is provided.

6. Single-tenant, individual, freestanding stores (larger than 50,000 sq. ft.) may also develop in Corridor Retail centers, subject to the Freestanding Retail policies included in the Retail CPAM. The Zoning Ordinance will be amended to provide for such uses in retail centers by special exception.

7. The Dulles South Area Management Plan (DSAMP) envisions the development of a "downtown" for Dulles South, described in the plan as a Regional Hub. The County anticipates that other uses (such as office, light industrial, civic uses) will develop in the area designated for Corridor Retail centers (as described in the DSAMP Regional Hub land use matrix) to achieve the downtown envisioned by the County.

8. The County will seek to limit strip retail development in the Route 50 corridor by encouraging the consolidation of CLI properties with other properties to encourage coordinated development with minimal access points.

9. For Corridor and Community Retail Center applications, provisions should be made for construction of the planned parallel roads adjacent to Route 50 on-site and off-site with transportation impacts attributable to the site mitigated. These parallel roads should adequately disperse traffic and provide access between planned and existing roads.

The Dulles Greenway Corridor

1. Destination Retail uses will be located in the eastern end of the Dulles Greenway corridor, extending east from the Route 772/Dulles Greenway interchange to the Dulles Airport property as depicted on the map on p. 25. Destination Retail uses will be located within approximately 2000 feet of the Toll Road interchanges in the area designated as Business Community and Business Employment Community on the Toll Road Plan land use map. Destination Retail uses will be located outside of potential node zones and will be subject to the land use, design, and transportation policies of the Toll Road Plan.

2. Destination Retail Centers will have access to a through, parallel, major collector road which connects to an arterial and/or major collector road.

3. Improvements and upgrades to the existing and planned Dulles Greenway interchanges should be provided by the applicant through the retail application process as warranted by the applicant's pro-rata share of such improvements or upgrades.

D. Freestanding Retail Policies

1. Freestanding Retail uses are comprised of single-tenant, individual stores larger than 50,000 square feet and located on individual parcels not part of a retail center. Freestanding Retail uses will be located in areas the County has designated for Destination Retail Centers and share similar characteristics with such uses, including access points, market area, land use compatibility and floor area ratios, as described on the Retail Types Matrix on p. 22.

2. Freestanding Retail uses will be subject to the transportation policies for Destination Retail uses outlined on p. 8, and will be located in areas identified for Destination Retail as specified in the maps on pp. 23-26.

E. Flex Retail Policies

1. Flex Retail uses are the accessory commercial activities associated with manufacturing, warehousing, distribution, or wholesaling activities that are located in the structure housing the principal use and provide for the retail sale of products produced or stored on site. These uses shall be accessed via roads serving the primary use.

2. The County supports the development of flex-retail uses in the Route 28 Tax District and will amend the PD-IP district to provide more opportunity for flex-retail development.

3. The Zoning Ordinance amendment may provide a percentage range of the floor area to be devoted to flex-retail both by-right and subject to special exception criteria to be specified in the Ordinance, similar to Fairfax County's Zoning Ordinance, and may include establishing a new zoning district.

IV. SERVICE AREA - BASED RETAIL POLICIES

Service Area-Based Retail uses are located within or between the neighborhood(s) or the employment centers they serve and are not intended to attract customers from outside that area. They provide a community focus while fulfilling the convenience or routine shopping needs of the County's residents and workers. Service Area- Based Retail uses include Neighborhood Convenience, Neighborhood, and Community Retail centers located in Residential Communities, and Employment Supportive Retail centers located in Business and Industrial Communities. Policies pertaining to Service Area-Based Retail uses focus on the relationship of the retail use to the surrounding community.

A. General Policies

1. Service Area-Based Retail uses, including Neighborhood Convenience, Neighborhood, Community, and Employment Supportive types, will be located in the areas they serve since they are not intended to attract "drive-by" shoppers or function as destination retail.

2. Service Area-Based Retail uses will not have direct access to a principal arterial.

3. Service Area-Based Retail uses will be designed at a pedestrian-friendly scale, providing convenient internal pedestrian access for neighborhood residents or workers. Safe pedestrian access will be provided on-site with a clear separation between vehicular and pedestrian traffic.

4. Service Area-Based Retail uses will be separated from each other to prevent strip commercial development. Neighborhood Convenience and Neighborhood Retail Centers must generally be separated by a minimum distance of 4000' from any other Service Area-Based Retail Center to prevent the consolidation of centers into a larger commercial complex. Community Retail Centers must generally be at least 10,000 feet away from another Destination or Community Retail Center. The separation distance shall be measured between the two closest points. This distance may be reduced where a permanent natural or man-made barrier provides clear visual separation and eliminates the potential for retail uses to merge.

5. The General Plan, the Toll Road Plan, and the Dulles South Area Management Plan include land use ratios defining the mix of uses to be incorporated into the development of mixed-use communities. The percentage of commercial retail and service uses included in the land use mix ratios should generally guide the amount of commercial retail and service uses appropriate to develop in mixed use communities. However, the Service-Area Based retail policies included in CPAM 1996-0001, Countywide Retail Policy Plan Amendment define the characteristics of the commercial retail and services component of the land use ratio and may limit the commercial retail and service component in order to achieve the County's retail development objectives.

B. Neighborhood Convenience Retail Centers and Neighborhood Retail Centers

1. Neighborhood Convenience and Neighborhood Retail Centers will be located in Suburban, Traditional, Urban, and High Density Residential Communities generally internal to the residential neighborhood being served.

2. Neighborhood Convenience Centers are intended to serve immediate, convenience (sporadic or as needed) shopping needs for a limited variety of items or personal services. Although Neighborhood Retail Centers may also service convenience needs, these centers are intended to fulfill the planned routine daily and weekly shopping needs of neighborhood residents for items such as groceries as well as personal services. Neighborhood Retail Centers will be larger than Neighbor-hood Convenience Centers (generally 30,000-150,000 sq. ft.), but will offer limited comparative goods shopping. Specific characteristics defining the County's objectives for the development of Neighborhood Convenience and Neighborhood Retail Centers are included on the Retail Types Matrix on p. 22.

3. There are a few differences between the two neighborhood retail types. For example, Neighborhood Convenience Centers can be comprised of an individual, freestanding store (generally not over 5,000 sq. ft.) or a group of small stores (generally up to 30,000 sq. ft.) and typically serving a market area of between 500 and 3,000 households. Only carry-out or delivery restaurants will be permitted in Neighborhood Convenience Centers. Pad sites, full service fast food establishments and restaurants will be permitted in Neighborhood Retail Centers. Neighborhood Retail Centers (generally serving up to 3,000 households) will be developed as a focal point of the neighborhood, providing services that reinforce the neighborhood identity and may include civic uses.

4. Neighborhood Convenience and Neighborhood Retail Centers can include such uses as convenience stores, restaurants, gas stations, drycleaners, banks, medical offices and similar uses.

5. The design and siting of Neighborhood Convenience and Neighborhood Retail Centers will mitigate the impacts of parking, signs, lighting, waste storage, and loading on the adjacent neighborhood.

6. Access to Neighborhood Retail Centers will be provided by means of a minor collector or major collector road. Access to Neighborhood Convenience Centers will be provided via major collector roads, minor collector roads and major subdivision streets.

7. All new Neighborhood Convenience and Neighborhood Retail Centers must meet the following minimum transportation criteria:

   a. Access will be provided at existing and planned median breaks, intersections or at consolidated access points, where appropriate.

   b. Entrances on undivided roads will be located at least 250 feet away from the centerline of the nearest arterial or collector road unless otherwise approved by VDOT.

8. Neighborhood Convenience and Neighborhood Retail Centers will be visually and acoustically buffered from the surrounding residences and traffic volumes and accessibility requirements will not conflict with residential vehicular and pedestrian traffic.

9. The retail component of a Neighborhood Core as described in the Dulles South Area Management Plan will be consistent with the primary characteristics of Neighborhood Commercial Centers outlined in the Retail Types Matrix, p. 22.

C. Community Retail Centers

1. Community Retail Centers are envisioned as focal points for civic and commercial activities serving several residential neighborhoods with a market area generally ranging from 2,000 to 8,000 households.

2. Community Retail Centers, which generally range from 100,000 to 400,000 square feet are intended to address a wide variety of daily and weekly shopping and personal needs (such as grocery shopping, drycleaning, video rental). However, these centers will also offer opportunities for comparison goods shopping such as clothing, household items, shoes and books. These centers may include pad sites such as banks, gas stations, etc. Specific characteristics defining the County's objectives for Community Retail Centers are included in the Retail Types Matrix on p. 22.

3. Community Retail Centers will be permitted in Residential Communities and in mixed use Business and Industrial Communities that include residential development. Community Retail Centers will generally be encouraged to locate at the edge of residential neighborhoods or between residential and non-residential areas to minimize potential land use conflicts and maximize convenient access from surrounding areas that will provide the market for such centers.

4. The transportation implications of Community Retail Centers will be evaluated on a site specific basis. However, all new Community Retail Center proposals must meet the following minimum criteria:

   a. No direct access to a planned or existing principal arterial will be permitted. Access will be provided via major or minor collector roads at existing and planned median breaks and/or intersections.

   b. A minimum of two points of access will be required to better disperse traffic.

5. The retail component of a Town Center as described in the General Plan, the Toll Road Plan, or a Community Core as described in the Dulles South Area Management Plan will be consistent with the primary characteristics of Community Retail Centers outlined in the Retail Types Matrix, p. 22.

6. The retail component of a Node as described in the Toll Road Plan and urban center and Transit-related Urban Center as described in the General Plan will be consistent with the primary characteristics of Community Retail Centers outlined in the Retail Types Matrix (p. 22) and with the design policies included in the Toll Road Plan and the General Plan.

D. Employment Supportive Retail Centers

1. Employment Supportive Retail Centers are generally intended to provide convenient retail and personal support services such as office supply stores, copying/mailing facilities, restaurants, daycare centers, drycleaners, banks and similar uses to employees and businesses in adjacent office and industrial parks. Destination Retail and Freestanding Retail uses will not be permitted in Employment Supportive Retail Centers. Pad sites may be included in and Employment Supportive Retail Center. Specific characteristics defining Employment Supportive Retail Centers are outlined in the Retail Types Matrix on p. 22.

2. Regional Office Community and Business Employment Communities may include a retail component. The retail component will be limited to 5% of the gross floor area (measured in square feet) of the non-residential uses in the development.

3. The retail component of a Regional Office or Business Employment Community will be developed on a pro-rata basis in proportion to the non-residential development as construction occurs. For example, for every 100,000 square feet of office space constructed, 5,000 square feet of retail space may be constructed.

V. EXISTING RETAIL AREAS POLICIES

Established shopping centers in Sterling Park, at Herndon Junction, CountrySide and individual retail establishments in the Route 28 and Route 7 corridors have served the shopping needs of eastern Loudoun residents for years. These older commercial areas will remain a visible and viable part of Loudoun's retail future, particularly if these areas are improved and well maintained. The County will provide incentives to encourage improvements that enhance the appearance of existing commercial areas and that keep these areas competitive in a changing retail environment. Where retail commercial development has occurred in a linear pattern along major transportation corridors, the County will encourage public and private investments to improve transportation safety.

1. Existing retail commercial areas will be protected and reinforced by County plan and practice where such uses are compatible with existing and planned land uses.

2. The County will implement a multi-faceted incentive program to encourage owners of existing retail commercial centers and businesses to renovate facilities on a routine basis and to add amenities that will modernize and improve the appearance and function of older retail centers and businesses. The incentive program will include:

a. Waiving site plan requirements for retail commercial centers and businesses seeking improvements such as additional landscaping, treed islands in parking areas, street trees along sidewalks and roadways, and retro-fitting parking lots with pedestrian walkways, sidewalks and similar features that will make older centers more attractive and pedestrian-oriented.

b. Encouraging new pedestrian-friendly, small scale, personal service and local office uses to locate in conjunction with established commercial centers where such improvements would enhance the function and appearance of the center and better serve the community. New structures should be located at the perimeter of existing parking areas to reduce the visual impact of large parking lots. The County will consider modifications of parking standards with appropriate justification (for example, reduced standards, shared parking) to facilitate such development.

3. The County will consider reducing or waiving rezoning application fees for owners of undeveloped commercially zoned property if the landowner desires to rezone the property to another non-residential use that is compatible with surrounding planned and zoned uses and that better implements the County's Comprehensive Plan goals (i.e., from CLI to PD-IP or from PD-SC to PD-OP). The County's intent is for less viable existing commercial sites to be re-evaluated at the owner's request for conversion to a more appropriate land use that expands the County's tax base.

4. The County will encourage existing retail centers and individual retail establishments to consolidate access points and share entrances and exits where feasible to minimize traffic congestion and conflict.

5. The County will encourage developers of non-retail projects, adjacent to established retail commercial areas, to consider the presence of the existing centers/businesses in the design of their projects by meeting with business owners and landowners from the adjacent retail area to discuss the proposed project. Additionally, the applicant shall address how the new project relates to the existing commercial area in terms of pedestrian access (if appropriate); providing buffers to reduce the potential for incompatibility between land uses and nuisance complaints; and coordinating and consolidating access points where appropriate.

VI. DESIGN GUIDELINES

The following guidelines apply to the development of any retail center. The guidelines are intended to emphasize the site development of retail uses that accommodate the customer, the retail business, and the adjoining land uses. They are also intended to enhance the physical development of the County's principal transportation corridors as well as the County's neighborhood and office centers.

A. Building Placement and Design

1. All retail centers should include a site design that is compact and makes buildings the prominent feature of the site as viewed from adjoining roads.

2. It is desirable to have a green space to separate parking lots from sidewalks.

3. Buildings within a multi-building retail center should exhibit a unity of design through the use of similar elements such as rooflines, materials, window arrangement, sign location and architectural details.

4. Large freestanding stores, retail centers and restaurants should be encouraged to provide usable outdoor spaces.

5. Required drainage and stormwater management facilities, such as holding basins, drainage swales and culverts should be incorporated into the site design of the project. Natural drainage features should be conserved to the greatest extent possible.

6. Building massing should be varied to break down the scale of large buildings and retail centers. Long, flat facades are strongly discouraged. It is desirable that building facades should incorporate recesses, off-sets, angular forms or other features to avoid presenting a "blank side" to neighboring properties.

7. Pitched, mansard and other distinctive roof forms are strongly encouraged.

8. Rooftop mechanical equipment should be screened. Preferably, screening should be incorporated into the roof form. Ground mounted mechanical equipment should be screened.

9. Retail buildings should incorporate continuous arcades over the front walkway to provide weather protection for shoppers and create a pedestrian-oriented environment.

B. Circulation, Parking, and Loading

1. Pedestrian traffic, internal to the retail center, should be provided with a safe travel route from the parking area to the building with a demarcated pathway and clear directional signage. Trees and other plantings should be provided along the walkway.

2. Sidewalks should be provided to Neighborhood Convenience and Neighborhood Retail Centers to accommodate benches, bikes, strollers, and planters.

3. Parking areas should be visually screened from adjacent streets and residential areas by heavy landscaping, depressing the parking area and/or by constructing earthen berms.

4. All loading and storage areas must comply with Zoning Ordinance regulations and must be screened from adjacent residential areas by earthen berms, masonry walls, permanent wooden fencing, or dense landscaping.

C. Landscaping and Buffering

1. Large parking areas should be landscaped with trees and shrubs to reduce the visual impact, provide shade, and reduce the heat absorption of the parking area.

2. The street frontage of retail centers should be landscaped with trees to help create a green edge on both sides of the street.

3. Existing natural environmental features such as hedgerows, mature trees, and berms should be integrated into the landscape plan for retail centers, when feasible.

4. Retail buildings and parking areas should be sufficiently screened and buffered from adjoining residential areas by distance, transitional uses, landscaping and/or natural vegetation to mitigate the effects of noise, lighting and traffic on the surrounding residences.

5. Residential areas should be buffered from adjacent retail uses by trees, fences and hedges.

D. Signs and Lighting

1. Signs for retail centers should be developed as an integral part of the overall center design. A unified graphic design scheme is strongly encouraged.

2. Lighting should reduce glare and spillage of light onto adjoining properties and streets. Fixtures should be attractive site elements that are compatible with the architecture of the retail center.

NOTE: The individual components of this matrix should be used as general guidelines for future retail developments in conjunction with the policies contained herein.

Februrary 19, 1997

Types of Retail

	Service-Area Based Retail				Corridor Based Retail		
Characteristics	**Neighborhood Convenience**	**Neighborhood**	**Community**	**Employment Supportive**	**Destination (Regional)**	**Freestanding**	**Flex Retail**
1. Function	Serves immediate, convenience shopping needs for a limited variety of items (such as milk, bread, gas) and personal services (such as dry cleaning). Fulfills sporadic or "as needed" shopping needs. Can be a stand alone use such as convenience store, bank, gas station, etc.	Serves routine (generally planned) daily & weekly shopping needs for items such as groceries as well as personal service needs. May also serve convenience needs. Offers little or no comparative goods shopping. Fulfills "daily" shopping needs. May include pad sites such as banks, gas stations, convenience stores, etc.	Serves a wider variety of daily & weekly shopping and personal service needs, but also offers some comparative goods shopping for items; such as, apparel, shoes, and books. Fulfills "weekly" shopping needs. May include pad sites such as banks, gas stations, convenience stores, etc.	Serves convenience retail and personal service needs of employees in adjacent business or industrial parks/ areas. May include pad sites such as banks, gas stations, convenience stores, etc.	Offers the widest variety of comparative and speciality goods and may offer an entertainment component. Not intended to fulfill daily or convenience shopping needs. Fulfills "comparative or entertainment" shopping needs. May include pad sites such as banks, gas stations, convenience stores, etc.	A single tenant individual store of 50,000 sq. ft. or greater that is located on a separate parcel of land that is not part of a shopping center.	Accessory retail sales (by a single use tenant) of products that are being manufactured, warehoused distributed and/or wholesaled on-site, within the same structure.
2. Center Size Range	Generally stand alone uses up to 5,000 sq. ft.; multi-tenant center up to 30,000 sq. ft.	Generally 30,000 - 150,000 sq. ft.	Generally 100,000 - 400,000 sq. ft.	Square footage depends on total non-residential square footage.	Generally 250,000 - 1.5 million sq. ft.	Not applicable.	Not applicable.
3. Location	Generally internal to Residential Neighborhood being served.	Generally internal to Residential Neighborhood that is being served.	Generally at the edge of or between Residential Neighborhoods or between a Residential and Non-Residential Community.	Generally internal to Business or Industrial Community being served.	In existing and planned principal arterial corridors, outside of Residential Community (see maps and corridor specific policies).	In existing and planned principal arterial corridors, outside of Residential Community (see maps and corridor specific policies).	In areas zoned PD-IP in the Route 28 Taxing District.
4. Transportation Access Points	Via minor collector, major collector roads, and major subdivision streets at a median break. No direct access to minor arterials or principal arterials.	Via minor or major collector roads at a median break.	Via minor or major collector roads or minor arterials at median break.	Via access points serving the Business or Industrial Community.	Along a principal arterial, but accessed via major collector roads or minor arterials at a median break proximate to a planned or existing interchange *(see maps pp. 22-25)*.	Along a principal arterial, but accessed via major collector roads or minor arterials at a median break proximate to a planned or existing interchange *(see maps pp. 22-25)*.	Access via roads serving the primary use.
5. Market Area Size	Immediate Residential Neighborhood generally 500 - 3,000 households.	Immediate Residential Neighborhood generally less than 3,000 households.	Several Residential Neighborhoods generally 2,000 - 8,000 households.	Surrounding Business Community.	Several communities within County as well as communities outside County; generally 5,000 - 30,000 households.	Several communities within County as well as communities outside County; generally 5,000 - 30,000 households.	Not applicable.
6. Compatibility With Surrounding Land Uses	Suitable as a component of Residential Community.	Suitable as component of Residential Community.	Suitable as component of Residential or mixed use community.	Suitable as component of Business or Industrial Community.	Incompatible in Residential Community.	Incompatible in Residential Community.	Incompatible in Residential Community.
7. Floor Area Ratio (FAR)	.2 - .3	.2 - .3	.2 - .3	.2 - .3	.2 - .3	.2 - .3	Not applicable.

NOTE: For the purposes of the matrix, 50 - 100 sq. ft. of retail is assumed for each household.
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DRAFT

Retail Plan
Destination Retail Greenway

Legend

- Existing Roads
- Streams
- Parcels
- Town & Airport
- Destination Retail
- Proposed Two Lane Section
- Proposed Four Lane Section
- Proposed Six Lane Section
- Proposed Eight Lane Section

Note: The Destination Retail designation around the Dulles Greenway has changed: this map has been superceded by the Planned Land Use map in the Revised General Plan (adopted 7/23/01).

Map Number: L96-0011

1 : 36,000

1 inch = 3,000 feet

NORTH

DRAFT

Retail Plan
Destination Retail
Route 7

Legend

- Existing Roads
- Streams
- Parcels
- Town & Airport
- Destination Retail
- Proposed Two Lane Section
- Proposed Four Lane Section
- Proposed Six Lane Section
- Proposed Eight Lane Section

* Note: Cascades Town Center, as currently zoned, is a hybrid retail center and includes Destination Retail uses, Community Center Retail uses, Town Center uses, and civic and public uses.

Map Number: L96-0011

1 : 36,000

1 inch = 3,000 feet

NORTH

DRAFT

Retail Plan
Destination Retail
Route 28

Legend

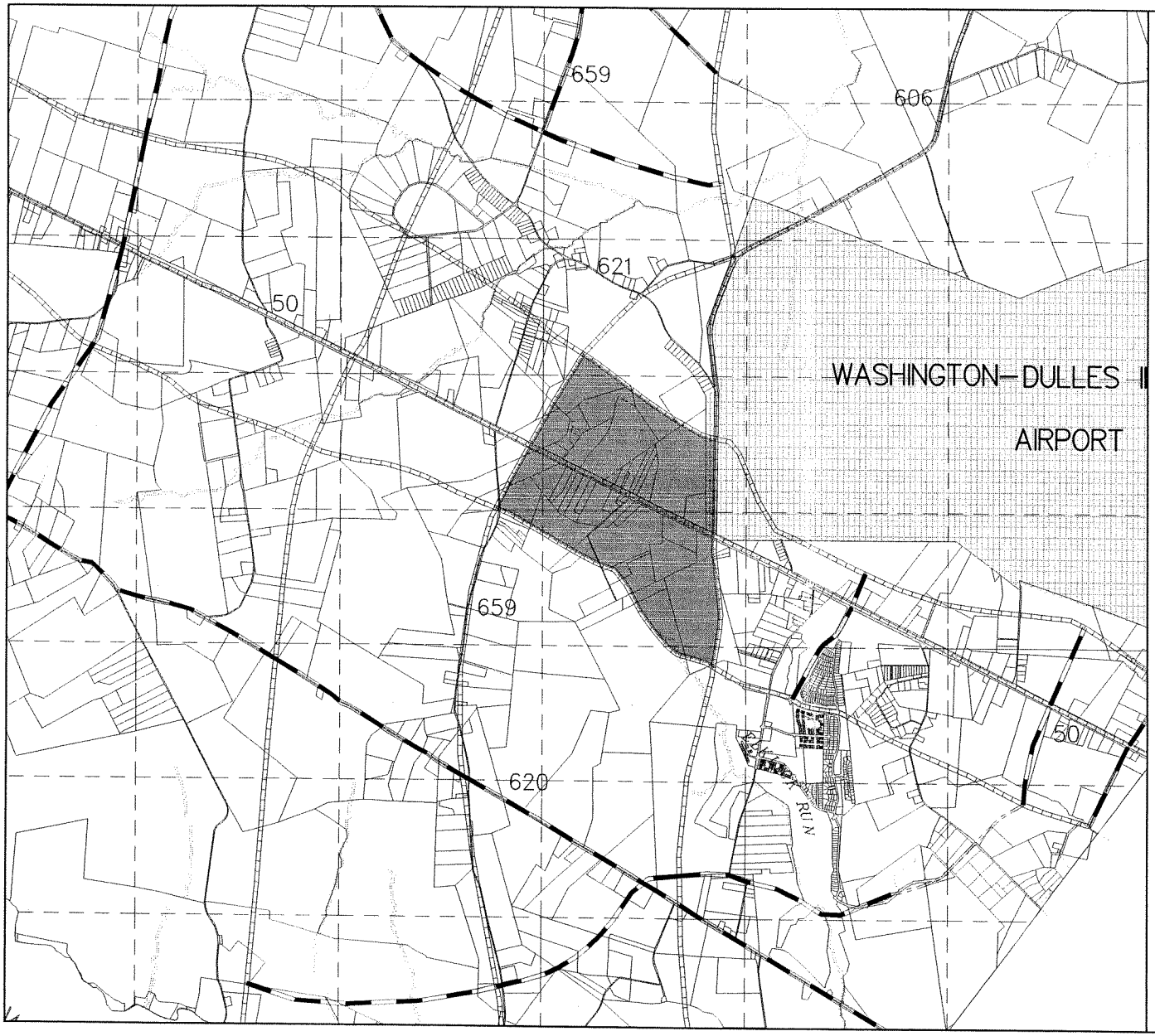
- Existing Roads
- Streams
- Parcels
- Town & Airport
- Destination Retail
- Proposed Two Lane Section
- Proposed Four Lane Section
- Proposed Six Lane Section
- Proposed Eight Lane Section

Map Number: L96-0011

1 : 36,000

1 inch = 3,000 feet

NORTH



DRAFT
Retail Plan
Route 50

Legend

- Existing Roads
- Streams
- Parcels
- Town & Airport
- Corridor Retail
- Proposed Two Lane Section
- Proposed Four Lane Section
- Proposed Six Lane Section
- Proposed Eight Lane Section

Map Number: L96-0011

1 : 36,000

1 inch = 3,000 feet

NORTH