CPAM 2009-0001
Route 28 Keynote Employment Policies

Adopted March 15, 2011
Amend ‘Business Land Use and Corridor Development’, Subheading A: Route 28’ text (General Plan, p. 4-7)

A. Route 28

The Route 28 corridor is planned to be a major economic and employment center within the County that will be developed with suburban, lower-density office and flex settings; medium-density, compact, pedestrian-oriented office clusters; and higher-density, transit-oriented mixed-use office centers. Other parts of the corridor more immediate to the Washington Dulles International Airport and Route 606, west of Route 28, are planned for Industrial uses, for a mix of office, hotels, flex/industrial and destination retail uses. Approximately 3 million square feet of the 19 million square feet planned in the 1,086 acre corridor have been constructed, with structures ranging from one story retail structures to multi story, Class A office buildings. Older existing land uses and several aging small retail areas that need rehabilitation present challenges to the ultimate definition of development in the corridor.

Route 28 is considered one of the County’s primary transit corridors. Like many of the major roads in Loudoun County, Route 28 does not stop at the Loudoun County line, but continues into Fairfax County. Just a few miles south of the Loudoun-Fairfax border is the Smithsonian Institution’s new Dulles Air & Space Center at Dulles Airport. Planned to open in 2003, the Center will house about 15 times the number of air and spacecraft as the National Air and Space Museum on the Mall in Washington, D.C. At least three million visitors are anticipated during the first year. Continued support for and study of road and transit improvements in the corridor, such as light rail, are intended to accommodate such growth.

The County supports and is committed to the continuing growth of and need for an economically vibrant Route 28 Transportation Improvement District, both for the District’s contribution to the transportation improvements to Route 28 and to the economy of the County. The Route 28 Corridor Plan in Chapter 6 of the Revised General Plan, which provides policy guidance regarding economic, land use, housing, transportation, design, and sustainable development within the tax district, will help the corridor achieve these goals. Further planning attention and study, in terms of transportation improvements, land use and design is essential for the corridor to achieve these goals.
Delete Policies 12 and 13* under ‘Economic Development Policies’ (General Plan, p. 4-7)
*In the hard copy of the RGP, these policies are numbered 13 and 14.

12. Properties in the Route 28 Tax District that are governed by the 1972 and 1993 Zoning Ordinances will remain under those governing documents unless the landowner opts into the revised zoning ordinance or a rezoning application (ZMAP) is filed. Concept Plan Amendment (ZCPA), Proffer Amendment (ZCPA) and Special Exception (SPEX) applications will be administered under the zoning ordinance that is applicable to each property and evaluated under the adopted Comprehensive Plan.

13. The County will look at developing incentives to encourage Route 28 Tax District landowners to opt into the revised zoning ordinance.

Add new Policy 10 under ‘Green Infrastructure Policies’ (General Plan, p. 5-2)
10. In addition to Countywide Green Infrastructure policies contained herein, all development within the Route 28 Corridor will comply with the Green Infrastructure policies in the Route 28 Corridor Plan in Chapter 6 of the Revised General Plan.

Add new Policy 3 under ‘Built Environment Policies’ (General Plan, p. 5-5)
3. The County supports and encourages opportunities and incentives for sustainable development in the Route 28 Corridor. The Route 28 Corridor Plan in Chapter 6 of the Revised General Plan contains specific goals and strategies for the area for green building design techniques which include sustainable site design and integrated energy management planning.

Amend Policy 13* under ‘Green Infrastructure Policies’ (General Plan, p. 6-7)
*In the hard copy of the RGP, policy 13 was first amended on October 16, 2007. The language shown here includes the previously amended language.

13. There will be one (1) Transit-Oriented Development (TOD), one (1) Transit-Related Employment Center (TREC), and one (1) Urban Center in the Suburban Policy Area, and up to three (3) Mixed-Use Office Center areas in the Route 28 Corridor. Town Centers may be considered for development west of Route 28 or south of Route 606 in the Suburban Policy Area.

Amend Policy 7* under ‘Infill, Redevelopment, and Revitalization Development Policies’ (General Plan, p. 6-15)
*In the hard copy of the RGP, policy 7 was first amended on October 16, 2007. The language shown here includes the previously amended language.

7. Higher density development as defined in the Revised General Plan will occur as redevelopment in the Suburban Policy Area in the Transit-Oriented Development, Urban Center, and in the Town Centers, or “community cores”, of the communities west of Route 28 or south of Route 606, and the Mixed-Use Office Center areas in the Route 28 Corridor. These areas will have the highest densities in the Suburban Policy Area. Town Centers should be identified through a community planning process.
Amend ‘Land Use Categories’ text (General Plan, p. 6-16)

Land Use Categories

The Suburban Policy Area has four primary land uses: Residential, Business, Industrial, and Retail (see Planned Land Use Map, pg. 7-23). Retail policies are established in the Countywide Retail Policy Plan amendment. Within these primary land uses are subcategories. The County’s overall land-development strategy is to encourage compact, mixed-use developments that provide people with the opportunity to live, work, recreate, and shop in a pedestrian-friendly environment. The exceptions are for Keynote Employment areas and, General Industrial areas in the County, and Business land use areas within the Route 28 Tax District where residential uses are not allowed as shown on the Route 28 Corridor Plan Land Development Patterns Map. Because much of the Suburban Policy Area is already developed, this Plan envisions that new projects will be modest in scope and therefore will be evaluated based on their compatibility with the larger community of which they will be a part. The land use categories and policies guiding their development are described below and summarized in the matrix on pg. 6-33.

Delete Policy 8 under ‘General Business Land Use Policies’ (General Plan, p. 6-21)

8. The County will develop and offer incentives to encourage property owners in the Route 28 Highway improvement Transportation District to convert or “opt-in” to the appropriate district regulations included in the Zoning Ordinance in accordance with the land use policies of the Revised General Plan.

Insert the Route 28 Corridor Plan after the Arcola Area/Route 50 Corridor Plan, between Policy 9a (now Policy 8a) of the ‘General Business Land Use Policies’ (General Plan, p. 6-21 and ‘1. Urban Centers’ (General Plan, p. 6-21)

Amend ‘3. Keynote Employment Centers’ text (General Plan, p. 6-27)

The preferred location for Keynote Employment Centers is along Route 7, and the Dulles Greenway, and a portion of Route 28. The Route 7 corridor will maintain its campus-like appearance and continue to be one of the primary locations for Keynote Employment Centers. The County should vigorously attempt to locate regional and nationally oriented office centers on Route 7 and Route 28 and in the Dulles Greenway corridor.

Amend Policy 3 under ‘Keynote Employment Center Policies’ (General Plan, p. 6-28)

3. Keynote Employment areas are identified on the Land Use Map and generally are located along Route 7, Route 28, and the eastern end of the Dulles Greenway. These roads are prominent corridors in the County and are intended to be the location of premier office sites for high-visibility.

Amend ‘4. Regional Office Uses’ text (General Plan, p. 6-28)

4. Regional Office Uses

Regional Office uses support a variety of office employment in the convenience of a mixed-use setting. Large Regional Office uses outside of an Urban Center are to be developed along major collector roads such as the eastern end of Route 606, Route 607, and Route 625. They are to have a mix of housing and
public and civic space, as well as a limited amount of retail and light/industrial flex uses with the exception of those areas within the Route 28 Tax District, which are prohibited by policy from having a residential component. The County supports the continued growth of educational and institutional uses as complementary uses to regional office development.

Amend ‘Design Guidelines’, Subheading ‘Community Form, #7: Light Industrial and Regional Office, a: Function’ text (General Plan, p. 11-14)

The Revised General Plan acknowledges the benefit of promoting Keynote Employment developments. Keynote Employment development is intended to be a pure land use accommodating prominent, high-quality, high-traffic-generating uses comprised of 100 percent office and research and development parks located along the County’s primary employment corridors including Route 28, Route 7, and the eastern end of the Dulles Greenway. Although Keynote Employment developments do not have a residential component, they should have the general characteristics of Regional Office developments.

Regional Office or Light Industrial developments will emulate the key traditional design concepts of the Revised General Plan by addressing the design and function of exterior spaces, pedestrian access from adjoining residential areas, and architectural cohesiveness and environmental conservation. The Regional Office and Light Industrial uses will be the prominent features of the community when viewed from periphery roads as well as the predominant use in terms of percentage of site occupied. Within the Route 28 Corridor, all development will comply with specific base design standards contained within the Route 28 Corridor Plan in Chapter 6 of the Revised General Plan.
Route 28 Corridor Plan

Board of Supervisors Adopted

March 15, 2011
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Route 28 Corridor Plan

INTRODUCTION

The Route 28 Corridor Plan is the result of an issues-driven, results-oriented process with significant emphasis on community involvement. Policies in the Plan build upon the significant amount of data and public input gathered through the various Route 28 corridor activities and initiatives since January 2008. These efforts included public input sessions, interviews, targeted questionnaires, and research to develop several reports, including the Route 28 Business Outreach Results Report; Belfort Park Task Force Final Report; the Route 28 Tax District Existing Conditions Report; and the Route 28 Corridor Analysis of Development Potential for Class A Office Space. The following policy language and associated maps will be added to the Revised General Plan as a specific plan for the Route 28 Corridor. Other policies of the Comprehensive Plan will apply as appropriate.

The County envisions the Route 28 Corridor as an airport-anchored gateway into Loudoun County offering a positive and welcoming business environment that supports significant job growth and economic activity in varied settings. The County also envisions the corridor evolving into a premier location for regional, national, and international businesses with a high-quality image that offers employees vibrant centers of activity and highly-integrated pedestrian and transit-friendly employment developments. This vision reinforces the County’s commitment to the continued commercial growth of the corridor that in turn contributes to the overall fiscal health and economy of the County.

The Economic, Land Use, Transportation, Housing, Design, and Sustainable Development policies contained in the plan are intended to provide a framework for future development that reflects five vision statements derived from the public process.

1. The Route 28 Corridor is an employment-based corridor that offers broad employment opportunities. The Corridor promotes a consistent pattern of development adjacent to Route 28 with higher-density office development and mixed-use activity centers. Residential densities are supportive and subordinate to employment densities within Mixed-Use Office Centers and in locations that can induce greater business activity;

2. The form and design of the Route 28 Corridor will be critical in promoting the County’s vision of a high-quality office and commercial corridor that achieves higher office densities, attracts regional, national, and international businesses, and provides a unified development pattern throughout the corridor. “Places” or centers of activity offering

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1 All CPAM-related materials, including source documents, can be found in the Loudoun County Department of Planning public files.
office and office-supportive amenities along with public and civic uses will give the corridor a community identity;

3. The Route 28 Corridor takes advantage of its proximity to Washington Dulles International Airport by attracting new aviation and airport-ancillary businesses to the corridor and supporting the expansion of existing airport-related businesses in appropriate areas. The airport’s location on the southern end of the Corridor also generates demand for office space from businesses that want to locate close to an international airport as well as hotels, restaurants, and retail centers that cater to business travelers and tourists;

4. The Route 28 Corridor promotes multi-modal connectivity, including transit, with the existing and planned transportation infrastructure; and

5. The Route 28 Corridor encourages sustainable development practices.

The Route 28 Corridor boundaries include properties that are generally bordered by Broad Run and Loudoun County Parkway to the west, Dulles Airport and Fairfax County to the south, Cascades Parkway, Potomac View Road, and the W&OD Trail to the east, and Route 7 and Bles Park to the north. The map below shows the actual boundaries of the Route 28 Corridor. The properties contained within these boundaries are subject to the policies contained within the Route 28 Corridor Plan. These policies are described below.
ECONOMIC

The County can attract greater commercial development, including high-quality office, to the Route 28 Corridor based on several advantages:

- Approximately 3,100 acres of undeveloped land within the corridor;
- High business visibility and accessibility for properties adjacent to or within proximity of Route 28;
- Proximity to an improved highway, air transport, and a future mass transit network for cost-efficient and timely distribution of goods and services, employee mobility, and greater workforce commuting options;
- Direct access to the world through ample fiber lines at MAE-East and international flights at Washington Dulles International Airport;
- Close proximity to the intelligence and surveillance hub along the Route 28 South Corridor and a host of neighboring peer organizations such as Orbital Sciences, Raytheon, AOL, M.C. Dean and others;
- Availability of properties suitable for custom campus and secure office developments that can accommodate security needs and/or combined office, research and manufacturing operations; and
- Proximity to a highly-educated, diverse workforce.

The Route 28 Corridor Plan policies maximize the commercial development potential within the Route 28 Corridor by building on these strengths: offering planned land uses within locations that reflect the full economic potential of properties, and providing office development options within employment settings that reflect the kind of environments sought by business users. Route 28 Corridor Plan policies also support economic development in the corridor by accelerating the timing and absorption of office into the Route 28 Corridor submarket. Lastly, the Route 28 Corridor Plan promotes the growth of the commercial tax base; improving the revenue balance between commercial and residential, offsetting the greater costs of services for residential development, helping to meet or exceed the ability of the County to pay Route 28 Tax District bonds, and relieving the tax pressure on County residents by maintaining an affordable real property tax rate.

The policies contained within the plan are also intended to meet the key demands for development associated with the County’s Board-adopted targeted Industry Clusters - Federal Government Contracting, Defense and Aerospace, and Information Communications Technology, as well as the emerging International Business cluster. While these businesses are currently recruited based on a cluster strategy which uses the County’s existing business assets, the plan’s policies establish a long-term vision for the corridor that will solidify Loudoun’s corporate image and help expand the presence of these industries into the future. The plan also
protects and encourages several critical features of high-end, corporate environments consistently sought by these types of industries. Specifically, the plan provides highly visible locations for high-quality office development, including custom campus headquarters and mid-to-high-density office, and multi-use office buildings within mixed-use environments. Route 28 development patterns encourage the highest-density office space fronting along both sides of Route 28 supported by lower-density Office and Flex uses that support information technology, research-and-development, and high-end manufacturing behind the “wall” of mid- to high density, high quality office.

The Revised General Plan policies anticipate the continued growth and expansion of Washington Dulles International Airport for both passengers and cargo and seek to maximize the economic opportunities created by the airport. The Route 28 Corridor Plan policies continue to recognize Washington Dulles International Airport as a 21st Century multi-modal transportation hub that attracts airport-linked and ancillary businesses to the corridor and provides a gateway to the world. Airport-linked businesses include those businesses which rely significantly on the airport’s passenger and cargo capacity, including businesses which depend on frequent long-distance travel and businesses involved with air-surface cargo warehousing and distribution. Airport-ancillary businesses include retail, hotels, and restaurants that support the growing airport-linked businesses moving to the corridor, along with national and international businesses who locate near the corridor due to its high-quality image and accessibility to the region's transportation network.

By clustering industrial and flex along Route 606, the County continues to support high-end manufacturing and distribution logistics, including air-surface cargo distribution, and other ancillary businesses, with the opportunity to capture even more airport-linked businesses in addition to those already emerging. The Route 28 Corridor Plan also encourages legacy industrial users currently along Route 28 to relocate to the more appropriate Route 606 area, which will in-turn establish a competitive, corporate gateway into Loudoun along Route 28, and strengthen and protect the identities of both Route 28 and Route 606 in future decades.

**Economic Policies**

1. To evolve the corridor into a premier location and employment destination for regional, national, and international businesses, including the County’s targeted Industry Clusters, properties that offer high visibility and accessibility to Route 28 shall have mid to high-density office.

2. The highest density office shall occur in areas fronting along Route 28.

3. Office developments within mixed-use settings shall be supported within the corridor to create “places”, or centers of activity, that offer a complete set of uses and amenities that will appeal to office tenants, visitors, and residents alike.

4. New residential shall be concentrated and supportive to office within three high-density Mixed-Use Office Center development envelopes that are strategically located within
areas where there is the highest potential to capture high-quality and high-density Office, thereby catalyzing the office development potential of sites and their vicinities while having an overall positive impact to the County’s Route 28 Tax District debt obligations.

5. The County shall target industrial and flex businesses, including distribution logistics, to locate to the planned Industrial area in the vicinity of Route 606 where properties offer more immediate access to the airport, Route 28, and the regional surface transportation network.

6. Legacy industrial users currently along Route 28 are encouraged to relocate to planned Industrial areas.

7. A multi-modal transportation network, including transit, within the corridor will move employees, visitors, and residents seamlessly between various modes of transport.

8. The County supports the planned development and growth of Washington Dulles International Airport and will coordinate county planning with airport planning to ensure that the health and growth of the airport and corridor economies are mutually supportive. All new development shall consider and sufficiently mitigate potential impacts to the airport, such as transportation congestion, environmental impacts, and conflicting land uses.
LAND USE

The County envisions the Route 28 Corridor as a major economic and employment center with predominantly commercial development within distinct land development patterns. Office development options are intended to meet the individual needs of regional, national, and international businesses that reflect evolving market preferences and potential. The development options range from suburban, lower-density office settings to medium-density, compact, pedestrian-oriented office clusters and higher-density, transit-oriented mixed-use office centers. Other parts of the corridor more immediate to Washington Dulles International Airport and Route 606 west of Route 28 are planned for Industrial uses.

Office employment in the Route 28 Corridor is planned within the Route 28 Business area, which supports Office and Flex uses, as well as a Route 28 Core area where two types of office employment shall be developed: Office Clusters and Mixed-Use Office Centers. These land development use patterns are defined by the overall form and character of development, as well as their recommended land use mixes and intensities. Land use planning encourages higher intensity office employment uses immediately adjacent to Route 28 (generally between the parallel roads of Pacific Boulevard and Atlantic Boulevard/Shaw Road/Glenn Drive). The County may consider higher density office development adjacent to the east side of Atlantic Boulevard/Shaw Road/Glenn Drive and the west side of Pacific Boulevard as part of an integrated Office Cluster development or Mixed-Use Office Center. Flexible development options are offered elsewhere in the corridor. To catalyze office development at key locations and their surrounding areas, the development options allow three high intensity mixed-use areas to develop under certain criteria (as discussed below) that shall serve as centers of activity along the corridor. A broad range of supportive uses shall be permitted and encouraged as appropriate, such as residential, hotels and retail. To support Loudoun’s industry clusters related to Federal Government Contracting, Defense and Aerospace, Information Communications and Technology, and other emerging industry clusters, the corridor shall offer unique opportunities for businesses to develop customized hybrid campuses that include combinations of office, research-and-development, and manufacturing in one development setting.

The County also will carefully consider compatibility in uses, densities, and site design of new developments with existing uses, specifically the Washington Dulles International Airport, the Loudoun Quarry, Loudoun Water's Broad Run Water Reclamation Facility and existing and planned residential neighborhoods, during the land development process. Any potential negative impacts from new developments shall be mitigated and compatible transitioning should be demonstrated. The corridor shall include a distinctive identity through the use of landmark projects as well as high quality landscaping, architecture, signage, sustainability and other design elements that will set it apart from competing areas. The County’s plan for the Route 28 Corridor is intended to stimulate the development of high-quality employment settings and transform the corridor into one of greater density, a synergistic mix of uses, more pedestrian and transit friendliness, and sustainability in design and function.
General Policies

1. The Route 28 Corridor is a premier business corridor with an organized pattern of development. All land development within the corridor shall conform to the Route 28 Corridor Land Development Patterns Map and the related plan policies contained herein.

2. The County supports the continued growth of higher education and research-and-development uses within the Route 28 Corridor that are complementary and compatible with the employment character of the corridor.

3. Any large-scale Public and Civic uses located within the Route 28 Core should be well-integrated within a development and enhance its economic development potential.

4. All new development within the Route 28 Corridor shall mitigate any potential negative impacts to Washington Dulles International Airport, Loudoun Quarry, Loudoun Water's Broad Run Water Reclamation Facility, and existing and planned residential neighborhoods. Compatible transitions to these uses may be appropriate through a combination of use, intensity, scale and/or building heights, and setbacks.

5. Higher Floor Area Ratios (FARs) and minimum number of stories shall ensure that land situated along Route 28 will build to its full potential, though the overall density of a project may be reduced based on environmental considerations, compatibility with surrounding uses and business requirements, and to further other planning objectives. The resulting development pattern should conform to the goal of locating the highest intensities closest to Route 28 and within ¼ mile of planned transit (bus or rail) stations.

6. With the exception of Mixed-Use Office Centers, all office land use categories provide flexibility for office campuses that include combinations of office, research-and-development, and manufacturing, provided that the project fully meets the design guidelines of this Plan.

7. The Route 28 parallel roads of Atlantic Boulevard/Shaw Road/Glenn Drive and Pacific Boulevard function as the “spines” of development in the corridor, as shown on the Land Development Patterns Map contained herein. Therefore, the County may consider higher density office development adjacent to the east side of Atlantic Boulevard/Shaw Road/Glenn Drive and the west side of Pacific Boulevard as part of an integrated Office Cluster development or Mixed-Use Office Center. Consolidation of land or parcels should occur on both sides of these roadways such that the overall development results in well-designed, high-quality uses that are functionally and visually integrated with a pedestrian-oriented streetscape that includes safe and pedestrian-friendly movement across Atlantic Boulevard/Shaw Road/Glenn Drive and Pacific Boulevard. Appropriate transitions in density from the Route 28 Core to the Route 28 Business areas should be provided within areas near existing and planned residential neighborhoods.
8. Any land development proposal located within Office Cluster or Mixed-Use Office Center areas, that includes land adjacent to the east side of Atlantic Boulevard/Shaw Road/Glenn Drive and the west side of Pacific Boulevard, may have flexibility in the internal allocation of densities such that internal areas may exceed the recommended maximum FAR provided: a.) the overall density and site design remains in conformance with plan policies, b.) the proposal is a single, fully integrated project, c.) the resulting development pattern conforms to the goal of locating the highest intensities closest to Route 28 and within ¼ mile of planned transit stops, and d.) the internal allocation of densities does not create situations where developable land is underutilized. Such proposals shall be considered on a case-by-case basis, with special consideration given to environmental and physical constraints.

9. Residential development shall continue to be located outside the adopted Ldn 65+ (day/night average noise level) noise contours for Washington Dulles International Airport.

10. Residential development within the Route 28 Tax District shall be limited to three Mixed-Use Office Centers, the Urban Center, and Residential and High Density Residential areas included in the Land Development Patterns Map. Policies for the Mixed-Use Office Centers are contained herein. Policies for Residential, High Density Residential, and the Urban Center areas are located in Chapter 6 of the Revised General Plan.

11. Destination retail uses will be limited to the parcels bounded by Potomac View Road to the east, Cascades Parkway to the west, and Route 7 to the north as identified on the Countywide Retail Policy Plan Amendment map for Route 7. Policies guiding destination retail development can be found in the Countywide Retail Policy Plan Amendment.

12. Flex uses are supported in the Route 28 Corridor. Flex uses include laboratory, data centers, and training facilities in combination with office and research and development. Supportive Retail and Commercial uses over 10% shall be limited to showrooms associated with the predominant use.

13. Flex and Light Industrial uses are supported within planned Industrial areas in conformance with the Land Development Patterns Map.

14. The County encourages the consolidation of existing smaller properties in order to create more unified development within the Route 28 Corridor. The advantages of consolidated development include comprehensive urban design, uniform architectural treatment, controlled access, more efficient parking and landscaping, and environmental protection. Consolidation of land or parcels should occur such that the development results in well-designed, high-quality uses that are sensitive to, and functionally and visually integrated with, planned and existing developments both within and adjacent to the corridor.
15. All development proposals shall conform to a generally rectilinear grid system of streets. Development proposals adjacent to vacant or underutilized land shall include opportunities for connectivity and demonstrate coordinated site design.

16. All development within the Route 28 Corridor shall comply with the base design standards contained in this Plan. Office Clusters and Mixed-Use Office Centers shall comply with the applicable base design standards contained in the Plan regarding site design, street and block, streetscape, building form, parking, parks and open spaces, public and civic uses, landscaping, and signage that ensure high-quality design. All developments should contribute to the aesthetics of the corridor.

17. The County supports the development of a Public/Civic Facilities Plan specific to the corridor that includes the identification and location of planned public facilities, including parks and open spaces, and civic uses unique to the corridor and at a scale that is compatible with planned development.

18. For the purposes of the Route 28 Corridor Plan, the definition of Parks and Open Spaces and Civic and Public uses are as follows:

**Parks & Open Spaces** - Outdoor areas that are dedicated for public use such as athletic fields and courts, parks, greens, squares, plazas, courtyards, forecourts, and playgrounds. These spaces shall be integrated purposefully into the overall design of the development and not merely be residual areas left over after buildings and parking lots are sited. Parks and Open Spaces include open spaces in their “natural” state, such as forests, wetlands, or meadows; trails and trail connections, along with active and passive recreational spaces. The preservation of environmentally fragile and valuable land and habitat shall be given a priority. Parks and Open Spaces also include greens, squares, plazas, forecourts, and courtyards, which should be designed as appealing places that foster social interactions and are designed to hold short-term informal activities and programmed events.

**Civic Use** - A single-use or shared building operated by a nonprofit group or organization, exclusive of government, that is dedicated to social, recreational, religious, educational, or charitable services. A single-use building or shared building operated for-profit for public assembly may be considered as a civic use on a case-by-case basis.

**Public Use** - Any building or structure, accessible to the general public, and held, used or controlled exclusively for public purposes by any department or branch of the federal, state, or Loudoun County government, such as post offices, motor vehicle departments, general government support offices, libraries, community centers, recreation centers, sheriff substations, fire and rescue stations, etc.

19. The County encourages partnerships among multiple developments to contribute toward significant, meaningful, shared Parks and Open Spaces and Public and Civic uses that shall serve multiple areas within the corridor. Such a contribution may count towards a project’s required Parks and Open Spaces and Public and Civic use components.
20. The County encourages innovative and sustainable design to meet a project’s Parks and Open Spaces requirements, such as terraces, forecourts, promenades, enhanced entrance features, bioswales, rain gardens, and green roofs and walls. Green roofs that are proposed to meet a project’s Parks and Open Spaces requirement must be accessible to the general public, or at a minimum, to all residents and employees of the building or development. Projects shall include a variety of open space types.

21. The following policies apply to all land development in the southeast quadrant of the corridor (generally south of Route 606 and east of Route 28) to reflect its proximity to Washington Dulles International Airport, Fairfax County and the Town of Herndon:

a. All land development proposals in this area shall be functionally and visually integrated with the adjacent transit station area planned in Fairfax County surrounding the Route 28/CIT metro station. All land uses shall be compatible with those existing and planned for Washington Dulles International Airport, Fairfax County and the Town of Herndon.

b. All development proposals shall provide coordinated roads, sidewalks, bike paths, and trails that provide linkages within Loudoun County to adjacent areas within Fairfax County and the Town of Herndon, in particular the Route 28/CIT metro station.

c. A network of streets shall be implemented to connect future development in Loudoun County to adjacent future and existing development in Fairfax County, including a grid street pattern surrounding the Route 28/CIT transit station. The grid should create a hierarchy of streets and multiple access points to higher capacity roads intended to handle the traffic.

22. The County encourages Route 28 Tax District landowners in the corridor to rezone to appropriate zoning districts in the revised zoning ordinance that are consistent with the County’s overall land use vision.

23. The County supports mechanisms and incentives that extend public utilities, where absent, within the corridor.

24. The County supports a project’s ability to receive an increased FAR when commitments are given that support the policies of the Route 28 Corridor Plan. These commitments can include, but not be limited to, exceeding the minimum number of unmet housing needs units, lot consolidation of existing smaller properties for a more unified development pattern, green building design, and structured parking at full build-out.

**Route 28 Core Policies**

The *Route 28 Corridor Plan* identifies areas adjacent to Route 28 for high-quality, high intensity office developments that take advantage of the economic opportunities associated with frontage on Route 28. The Route 28 Core is generally bounded by Pacific Boulevard and the Broad Run.
floodplain to the west and Atlantic Boulevard/Shaw Road/Glenn Drive to the east. The County supports the development of Office Clusters within the Core. To stimulate economic activity along the corridor, up to three mixed-use office developments can be developed within this area in conformance with the Mixed-Use Office Center policies of this Plan.

General Policies

1. The Route 28 Core supports development within an Office Cluster or a Mixed-Use Office Center per the policies of this Plan.

2. The County may consider custom campuses that include combinations of office, research-and-development, and manufacturing uses within the Route 28 Core provided the predominant use in the proposed development remains office or research-and-development and the proposal conforms to the applicable base design standards.

3. With the exception of Destination, Full-Service Hotels, all new Commercial Retail and Service uses within the Core immediately adjacent to Route 28 shall be incorporated within mixed-use buildings.

4. Hotels within the core should include mid-priced, upscale, and/or luxury full-service hotels. All of these should provide at a minimum restaurant, lounge facilities, meeting space, room service and bell service.

5. Destination, full-service hotels are encouraged in the corridor and are defined as multi-story, large-scale hotels with a minimum of 200 rooms that are targeted to business and/or leisure travelers and include large meeting facilities of 10,000 square feet or greater or are combined with a convention center, and contain high-quality services and extensive amenities, including one or more restaurants, bell and valet service, room service, concierge service, 24-hour front-desk service, business services, spa service, fitness center and recreational/entertainment facilities.

6. With its proximity to Washington Dulles International Airport and as a gateway into Loudoun County, the County supports a higher concentration of destination, full-service hotels south of Sterling Boulevard.

7. Office Cluster or Mixed-Use Office Center proposals shall comply with the following criteria:
   a. Is consistent with the intent and purpose of the Route 28 Corridor policies and base design standards contained herein.
   b. Supports the orderly and coordinated development of its surroundings by providing appropriate connections, landscaping and opportunities for integration of the adjacent properties, through design and street connectivity.
   c. Mitigates any adverse impacts to the built and natural environment.
   d. Achieves adherence to the base design standards within the Route 28 Corridor Plan.
e. Complies with the sustainable development and unmet housing needs policies of the Route 28 Corridor Plan.

**Office Cluster Policies**

Office Clusters are defined as medium and high-density compact, pedestrian-oriented office developments with highly integrated office-supportive amenities including retail, restaurants, hotels, personal services, parks and open spaces, public and civic uses, and both surface and structured parking at full build-out. They do not permit a residential component.

1. Premier, highly-visible Office Clusters adjacent to Route 28 are supported in areas depicted on the Route 28 Corridor Land Development Patterns Map as Route 28 Core. Office within an Office Cluster is defined as high-quality office buildings containing four or more stories and located within areas that provide significant visibility and proximity to heavily traveled roadways.

2. A minimum of five stories is recommended for office buildings immediately adjacent to Route 28.

3. The County encourages a mix of highly-integrated uses and employment supportive uses, including Commercial Retail and Services uses, within Office Clusters. No residential development shall be permitted.

4. Vertically-mixed buildings, such as multi-story office buildings with commercial storefronts on the ground level, are encouraged within Office Clusters.

5. Single-story retail uses are permitted in Office Clusters provided they are integrated within the development and provide pedestrian accessibility.

6. Secure office and research-and-development campuses shall be permitted within areas designated as Office Clusters contingent on general compliance with the base design standards contained herein. For secure campuses, deviations from the applicable base design standards may be considered on case-by-case basis in order to accommodate security elements, for example greater building setbacks, secured perimeters, controlled site access, etc. The land use mix in an Office Cluster, based on square footage by use category, shall substantially comply with the following ratios:

<table>
<thead>
<tr>
<th>Land Use Category*</th>
<th>Minimum Square Footage Required</th>
<th>Maximum Square Footage Permitted</th>
</tr>
</thead>
<tbody>
<tr>
<td>Office</td>
<td>60%</td>
<td>100%</td>
</tr>
<tr>
<td>Commercial Retail &amp; Services*</td>
<td>0%</td>
<td>10%</td>
</tr>
<tr>
<td>Flex</td>
<td>0%</td>
<td>10%</td>
</tr>
<tr>
<td>Public and Civic**</td>
<td>0%</td>
<td>15%</td>
</tr>
</tbody>
</table>

*For retail policies, see Countywide Retail Policy Plan Amendment
**When Public and Civic buildings are proposed, the percentage square footage of the use may count towards meeting the minimum 15% requirement as described in Policy 7
7. All Office Clusters shall include a combination of Parks and Open Spaces and Public and Civic uses consisting of a minimum of 15% of the land area of the site. All such uses shall be meaningful and appropriate to the scale, setting and location of the development. All Parks and Open Spaces and Public and Civic uses shall conform to the base design standards contained herein.

8. Subject to a County-approved Public/Civic Facilities Plan, which includes Parks and Open Spaces, up to one-third of the required Parks and Open Spaces and Public and Civic uses may be waived if contributions in the form of cash-in-lieu are provided toward such uses off-site and within the Route 28 Corridor.

9. To support adjacent and surrounding office developments, destination, full-service hotels proposed south of Sterling Boulevard may exceed the recommended 10% Commercial Retail and Services and lower FAR’s may be allowed.

10. Non-residential FARs between 0.6 and 1.0 FAR are envisioned in Office Clusters within the Route 28 Core contingent upon the availability of adequate transportation improvements.

Mixed-Use Office Center Policies

The County’s vision includes Mixed-Use Office Centers within development envelopes located in the northern and southern ends of the corridor to promote the County’s image as a world-class business destination. A third Mixed-Use Office Center development envelope is envisioned in the central portion of the corridor. These live-work centers shall have higher intensities and a greater variety of uses than other areas of the corridor, including multi-family residential, to support a diversity of residents and workers, transit, and retail, entertainment, and recreational activities that promote vibrant 24/7 activity during morning and evening hours when employees are typically absent. Full-service and high-end limited service hotels, meeting places, destination attractions, culture, and entertainment that offer greater weekend and nighttime activity for office and Washington Dulles International Airport employees are encouraged. The mix of uses shall allow for the creation of vibrant, activity-rich centers that shall attract office tenants and a broad spectrum of residents and employees to the corridor and create unique “places” that are amenities for the entire corridor and its surrounding areas. Public and civic areas are to be provided as part of Mixed-Use Office Centers.

Within each Center, a high quality working and living environment shall be created through well-designed projects. A range of residential dwelling units that help fulfill the County’s unmet housing needs shall be a vital element in these areas to ensure that affordable housing options shall be located close to employment opportunities and transit. The phased density of these Centers may be higher than other areas within the Route 28 Corridor in order to provide a well-designed urban pattern of residential and non-residential uses with the “critical mass” needed to support employment and mass transit.
1. The Plan foresees the development of up to three premier, high-intensity, Mixed-Use Office Centers, each located within the development envelopes depicted on the Route 28 Corridor Land Development Patterns Map. Office within a Mixed-Use Office Center is defined as high-quality office buildings containing seven or more stories and located within areas that provide high visibility, proximity to Route 28, accessibility from major roadways, and accessible, multi-modal transportation options.

2. Mixed-Use Office Centers shall consist of a core development located within the development envelopes depicted on the Land Development Patterns Map, be at least 50, but no more than 90, buildable acres in size and shall substantially comply with the land use mix ratios indicated in Policy 18. The County may consider proposals under 50 acres on a case-by-case basis that meet the intent of the Mixed-Use Office Center policies.

3. Additions to Mixed-Use Office Centers may be considered by the County on a case-by-case basis. The proposed addition shall (i) be adjacent to and contiguous with the core development, (ii) provide an integrated development plan both internal and with the core development achieved through roadway, pedestrian and bicycle connections as well as a consistent streetscape, (iii) conform to the base design standards for Mixed-Use Office Centers contained herein, and (iv) shall not cause the aggregate acreage of the center to exceed 90 acres in size.

4. Proposed additions to the Mixed-Use Office Center core development may vary from the land use mix provided the aggregate Mixed-Use Office Center acreage still complies with the recommended land use mix ratios in Policy 18.

5. While the County may consider higher density development adjacent to the east side of Atlantic Boulevard/Shaw Road/Glenn Drive and the west side of Pacific Boulevard as part of an integrated Mixed-Use Office Center, the County will not support a Mixed-Use Office Center proposal that extends beyond the northern and southern boundaries of the Mixed-Use Office Center development envelopes.

6. As a major, limited access highway, Route 28 is an impediment to Mixed-Use Office Center integration and the highway shall always act as an edge when centers are proposed adjacent to the highway. As such, Mixed-Use Office Centers shall be limited to either the east or the west side of Route 28.

7. Mixed-Use Office Centers shall be developed as 24/7 amenity-rich environments unique to the corridor that appeal to a broad spectrum of employees, business tenants, and residents. A mix of mutually supportive uses shall be provided in these Centers, including business, retail, restaurants, personal services, hotels, for-sale and rental housing, civic, public, cultural, and entertainment. They shall serve as centers of activity along the corridor.

8. Mixed-Use Office Centers shall develop as vertically integrated mixed-use buildings, such as multi-story office and residential buildings with commercial storefronts at ground level.
level. Individual residential buildings are allowed if they are well-integrated into the design of the center and conform to the Route 28 Corridor base design standards for Mixed-Use Office Centers. The Centers shall have the distinctive characteristics of an urban environment with pedestrian-oriented building facades, ground-floor shops and civic amenities, and streets culminating in distinctive public spaces. Pedestrian circulation shall be enhanced by short blocks arranged in a rectilinear grid-street pattern.

9. Single-story retail buildings conflict with the compact, pedestrian-oriented nature of these developments, are not appropriate, and should not be permitted greater than 2,000 square feet.

10. Any drive-through retail uses shall be incorporated within mixed-use buildings.

11. Residential dwellings within Mixed-Use Office Centers shall be high-density, multi-family and meet the housing policies of this Plan. The County expects the development of multi-family housing at a variety of price points for rent and for purchase.

12. Mixed-Use Office Centers shall provide for a safe, accessible, and pedestrian-friendly environment. Pedestrian and bicycle access shall be provided to transit stops/stations and neighborhoods adjacent to the area. Any potential conflicts between non-pedestrian and pedestrian circulation are to be resolved in favor of the pedestrian right-of-way.

13. Within the Centers, the highest concentration of development should be within a ¼ mile of existing, proposed, and/or planned transit stops/stations. The mix of uses at the highest concentration of development should create a critical mass of pedestrian activity as people live, work and spend leisure time in this area.

14. Major access roads shall be located on or near the periphery of Mixed-Use Office Centers to avoid conflict with pedestrian traffic.

15. Parking within Mixed-Use Office Centers at full build-out should consist primarily of structured parking. Surface parking should be avoided except for on-street parking and as needed on an interim basis in the early phases of development.

16. Given the potential for the highest intensities and the greatest mixture of uses, each land development application proposing a Mixed-Use Office Center shall analyze and effectively mitigate potential fiscal, transportation, capital facility, housing, and environmental impacts. The following criteria shall be used to evaluate Mixed-Use Office Center proposals:

a. New residential uses shall be contingent on the prior or concurrent construction of office uses such that office uses are the predominant use(s) on the property during each phase of the development;

b. The provision of a unified, coherent concept plan showing the type and scale of uses, densities, and the physical and functional integration of proposed land uses in all phases of development, including specific plans and commitments for transit.
station(s) that shall connect to existing and planned transit service along Route 28, the Dulles Greenway and future connections to adjacent parcels;

c. The availability of appropriate multi-modal transportation improvements, including pedestrian and bicycle travelways;

d. The provision of utilities, public services and facilities such as schools, fire and rescue, sheriff, and recreational facilities;

e. The pedestrian-scaled, mixed use character of the area shall be established, commencing in the initial phase of development. The initial phase should include a grid street pattern, vertically-integrated land uses with ground-floor retail and other pedestrian activity-generating uses located along the street, plazas and usable open space, etc.; and

f. Commitments to address the County’s unmet housing needs.

17. Approval of future development applications seeking to implement a Mixed Uses Office Center in the central portion of the Route 28 corridor, will be dependent on completion of the parallel road network to the currently congested Waxpool Road corridor, and such development applications will not exacerbate congestion in the Waxpool corridor and will provide transportation enhancements such as completion of the planned road network, including multi-modal and transportation demand management (TDM) solutions.

18. The land use mix in a Mixed-Use Office Center, based on square footage by use category, shall substantially comply with the following ratios:

<table>
<thead>
<tr>
<th>Land Use Category</th>
<th>Minimum Square Footage Required</th>
<th>Maximum Square Footage Permitted</th>
</tr>
</thead>
<tbody>
<tr>
<td>Office</td>
<td>55%</td>
<td>70%</td>
</tr>
<tr>
<td>Commercial Retail &amp; Services*</td>
<td>10%</td>
<td>20%</td>
</tr>
<tr>
<td>High Density Residential</td>
<td>15%</td>
<td>25%</td>
</tr>
<tr>
<td>Public and Civic**</td>
<td>5%</td>
<td>No Maximum</td>
</tr>
</tbody>
</table>

*For retail policies, see Countywide Retail Policy Plan Amendment
**At least 2% of the Public and Civic square footage shall be provided on-site.

19. Mixed-Use Office Centers that propose Destination, Full-Service Hotels may exceed the maximum 20% Commercial Retail and Services.

20. All Mixed-Use Office Centers shall include Parks and Open Spaces consisting of a minimum of 10% of the land area of the site.
21. Subject to a County-approved Public/Civic Facilities Plan, which includes Parks and Open Spaces, up to half of the required Parks and Open Spaces and three-fifths of the required Public and Civic uses may be waived if contributions in the form of cash-in-lieu are provided toward such uses off-site and within the Route 28 Corridor. Contributions would be in addition to the anticipated Capital Facilities contributions associated with the Mixed-Use Office Center.

22. All Public and Civic uses and Parks and Open Spaces shall conform to the base design standards contained herein.

23. The County anticipates a maximum residential and non-residential FAR of 1.0 and up to 1.5 with incentives for Mixed-Use Office Centers within the northern and central Mixed-Use Office Center areas and a maximum residential and non-residential FAR of 1.5 and up to 2.0 with incentives for the southern Mixed-Use Office Center area.

**Route 28 Business Policies**

The Route 28 Business area, as depicted on the Route 28 Corridor Land Development Patterns Map, reserves land outside the Route 28 Core for low to mid-density Office and Flex uses. Office settings allow for a limited amount of internally-oriented office-supportive uses and amenities. Within Flex settings, buildings contain spaces that can be configured to allow a flexible amount of office or showroom space in combination with research-and-development, laboratory, high-tech, and warehousing uses. Flex uses also include Data Centers. The overall intensity of these areas should generally be lower than Office Clusters and Mixed-Use Office Centers. Office and Flex developments are anticipated to include a combination of well-integrated Parks and Open Spaces and Public and Civic Uses.

1. The Route 28 Business area supports up to 100% Office and Flex uses with supportive Commercial Retail and Services limited to 10% of the floor area.

2. The County supports and encourages the development of secure office campuses and research-and-development uses within the Route 28 Business area.

3. No additional residential development shall be permitted within the Route 28 Business area outside those areas specified in Land Use General Policy 10.

4. Typical buildings within the Route 28 Business area shall contain two or more stories. The County encourages higher intensities, generally four or more story buildings, adjacent to major roadways such as George Washington Boulevard, Russell Branch Parkway, Waxpool/Church Road (Route 625), Loudoun County Parkway, Moran Road, Sterling Boulevard, Route 7, and Route 606 east of Route 28. Flex uses shall not be permitted adjacent to these roadways.

5. Route 28 Business prohibits the outside storage of materials and equipment.
6. All developments within the Route 28 Business area shall include a combination of Parks and Open Spaces and Public and Civic uses consisting of a minimum of 15% of the land area of the site. All such uses shall be meaningful and appropriate to the scale, setting and location of the development and shall conform to the base design standards contained herein.

7. Subject to a County-approved Public/Civic Facilities Plan, which includes Parks and Open Spaces, up to one-third of the required Public and Civic uses and Parks and Open Spaces may be waived if contributions in the form of cash-in-lieu are provided toward such uses off-site and within the Route 28 Corridor.

8. Non-residential FARs between 0.4 to 1.0 are envisioned within the Route 28 Business area. Lower FARs may be allowed for Flex developments.

**Route 28 Industrial Policies**

The Route 28 Industrial area supports Heavy Industrial, Light Industrial, and Flex uses that have traditionally clustered near the Washington Dulles International Airport. Light Industrial and Flex businesses that include warehousing, distribution, and manufacturing that rely on time-sensitive air-cargo transfer can take advantage of locating within the Industrial area. This area provides more immediate access to the airport, Route 606, Route 28, and the regional surface transportation network. Locating the Route 28 Industrial area near the airport and along the Route 606 Corridor west of Route 28 also protects land critical to airport-related businesses and directs these types of uses to land that is outside the Route 28 Core.

1. Route 28 Industrial supports up to 100% Heavy Industrial, Light-Industrial, and Flex uses with supportive Commercial Retail and Services, limited to 10% of the floor area, as depicted on the Route 28 Corridor Land Development Patterns Map as Route 28 Industrial.

2. Within Light Industrial settings, buildings contain spaces that can be configured to allow a flexible amount of office space in combination with warehouse distribution, manufacturing (light and heavy), freight-forwarding (truck terminals and air cargo), and heavy equipment repair.

3. Uses requiring considerable outside materials and equipment storage, heavy equipment repair, and similar activities shall be permitted within areas designated as Industrial.

4. All developments within the Route 28 Industrial area shall include Open Spaces consisting of a minimum 10% of the land area of the site. All such uses shall be meaningful and appropriate to the scale, setting, and location of the development and shall conform to the base design standards contained herein.

5. Subject to a County-approved Public/Civic Facilities Plan, which includes Parks and Open Spaces, up to half of the required Open Spaces may be waived if contributions in
the form of cash-in-lieu are provided toward such uses off-site and within the Route 28 Corridor.

6. The County shall provide opportunities and incentives to encourage legacy industrial businesses within the corridor to relocate to designated industrial areas.

7. Non-residential FARs between 0.20 to 0.40 are envisioned within the Route 28 Industrial area.

HOUSING

The County’s policies for Mixed-Use Office Centers include the provision of multi-family housing located close to employment, transit, shopping and services. In addition to office and residential, Mixed-Use Office Centers shall include a mix of commercial retail and services and other types of supportive uses. The plan’s housing policies promote Mixed-Use Office Centers that enable employees in the corridor to live close to their places of employment.

In 2007, the Loudoun County Board of Supervisors adopted revised housing policies that are aimed at promoting housing options for all people who live and/or work in Loudoun. The County’s housing policies focus on the unmet housing needs of Loudoun’s citizens and workers earning up to 100% of the Washington Metropolitan Area Median Income (AMI). A 2006 study produced for the Loudoun County Housing Advisory Board by AECOM CONSULT identified a shortage of rental and owner-occupied units available for Loudoun’s workers. According to the study, there is a shortage of available rental units for incomes ranging from 10 to 60% of AMI. Over time, the rental housing shortage is expected to get worse for incomes from 10 to 50% of AMI. For owner-occupied units, the shortage occurs from 10 to 120%. Shortages worsen over time for income ranges from 50 to 100% of AMI with the most pronounced shortages for incomes at 80% of the median.

All development within the Route 28 Corridor that includes a residential component should address the County’s unmet housing needs. In particular, the residential component of Mixed-Use Office Centers should accommodate a variety of age groups, interests, and needs and be accessible to those without cars, meet ADA requirements, and incorporate universal design. Appropriate contributions include Affordable Dwelling Units (ADUs) required pursuant to the Zoning Ordinance, below market rate for-purchase and/or rental units that the County deems to meet the intent of these housing policies.

Housing Policies

1. All residential development within the Route 28 Corridor shall conform to County policies for addressing unmet housing needs to encourage a diverse population of residents to support a variety of jobs.

2. Housing that is developed to fulfill unmet housing needs should be well integrated and dispersed throughout the Mixed-Use Office Centers while locating near existing or planned employment opportunities, transit routes and stops, and other amenities.
3. All proposals for Mixed-Use Office Centers shall provide a minimum of 12% of the proposal’s total units on-site to address unmet housing needs. Flexibility regarding the percentages within the income tiers may be considered for projects that meet additional housing needs identified by the County. Examples include providing a higher proportion of units in the lowest income tiers or providing a high proportion of accessible units. Such proposals shall be evaluated on a case-by-case basis.

4. The minimum number of units shall be distributed as affordable based on the countywide housing policies and the following Income Tiers:

<table>
<thead>
<tr>
<th>Income Tier</th>
<th>% of Total Units</th>
<th>% of Total Units (Rental Only Projects)</th>
</tr>
</thead>
<tbody>
<tr>
<td>0 up to 30%</td>
<td>2</td>
<td>2</td>
</tr>
<tr>
<td>Above 30% up to 60%</td>
<td>5</td>
<td>10</td>
</tr>
<tr>
<td>Above 60 up to 80%</td>
<td>3 (For Sale Only)</td>
<td>-</td>
</tr>
<tr>
<td>Above 80 -100%</td>
<td>2 (For Sale Only)</td>
<td>-</td>
</tr>
</tbody>
</table>

5. If required by the Zoning Ordinance, ADUs may be counted toward meeting the 12% unmet housing needs objective.

6. A covenant securing affordability for a minimum 30 years shall be attached to each unit that addresses unmet housing needs.

7. Mixed-Use Office Center proposals that commit to at least 15% of the total units for unmet housing needs objectives as set forth in Policy 4 shall be entitled to receive an increase in the FAR not to exceed 0.1 over the upper density limit set forth in the plan. Mixed-Use Office Centers that provide a greater amount of very-low income housing units based on the project’s total units (0 up to 30% of AMI) may be eligible for an additional 0.1 FAR increase in floor area. Increases in floor area may be used for residential and non-residential uses in accordance with the overall land use mix.

8. All dwelling units intended to address unmet housing needs should be provided prior to or concurrently with market rate units, be dispersed throughout the project, have a similar mix to market rate units in the number of bedrooms and floor area, and be comparable to market rate units in terms of appearance, materials, and finished quality.

**TRANSPORTATION**

Route 28 is one the most heavily traveled transportation arteries in Loudoun County, extending from Route 7 in the north to Washington Dulles International Airport and the Fairfax County line.
to the south. Route 28 in Loudoun County is a 6-mile long, six-lane, limited access, median divided, principal arterial with seven grade-separated interchanges. As of 2008, the latest available data from VDOT, Route 28 carries anywhere from 70,000 (at its northern most end), to 111,000 daily trips (where it intersects the Dulles Toll Road). Two parallel roads, Atlantic Boulevard to the east, and Pacific Boulevard to the west of Route 28, provide local north/south access to the corridor. A series of east/west roadways provide connections to countywide systems and allow local traffic to access the Route 28 Corridor. There are numerous bicycle and pedestrian facilities planned within the Route 28 Corridor, although the overall network remains incomplete. The Washington & Old Dominion (W&OD) Trail is the most significant non-motorized facility in the corridor. The Route 28 Corridor is currently served by both commuter and local bus service, with anticipated connections to future Metrorail.

While the corridor is currently automobile dependent, the transportation network in the future must provide more opportunities for greater bicycle, pedestrian, and transit accessibility to support the types of densities envisioned. The establishment of a multi-modal transportation network, with an emphasis on transit, is an important component to reduce future traffic impacts due to growth and to support the types of vibrant pedestrian-friendly employment and mixed-use developments envisioned in the corridor. Investments in transit within the corridor can enhance the value of adjacent properties, support greater high-quality Office development, and increase the competitiveness of the corridor within the region to attract national and international businesses. Travel Demand Management (TDM) strategies which reduce the use of single-occupant vehicle trips, optimize non-vehicular modes of transportation and maximize transportation system performance are critical for the development of the corridor. TDM strategies, in addition to the use of alternative modes of transportation (i.e. bicycle, pedestrian, and transit), also advocate a shift in traditional work schedules which may include teleworking, compressed work week, flexible work hours etc. to achieve peak hour trip reductions. The implementation of TDM strategies is also consistent with the County’s goals for environmental sustainability, providing opportunities for decreased fuel consumption and reductions in greenhouse gas production. The appropriate balance between land use and transportation demands to support expected growth in the corridor is critical to maintaining the viability and economic success of the corridor as it develops in the coming years.

**Transportation Policies**

1. Development in the corridor shall be linked to transportation capacity. The Route 28 Corridor shall offer a balance of transportation options, including automobile, transit, pedestrian, and bicycle.

2. Development within the Route 28 Core should be compact, higher-density, and include a mixture of uses to support reductions in vehicle trips and overall traffic congestion and multi-modal development.

3. The County shall support the planning, funding, and development of public transit
services for the Route 28 Corridor.

4. Per the Countywide Transportation Plan, the County will work with VDOT to prioritize, fund, and implement road improvements that create better efficiencies and reduce traffic congestion within the corridor.

5. The County shall require street connectivity within and between developments through a finer grid of streets to disperse traffic, reduce vehicle trips, and improve bicycle and pedestrian mobility.

6. The County shall consider reduced design speeds and other flexible design standards on road segments within the corridor to ensure safe pedestrian and bicycle mobility.

7. The County shall develop guidelines for context-sensitive street designs to improve bicycle and pedestrian accessibility, connectivity, functionality and safety within the corridor.

8. On-road bicycle accommodations and off road shared use paths and/or sidewalks shall be provided, where feasible, on the parallel roads (Atlantic Boulevard/Shaw Road/Glenn Drive and Pacific Boulevard) and major connecting roadways to provide a balanced multi-modal system.

9. The County anticipates improved multi-modal connections within the corridor and shall develop opportunities for greater bicycle, pedestrian, and transit accessibility from employment areas to existing and planned residential neighborhoods within and outside the corridor.

10. The County supports the identification of additional locations for Route 28 bicycle and pedestrian cross-connections, including bridges and decks, which shall decrease the barrier of the highway to bicycle and pedestrian movement.

11. Trail and/or sidewalk facilities shall be incorporated in all road improvement projects in which provision for pedestrian movement is consistent with the function and character of the road and/or where there is an opportunity to establish a connection with the County’s existing or proposed trail system.

12. Transportation solutions in the southern section of the corridor, including transit, pedestrian and bicycle ways, and road improvements, shall be determined through a regionally-oriented approach with Fairfax County, the Town of Herndon, and the Metropolitan Washington Airport Authority (MWAA).

13. The Route 28 Corridor Plan incorporates the work and recommendations of the Inter-jurisdictional Group (representatives from the Town of Herndon, Fairfax County, and Loudoun County), as referenced in the following Route 28/Toll Road Area Regional Transportation Concepts map. The County also supports the incorporation of the recommendations into the Countywide Transportation Plan.
14. The County’s Travel Demand Management (TDM) strategies contained in the Countywide Transportation Plan shall be used, with the assistance from the private sector, to reduce the use of single-occupant vehicle trips and optimize transportation system performance during peak and off-peak periods.

15. The County shall require a Travel Demand Management (TDM) plan for all Mixed-Use Office Center and Office Cluster developments. The TDM plan shall establish specific trip reduction thresholds related to various phases of development, identify measures to quantify these trip reductions, and include penalty provisions in the event trip reductions thresholds are not achieved.
<table>
<thead>
<tr>
<th>LAND DEVELOPMENT PATTERN</th>
<th>Floor-to-Area Ratio (FAR)</th>
<th>Typical Uses Envisioned</th>
<th>Number of Stories</th>
</tr>
</thead>
<tbody>
<tr>
<td>Route 28 Core:</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>• Office Cluster</td>
<td>Between 0.6 and 1.0 FAR</td>
<td>Office Clusters; Mixed Use Office Centers</td>
<td>Four or more stories; minimum of five stories immediately adjacent to Route 28</td>
</tr>
<tr>
<td></td>
<td>contingent on transportation improvements</td>
<td>Mix of highly-integrated uses and employment supportive uses; encourage vertically-mixed buildings with commercial storefronts on ground level; no residential uses allowed; may include custom campuses; predominantly Office, limited Commercial Retail and Services; Public and Civic uses</td>
<td></td>
</tr>
<tr>
<td>• Mixed-Use Office Center (MUC)</td>
<td>1.0 FAR up to 1.5 FAR with incentives for the northern and central MUC areas; 1.5 FAR up to 2.0 FAR with incentives for the southern MUC area</td>
<td>Mix of mutually supportive uses including business, retail, restaurants, personal services, hotels, for-sale and rental housing, civic, public, cultural and entertainment uses; 24/7 amenity-rich developments; vertically integrated mixed-use buildings; “urban feel” with pedestrian-oriented building facades; high-density, multi-family residential dwellings only</td>
<td>Seven or more stories</td>
</tr>
<tr>
<td>Route 28 Business</td>
<td>Between 0.4 and 1.0 FAR; lower FARs in Flex developments</td>
<td>Low to mid-density Office and Flex uses; includes secure office campuses and R&amp;D; supportive Commercial Retail and Services up to 10% of FAR: No residential uses; no Flex adjacent to major roadways; no outdoor storage; Large scale Public and Civic uses allowed</td>
<td>Two or more stories; higher intensities, generally four or more stories adjacent to major roadways</td>
</tr>
<tr>
<td>Route 28 Industrial</td>
<td>Between 0.2 and 0.4 FAR</td>
<td>Up to 100% Heavy Industrial, Light Industrial, Flex uses with supportive Commercial Retail and Services limited to 10% of FAR; includes warehousing, distribution, manufacturing; outdoor storage of materials and equipment allowed</td>
<td>Not specified</td>
</tr>
</tbody>
</table>
**DESIGN**

The development patterns supported in the Route 28 Corridor, including Mixed-Use Office Centers, Office Clusters, Office, and Flex, focus as much on the physical form and character of development as much as their uses. Adherence of developments to the base design standards below is important to achieving a unified development pattern in the corridor that is consistent with the Route 28 Corridor Land Development Patterns Map. Adherence to the base design standards also contributes to a high-quality image for the corridor that attracts regional, national, and international businesses.

**General Policies**

1. The County shall develop a user-friendly, illustrative design handbook that reflects the Route 28 base design standards contained herein. The handbook shall convey a high quality image for the Route 28 Corridor and promote an overall sense of place through design elements that relate to block size, circulation and connectivity, streetscape and street sections, building form, placement (setbacks), orientation, articulation, Parks and Open Spaces, Public and Civic uses, landscaping and sustainability.

2. The base design standards emphasize the integration of natural features and shared, meaningful Parks and Open Spaces.

3. Office Clusters and Mixed-Use Office Centers shall create a sense of place and establish the Route 28 Corridor as a premier employment location. In particular, development of a gateway at the southern end of the corridor shall convey a positive and welcoming sense of arrival for visitors and business travelers to the Route 28 employment corridor and into Loudoun County. Unique design shall occur within or proximate to a Mixed-Use Office Center, including iconic buildings, structures, and monuments, significant signage, and public art/sculptures that are visible from the gateway crossroads of Route 28 and the Dulles Greenway/Toll Road.

4. Design commitments for proposed developments within the Route 28 Core and Route 28 Business areas shall demonstrate conformance with the standards of the plan.

5. The County shall consider incentives for property owners to upgrade their existing developments to meet the Route 28 Corridor base design standards.

6. Developments within the Route 28 Corridor shall have minimal impact on environmentally-sensitive areas and surrounding residential uses and exhibit design consistent with the Green Infrastructure and land use policies of the Plan. Existing historic sites, as well as the natural environment, should be incorporated and highlighted in the overall architectural and landscape design.

7. Office Clusters and Mixed-Use Office Centers within the entire Route 28 Corridor shall be subject to specific base design standards contained herein.
8. Developments proposed in the Route 28 Business area shall be subject to the applicable base design standards for Office and Flex uses contained herein. Generally, Flex developments in these areas should be designed within a park-like atmosphere, exhibiting a high curb appeal through the use of extensive landscaping and coordinated building architecture. Office uses should be located to the front of the building along the roadways, with Flex uses and parking to the rear of the property.

9. Developments proposed in the Route 28 Industrial area shall be subject to the applicable design guidelines for General Industry uses contained in the Revised General Plan.

10. Developments on small parcels that may not be able to achieve the full vision of an Office Cluster may be considered if proposed developments are able to meet the intent of the base design standards and can demonstrate compatibility and integration with adjacent developments.

**Office Cluster and Mixed-Use Office Center Design Standards**

The Route 28 Core supports a development pattern of mid to high-density, compact, and pedestrian oriented Class A Office developments through Office Clusters and Mixed-Use Office Centers.

Adherence to the base design standards listed below for Office Cluster and Mixed-Use Office Center developments establishes a consistent development pattern along Route 28 that supports a viable, cost-effective planned transit system. The base design standards also establish a more predictable development environment for businesses seeking to develop and locate into the corridor; ensure that developments are compatible with adjacent land uses; contribute to the character of the neighborhood and larger community; create vibrant, pedestrian-oriented places; and support developments that are high quality and visually appealing from adjacent streets and surrounding neighborhoods with an emphasis on building placement and orientation as well as site design.

The development pattern for Office Clusters shall be highly-integrated, compact, mid- to high-rise employment settings. Buildings in Office Clusters shall be four or more stories and shall provide both structured parking and minimal surface parking. It is envisioned that larger-scaled buildings with building heights of five stories or more shall be located along Route 28 with lower density and building heights further away. Office Clusters feature buildings arranged around squares, greens, plazas, forecourts, and courtyards on blocks formed with a rectilinear street pattern. Office Clusters also include landscaped, walkable streets that can feature buildings with storefronts offering ground floor Commercial Retail and Services. Office Clusters are encouraged to provide Parks and Open Space features such as pedestrian promenades, linear parks and trails, outdoor amphitheatres, and similar design features that invite additional pedestrian activity, recreation, and socialization.

The development pattern for Mixed-Use Office Centers calls for a higher intensity of development than Office Clusters. Office buildings within Mixed-Use Office Centers contain
seven or more stories. Parking within Mixed-Use Office Centers at full build-out shall consist primarily of structured parking. The centers should have a lively, robust character with an integrated mix of uses that include Office, Commercial Retail and Services, Residential, Parks/Open Spaces and Public/Civic Uses. The design of Mixed-Use Office Centers is similar to Office Clusters and features a compact urban design with pedestrian-oriented building and parking garage facades, ground-floor shops, and distinctive public spaces. Pedestrian and transit circulation are enhanced by short blocks arranged in a rectilinear grid-street pattern.

**Site Design Standards:**

1. Office Clusters and Mixed-Use Office Centers shall be designed as higher density, compact, and highly integrated developments that foster pedestrian activity.

2. Developments shall enhance the existing character of the area, and build upon an established sense of place in the surrounding neighborhoods.

3. Heritage and environmental resources shall be preserved and incorporated into the overall design of developments.

4. Pedestrian and bicycle facilities shall be incorporated into all new developments.

5. Transit stops shall be incorporated into the layout of all Mixed-Use Office Centers.

**Street and Block Standards:**

1. Internal streets shall follow a grid-street pattern to maximize pedestrian connectivity, improve traffic movement along multiple transportation routes and encourage shorter trips, unless precluded by natural and topographical barriers.

2. A hierarchy of streets shall be identified, both internal and adjacent to a development, with street design standards that are context-sensitive to adjacent developments. Street hierarchy shall include primary streets where there shall be a focus of pedestrian activity, along with key areas of ground-floor retail activity where there is a high percentage of planned Commercial Retail and Service uses.

3. The street network shall provide for the efficient movement of vehicles while minimizing conflicts with pedestrians and bicycles.

4. The street network shall provide connections to adjacent existing and planned developments. The street network shall also connect to the surrounding street network.

5. Blocks shall be configured at a pedestrian-scale that encourages walkability. “Superblocks” should be avoided. Perimeter block sizes within Mixed-Use Office Centers and Office Clusters generally should not exceed 2,000 feet.

6. Blocks in Mixed-Use Office Centers should not exceed 400 linear feet. To mitigate the impact of longer blocks, any one block with a linear length of 400 feet or greater should provide in the middle of the block an alley, driveway, pedestrian way or other significant pedestrian feature such as a plaza, park, or promenade.
**Streetscape Standards:**

1. Streetscape design shall ensure the space between the buildings and the roadways contribute to a comfortable pedestrian environment providing adequate space for efficient, safe, and accessible pedestrian circulation and a sense of enclosure that supports useable pedestrian spaces. Street trees and plantings should be considered to enhance the character of the street.

2. Large-lot commercial developments shall provide both vehicular and non-vehicular linkages to surrounding areas and between office buildings and other uses.

3. Transit stops not integrated into buildings, shall be provided with safe, covered bus stops and waiting areas to shelter pedestrians from the elements.

**Building Standards:**

1. Office Clusters shall feature buildings of four or more stories, except adjacent to Route 28 where buildings of five or more stories are envisioned. Mixed-Use Office Centers shall feature buildings of seven or more stories with a general stepping down of densities towards the periphery of developments when necessary to be compatible with surrounding communities and developments.

2. Where not incorporated into mixed-use buildings, residential buildings within Mixed-Use Office Centers shall be urban in character and compatible in form and scale with surrounding commercial buildings.

3. Distances between buildings shall be minimized to create safe, pleasant, and active street-level environments and support pedestrian connectivity between buildings, thereby reducing the need for residents, employees, and visitors to drive their automobiles to reach supportive uses, including Commercial Retail and Services.

4. Buildings shall be placed close to streets with minimal setbacks and include planting, pedestrian, sidewalk, and frontage zone standards appropriate to the context of adjacent developments. Buildings should adhere to build-to-lines.

5. Primary building entrances shall be oriented towards the street or a common gathering place such as a plaza, green, park, square, or pedestrian passageway. Pedestrians should be able to easily identify primary entrances into commercial establishments.

6. Buildings greater than 12 stories shall be designed to include façade articulation with design details and features such as building step-backs, to reduce visual massing and mitigate impacts to adjacent properties.

7. Building materials and colors shall exhibit high-quality designs with articulation on all sides of the building.
8. Mixed-Use Office Center service areas, including refuse and loading areas, should be enclosed within the principal building. Doors for access to the service areas should blend with the architectural treatment of the building.

9. Office Cluster service areas, including refuse and loading areas, should be screened from view by visitors and passers-by through landscaping or screening.

**Parking Standards:**

1. To encourage compact, pedestrian-oriented developments, structured parking is supported within Office Clusters and Mixed-Use Office Centers. Office Clusters may contain both surface and structured parking, depending on the density proposed on-site, whereas Mixed-Use Office Centers shall contain predominately structured parking at full build-out.

2. Phasing of surface to structured parking during the construction of Office Clusters and Mixed-Use Office Centers shall be considered through the application process.

3. The joint use of drive aisles and parking areas should be encouraged to reduce overall parking needs.

4. Parking should be located to the rear of buildings, within the interior of blocks, with access from alleys or streets which do not conflict with pedestrian access.

5. Structured parking should be conveniently or centrally located, but visibly minimized from arterial streets and public spaces. Surface parking should not occupy lots which terminate a street vista or abut street intersections.

6. In Mixed-Use Office Centers and Office Clusters with supportive uses, primary pedestrian streets with ground-floor structured parking should include ground-floor uses or liner buildings with retail, services, restaurants, and offices.

7. Surface parking lots should be avoided along primary pedestrian streets. Surface parking lots should be adequately screened from the street side.

8. Within Mixed-Use Office Centers, parking at full build-out shall not be located along blocks where it is the sole use.

**Parks and Open Spaces Standards:**

1. Parks and Open Spaces include pedestrian-scaled outdoor areas such as greens, squares, plazas, courtyards, forecourts, and playgrounds. Parks and Open Spaces also include open spaces in their “natural” state, such as forests, wetlands, or meadows; trails and trail connections; and active and passive recreational spaces.

2. Parks and Open Spaces shall be integrated purposefully into the overall design of a development and not merely residual areas left over after buildings and parking lots are sited.
3. Parks and Open Spaces designed to function as gathering places should be clearly identified and accessible to pedestrians and bicyclists.

4. Parks and Open Spaces shall be dispersed so that all residential dwellings and non-residential buildings are located within 1,500 feet of such spaces.

5. Greens, squares, plazas, forecourts, and courtyards shall be designed as appealing places to gather with the type of amenities that foster informal social interaction among users. Examples of amenities within these areas include ponds, fountains, ornamental lamps, terraces, waterfalls, sculptures and other public art, planted beds, benches, drinking fountains, and clock pedestals.

6. Within Mixed-Use Office Centers, greens, squares, and plazas are encouraged to consider outdoor seating areas, amphitheatres, and other design elements that support more structured, formal activities.

7. Small-scale single or two story commercial retail buildings, such as restaurants, coffee shops, bakeries, and public markets, are allowed within greens, squares, plazas, forecourts, and courtyards.

8. Heritage and environmental resources shall be incorporated into Parks and Open Spaces and pursuant to the Heritage Preservation Plan.

9. The preservation of environmentally fragile and valuable land and habitat shall be given a priority for Open Space set-aside.

10. Parks and Open Spaces should connect with and provide views to natural amenities.

11. Developments should identify linkages to the existing or planned trail network.

12. Mixed-Use Office Centers should provide active Open Space to serve the concentration of residents within the center.

**Public and Civic Standards**

1. Public and Civic Uses shall be integrated into the community with maximum visibility and accessibility.

2. Planned transit stops shall be provided at all Public and Civic buildings.

3. Prominent and highly visible sites should be prioritized for Civic and Public uses. Prominent sites include a location along a primary pedestrian street or at the terminus of a street vista.

4. Parks and Open Spaces should be considered in combination with public and civic buildings that include seating areas, public art, planted beds, benches, drinking fountains, etc.
**Landscaping Standards:**

1. Landscaped areas should be used to frame and soften structures, to define site functions, to enhance the quality of the environment, and to screen undesirable views.

2. Tree and plant selection and location should promote safety and security, enhance natural environment and stormwater management, provide shade for vehicles and pedestrians, reduce heat islands, and minimize maintenance requirements.

3. Low water use plants and native vegetation shall be used to landscape new developments.

4. No invasive plant species shall be allowed in the landscape design.

**Signage Standards:**

1. Visitors and residents should be able to locate and identify major attributes of a development through a unified signage concept.

2. Signage should contribute to the overall architectural and landscape theme.

3. Signage should be used to clearly identify public versus private/residential areas.

4. Streetscape signage should be appropriately scaled for pedestrians.

**SUSTAINABLE DEVELOPMENT**

Sustainable development is the relationship between people, the built environment, management practices, and green infrastructure. Sustainable development calls for practices that are economically cost-effective, enhance human health and well being, and protect and restore the environment. The *Route 28 Corridor Plan* supports opportunities and incentives for sustainable development so that land development is at the forefront of such practices, including green building techniques and technologies which include sustainable site design and integrated energy management planning. The Route 28 Corridor also includes older, developed areas that do not meet today’s current stormwater management requirements. As a result, stormwater management facilities in these areas do not achieve adequate pollution filtration and control. Sustainable landscaping strategies can help correct these deficiencies and retain and treat stormwater, reduce stormwater runoff pollution, provide habitats for insects and migratory birds, and retain open space.

Given the diversity of Green Infrastructure within the Route 28 Corridor, the opportunity exists for development at full densities while promoting stewardship of natural areas. The defining natural feature of the corridor is the Broad Run, which drains to the Potomac River. The remaining forested lands in the corridor are primarily associated with the Broad Run and its floodplain. The Broad Run watershed also includes numerous streams, including Cabin Branch, Indian Creek, and various unnamed tributaries. The quality of these waters and the surrounding riparian areas are important not only to aquatic life and wildlife, but when integrated into development, can be an amenity for businesses, employees, and residents in the corridor. Other Green Infrastructure resources associated with the Broad Run include a heron rookery, the State-
threatened Wood Turtle within upstream tributaries of Broad Run, and habitat along portions of and areas surrounding Bles Park.

Significant standing heritage resources in the Route 28 Corridor include the W&OD Trail along with the Toll House and its associated Broad Run Bridge remnants, or Stone Bridge, both of which date to 1820. Other heritage resources in the area include portions of the Vestal’s Gap roadbed, of which a small segment remains in the vicinity of the Dulles Town Center and a continuous segment survives through the Claude Moore Park, and historic sites in the Old Sterling area. Archaeological village and encampment sites can also be expected at the confluence of major streams with smaller settlements expected along contributing streams. Other Green Infrastructure elements within the Route 28 Corridor include planned and existing trails and noise contours associated with Washington Dulles International Airport. In addition, steep and moderately steep slopes are present, primarily within or adjacent to the stream valleys and surrounding the Loudoun Quarry.

**Energy Policies**

1. The County shall encourage opportunities for efficiency through consumption, transmission and localized production. These opportunities can include increased building weatherization and system efficiencies, micro-grid development, and renewable/alternative energy installations.

2. The County shall encourage benchmarking the energy use of existing and planned buildings in the Route 28 Corridor to establish a baseline for energy demand estimates in the corridor.

3. The County expects localized, integrated energy management systems, such as recovery waste heat from high output uses like data centers, to provide heating and cooling to nearby properties and promote the use of non-traditional energy sources.

**Stormwater Policies**

1. The County expects the harvesting of rainwater for non-potable use, such as landscape irrigation, within all projects.

2. To mitigate the effects of impervious cover within the Broad Run watershed and to update older stormwater facilities, the County shall encourage efforts such as retrofitting stormwater systems and rehabilitating degraded areas to enhance their pollution removal capabilities and enable these facilities to become open space amenities.

3. The County promotes the use of low-impact development to replicate natural hydrologic patterns and alleviate the strain on centralized systems. Low-impact development practices can include stormwater planters, rain gardens, and wetlands to convey, retain, and treat rainwater.
**Green Building Policies**

1. The County shall establish a green building program to assist the private sector in implementing the recommendations outlined in this plan.

2. The County shall establish standards and promote green building within the Route 28 Corridor.

3. All county-constructed facilities shall be constructed to a minimum of LEED Silver, or equivalent standards.

4. The County shall support Loudoun Water in the expansion of the reclaimed water network.

**Landscaping Policies**

1. The County encourages landscape approaches that conserve energy, treat stormwater runoff, minimize yard waste, control the spread of invasive species, and improve the health of site users.

2. The County promotes the use of salvaged materials whenever possible, restoration of degraded areas, the reintroduction of native vegetation, the use of street trees to reduce energy and stormwater treatment costs, and practices to decrease soil compaction and increase the soil’s nutrient content and its ability to absorb water.

3. Habitat and recreational paths shall be encouraged along utility and abandoned rights-of-way and natural features such as streams and wetlands.

**Green Infrastructure Policies**

1. The Green Infrastructure is a critical framework of the corridor that shall guide where and how development and redevelopment occurs. Green Infrastructure resources shall be protected and enhanced.

2. The stream corridors associated with the Broad Run and its tributaries shall be used as its primary organizing element. As the main organizing feature of the Route 28 Corridor, the Broad Run shall be protected and enhanced to provide ecological benefits while being an amenity for employees and residents.

3. The Broad Run and its floodplain is envisioned to serve as a linear park that protects the river as a natural resource while integrating it into development as an amenity for businesses and their employees - including providing the opportunity for employees to bike and walk to work.

4. The Broad Run’s tributaries, including Cabin Branch, Indian Creek, Russell Branch, Beaverdam Run, Stallion Branch, and Horsepen Run, should be used as Green Infrastructure links that connect employment centers with neighborhoods and other hubs of activity both within and adjacent to the corridor, including parks, heritage resources,
and Public/Civic buildings. Current and planned hubs include the Urban Center, Claude Moore Park, and the Toll House and Broad Run Bridge. Connections should include recreational trails with permeable surfaces similar to the C&O Canal Path.

5. Development activities should assess the condition of Green Infrastructure resources, enhance these resources, and create links to other areas to create a Green Infrastructure network.

6. For degraded forested areas close to the Broad Run and its tributaries, the County promotes reforestation.

7. The County shall collaborate with the Department of Environmental Quality on any pollution impairment issues that become apparent within the Broad Run and its tributaries and shall support volunteer water quality monitoring efforts and coordination of these efforts with federal, state, and local water quality data collection.

8. The County shall support public access through the Broad Run floodplain using methods that protect sensitive features, including the use of pervious trail surfaces.

9. The County shall coordinate with the Metropolitan Washington Airport Authority regarding water quality protection within the Broad Run watershed.

10. Unique heritage resources within the corridor, including the Broad Run Toll House and Bridge, the remaining segments of Vestals Gap Road, and the W&OD Trail should be preserved and considered in the design, construction, operations, and maintenance of development within the corridor. Preserving and enhancing these resources fosters an appreciation for their role in the built environment.

**IMPLEMENTATION**

The *Route 28 Corridor Plan* envisions the corridor as an airport-anchored international gateway into eastern Loudoun County that supports significant job growth and economic activity within varied settings. The County also envisions the corridor evolving into a premier location for regional, national, and international businesses. The policies contained in the *Route 28 Corridor Plan* are therefore intended to induce development towards this vision. Expected outcomes include the acceleration of the timing and absorption of Class A office and an increase in the overall rate of commercial development in the corridor. This will also provide the revenue required for the County to meet or exceed the ability to pay Tax District Bonds. The Countywide outcome will be a growth in the commercial tax base; thereby improving the revenue balance between commercial and residential, offsetting the greater costs of services for residential development, and relieving the tax pressure on County residents by maintaining an affordable real property tax rate.

The County shall form a temporary Route 28 Implementation Committee of public and private experts to assist the County with the marketing, development and monitoring of the Corridor’s strategic implementation plan, including the metrics used to assess the impact of the *Route 28
Corridor Plan on expected outcomes. The Implementation Committee shall establish three work groups related to plan implementation:

a. Design: The work group will assist with: the development of an illustrative design handbook and architectural standards for property owners and developers in the corridor, coordinate with the Zoning work group on the development of design regulations and performance standards as part of revisions to the Loudoun County Revised 1993 Zoning Ordinance, and identification and planning of high priority gateways, bridge enhancements, landscaping projects, and other roadway beautification efforts;

b. Zoning: The work group will advise the County with the development of the zoning mechanisms (regulations and performance standards) that will be used to implement corridor plan policies;

c. Transportation: The work group will assist with: coordination with VDOT to develop priorities and implementation plans for road improvements that create better efficiencies and reduce traffic congestion within the corridor, develop guidelines for context-sensitive street designs, identify opportunities for greater bicycle, pedestrian, and transit accessibility from employment areas to existing and planned neighborhoods within and outside the corridor, identify additional locations for Route 28 bicycle and pedestrian cross-connections, including bridges and decks, which will decrease the barrier of the highway to bicycle and pedestrian movement, and develop Travel Demand Management strategies with assistance from the private sector to reduce the use of single-occupant vehicle trips and optimize transportation system performance during peak and off-peak periods.

Implementation Policies

1. The County shall develop metrics, such as absorption rates and assessed values, to be used on a regular basis to assess the impact of the Route 28 Corridor Plan on the expected outcomes as defined in the Plan.

2. The County shall amend the Zoning Ordinance by developing Land Use Patterns as an alternative development option within specific Zoning Districts as well as create a new Mixed-Use Zoning District to implement the policies of this Plan. The County shall establish a Coordinated Review Committee comprised of representatives from various County agencies to ensure consistency with the Use Pattern design controls and standards.

3. The County shall develop a user-friendly, illustrative design handbook that reflects the Route 28 base design standards contained herein. The handbook shall convey a high quality image for the Route 28 Corridor and promote an overall sense of place through design elements that relate to block size, circulation and connectivity, streetscape and
street sections, building form, placement (setbacks), orientation, articulation, Parks and Open Spaces, Public and Civic uses, landscaping and sustainability.

4. The County supports the development of a Public/Civic Facilities Plan specific to the corridor that includes the identification and location of planned public facilities, including parks and open spaces, and civic uses unique to the corridor and at a scale that is compatible with planned development. Such a plan shall also include the identification of mechanisms for development contributions of such uses off-site and within the Route 28 Corridor that may also count toward projects’ required Parks and Open Spaces and Public and Civic use components.

5. The County shall develop a “fine-grained” road network map of the corridor for the purpose of developing and implementing a preferred corridor street pattern to advise and guide proposed developments.

6. The County shall explore opportunities to encourage the consolidation of existing smaller properties to promote more unified use patterns within the Route 28 Corridor. Potential incentives for lot consolidation include:
   
   a. Development intensity bonuses in the form of increased Floor Area Ratio (FAR) densities for developments initiating a lot consolidation to a certain minimum overall size, including different tiers of increased FAR bonuses based on the overall size of the consolidated parcels, location of the project site, and/or type of development proposed (Office Cluster, Mixed-Use Office Center, Route 28 Business); and
   
   b. Fee assistance and other financial incentives to encourage lot consolidation such as permit fee assistance (waivers, reduced fees, etc.).

7. The County shall designate specific commercial revitalization target areas in the corridor and identify potential revitalization opportunities for property owners to upgrade under-utilized properties to their highest and best use, such as property tax abatements for real and personal property taxes over a specified time period, and establish a commercial revitalization program that provides financial assistance in the form of exterior rebates and commercial loans for physical improvements to commercial properties, including improvements to exterior building façades (storefronts, awnings, exterior lighting), renovations to correct code violations or improve handicap accessibility, etc.
Route 28/Toll Road Area Regional Transportation Concepts

Inter-jurisdictional Staff Working Group

Proposed Roads (Not on current plans)

Proposed Roads Removed

Planned Collector Roads (LCTP & FCTP)

Airport Proposed Roads (Dulles Airport Plan)

Arterial Roads (Existing, planned for improvement)

Collector Roads (Existing, planned for improvement)

A: Funded - To be constructed by 2010
B: Funded - To be constructed by 2011
C: Funded - To be constructed by 2012
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 Appendixes 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 Zum 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 Mail (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;
2. 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;
3. Defining retail relative to its function and market responsiveness and ensuring consistency in County documents;
4. Broadening the combinations of retail uses allowed in certain areas (i.e., industrial) to provide flexibility and reflect retail trends;
5. Developing retail corridor identities by establishing design guidelines affecting signage and landscaping;
6. Providing certainty to protect existing and zoned retail uses when land use changes occur.

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.

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.
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.

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 makeup 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 controls 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 specialty 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. All retail development within the Route 28 Corridor will conform to policies contained in the Route 28 Corridor Plan in Chapter 6 of the Revised General Plan. Retail proposals in the Route 28 Business areas will comply with the design guidelines contained herein.

The Route 7 Corridor

1. A 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.

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

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 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.

IV. SERVICE AREA - BASED RETAIL POLICIES

Service Area-Based Retail uses are located within or between the neighborhoods 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, Community, and Employment Supportive 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 Neighborhood 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.

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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 an 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 nonresidential 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 retrofitting 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-1P 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 Buffer

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 polices contained herein.

<table>
<thead>
<tr>
<th>Types of Retail</th>
<th>Service-Area Based Retail</th>
<th>Corridor Based Retail</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Characteristics</strong></td>
<td><strong>Neighborhood Convenience</strong></td>
<td><strong>Neighborhood Community</strong></td>
</tr>
<tr>
<td><strong>Function</strong></td>
<td>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.</td>
<td>Serves routine (generally planned) daily &amp; 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.</td>
</tr>
<tr>
<td><strong>Center Size Range</strong></td>
<td>Generally stand alone uses up to 5,000 sq. ft.; multi-tenant center up to 30,000 sq. ft.</td>
<td>Generally 30,000 - 150,000 sq. ft.</td>
</tr>
<tr>
<td><strong>Location</strong></td>
<td>Generally internal to Residential Neighborhood being served.</td>
<td>Generally internal to Residential Neighborhood that is being served.</td>
</tr>
<tr>
<td><strong>Transportation Access Points</strong></td>
<td>Via minor collector, major collector roads, and major subdivision streets at a median break. No direct access to minor arterials or principal arterials.</td>
<td>Via minor or major collector roads at a median break.</td>
</tr>
<tr>
<td><strong>Market Area Size</strong></td>
<td>Immediate Residential Neighborhood generally 500 - 3,000 households.</td>
<td>Immediate Residential Neighborhood generally less than 3,000 households.</td>
</tr>
<tr>
<td><strong>Compatibility with Surrounding Land Uses</strong></td>
<td>Suitable as component of Residential Community.</td>
<td>Suitable as component of Residential Community.</td>
</tr>
<tr>
<td><strong>Floor Area Ratio (FAR)</strong></td>
<td>.2 - .3</td>
<td>.2 - .3</td>
</tr>
</tbody>
</table>

Note: for the purposes of the matrix, 50-100 sq. ft. of retail is assumed for each household.
Note: The Destination Retail designation around the Dulles Greenway has changed: this map has been superseded by the Planned Land Use map in the Revised General Plan (adopted 7/23/01).