TOWN OF Herndon VIRGINIA

Town Council
Regular Meeting

STAFF REPORT

Date: June 23, 2026
Agenda Item: Zoning Map Amendment – ZMA#24-01, 250 Exchange Place
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Summary Information:

Applicant Request	To rezone the subject parcels to permit redevelopment with a combined 450 multi-family and single family attached residential units.
Address	250 Exchange Place
Owner	Herndon Van Buren, LLC
Applicant	Rooney Properties
Zoning	O&LI: Office and light industrial
Adjacent Zoning	North (west): R-10; Residential single-family district North (east): PD-B; Planned development business district. South: O&LI; Office & light industrial district East: O&LI; Office & light industrial district West: O&LI; Office & light industrial district
Land Use Designation	Regional Corridor Mixed Use
Adjacent Land Use Designation	North (west): Neighborhood conservation North (east): Regional Corridor Mixed Use South: Regional Corridor Mixed Use East: Regional Corridor Mixed Use West: Regional Corridor Mixed Use
Total Site Area	9.41 acres / 410,222 square feet
Existing Use	5 single story office buildings with surface parking lot

Location Map:



Site Description:

This parcel is located northwest of Herndon Parkway and northeast of Exchange Place. It has approximately 980' of frontage along Herndon Parkway and approximately 600' of frontage along Exchange Place. The parcel's elevation drops about 17' west to east. The property is about 0.3 miles to the Herndon Metrorail Station and about one mile to downtown Herndon. The site is improved with five single story buildings, a surface parking lot, and small areas of parking lot and buffer landscaping. The site was developed in the mid-1980s. Currently, access to the site is gained via an entrance from Herndon Parkway and an entrance from Exchange Place.

Case Background:

Herndon Transit-Related Growth Area. This application is subject to the Transit-related Growth (TRG) Small Area Plan which established the planning guidance to allow redevelop of existing properties within the TRG with various land uses and densities through a rezoning.

Principal Sources of Regulation and Guidance. Redevelopment within the TRG is specifically regulated under Section 78-51.2 (PD-TRG1: Planned Development – Transit-related growth mixed use, medium density residential, and office) and Section 78-51.3 (PD-TRG2: Planned Development – Transit-related growth – Low density residential, and low impact commercial) of the Zoning Ordinance. New development is further guided by the Land Use and Transportation chapters of the 2030 Comprehensive Plan and the TRG small area plan documents.

Staff Review. For the evaluation of this plan, staff review was conducted by zoning administration staff, town planners, town engineers, utility managers, transportation staff, and the county fire marshal. The review was centered around confirming compliance with applicable codes and standards, confirming adherence to guidance from planning documents, and understanding and managing impacts to the neighbors and town. With each staff review, written comments are provided and often, one or more meetings are held with the applicant. Typically, with rezoning applications, coordination with staff to address minor comments continue through until final Town Council review. The town's development review team has reviewed five full submissions of this application and several additional partial submissions.

Architectural Review Board (ARB) Evaluation. Concurrent with staff review of this application, the architectural design of the project was reviewed at four ARB work sessions. A report on the ARB findings of those reviews was provided to the Planning Commission for consideration as part of its review.

Planning Commission Review. The Planning Commission's role in the review of this Zoning Map Amendment, is advisory. It is tasked with reviewing and making recommendations to the Town Council on whether to approve, approve with recommendations, or disapprove the application. The Planning Commission issued a resolution recommending a conditioned approval of the project.

Project Review After Legislative Action. A site plan, which is an administrative action, as well as review and action by the ARB regarding the design of the buildings and site features, are required prior to issuance of a building permit. Staff would re-confirm conformance with the approved Development Plan and its proffered conditions at each of these steps.

Case Proposal:

Land Use Program
The overall land use program for the redevelopment proposed is listed below.

Total GFA	610,000 SF
- Multi-Family Residential	- 450,000 SF
- Stacked Townhouse Residential	- 160,000 SF
Density	1.49 FAR

The project will be completed in three phases. The major infrastructure phase will be first and include partial construction of two public streets, installation of the major utilities, and construction of the Herndon Parkway streetscape. This phase may be constructed concurrently with the second phase. The second phase proposes two options of constructing the multifamily building and/or the townhouse buildings in either order but reserves the right to construct the two options concurrently with each other. The phasing provides interim improvements providing pedestrian access with final improvements occurring in each phase as seen in the GDP. The completed publicly accessible open spaces are proposed to be installed with the multifamily phase.

Building Architecture. The multifamily building design utilizes a "four-sided" architectural approach with mostly masonry cladding materials. The building would be seven stories in height with a stick-over-podium construction type. The building would wrap an aboveground parking garage in addition to an internal courtyard. The multifamily building provides ground floor walkout units along three sides of the building and resident amenity and lobby space on the ground floor of the fourth side of the building.

The stacked townhouse buildings utilize design standards instead of proffered elevations which is a different approach than what has been previously done on other developments. The applicant worked closely with the ARB to develop these standards and ensure they would be appropriate for the design and objectively administered once a final design is developed. The applicant requested the use of design guidelines to allow greater flexibility since the developer of the stacked townhouses is not known at this time.

Site Layout. The site is designed as a cohesive development within the context of the TRG small area plan. As the inaugural installation within this district, the project establishes the design framework and urban context for future development in the TRG area. The site is bisected by a new public street. The new parcel south of this road would be designated for PD-TRG1 zoning and include the multifamily building. The new parcels north of this road would be designated for PD-TRG2 zoning and include the stacked townhouse units.

Open Space. The multifamily building is flanked by two publicly accessible parks, both with Herndon Parkway frontage. West of the multifamily building, the park would be the gateway portion of planned linear park that would extend through the TRG to Haley Smith Park under the electrical transmission lines. The design of this park as proposed on the plan provides a meandering path that will set precedent to the design aesthetic of the future linear park with lawn and meadow plantings as well a gathering space on the corner featuring landscaping, seating, versatile urban furniture and focal features. While that park is largely passive, the park to the east of the multifamily building would be more active. It proposes a playground, a sports court, and a gathering space with a shade structure.

In the stacked townhouse portion of the development much of the open space is incorporated into the proposed buffer abutting the existing residential neighborhood. This buffer includes a heavily planted area and an open turfed area where underground utilities are located.

Parking. The parking garage holds 529 spaces for vehicles including accessible spaces, dedicated spaces for electric vehicle charging, and 80 bike parking spaces for use by the multifamily building. The stacked townhouse units each have two parking spaces, one in the garage and one in the driveway in addition to four additional visitor spaces. There would be 41 on-street parking space provided as well.

New Public Road. Bisecting the site is the proposed public road that runs parallel to Herndon Drive as described in the TRG small area plan. The application provides the first installation of this road in the TRG and sets the streetscape elements to be included throughout the future development within the TRG. A cycle path runs along the road and separates the road from the 6' sidewalk. Parallel parking, street trees, and streetlights are also proposed along the road.

The GDP labels this road as Parallel Road but will be formally named in the future. Per the TRG small area plan, this road will be the spine of the TRG and provide necessary vehicular and pedestrian connections through the TRG. Through future development, the parallel road is planned to extend to the west to the eventual Worldgate Drive Extension intersection. Through future development, the parallel road will extend to the east through the Victory Drive property to Spring Street to complete the street grid.

Modifications
The applicant is requesting three modifications as part of this case. They are further explained and evaluated in the modification evaluation table contained within the analysis portion of this report.

Proffers
A proffer statement with a number of provisions and commitments volunteered by the applicant to help offset the impacts of the development has been provided. They are further explained in the analysis portion of this report.

Staff Analysis:

1. Staff Review Updates. Staff has been working continually with the applicant through and since the Planning Commission review to resolve a handful of remaining issues. The latest submission of the plan and proffers, dated June 15, 2026, have addressed all remaining issues.

2. Zoning Ordinance Compliance. Sections 78-51.2 and 78-51.3 of the Zoning Ordinance includes dimensional standards, principal and accessory land use allowances, open space provisions, site planning standards, and building design standards for the PD-TRG1 and PD-TRG2 zoning districts. Other than the requested zoning modifications, the application complies with the applicable zoning code.

3. Review Criteria Assessment. The table below includes an assessment of compliance with the criteria for review of Zoning Map Amendments found in Zoning Ordinance Section 78-155.1(i)(2), which incorporates the requirements of §15.2-2284 of the Code of Virginia. In determining whether to adopt or disapprove the proposed amendment, or, to accept proffered

conditions, the planning commission and the town council shall determine whether and to what extent the proposed amendment satisfies the following standards:

Section 78-155.1(i)(2) Review Criteria	**Meets or Does Not Meet**	**Explanation of Compliance/Adherence**
a. Is consistent with the Comprehensive Plan	Meets	The project aligns with the vision and design objectives of the adopted TRG small area plan. The proposal provides a multimodal street grid, a network of open spaces with interstitial mobility, and an urban street front framing the TRG edges. The project provides a critical density transition between high-intensity nodes and established residential neighborhoods.
b. There are changed conditions that justify an amendment	Meets	Vacancy of older office units is a growing trend. Amending the zoning map to accommodate the TRG framework allows the productive reuse of the land, shifting from aging office use to a residential-driven, mixed-density environment.
c. Addresses a demonstrated community need	Meets	The application addresses a need for diversified housing typologies and expanded public assets. By delivering a formal road network and integrated public open spaces, the project provides infrastructure benefits that extend beyond the immediate property boundaries to the broader area.
d. Compatible with existing and proposed uses surrounding the subject land, and is the appropriate zoning district for the land	Meets under planned conditions	The designation of the low density PD-TRG2 district with single family attached use is a proper transition from the proposed medium density PD-TRG1 district with multifamily residential use to the existing R-10 residential single family detached district. At build-out the new uses will be distinct from the mostly commercial and industrial surrounding uses however landscaping and fencing is used to help minimize viewsheds into those areas.
e. Results in a logical and orderly development pattern consistent with accepted or emerging planning practices	Meets	The site layout adheres to contemporary urban design principles by strategically positioning landscape buffers and building massing to shield less intense uses. This orderly arrangement ensures the proposal integrates seamlessly with both the existing

		northern boundary and the emerging urban character of the TRG district.
f. Avoids the creation of an isolated zoning district unrelated to adjacent and surrounding zoning district	Meets under planned conditions	While this represents the initial application of the PD-TRG1 and PD-TRG2 districts, the amendment is not "isolated." Rather, it serves as the foundational catalyst for the planned transition zone, linking the high-intensity PD-TOC (Transit Oriented Core) with the lower-intensity R-10 and O&LI districts.
g. Avoids adverse impact on the property values of surrounding lands	Meets	The transition in density and building typology from multifamily to single-family attached provides a logical buffer for the adjacent R-10 district. By replacing underutilized office space with high-quality residential development that adheres to the small area plan, the project enhances the neighborhood's aesthetic and functional cohesion, thereby supporting long-term property value stability.
h. Avoids adverse impact on the natural environment, including but not limited to, air, noise, stormwater management, wildlife, vegetation, wetlands, and the natural functioning of the environment	Meets	The proposal incorporates stormwater management facilities that improve upon existing conditions of the aging office site. Landscaping buffers and the integration of open space networks preserve permeable surfaces and urban canopy and wildlife habitat with native plantings. Furthermore, the site's proximity to the Herndon Metrorail Station and existing sidewalk networks encourages non-vehicular travel, reducing the project's overall carbon footprint.
i. Results in development that is adequately served by transportation facilities, including whether or not a substantial deterioration of the level of service on the town's transportation network would occur.	Meets	The TIA indicates the project will generate 155 AM and 153 PM peak-hour trips. All study intersections maintain acceptable levels of service or mirror existing background deficiencies or future conditions without development.
j. Results in development that is adequately served by public facilities (potable water and sewage, schools, parks, police, and fire and emergency medical facilities)	Meets	The development is located within the existing service area for public water and sewer, with sufficient capacity to support the proposed units. The proposal provides on-site open space, while the project remains within the response range for existing police,

		fire, and emergency medical services. Monetary proffers are proposed to help mitigate stress on these public facilities.
k. If infill and redevelopment is consistent with the redevelopment criteria and other applicable guidelines as stated in the Herndon 2030 Comprehensive Plan (adopted August 12, 2008), as amended.	Meets	As a redevelopment of the aging office site, the project fulfills the Herndon 2030 Comprehensive Plan's objectives for infill. It transforms a single-use commercial lot into a mixed-density residential community that provides necessary infrastructure while adhering to the guidelines of the TRG small area plan.

4. Zoning Modification Assessment. Zoning modifications, or case specific relief from certain regulations of the zoning ordinances may be approved with rezoning applications. The table below lists the proposed modifications and provides notes on current staff assessments.

#	Modification Request	Explanation	Staff Comments
1.	Reduction of the landscape buffer required when abutting land zoned for single family uses. (Section 78-51.3(j)(1))	Request to modify the required landscaped area required from the parcel line of any property zoned for single family residential from 50' minimum to 25' minimum but variable to 65' due to utility easement conflicts and triangular shape of the lot.	The project proposes to relocate existing sanitary and storm lines running through the center of the site to the northern property line. The utilities are shallow and would not allow for a less intrusive relocation. The utilities require a 34' easement adjacent to the R-10 property which does not allow tree plantings to occur within the said easement. The applicant provided a robust landscape area outside of the easement ranging from 25' to 65' as seen on the GDP. Staff supports this modification.
2.	Reduction of the minimum 60' building setback from any property zoned for single family residential. (Section 78-51.3(f)(5))	Request a reduction from 60' to 59' building setback from the R-10 property along the northern property line as the site is constrained by the triangular parcel shape.	This reduction is negligible and would allow for a unit to be situated on the site while the building only encroaches with a corner. Staff supports the modification.
3.	Increased depth of the maximum permitted private amenity zone between sidewalk and building (Section 78-51.2(f)(4))	Request an increased depth of the required 20' maximum private amenity space due to the Dominion easement along Exchange Place, shape of the building along Fairbrook Drive, and building features along Herndon Parkway.	The presence of the Dominion easement creates a setback wider than the maximum allowed but cannot be avoided. The building articulation along Fairbrook Drive and Herndon Parkway creates minor instances of exceeding the 20' maximum setback but achieves the desired effect of development in the district. Staff supports the modification.

5. Comprehensive Plan Adherence. The plan generally aligns with the Herndon 2030 Comprehensive Plan and TRG area plan. It is designed to be a piece of a reimagined urban node with a coordinated new street grid and buildings located and sized in an urban form with a strong emphasis on site activation, urban design and pedestrian level-of-service. Compliance is achieved with the land use, density, and building form principals and guidelines in the TRG plan.

6. Traffic Mitigation. A traffic impact study scope, as part of standard procedure, is developed in coordination with the applicant's traffic engineer and town staff to ensure the appropriate level of analysis is being conducted to effectively identify and evaluate what capacity and safety impacts this project may have to the surrounding transportation network. Based on the scope, a Traffic Impact Analysis (TIA) was conducted with the following findings. The proposed project is forecasted to generate 155 AM peak hour trips, 153 PM peak hour trips, and approximately 1,770 daily trips with mode-share reductions. Given the subject property's location approximately 0.5 miles (walking distance) from the Herndon Metrorail Station, the analysis incorporates significant non-auto mode split and TDM reductions, specifically 25% for residential uses. This transit-oriented approach effectively offsets the impact of the proposed density by leveraging the site's high accessibility to the Silver Line and existing pedestrian infrastructure, including sidewalks along both sides of Herndon Parkway. Key commitments include a commitment to establish and operate a Transportation Demand Management (TDM) program with the goal of reduced single occupancy vehicle trips.

   The findings of the analysis, which went through four reviews and revisions, concluded that while background growth does result in traffic exceeding standards at a few intersections, the proposed redevelopment does not cause any movements to begin to operate below acceptable levels of service; therefore, no mitigation is proposed at the study intersections. The development also does not meet the thresholds, by itself, for triggering a need for a traffic signal at either the Fairbrook Drive or Exchange Place intersections with Herndon Parkway.

   The parking provided on-site is intended to accommodate the demand for the proposed use. The applicant opted to provide more parking than the minimum required per the zoning ordinance. There has not been any indication in this review that this would create any parking issues off-site.

7. Easements, Agreements, & Dedications. In addition to proposed right-of-way dedication, there are numerous easements and agreements that would be necessary to redevelop this site as proposed. While locations, commitments and some procedural details are typically included in the rezoning applications for these items, the actions do not usually occur until the site plan review. The locations of easements are scrutinized with the rezoning application mainly to ensure that building and other site elements are placed appropriately to avoid conflicts with easements. This has been a major area of review with town staff given the numerous easements necessary and constraints of the site. The most recent proffers have addressed staff comments regarding the provision and timing of various easements, dedications, and agreements, including a commitment to establish an agreement with the town to allow town use of the parks for events with approval by the property owner.

8. Fiscal Impact. There would be anticipated tax revenue changes from this site with the project as proposed, principally from real estate taxes. In 2026, the overall property value was assessed at $11,043,270. That calculates to approximately $102 per square foot of commercial gross floor area. Since the proposed project includes two different building types

between the for-rent multifamily building and the for-sale stacked townhouse units, two different analyses were conducted as provided below.

The following table lists comparable multifamily projects and their current assessed property values as a way to help understand how the multifamily phase of this project may be valued and thus what tax revenues may result.

Development	**2025 Assessed Value**	**Residential GFA**	**Residential Unit Count**	**Distance to a Metro Station**	**Year Built**
The Ian 2249 Woodland Grove Place, Herndon	$117,754,720	408,315 SF	375	.4 miles	2021
Station on Silver 2340 Carta Way, Herndon	$143,265,100	357,437 SF	401	500 feet	2017
Maker's Rise 2311 Dulles Station Blvd, Herndon	$102,440,580	452,626 SF	356	500 feet	2022
The Passport 13455 Sunrise Valley Drive, Herndon	$106,017,990	359,900 SF	344	.3 miles	2022
The Edmund 2025 Fulton Place, Reston	$103,342,330	454,265 SF	353	.2 miles	2021
The Point at Rise 11830 Sunrise Valley Drive, Reston	$103,459,900	421,350 SF	385	.4 miles	2018
Aperture 11410 Reston Station Blvd. Reston	$123,245,750	416,599 SF	421	600 feet	2017
250 Exchange Place	***n/a***	***450,000 SF***	***400***	***.3 miles***	***n/a***

The comparisons provided above were identified based on recency in construction, same building/construction type, multifamily use, location within the Herndon/Reston area, and proximity to a Metro station.

The town's finance department has provided a more detailed explanation of real estate tax implications for the proposed development. The table below takes each of the comparative developments and applies Herndon rates to them and uses that data to develop an estimate for the expected revenue from real estate tax for this project.

Development	2025 RE TAXES*	2026 EST RE TAXES**	2027 EST RE TAXES***
The Ian	$ 317,937.74	$ 335,201.76	$ 350,285.84
Station on Silver	$ 386,815.77	$ 407,819.87	$ 426,171.76
Maker's Rise	$ 276,589.57	$ 291,608.38	$ 304,730.76
The Passport	$ 286,248.57	$ 301,791.87	$ 315,372.50
The Edmund	$ 279,024.29	$ 294,175.31	$ 307,413.20
The Point at Rise	$ 279,341.73	$ 294,509.99	$ 307,762.94
Aperture	$ 332,763.53	$ 350,832.58	$ 366,620.05
250 Exchange Place	***$ 342,630.00***	***$ 361,234.81***	***$ 377,490.38***

*Based on $0.27/$100 RE tax rate
**2026 Based on 5.43% RE taxable assessed value increase (no tax rate increase)
*** 2027 Based on 4.5% RE taxable assessed increase on 2026 value (no tax rate increase)

The table indicates what would be collected annually by the town for this phase of the project based on a tax rate of $0.27 per $100 of assessed value of the property. If the property existed today, it would have generated approximately $342,630 in real estate tax revenue for fiscal year 2025 with a forecasted increase to $377,490.38 for fiscal year 2027.

For the stacked townhouse phase of this project, the property values of the Metro Square stacked townhouse development built in 2018 and located at the southeast quadrant of the Herndon Parkway and Van Buren Street intersection were used as the basis for analyzing estimated property values. For the proposed 62 stacked units, the total forecasted real estate tax revenue for fiscal year 2027 would be $127,986.49.

For both phases combined, the estimated annual Town of Herndon tax revenues for a full buildout in FY2027 would be $505,477. The current real estate tax collected by the town for this property was $28,437. While FY2027 values were used for this estimate, actual completion of the project will not occur in FY2027.

Cash contributions are also proffered with this project and would be triggered at various points throughout the review, construction, and occupancy process. To offset impacts to town recreational services and facilities, the applicant has proffered $2,100 per unit worth of on-site private recreational facilities and a contribution for off-site recreation facilities at a rate of $0.35 per square foot of multifamily residential Gross Floor Area and $2100 per residential stacked townhouse unit. The off-site recreation contribution would total $287,700. There is also a proffered contribution for Fairfax County public schools that will be based on the number of residential units built and use the standard Fairfax County Schools rates. That contribution will be used specifically for public schools that serve Herndon. Lastly, there is a $10,000 proffered contribution to the Herndon Police Department. For each of these monetary contributions, the proffers include an escalation clause to account for inflation and cost adjustments based on the date in which the contributions are collected.

Unlike other recently reviewed proffers for other rezoning applications, there is not an off-site transportation contribution provided; however, the project proposes to improve two existing rights-of-way with new streetscapes and fully construct two blocks of new public streets. The off-site recreation contribution is lower than recently reviewed proffers for other rezoning applications based upon this project constructing two parks that will be fully accessible to the

public. The public safety proffer calculates to $21.65 per residential unit. This is significantly less from the recently reviewed DP24-01 575 Herndon Parkway similar proffer that offered $60 per residential unit.

9. Proffers Assessment. The applicant has committed to 14 proffered conditions and several sub-proffers specific to the development of the project as proposed. These are volunteered by the applicant to assist with addressing and managing impacts from the development. It includes many of the typical proffers that the town has seen with other recent rezoning applications and several more site-specific proffers for this development. The proffers, if approved, will become intrinsic to the zoning regulations governing this property and the developer will be required to satisfy all proffered conditions.

Town Council Decision Alternatives:
The Town Council has the following alternatives available for decision on this case:

1. Approve the application as submitted
2. Continue to a future regular meeting of the council
3. Deny the application

Staff Recommendation:
Staff recommends approval of this application in accordance with the draft ordinance.