Planning Commission Work Session
Agenda Item 3.a.

Agenda Item: **Zoning Map Amendment, ZMA #24-01, 250 Exchange Place**

Meeting Date: March 9, 2026

Category: New Business

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Description:
This is a preliminary look at the legislative land use application ZMA #24-01, which would rezone the property at 250 Exchange Place to allow redevelopment of the site with multifamily, stacked, and single-family attached residential uses. The slightly less than nine and a half acre property is currently improved with five single-story office buildings, totaling 108,402 gross square feet of office space, and surface parking lots. It has approximately 1000 linear feet of frontage along Herndon Parkway and abuts the Van Buren Estates residential subdivision to its north. The project proposes to demolish all current improvements and redevelop the site in three distinct phases. The first phase would construct major utility infrastructure and new public streets. The next two phases, which could be built in either order, would include a seven-story 400-unit multi-family building in one phase and 62 stacked two-over-two residential units, accessed via new private roads and alleys, in the other phase.

The project would construct two public roads and two private roads, each with street tree verges and sidewalks. On-street parking is provided, and a two-way cycle track is located along one of the new public roads. Existing streetscapes along Herndon Parkway and Exchange Place would also be updated. Private parking is accommodated in an interior structured parking garage for the multifamily building, and the stacked units are served by individual garages and driveways. Private outdoor amenity space for the multifamily is contained within an internal courtyard, and two public open spaces are provided along Herndon Parkway. These open space areas would include passive and active recreational amenities for the public, including a tot lot and sports court.

Background/Timing Impact:
Four submissions have been reviewed by staff for this project. The materials provided to the Planning Commission for this discussion item were part of the fourth submission. Staff review of this submission is ongoing, though near completion, and comments are expected to be provided to the applicant regarding this submission within the next week. A new submission responding to staff comments is expected to be provided for review prior to formal Planning Commission consideration of the item. The intent of presenting this item to the commission, while staff review is ongoing, is to familiarize the commission with the project and help ensure an efficient evaluation when it returns to

the commission as a public hearing item. The generalized development plan (GDP), statement of justification, zoning modification requests, and draft proffer statement are attached. Staff and the applicant are continuing to discuss these items and additional edits are anticipated. However, at this time, there is not an expectation that any significant changes to the overall land use program and design will occur prior to formal review by the commission. Note that zoning modifications are requested as part of the application and staff will be providing comments on each of those requests when the item returns to the commission.

Review Considerations:

- This is the first rezoning application submitted under the policies and recommendations of the Transit-related Growth Area (TRG) Small Area Plan and the subsequent new zoning districts (PD-TRG1 and PD-TRG2). The analysis of the application is largely based on compliance with the guidelines, standards, and codes outlined in those planning and regulatory resources. While some specifics are still being worked out, the overall land use, density, and layout characteristics of the project align with the TRG Small Area Plan.
- The phasing as proposed is unique to how development phasing has occurred previously in Herndon. Staff is continuing to evaluate how best the first phase, which only includes public infrastructure improvements, would be properly implemented during site plan review and construction.
- A traffic impact analysis was conducted that demonstrates changes in trip generation and the need for some mitigation based on the new development. That analysis will be provided to the Planning Commission when the project returns to the commission as a formal item.
- This project would construct one block of a new public street that would parallel Herndon Parkway and one block of Fairbrook Drive, both of which, in their ultimate configurations, are intended as necessary relief valves for the traffic expected at Herndon Parkway intersections as the TRG and HTOC build out.
- The two open space areas along Herndon Parkway would be accessible to the public. Staff is still evaluating the specifics of possible park operations and the specific amenities provided in these areas. At full build-out of the TRG, as intended under the small area plan, both of these areas would serve as parts of larger parks. The park at the corner of Herndon Parkway and Exchange Place is particularly important as it serves as the beginning of a linear park situated under the transmission lines that would extend almost a half mile west to Haley Smith Park.
- Specifics on easements and utility locations remain an area of discussion with a goal of ensuring elements of the GDP such as street trees, buffers, and building footprints are not affected as the engineering work is refined during the site plan review.
- Space and infrastructure constraints dictate challenging buffer and screening conditions in certain areas of the site and staff will be continuing to assess this in its review.
- Four zoning modifications are requested. Staff does not believe the modification

waiving compliance with the requirement to provide landscaping on the top deck of the garage is justified.
- The applicant has committed to proffers to assist with offsetting the impacts of the project. The proffers include, but aren't limited to, commitments regarding, architecture, transportation improvements, uses, easements, environmental design, and cash contributions for certain services. The proffers provided with this discussion item are still in review and, as is true in most cases, will likely continue to be fine-tuned throughout the Planning Commission review.
- The ARB reviewed the architecture and will be providing a report to the Commission outlining general support for the design and identifying certain components that would where additional attention should be given when the item returns to the ARB as a formal item.

Timing Impact:
Typically, Planning Commission reviews of similar projects have taken at least two work sessions. However, there are no required timelines or policies associated with the duration of zoning map amendment reviews. Following its review, the Commission provides a recommendation to the Town Council, which will then deliberate on a final action for the item.

Fiscal Impact:
Replacing 108,402 gross floor area of office and light industrial uses with this new residential-only development as proposed would have implications for property, BPOL, and meals tax revenues. The notable increase in town residents would also impact public services and increase usage of transportation and utility infrastructure. The proffers address some ways in which these impacts may be offset, including transportation and utility mitigation measures as well as cash contributions. The project also improves portions of town property and would otherwise need to be completed by the town. The town is in the process of engaging a firm to develop a model to assist in the evaluation of the fiscal impact of new developments. Staff anticipates that some additional details regarding the fiscal impact of this project may be available as this application moves forward, but the timing is uncertain at this time.

Legal Impact:
None at this time.

Staff Recommendation/Next Steps:
The Planning Commission is asked to review the materials prior to the work session and be prepared to discuss any components of the proposed project that require further explanation or that may be an area of concern as the case moves into a formal commission evaluation in the coming months.

Attachments:
1. ZMA24-01 Statement of Justification
2. ZMA24-01 GDP

3. ZMA24-01 Combined Modification Requests
4. ZMA24-01 Draft Proffer Statement