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Department of Planning & Zoning**

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STAFF REPORT

2008-2009 NORTH COUNTY AREA PLANS REVIEW

SUPERVISOR DISTRICT(S): SULLY

APR ITEM: 08-III-5DS

NOMINATOR(S): Frank A. McDermott

ACREAGE: 50.82 Acres

TAX MAP I.D. NUMBERS: 44-1((9))A, B, C, D1, E2, F2 and F3

GENERAL LOCATION: Northeast corner of Sully Road and Willard Road

PLANNING AREA(S): Area III
District(s): Bull Run
Sector: Flatlick (BR3)
Special Area(s): Dulles Suburban Center – Land Unit E-3

ADOPTED PLAN MAP: Retail and Other

ADOPTED PLAN TEXT: Mixed use office, retail, exhibition center and hotel up to a maximum .50 FAR.

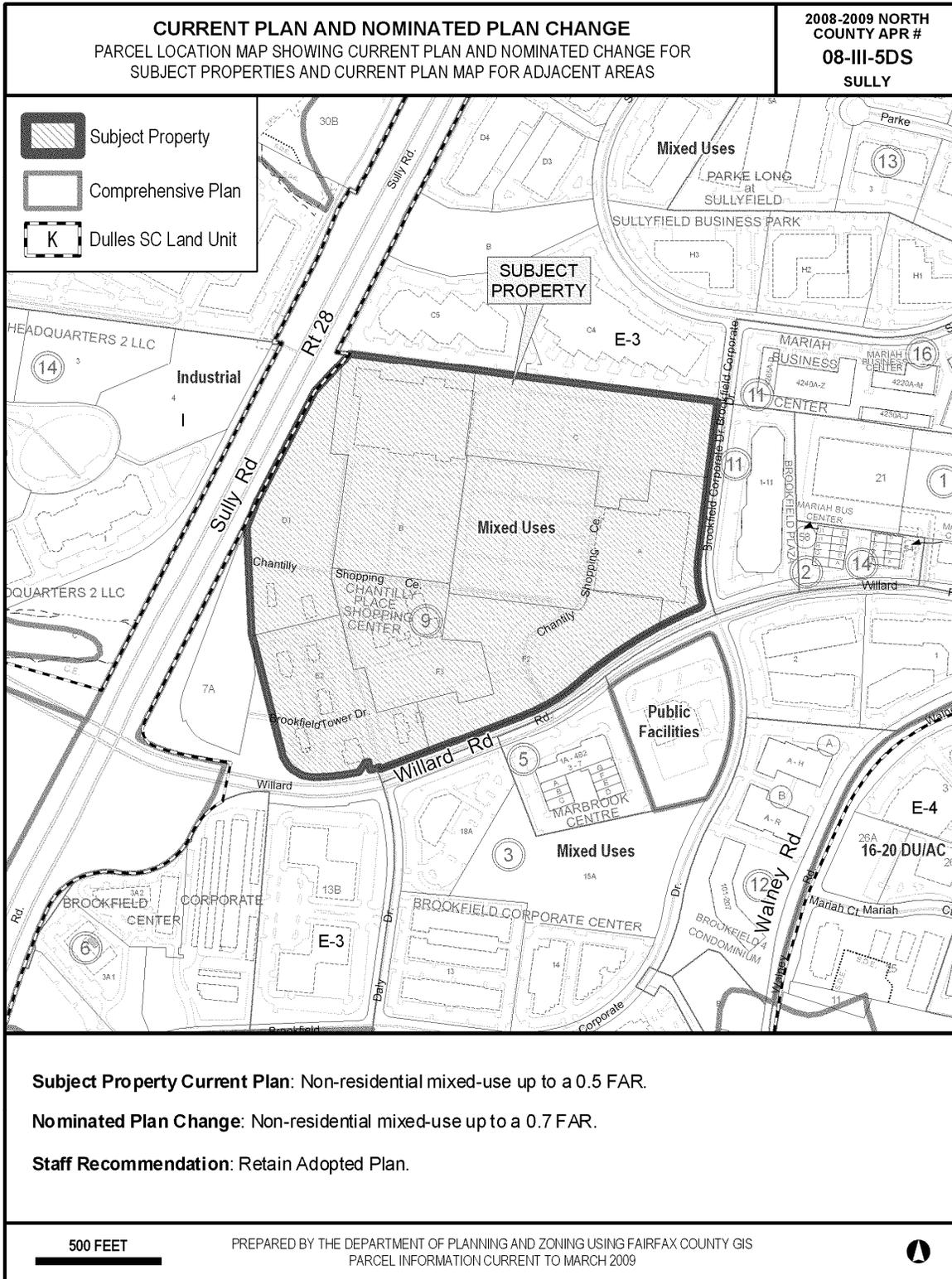
For complete Plan text see <http://www.fairfaxcounty.gov/dpz/comprehensiveplan/area3/dulles.pdf>

PROPOSED PLAN AMENDMENT: Increase non-residential mixed use development to .70 FAR.

SUMMARY OF STAFF RECOMMENDATION:

- Approve Nomination as Submitted
 Approve Staff alternative
 Retain Adopted Plan

The proposed nomination is requesting an increase in intensity to a maximum .70 FAR; existing development is built to an intensity of .19 FAR. The current Comprehensive Plan provides guidance for mixed use development up to a .50 FAR, with flexibility concerning the mix of land uses. Staff does not support the nomination's proposed additional intensification due to the property's access constraints, concern about the overall traffic impacts, and scale of the development being significantly more intense than all developments in this area that is east of Route 28.



CONTEXT

General Location:

The subject area is located north of Willard Road, west of Brookfield Corporate Drive, east of Sully Road (Route 28), and south of the Sullyfield Business Park.

Existing and Planned Land Use and Zoning:

Subject Area: The subject property is comprised of seven parcels on 50.82 acres called the Chantilly Place Shopping Center, and is the location of the Capital Expo Center as well as fast food restaurants and a 275-room hotel. The subject property is planned for a mixed use center including office, retail, exhibition center and hotel uses up to .50 FAR, and is zoned C-6.

Adjacent Area:

North: Sullyfield Business Park is developed with a mix of office, retail and industrial uses up to .35 FAR. The area is zoned I-5.

East: The Mariah Business Center Condos and other existing uses are planned for retail, office and industrial uses at a .35 FAR, and are zoned I-5.

South: The Brookfield Corporate Center, across Willard Road from the subject property, is planned for campus style office and industrial/flex uses up to .35 FAR. Existing uses include offices and light industrial/flex uses, a post office, and two extended-stay hotels. It is also zoned I-5.

West: Across Sully Road are Land Units I and J. Land Unit I, north of Willard Road, is planned for light industrial and industrial/flex use up to .35 FAR. The portion of the land unit located between Willard Road and Albemarle Point Place is under review for APR nomination #S08-III-DS1 for office and hotel uses up to 1.0 FAR; it is developed with the 282,193 square foot Long & Foster office building, with the remainder of the property being vacant and zoned I-5. Land Unit J, south of Willard Road, is planned for office, conference center/hotel, industrial/flex, and industrial uses up to .50 FAR. It is developed with the Federal Defense Mapping Agency office complex with an intensity of .35 FAR, and is zoned I-5.

PLANNING HISTORY

On March 8, 1993, the planning guidance for Land Unit D-2 was established with the adoption of the Dulles Suburban Center Plan amendment (S92-CW-4CP). Since 1993, the guidance for the subject area has been amended only once. During the 1997-1998 APR cycle, APR #98-III-5BR established the current guidance that encourages development of a mixed-use center up to .50 FAR, that includes office, retail, exhibition center and hotel uses. On June 8, 1998, the Board of Supervisors approved SEA #88-S-077-3 and PCA #88-S-026-2 that allowed for a total of 774,861 square foot mixed use and exhibition center at a .35 FAR.

ADOPTED COMPREHENSIVE PLAN TEXT

Fairfax County Comprehensive Plan, Area III Volume, 2007 Edition, Bull Run Planning District, BR3-Flatlick Community Planning Sector, Dulles Suburban Center E-3, as amended through 01-26-2009, Land Use Recommendations, page 96:

- “1. Except for Parcel 44-1((9))A-F, a Parcels 34-1((1))41-45, the area North of Willard Road is primarily developed as the Sullyfield Business Park. Sullyfield is planned and developed as a mix of office, Retail and industrial uses at .35 FAR.
 - A mixed use center including office, retail, exhibition center and hotel uses, is planned for the northeast quadrant of the intersection of Route 28 and Willard Road (Parcels 44-1((9))A-F). Recognizing the synergy of the unique mix of uses approved for these parcels, an increase up to a maximum FAR of .50 could be appropriate for said parcels provided that property retains a commercial rather than industrial zoning designation, with community serving retail and/or exhibition facilities as a primary use. Traffic impacts associated with any increase of development intensity above .35 FAR will be evaluated and addressed in conjunction with the rezoning, proffer condition amendment and/or special exception application seeking such an increase.”

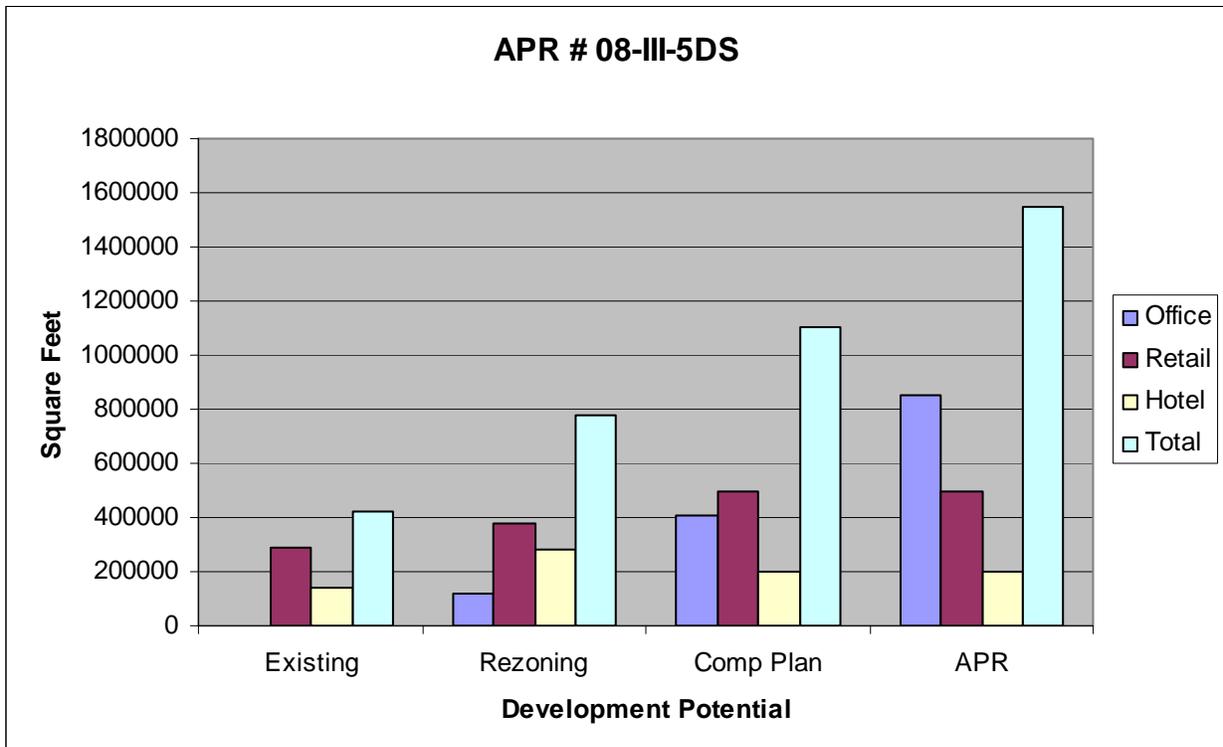
NOMINATED PLAN AMENDMENT

This nomination proposes to change the Plan to allow up to .70 FAR of non-residential mixed-use. The nomination proposes the following land use: 850,000 sf (55%) of office space; 500,000 sf (32%) of retail space; and 200,000 sf (13%) of hotel space with 400 rooms; for a total of 1,550,000 sf of development (*refer to Figure 1*). The nomination indicates that additional intensity is needed to provide a more unified development, to provide a critical mass of office space, and to expand the exhibition/conference facility, and hotel.

ANALYSIS

As indicated under Planning History, the nominated area was the subject of a Plan amendment in 1998 that replanned the area from community-serving retail use up to .35 FAR, to mixed-use up to .50 FAR, and allows substantial flexibility in the mix of land uses. The primary concern at the time was increased development potential (from .35 FAR to .50 FAR) would result in a significant increase in the area’s traffic congestion. In addition, the location of retail centers within the Dulles Suburban Center, were carefully identified to balance these uses with other types of development. Replanning the area from retail to mixed use was thought to undermine this important planning principle to limit and define the location for retail uses within the Dulles Suburban Center.

Currently, the subject property is developed with 425,785 square feet and has an intensity of .19 FAR. The current zoning (as approved by SEA #88-S-077-3 and PCA #88-S-026-2) permits an additional 349,076 square feet for office, retail (including exhibition) and hotel space with an intensity of .35 FAR. The Plan provides for 332,139 square feet of floor space in addition to the current zoning (*refer to Figure 1*), providing an opportunity for approximately 682,000 square feet of additional development on this site.



- Figure 1 -

Traffic Impact:

The nomination requests increased intensity up to .70 FAR. The proposed intensity is twice that of the property to the north and the property south of Willard Road, which are planned for up to .35 FAR. In addition, the incremental increase in trips generated by the proposed intensity increase would contribute toward the overall imbalance between development potential and transportation infrastructure projected for the Dulles Suburban Center. This was a major concern in the 1998 APR nomination #98-III-5BR.

Lack of Unified Design Concept:

The nominator stated in the nomination's justification that the current Plan should be amended to encourage "a more vertically integrated high-quality, mixed-use development with a strong interrelationship of uses." The nominator also states that the current Plan's intensity cannot create the desired unified design because the property is "limited by the amount of office development which will result in a scattered and fragmented configuration."

At the Sully District Task Force meeting on February 24, the nominator presented a development concept (*see Figure 2*). The illustration indicates that the existing free-standing restaurants, strip center, and one of the original Expo Center buildings will remain. New elements to the site include a hotel expansion, structured parking facilities, and a concentration of new mid-rise office buildings separated from the Expo Center and strip retail with a large surface parking area.

The new development is focused in the northwestern portion of the site, which does not provide for a unified development of existing and new uses. The existing free-standing restaurants are retained away from the office component within the auto-centric southwestern corner of the property, which further limits creating a cohesive unified site design. The proposed plan also limits the opportunity for access improvements and opening up visibility to the site. The design concept does not indicate an additional point of access onto Brookfield Corporate Drive, therefore funneling the majority of potential trips onto Willard Road.

Dulles Suburban Center Overall Intensity Concept:

The planning concept for the Dulles Suburban Center provides for several high intensity focal points along Route 28; focal points are to be located at Dulles Corner and in Westfields in association with a future transit system element. South of Willard Road, Land Unit J is planned for office, conference center/hotel, industrial/flex, and industrial use up to .50 FAR. Land Unit J is also the location of a planned higher intensity mixed-use focal point in the vicinity of the intersection of Stonecroft Boulevard and Westfields Boulevard. The focal point would be part of Westfields International Center at Dulles, which is planned for mixed use up to 1.0 FAR and for higher intensities should a transit stop be located in the vicinity of the intersection of Westfields and Stonecroft Boulevards. The Plan envisions future intensification of this Westfields site with the construction of an integrated transit system serving the Dulles Suburban Center.



- Figure 2 -

RECOMMENDATION

The APR nomination proposes changing the current Plan by increasing the intensity of the mixed-use center from .50 FAR to .70 FAR. However, the subject property still retains a significant amount of unrealized mixed-use development potential, and the nomination does not address transportation issues, nor does the concept plan present a unified development plan with the strong interrelationship of uses that was put forth as part of the justification for the higher intensity proposed in the nomination. Therefore, staff recommends retaining the adopted Plan.