



**A Publication of the County of Fairfax, Virginia  
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-6DS

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**NOMINATOR(S):** David R. Gill, McGuireWoods LLP

**ACREAGE:** 74.3 Acres

**TAX MAP I.D. NUMBERS:** 24-2((1))1-4, and 10

**GENERAL LOCATION:** Bounded by Route 28 to the west, Frying Pan Road to the north, Frying Pan Stream Valley Park to the east and Land Unit D-2 to the south.

**PLANNING AREA(S):** Area III  
**District(s):** Upper Potomac  
**Sector:** Sully (UP6)  
**Special Area(s):** Dulles Suburban Center – Land Unit D-1

**ADOPTED PLAN MAP:** Office and Public Parks

**ADOPTED PLAN TEXT:** The base level allows office use up to .15 FAR with dedication of the ROW for planned roadway extension, and dedication of EQC lands for the Park Authority. The first option allows office use up to .25 FAR with construction of planned roadway and dedication of ROW for transit with conditions. The second option, if a transit stop is provided in or adjacent to the land unit, allows for office use up to .35 FAR if conditions are met.

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

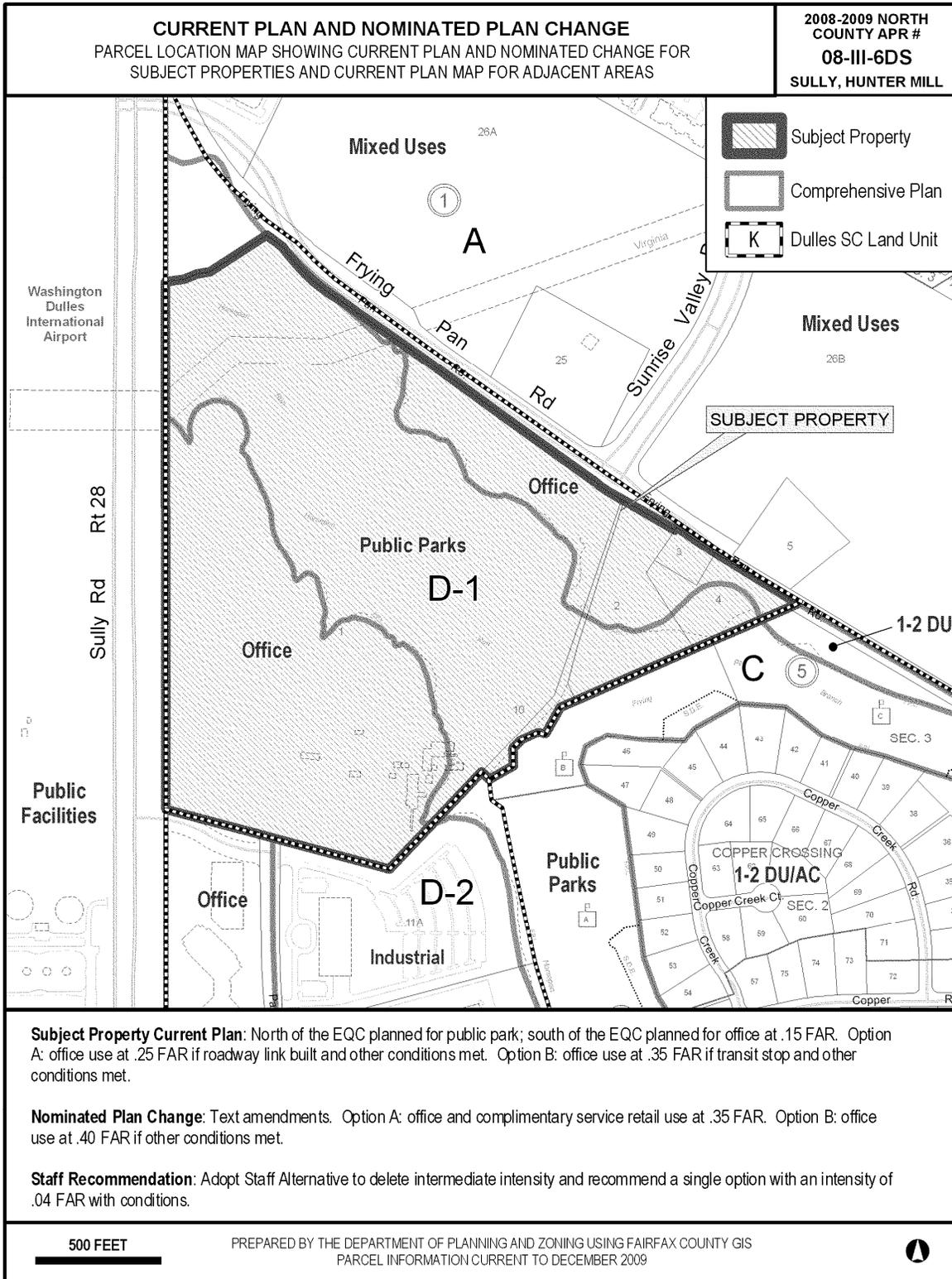
**PROPOSED PLAN AMENDMENT:** The proposal is to amend the first option to increase the FAR from .25 to .35, include complimentary service retail, deletion of dedication for the ROW for transit, remove the requirement to consolidate all parcels, and allow office/mixed-use north of the EQC. Changes to the second option include increasing the FAR from .35 to .40, and text to fund park or open space for the County.

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#### SUMMARY OF STAFF RECOMMENDATION:

- Approve Nomination as Submitted  
 Approve Staff alternative  
 Retain Adopted Plan

The review of the traffic impact analysis required under Chapter 527 indicates additional delay times at area intersections, however the addition of a new collector road through the site could help alleviate additional vehicle traffic on Centreville Road north of Frying Pan Road. With the provision of constructing the new four-lane collector road prior to any development beyond the current Comprehensive Plan base of .15 FAR, and the phasing of development, staff recommends an alternative that is supportive of the nomination. The alternative deletes the intermediate intensity and recommends a single option with an intensity of .40 FAR with conditions.



## CONTEXT

### General Location:

The subject area is generally located north of Land Unit D-2, west of Frying Pan Stream Valley Park, south of Frying Pan Road, and east of Sully Road (Route 28).

### Existing and Planned Land Use and Zoning:

**Subject Area:** The subject property consists of Land Unit D-1, which encompasses about 74 acres. The Land Unit is predominantly undeveloped, with the exception of parcels (Tax Map 24-2((1))1-4, and 10) on the eastern edge, which contains a single family house and a few other structures. Approximately 36 acres of the Land Unit is in the Horse Pen Run floodplain and Environmental Quality Corridor (EQC).

The subject property is planned for office use up to .15 FAR at the base level with dedication for the right-of-way for a planned roadway extension of Park Center Road and with dedication of the EQC to the Park Authority. An option allows for office use up to .25 FAR with construction of the planned roadway and dedication of right-of-way for transit. The second option is for office use up to a .35 FAR, if a transit stop is provided, and if all other conditions are met. The area is zoned R-1.

### Adjacent Area:

**North:** Across Frying Pan Road is land planned for mixed use ranging from .50-1.0 FAR, which may include office, hotel, community serving retail, and residential uses. The land is largely undeveloped. The area is zoned I-5 and PDC.

**East:** The area to the east, across from Frying Pan Stream Valley Park, is developed and planned for residential use at 1-2 du/ac and zoned R-1. The Horse Pen Run stream valley is planned for public park.

**South:** The area south of Park Center Road is developed and planned for office use up to .50 FAR and light industrial uses up to a maximum .35 FAR. It is zoned I-5.

**West:** Washington Dulles International Airport borders the subject area to the west. It is planned for public facilities and zoned R-1.

## PLANNING HISTORY

On March 8, 1993, the planning guidance for Land Unit D-1 was established with the adoption of the Dulles Suburban Center Plan amendment (S92-CW-4CP). On September 11, 2000, the Board of Supervisors authorized a Plan Amendment (PA) S00-III-UP2 for the 66.23 acre parcel (Tax Map 24-2((1))1) located at the southeastern quadrant of the intersection of Route 28 and

Frying Pan Road. On January 8, 2001, the Board authorized an expansion of the Middleton Farms PA to include the remaining four parcels in Land Unit D-1. This PA evaluated a proposal for mixed use development with multi-family residential up to .50 FAR. The PA was indefinitely deferred due to unresolved land use issues. On July 12, 2004, the Board rescinded its authorization of S04-III-UP2 so that APR nominations related to the properties could be considered as part of the 2004 North County Area Plan Review (APR).

On December 6, 2006, the Planning Commission reviewed Plan Amendment S06-III-UP1. This amendment proposed office, hotel, support retail, and residential uses up to .40 FAR, and pertained to the whole of Land Unit D-1. The Planning Commission recommended approval of an alternative that would have added an option for senior housing at a density of up to 3 du/ac. On February 5, 2007, the Board moved to defer indefinitely the public hearing on Plan Amendment S06-III-UP1.

### **ADOPTED COMPREHENSIVE PLAN TEXT**

Fairfax County Comprehensive Plan, 2007 Edition, Area III, Upper Potomac Planning District, Dulles Suburban Center D-1, as amended through 09-14-2009, Land Use Recommendations, pages 71-73:

#### **“CHARACTER**

Land Unit D-1 consists of approximately 75 acres and is bounded on the north by Frying Pan Road, the east by Frying Pan Branch Stream Valley Park, on the west by Route 28 and on the south by Land Unit D-2 (Figure 16). Horse Pen Run traverses the land unit, with approximately 50 percent of the land unit within the floodplain of the stream valley. The land unit contains the Middleton Farm and a few other structures and otherwise is not developed.

#### **RECOMMENDATIONS**

##### Land Use

1. The majority of this land unit is part of a working farm. The land unit has a considerable amount of EQC. Horse Pen Run Stream Valley traverses the northern portion of the area and is planned for public park use. Should the agricultural use be discontinued, the land units is planned for office use up to .15 FAR with dedication of the right-of-way for the planned roadway extension between Park Center Road and Horse Pen Road and dedication of EQC lands to the Fairfax County Park Authority, to provide for development that is compatible with existing and planned adjacent land uses in Land Units D-2 and C.

2. As an option, office use may be appropriate up to .25 FAR with construction of the planned roadway extension between Park Center Road and Horse Pen Road and dedication of the right-of-way for transit and the following additional conditions should be met:
- Substantial consolidation of all five parcels located within Land Unit D-1 is achieved which provides for the development of any unconsolidated parcels in conformance with the Comprehensive Plan;
  - Development is located south of the Horse Pen Run EQC;
  - All EQCs are dedicated to the Fairfax County Park Authority and the land north of Horse Pen Run Stream Valley is developed for active recreational uses to serve residential and employment uses in the general area. Trails should be provided to connect this area with the development within the remainder of Land Unit D-1. It is also desirable for additional land south of the EQC to be dedicated for active recreation uses to serve the immediate area;
  - Appropriate screening is provided between any office development in this land unit and the existing residential development in Land Unit C to protect these stable residential communities; and
  - A study of heritage resources should be conducted. Preservation, or, at a minimum, recordation of significant heritage resources should occur.

If a transit stop is provided in or adjacent to Land Unit D-1 as a part of the transit system to serve the area, office use may be appropriate up to .35 FAR, if all the above conditions are met and if the density above the .25 FAR is permanently transferred from land already zoned for commercial or industrial development within the Route 28 Tax District where lower intensity is planned.

Hotel and cultural facilities as described in Land Unit D-2, Land Use Recommendation #3, may also be appropriate in this land unit, subject to the conditions for office use outlined above.”

## **NOMINATED PLAN AMENDMENT**

This nomination proposes to amend the first option to increase the FAR from .25 to .35, include complimentary service retail, delete condition for dedicated right-of-way for transit, remove the requirement to consolidate all parcels, and allow for office/mixed-use north of the EQC.

Proposed changes to the second option include increasing the FAR from .35 to .40, and adding text to fund park or open space improvements for the Fairfax County Park Authority.

## ANALYSIS

The subject area is bounded by Frying Pan Stream Valley Park to the east, office and light industrial buildings to the south, Dulles International Airport to the west, and vacant land planned for office, hotel, retail, and residential to the north. The Comprehensive Plan recommends that the subject area develop with office use up to .35 FAR with dedication of the EQC to the Fairfax County Park Authority, and dedication of right-of-way for a north-south road connection.

The proposed plan amendment is to increase the allowed FAR from .25 to .35 in the first option, include complimentary retail, allow office/mixed-use north of the EQC, delete condition for dedicated rights-of-way for transit, and remove the requirement to consolidate all parcels. Proposed changes to the second option include increasing the intensity from .35 to .40 FAR, and add text to fund park or open space improvements for the County. The nomination does not adequately address the concerns regarding future transit facilities and the construction of the planned road extension of Park Center Road.

The VDOT Chapter 527 Analysis conducted for the nomination indicates additional delay times at area intersections. However, FCDOT concluded that the addition of a new collector road through the site could help alleviate additional vehicle traffic on Centreville Road north of Frying Pan Road. FCDOT recommends constructing the new four-lane collector road prior to any development beyond the current Comprehensive Plan base of .15 FAR. For additional comments, please refer to *FCDOT Transportation Impact Analysis Comments and the VDOT Comments in the Appendix*.

## RECOMMENDATION

Staff recommends an alternative to the nomination. The alternative describes the land unit as having a western and eastern portion. The western portion is comprised of Tax Map parcels 24-2((1))1 and 10. For the western portion, the recommended base plan text has been revised to clarify Plan guidance about restoration of the EQC. The alternative deletes the intermediate intensity and recommends a single option with an intensity of .40 FAR with conditions. Key additions include a building height restriction, contributions to help fund County acquisition of land for the development of recreational facilities, and text pertaining to the planned roadway connection and future transit needs.

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The eastern portion is comprised of Tax Map parcels 24-2((1))2, 3 and 4, and is an area that is bounded by Frying Pan Road to the north and Horse Pen Run to the south, and contains a significant amount of EQC. The base plan remains the same. The second option indicates that this area could consolidate with the western portion of the land unit, if it supports the development referred to in Option 2 of the western portion. This option will require full consolidation of the whole land unit, and dedication of the entire eastern portion of the land unit to the Fairfax County Park Authority.

Staff recommends the Comprehensive Plan be modified as shown below. Text proposed to be added is shown as underlined and text proposed to be deleted is shown with a ~~strikethrough~~.

**MODIFY:** Fairfax County Comprehensive Plan, 2007 Edition, Area III, Upper Potomac Planning District, Dulles Suburban Center D-1, as amended through 09-14-2009, Land Use Recommendations, pages 71-73:

#### CHARACTER

Land Unit D-1 consists of approximately 75 acres and is bounded on the north by Frying Pan Road, the east by Frying Pan Branch Stream Valley Park, on the west by Route 28 and on the south by Land Unit D-2 (Figure 16). Horse Pen Run traverses the land unit, with approximately 50 percent of the land unit within the floodplain of the stream valley. The land unit contains the Middleton Farm and a few other structures and otherwise is not developed. Land Unit D-1 consists of the western portion of the land unit, which is approximately 68 acres and consists of parcels 24-2((1))1 and 10; and the eastern portion of this land unit which is 7.35 acres and consists of parcels 24-2((1))2, 3 and 4.

#### RECOMMENDATIONS

##### Land Use Western Portion of Land Unit – Tax Map 24-2((1))1 and 10

- ~~1. The majority of this land unit is part of a working farm. The land unit has Tax Map 24-2((1))1 and 10 contain a considerable amount of EQC. Horse Pen Run Stream Valley traverses the northern portion of the area and is planned for public park use. Should the agricultural use be discontinued, The western portion of the land unit is planned for office use up to .15 FAR with dedication to provide development that is compatible with existing and planned adjacent land uses within this entire land unit, Land Unit D-2 and C. Dedication of the right-of-way for the planned roadway extension between Park Center Road and Horse Pen Road Sunrise Valley Drive to the County and dedication of the EQC lands to the Fairfax County Park Authority, to provide for development that is compatible with existing and planned adjacent land uses in Land Units D-2 and C. should be provided. Stream restoration and revegetation of the Horse Pen Run EQC should be~~

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provided in consultation with County staff. In addition, all trails shown on the Trails Plan Map should be constructed in consultation with County staff.

2. ~~As an option, office use for the western portion of the land unit, office, hotel, recreational facilities and support service retail uses may be appropriate up to .25 FAR with construction of the planned roadway extension between Park Center Road and Horse Pen Road and dedication of the right of way for transit and the following additional .40 FAR if all of the following conditions should be are met:~~
  - Full consolidation between Tax Map Parcels 24-2((1))1 and 10 is achieved;
  - ~~Substantial consolidation of all five parcels located within Land Unit D-1 is achieved which provides for the development of any unconsolidated parcels in conformance with the Comprehensive Plan;~~
  - ~~Development is located~~ With the exception of necessary road crossings and park improvements, all development should be south of the Horse Pen Run EQC;
  - The planned roadway extension between Park Center Road and Sunrise Valley Drive is constructed as a four lane divided roadway prior to any development beyond the current Comprehensive Plan base density of .15 FAR;
  - Any development beyond the current Comprehensive Plan base of .15 FAR should be phased to transportation improvements and trip reduction measures identified at the time of rezoning;
  - All EQCs and the area north of the Horse Pen Run Stream Valley are dedicated to the Fairfax County Park Authority and the land generally north of Horse Pen Run Stream Valley is developed for active recreational uses to serve residential and employment uses in the general area. Buildable recreational areas should be developed as a destination park to address recreation deficiencies in this area. Built facilities may include, but not limited to: ball fields, tot lots, destination playground, skate park, picnic pavilions, parking and other amenities. A continuous trail loop Trails should be provided to connect this area with the development within the remainder of Land Unit D-1 and to Land Unit C, and designed in consultation with County staff; ~~It is also desirable for additional land south of the EQC to be dedicated for active recreation uses to serve the immediate area;~~
  - ~~Appropriate screening is provided between any office development in this land unit and the existing residential development in Land Unit C to protect these stable residential communities; and~~

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- The architecture, design and location of both principal and secondary structures and uses should ensure optimal views and overall appearance from Route 28 and further ensure a proper and reasonable transition to the existing residential uses in Land Unit C. In furtherance of these objectives, building heights should not generally exceed ten (10) stories, or approximately 150 feet for areas west of the Park Center Road/Sunrise Valley Drive extension and eight (8) stories, or approximately 120 feet for areas generally east of the same;
  - A study of heritage resources should be conducted. Preservation, or, at a minimum, recordation is conducted and appropriate preservation measures taken. Recordation of significant heritage resources should occur;

~~If a transit stop is provided in or adjacent to Land Unit D-1 as a part of the transit system to serve the area, office use may be appropriate up to .35 FAR, if all the above conditions are met and if the density above the .25 FAR is permanently transferred from land already zoned for commercial or industrial development within the Route 28 Tax District where lower intensity is planned.~~

~~Hotel and cultural facilities as described in Land Unit D-2, Land Use Recommendation #3, may also be appropriate in this land unit, subject to the conditions for office use outlined above.~~

- Support retail uses should be of a use and scale logically related to and supportive of the office and hotel uses and be physically or functionally integrated with other uses. Auto-oriented uses or stand-alone retail uses should not be permitted; however, eating establishments may be free standing. Such support retail should not be planned independently of the planned commercial uses, however phased development of commercial and retail uses is permitted;
- Development should incorporate TDMs of a scope and level appropriate to the mix of uses and the available transit; and
- The planned road extension between Park Center Road and Sunrise Valley Drive should be designed to accommodate reasonably projected or anticipated transit needs; as first envisioned, bus stop locations should be provided along the planned extension, and be provided in a manner that has flexibility to support other forms of transit;
- Transit stop(s) should be included along the planned road extension;
- A contribution to help fund County acquisition of land for the development of recreational facilities in the vicinity is appropriate to help offset impacts. Such

contributions should increase proportionately based on the amount of FAR approved above .35 FAR; and

- An all-weather crossing should be provided connecting stream valley trails within Tax Map Parcels 24-2((1))1 and 10 to stream valley trails within Land Unit C.

Eastern Portion of the Land Unit – Tax Map Parcels 24-2((1))2, 3 and 4

1. The eastern portion of this land unit which includes Tax Map Parcels 24-2((1))2, 3 and 4 contains a significant amount of EQC. Horse Pen Run Stream Valley traverses the southern portion of the Tax Map Parcels 24-2((1))2, 3 and 4 and is planned for public park use. The remainder of the sub-unit is planned for office use up to .15 FAR to provide development that is compatible with existing and planned adjacent land uses within this land unit and Land Units D-2 and C. In addition, all trails shown on the countywide Trails Plan Map should be constructed in consultation with County staff.
2. As an option, the land within Tax Map Parcels 24-2((1))2, 3 and 4 may be consolidated with Tax Map Parcels 24-2((1))1 and 10 and used to support the development referred in Option 2 for the western portion of the land unit – Tax Map Parcels 24-2((1))1 and 10 above. Exercising such option requires that the area of all of the parcels within Land Unit D-1 be fully consolidated, and the entirety of Tax Map Parcels 24-2((1))2, 3, and 4 be dedicated and developed with park and open space uses. The intensity associated with parcels dedicated for park and open space can be transferred to the area located south of the EQC.

The Comprehensive Plan Map will not be changed by this recommendation.