

**PRELIMINARY
STAFF REPORT
2008 AREA PLANS REVIEW**

SUPERVISOR DISTRICT(S): Sully & Hunter Mill

APR ITEM(S): 08-III-6DS

NOMINATOR(S): David R. Gill, McGurieWoods LLP

ACREAGE: 74.3 Acres

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

GENERAL LOCATION: Bounded by Sully Road to the west, Frying Pan Road to the north, and Park Center Road to the south.

PLANNING AREA(S): 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 second option allows office use up to .25 FAR with construction of planned roadway and dedication of ROW for transit with conditions. The third option, if a transit stop is provide 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/planareas.htm>

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, 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. Please refer to page 7 for complete proposal.

SUMMARY OF STAFF RECOMMENDATION

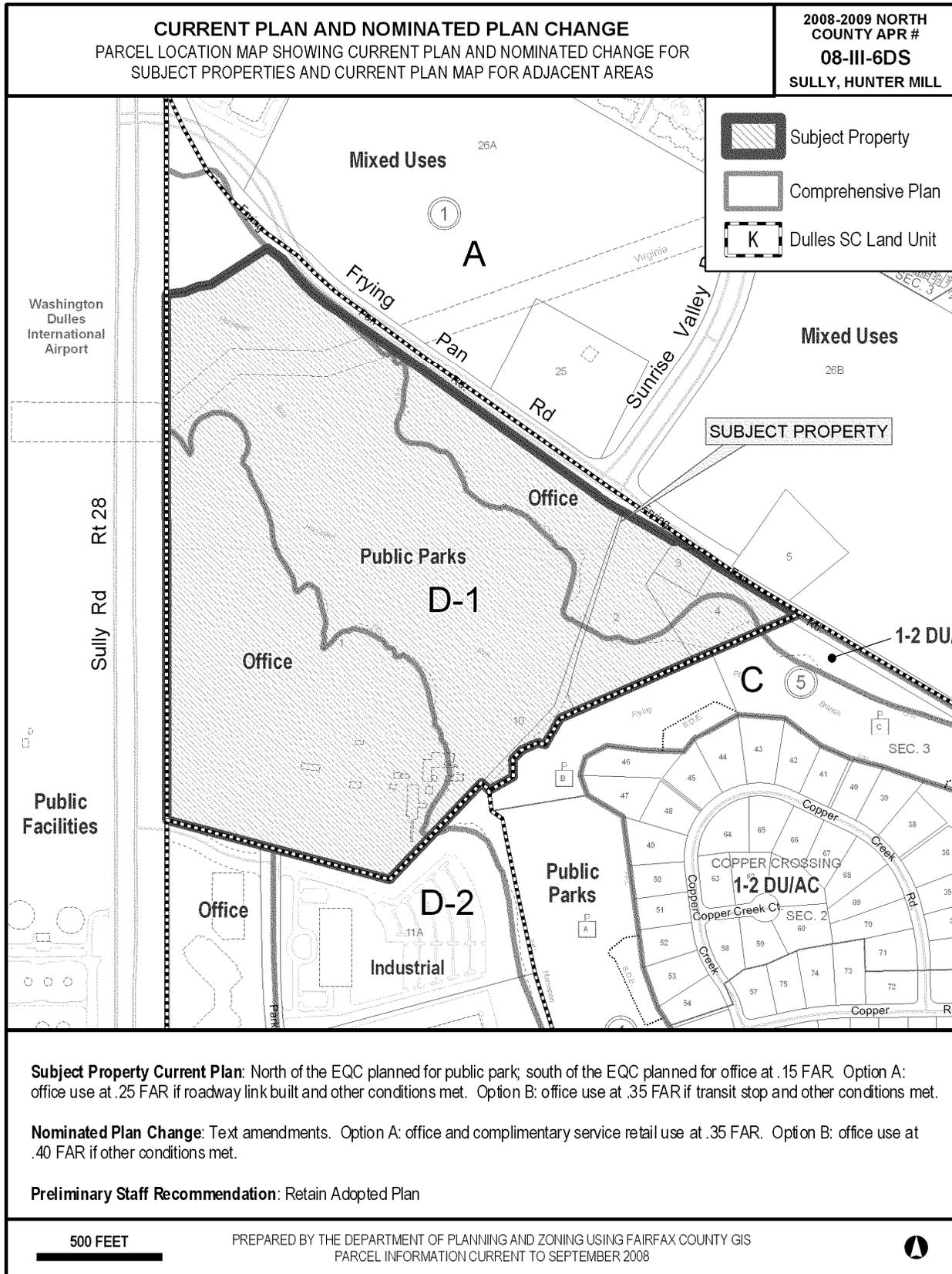
Approve Nomination as submitted

Approve Staff Alternative

Retain Adopted Plan

Staff's preliminary recommendation is to deny the nomination since it does not address issues identified in Plan Amendment S06-III-UP1. See page 12-15 of Attachment III for staff recommendation for S06-III-UP1.

The staff recommendation for Plan Amendment S06-III-UP1 is not within the scope of this APR since it includes residential uses.



ISSUES & BACKGROUND

Land Use

- This proposal is requesting to amend the Plan text to allow for greater density with a mixture of complementary service retail, to be permitted without consolidating the five parcels within this land unit. The nominator also seeks to delete text that would recommend dedication of the right-of-way for transit along the planned roadway extension between Park Center Drive and Horse Pen Road.
- During the 2004 North County APR cycle, these parcels were nominated to remove include an option for residential 3-4 DU/AC, subject to multiplier for elderly housing; and to modify an option to allow mixed uses, including office, hotel, support retail and multi-family residential (up to 40% of total gross floor area) up to .35 FAR with conditions. These nominations did not pass.
- The Board authorized an Out of Turn Plan Amendment (OPTA) on July 10, 2006 evaluate Land Unit D-1. The proposed Plan amendment would have allowed development at an intensity of up to .40 FAR without the provision of a transit stop and without requiring intensity above .25 FAR to be transferred from elsewhere in the Route 28 Tax District, as currently recommended by the adopted Comprehensive Plan. In addition, the Plan amendment requested a broader range of land uses to include residential and support retail. The proposal reflected current conditions contained in the Plan for optional levels for development, *including full consolidation of the land unit*, dedication of the EQC and land north of the Horse Pen Run Stream Valley, provisions of trails, and construction of the planned roadway extension connecting Park Center Road and Sunrise Valley Drive. This item was a staff alternative to the proposal. The Planning Commission recommended approval on December 6, 2006, but the Board of Supervisors deferred it indefinitely to allow time for the nominator to consolidate the parcels.
- Surrounding parcels are planned for office, industrial, industrial/flex to the south. To the west is public facilities (Dulles International Airport); properties to the north contain office, residential and mixed-use.

Transportation

- The Comprehensive Plan sets forth a performance based strategy for development in the Dulles Suburban Center that provides the opportunity for a broader range of uses if it can be clearly demonstrated that the uses will have lesser peak-hour impacts than would be generated if the site were developed at the baseline Plan recommendation. The attached trip generation estimates indicate that overall daily trips and total peak hour trips are *increased significantly* with the proposed amendment compared to current Plan, and the increased trips would have an adverse impact upon the surrounding roadway network.
- FCDOT is concerned about the increased traffic levels associated with this proposal, as well as the cumulative effects of traffic increases associated with other development proposals in the area, and the fact that the roadways in this general area are already heavily traveled.
- The Code of Virginia (Chapter 527 §15.2-2222.1) requires localities to submit proposed comprehensive plans and comprehensive plan amendments to the Virginia Department of Transportation (VDOT) for review if the proposals will substantially affect transportation on state-controlled roads. Any amendment to the comprehensive plan that would generate 5,000 additional vehicle trips per day, assuming the highest density permissible, would trigger a review by VDOT. This review is also commonly referred to as “VDOT 527” or “Chapter 527”. Upon review of the highest density currently allowed under the Comprehensive Plan, this nomination would require a VDOT 527 review. *As such, a traffic impact study would be required to be prepared and submitted for review.*

- The Transportation Plan Map indicates that a new four-lane collector road should be constructed from Sunrise Valley Road (Horse Pen Road) to existing Park Center Road, and existing Comprehensive Plan language indicates that at the proposed amendment density levels this roadway should be constructed with the development.
- The Transportation Plan Map also indicates that Route 28 should be improved to a ten-lane arterial (including HOV lanes), and Frying Pan Lane should be improved to a six-lane arterial with full interchange improvement at Frying Pan/Route 28. The County Trails Plan indicates that a major paved trail and on-road bike trail should be constructed along Route 28, and major paved trails should be along Frying Pan and Sunrise Valley Roads.
- The Transportation Plan Map designates Route 28 as an Enhanced Public Transportation Corridor. There is Comprehensive Plan Language that indicates that development at the proposed densities would require the provision of a transit stop in or adjacent to Land Unit D-1. Currently, there are no definitive plans, or funding allocated, for transit through the site making it difficult to site a transit stop. However, development should accommodate the provision of transit in the future.
- *Please refer to Attachment II on page 9 to review FCDOT's trip generation tables.*

Parks & Recreation

- Existing Plan language at the baseline level and optional levels recognizes the importance of protecting the EQC through dedication to the Park Authority. Further, conditions in the existing Plan language recognize that existing public park and recreation facilities are limited in the Dulles Suburban Center. There is a relatively extensive amount of parkland in the vicinity of the Dulles Suburban Center, however, it is primarily resource based land that is not suitable for active recreation facilities. Therefore, there are currently major deficiencies in active recreation facilities in the area of the County.
- Previous analysis on this area was done by the Park Authority in conjunction with the proposed plan amendment S06-III-UP1. That analysis showed that the amount of developable land north of Horse Pen Run, without consolidation of Parcels 24-2((1))2, 3 and 4, is limited and may not support many active recreation facilities. The kinds of regional athletic facilities identified by the applicant with the 0.40 FAR option would only be possible with full consolidation of Parcels 24-2((1)) 2, 3 and 4.
- The proposal to increase the maximum development intensity to 0.40 FAR includes conditions to construct recreational facilities on dedicated lands and provide funds for park land acquisitions. However, at the intermediate option proposed by the applicant, the active recreation development is unclear. The Park Authority would be concerned if the FAR is increased in the 0.35 FAR option and the existing Plan language to develop the active recreation area is negated or transferred only onto the 0.40 FAR option.

Environment

- This nomination comprises approximately 74.3 acres of land east of the Route 28 Corridor. Horse Pen Run stream valley traverses this property from northwest to southeast. This stream valley corridor affects approximately 36.51 acres of land as part of this nomination, which is more than half the subject property. The stream valley is a valuable natural resource which is protected under the County's Environmental Quality Corridor (EQC) policy which is a policy of the County's Comprehensive Plan. In addition, the stream valley is also protected as a designated Resource Protection Area (RPA) under the County's Chesapeake Bay Preservation Ordinance (CBPO) which is a regulatory protection of the County Code. Development is prohibited in this EQC/RPA. Because this feature affects such a significant portion of the subject nomination, the intensity proposed for this nomination *may not be realistically achievable*.

- Because this site is immediately adjacent to Dulles International Airport, the height of proposed buildings may be affected by the airport safety zone. Consultation with the FAA regarding building height is recommended.

Attachment I

Nominator's proposed Plan text amendments:

Fairfax County Comprehensive Plan, 2007 Edition
Dulles Suburban Center, Amended through 5-15-2006
Dulles Suburban Center Land Unit Recommendations

Land Unit D-1
Land Use Recommendation

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 unit 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 **and complimentary service retail** use may be appropriate up to ~~.25~~ **.35** 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 **and logical** consolidation of ~~all five~~ parcels located within Land Unit D-1 is achieved which **allows for these recommendations to be implemented while** providing for the development of any unconsolidated parcels in conformance with the Comprehensive Plan **and shall have access to the planned roadway extension;**
 - Development is ~~located~~ **primarily concentrated** 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 **or office/mixed-use** ~~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. **Preservation of significant heritage resources is encouraged.**

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~~ **0.4** FAR, if all the above conditions are met and **the following conditions are also met.** ~~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.~~

- **Lands dedicated for active recreation uses are reasonably developed with appropriate facilities to serve residential and employment uses in the larger community as well as the proposed development; and**
- **Establish a mechanism for a reasonable contribution to help fund County acquisition of land for park or open space purposes and/or the development of recreational facilities on existing parking land in the vicinity. Such contributions should increase proportionately based on the amount of FAR approved above 0.35.**

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 **and complimentary service retail** uses outlined above.

Attachment II

**Trip Generation Estimates for APR 08-III-6DS
Sully District**

A	1st Option under Current Comprehensive Plan	AM Peak Hour		PM Peak Hour		Average Daily
		In	Out	In	Out	
	Total Trips	1,104	150	205	1,001	8,908
<hr/>						
B	2nd Option under Current Comprehensive Plan	AM Peak Hour		PM Peak Hour		Average Daily
		In	Out	In	Out	
	Total Trips	1,429	284	450	1,344	15,618
<hr/>						
A	Proposed Amendment to 1st Option	AM Peak Hour		PM Peak Hour		Average Daily
		In	Out	In	Out	
	Total Trips	1,512	220	357	1,434	13,919
B	Proposed Amendment to 2nd Option	AM Peak Hour		PM Peak Hour		Average Daily
		In	Out	In	Out	
	Total Trips	1,635	324	512	1,535	17,798
<hr/>						
A	Net Impact of Proposed Amendment Above Comp Plan Option 1	408	70	152	433	Trips 5,010
B	Net Impact of Proposed Amendment Above Comp Plan Option 2	206	40	62	191	2,179

¹⁾ Trip Rates are from the Institute of Traffic Engineers (ITE) Book 8th Edition, 2008

²⁾ Trip generation estimates are provided for general order-of-magnitude comparisons

only and do not account for pass-by, internal capture, or traffic reductions as a result of proximity to transit stations.



PROPOSED COMPREHENSIVE PLAN AMENDMENT

ITEM: S06-III-UP1
November 22, 2006

GENERAL LOCATION: East of Route 28 & Washington Dulles Airport, south of Frying Pan Road; opposite the intersection of Frying Pan Road and Sunrise Valley Drive.

SUPERVISOR DISTRICT: Sully

PLANNING AREA: Area III

PLANNING DISTRICT: Dulles Suburban Center

SUB-DISTRICT DESIGNATION: Land Unit D-1

PARCEL LOCATION: 24-2 ((1)) 1, 2, 3, 4 & 10

PLANNING COMMISSION PUBLIC HEARING: Wednesday, December 6, 2006 @ 8:15 P.M.

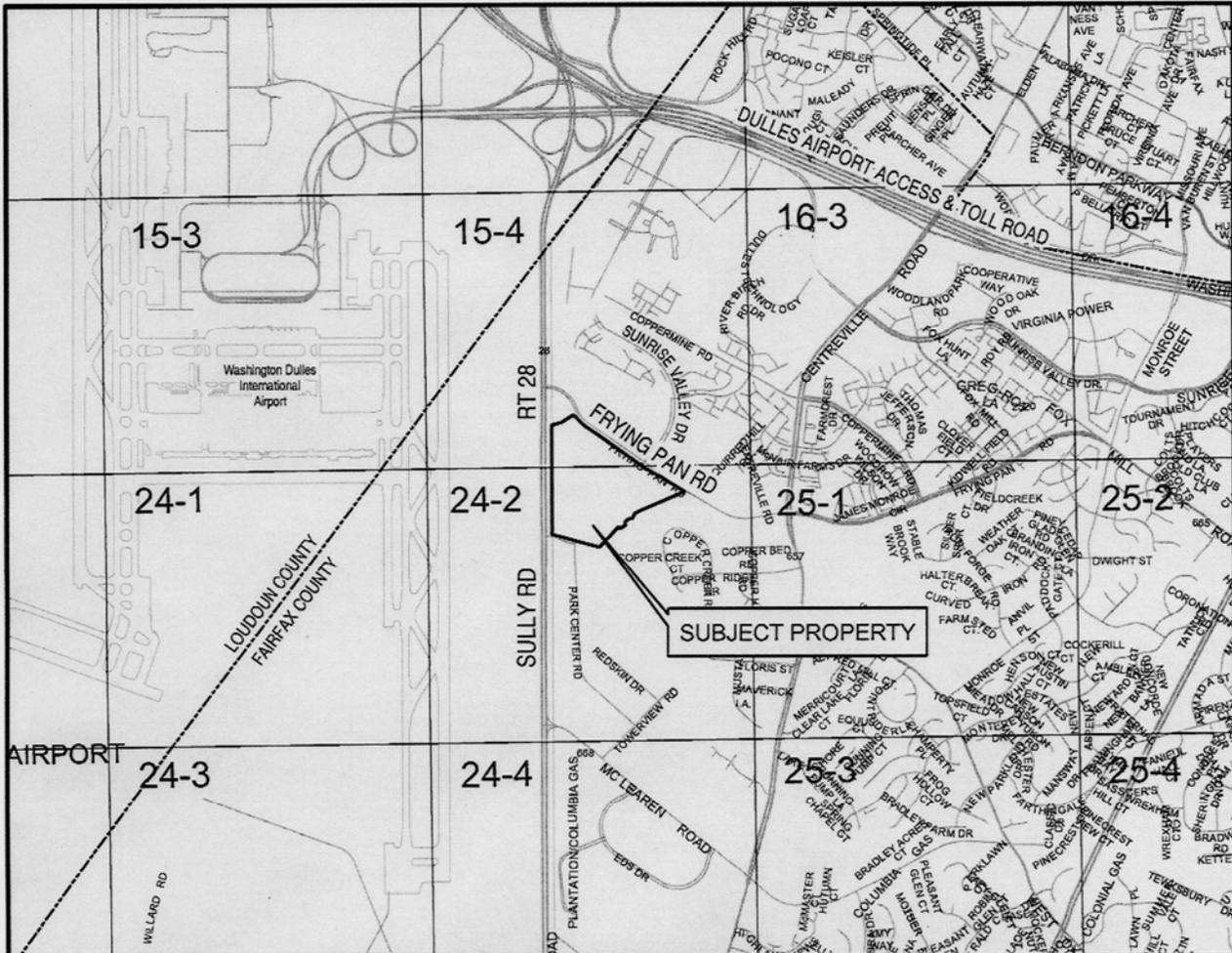
BOARD OF SUPERVISORS PUBLIC HEARING: Date to be determined

PLANNING STAFF DOES RECOMMEND THIS ITEM FOR PLAN AMENDMENT

For additional information about this amendment call (703) 324-1380.



Reasonable accommodation is available upon 7 days advance notice. For additional information about accommodation call (703) 324-1334.



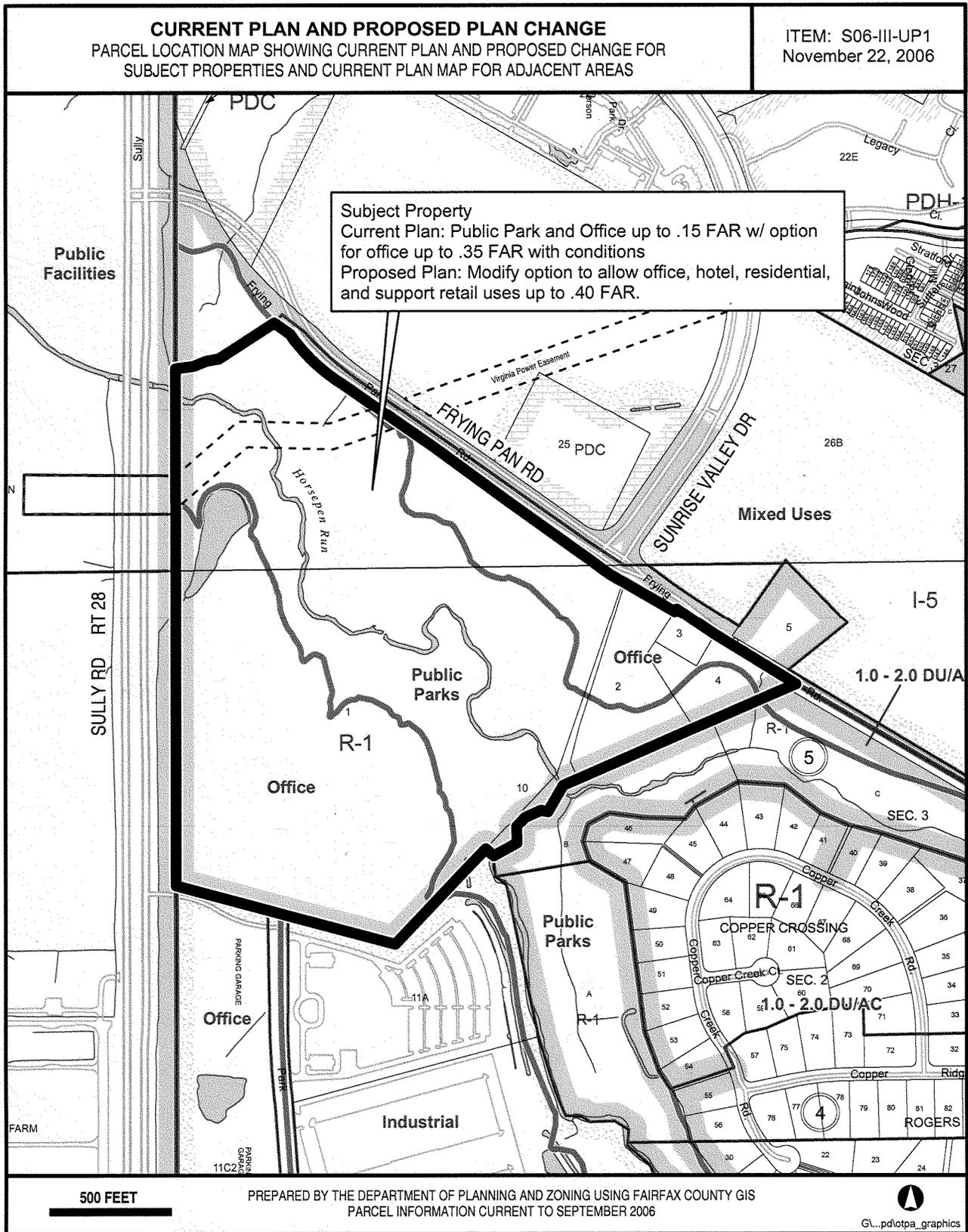
3000 FEET

PREPARED BY THE DEPARTMENT OF PLANNING AND ZONING USING FAIRFAX COUNTY GIS



STAFF REPORT FOR AREA PLAN REVIEW ITEM # 04-III-1FC**BACKGROUND**

On July 10, 2006, the Board of Supervisors (Board) authorized staff to evaluate a Plan Amendment for Land Unit D-1 of the Dulles Suburban Center (Tax Map 24-2 (91)) 1, 2, 3, 4, and 10), generally located south of Frying Pan Road and east of Route 28. The proposed Plan amendment would allow office, hotel, support retail, and residential uses up to .40 FAR. The Board action stated the residential uses should include senior housing. It should be noted that a rezoning application and final development plan, **RZ/FDP 2000-MD-020**, have been filed and are being processed concurrently.



CONTEXT

General Location: The subject properties, totaling approximately 75 acres, are located in Land Unit D-1 (see map in Attachment I) of the Dulles Suburban Center and are bounded on the north by Frying Pan Road, on the east by the Frying Pan Branch and Horse Pen Run Stream Valley Parks and the Copper Crossing residential neighborhood, on the west by Route 28 and on the south by Land Unit D-2.

Planned and Existing Land Use and Zoning

Subject Property: The subject property contains the remains of the house and outbuildings of the former John Middleton Farm, which is listed on the Fairfax County Inventory of Historic Sites. The remainder of the land unit is largely vacant, with the exception of a few scattered houses. Approximately 50 percent of Land Unit D-1 is designated Environmental Quality Corridor (EQC), which limits the developable area considerably. The Plan recognizes this condition by limiting baseline development to office at an intensity up to .15 FAR. If all parcels within the land unit are substantially consolidated and development is located south of the Horse Pen Run EQC, an intensity up to .25 FAR may be appropriate. Other conditions to achieve .25 FAR include the construction of the planned roadway extension between Park Center Road and Sunrise Valley Drive, dedication of all EQCs to the Park Authority, development of active recreation uses on the area north of the EQC, a study of heritage resources, and provision of appropriate screening. If a transit stop is provided in or adjacent to Land Unit D-1, and if intensity above .25 FAR is permanently transferred from another location in the Route 28 Tax District, the Plan allows office use up to .35 FAR subject to the same conditions as the other options. All of Land Unit D-1 is currently zoned R-1.

Adjacent Area:

North: The area to the north across Frying Pan Road is largely vacant and planned for mixed use development up to 1.0 FAR. It is zoned for industrial use (I-5) and Planned Development Commercial (PDC). The PDC district is approved for office use at an intensity of 1.0 FAR.

East: To the east across Horse Pen Run/Frying Pan Branch Stream Valley is a single-family subdivision, Copper Crossing, which is zoned and developed as an R-1 district and planned for residential development at 1-2 du/ac.

South: To the south are office buildings and vacant land along Park Center Drive. These properties are generally planned for office use and light industrial and industrial flex uses up to .35 FAR. This area is zoned I-5.

West: To the west across Route 28 is the Washington Dulles International Airport property.

PLANNING HISTORY

On March 28, 1993, the Fairfax County Board of Supervisors adopted the Dulles Suburban Center Plan. This plan resulted from a Board initiated review of the Comprehensive Plan for the

Route 28 Tax District Area and was developed under the guidance of the Route 28 Task Force, a Board appointed body representing major landowners, business interests, several citizen organizations and the Fairfax County Planning Commission. This task force worked with staff to develop planning recommendations for the Route 28 area which is designated in the adopted text as the “Dulles Suburban Center.” The recommendations for Land Unit D-1 have not been amended since the adoption of that plan, which at that time constituted a new section of the Area III Plan. Prior to the amendment, land in proximity to Washington Dulles Airport was generally planned for employment and industrial uses. Planning for areas adjacent to the airport was influenced primarily by the economic benefits derived from direct relationship with the airport and the existing and potential regional access to Dulles, and by the fact that residential uses are not appropriate in areas severely impacted by aircraft noise. Since then, noise contours associated with Washington Dulles Airport have been revised to reflect quieter aircraft.

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).

Two nominations were submitted for Land Unit D-1 as part of the 2004 North County APR process. Item 04-III-4DS addressed parcels 2, 3, and 4, totaling 7.35 acres in the northeast corner of the land unit. The nomination proposed to add an option to allow residential use at 3-4 du/ac with the stipulation that residential use only be permitted as independent living/elderly housing uses. Under Article 9 of the Zoning Ordinance, the density range for these uses can be multiplied by 4, for a density range of 12-16 du/ac, which could have resulted in 118 elderly housing units.

Item 04-III-5DS addressed the remaining parcels (1 and 10) of the land unit totaling 67.12 acres. The nomination proposed to amend the Plan to allow an option for a mix of uses, including office, residential, hotel and support retail, up to .35 FAR or approximately 1,000,000 square feet of development. Residential uses could be up to 40 percent of the total development. The estimated development potential for this proposal was:

Office: 590,000 sq. ft.

Support retail: 10,000 sq. ft.

Residential: 400,000 sq. ft. (~ 400 multi-family dwelling units)

The Staff Report for these items recommended that the Plan be amended to allow for mixed use development up to .35 FAR with full consolidation of the five parcels in the land unit and provided other conditions were included. If residential use were proposed as part of a mixed use development, staff recommended additional conditions be met to ensure impacts on school facilities were mitigated. The Planning Commission recommended approval of an alternative to APR 04-III-4DS which would allow senior housing up to 3 du/ac on subject parcels 2, 3, and 4. On April 20, 2005, the Planning Commission deferred APR 04-III-5DS indefinitely. On June 20, 2005, the Board of Supervisors moved to defer indefinitely APR 04-III-4DS for it to be considered jointly with the previously deferred 04-III-5DS. As described in the Citizens Guide,

because the Planning Commission did not act on the proposed nominations within one year of the scheduled public hearings, the deferred APR items expired.

ADOPTED COMPREHENSIVE PLAN TEXT

See Attachment 1.

PROPOSED PLAN AMENDMENT

The proposed Plan amendment would allow development at an intensity up to .40 FAR without the provision of a transit stop and without requiring intensity above .25 FAR to be transferred from elsewhere in the Route 28 Tax District, as currently recommended by the adopted Comprehensive Plan. In addition, the Plan Amendment requests that consideration of a broader range of land uses, to include residential and support retail, than is now found in the Plan guidance for Land Unit D-1. The proposal reflects current conditions contained in the Plan for optional levels of development, including full consolidation of the land unit, dedication of the EQC and land north of the Horse Pen Run Stream Valley, provision of trails, and construction of the planned roadway extension connecting Park Center Road and Sunrise Valley Drive.

ANALYSIS

Environment

Land Unit D-1 contains a Resource Protection Area (RPA) and Environmental Quality Corridor (EQC) associated with Horsepen Run. Any development should be sensitive to the RPA/EQC. Most of Land Unit D-1 was used as a sod farm and there is very little tree cover or natural vegetation remaining within the EQC/RPA areas. Recent site visits revealed extensive dumping of unknown materials in several locations on the property, as well as incised stream banks. In keeping with county environmental policies, outlined in the Policy Plan, clean-up, restoration, and revegetation of the EQC would be desirable and should also be addressed through the development review of the rezoning application.

Approximately half of the site is RPA under the Chesapeake Bay Preservation Ordinance. The RPA is roughly coterminous with the EQC, which includes the 100 year floodplain of Horsepen Run, which traverses the site from northwest to east. Approximately 32 acres of the site are considered hydric soils, indicating that natural springs or wetlands may be located on the site, particularly in the northwest corner. These soils may pose constraints to development. Much of the area covered by hydric soils is also within the EQC, but some are found outside the EQC. Due to the fact that approximately 52 percent of the subject property is within the floodplain, the area suitable for development is reduced. The land area of the site outside of the EQC is flat and does not contain any significant tree cover. Land Unit D-1 is characterized by open field and has been altered by past agricultural activities on the property which extended into the EQC.

An existing farm pond is located on the western boundary of the subject property, adjacent to Route 28. The pond falls outside the floodplain.

The subject property is affected by transportation generated noise both from Route 28 as well as from Washington Dulles International Airport. If future development within the land unit includes a residential component, then an acoustical analysis should be performed to ensure conformance with the Policy Plan recommendations that noise in the interior areas not exceed

DNL 45 dBA and noise in outdoor recreation areas not exceed DNL 65 dBA.

The land unit is not situated within the Airport Noise Impact Overlay District as defined by the Zoning Ordinance. However, the western edge of the land unit is affected by the 60 dBA Ldn noise contour associated with the airport. The Policy Plan recommends that no residential use be located in areas affected by the 60 dBA Ldn airport noise contour. The Area III volume of the Comprehensive Plan further recommends that land uses such as hotels and motels should only be situated within the 60 dBA Ldn airport noise contour if appropriate noise attenuation measures can reduce noise levels in interior areas to 45 decibels and noise in outdoor recreation areas to 65 decibels. In addition, the Plan maintains that full disclosure should be provided to all future residents when new residential development is located near Dulles Airport.

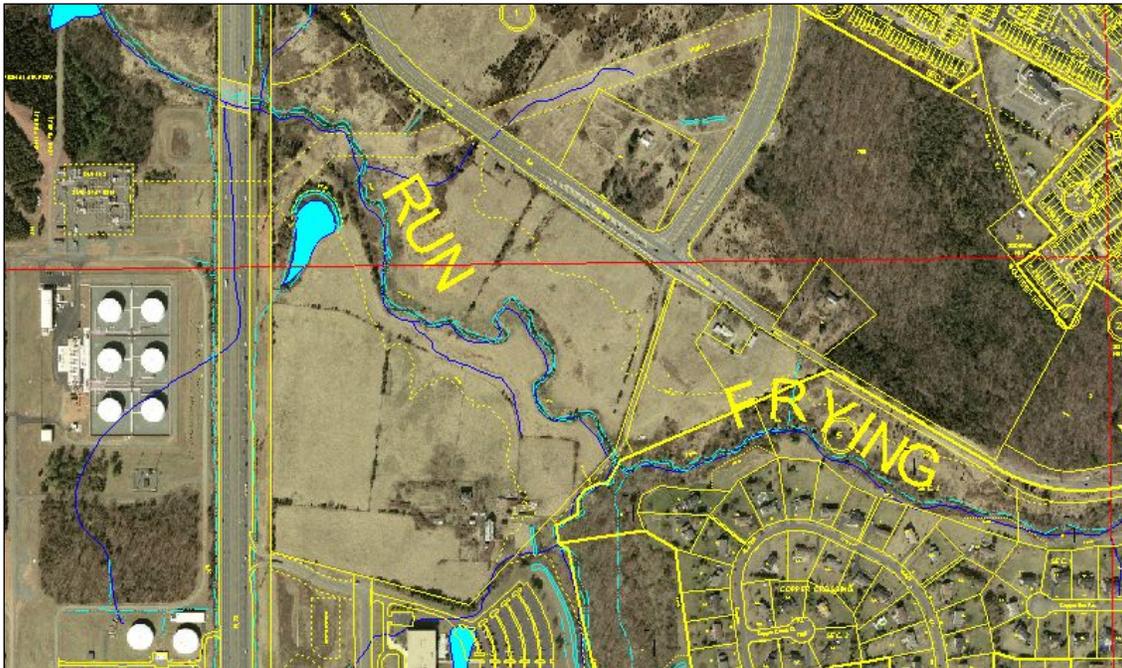


Figure 1: Aerial image of subject properties and surrounding area.

Schools

Existing R-1 zoning would permit by-right development of approximately 41 single family homes given that approximately a third of the site is situated in a floodplain and is considered non-buildable. If the site were to develop under the existing zoning, the 41 single family homes would result in approximately 20 students.

If residential use is allowed on this site as proposed, and assuming that 50 percent, or approximately 250 units are limited to senior residents, approximately 20 students would be generated in the affected school pyramid. These students are not included in the projected enrollments shown below. Enrollment at Floris Elementary School currently exceeds the school's capacity by about 45 students and is projected to be almost 85 students over capacity by the 2010-11 school year. Floris is currently using seven temporary classroom trailers to supplement capacity. A new elementary school is scheduled to open in this area in 2009/2010 which is expected to reduce crowding at the primary school level. The new school is not factored into the table shown below.

Enrollment at Carson Middle School is about 167 students below capacity this year. Projections indicate middle school enrollment will remain about 136 students below capacity by the 2010-11 school year. Enrollment at Westfield High School currently exceeds capacity by 97 students. Current projections indicate enrollment will decline steadily over the next several years, and will be 299 students under capacity for the 2010-2011 school year. Westfield recently added 24 permanent classrooms, bringing the capacity to 3100 students.

School capacity projections do not account for the students that could be generated by developing or adding optional residential uses to the Comprehensive Plan for this area. There is also the potential under the current Plan for over 2,600 new residential units in Land Unit A to the north, which is also served by the same cluster of schools serving Land Unit D-1. Based on the existing and projected school capacities identified, adding an option for residential use in Land Unit D-1 would not significantly impact the schools that serve this site. However, given the cumulative affect of other pending and future residential development in this area, mitigating school impacts should be sufficiently addressed in the development review process.

Enrollment and Capacity of Schools Serving the Subject Properties

SCHOOL	CAPACITY*	2006-07 Memb.*	Memb/Cap Difference 2006-07	2010-11 Memb.*	Memb/Cap Difference 2010-11
Floris (K-6)	768	813	-45	853	-85
Carson (7-8)	1250	1083	167	1114	136
Westfield (9-12)	3100	3197	-97	2801	299

Note: A new elementary school scheduled to open in 2011 was not considered in this calculation.

*Source: Fairfax County Public Schools, FY2009– FY 2010 Facilities Planning Services Office Enrollment Projections

Parks

According to the Park Authority, there are already deficiencies in active recreation facilities for the Dulles Suburban Center. The projected level of growth and development due to the proposed amendment will require additional public parkland and facilities to serve this population. The subject properties contain cultural resource elements, including prehistoric archaeological sites and the locally significant historic structures of Middleton Farm.

One of the Major Objectives for planning in the Dulles Suburban Center is the protection of heritage resources:

“Identify, study and protect heritage resources from degradation and/or destruction by public or private action.” (Fairfax County Comprehensive Plan, 2003 Edition, Dulles Suburban Center, as amended through 12-6-2004, Major Objectives, Page 14, Environment and Heritage Resources #23).

The objectives also include the provision of parklands and recreational facilities for all types of users in the Dulles Suburban Center:

“Ensure the provision of adequate parklands and recreational facilities to meet the needs of the Dulles Suburban Center workforce, residents and visitors. Incorporate active recreation facilities in conjunction with both non-residential and residential development”

(Fairfax County Comprehensive Plan, 2003 Edition, Dulles Suburban Center, as amended through 12-6-2004, Major Objectives, Page 14, Parks and Recreation, #26).

The Plan also recommends countywide trails be constructed within the stream valleys of Frying Pan Branch and Horse Pen Run. (See Attachment 1, Greenways/Trails)

The Comprehensive Plan recommendation for Land Unit D-1 indicates that the parcels should be substantially consolidated with future development being located south of the Horse Pen Run EQC. In addition, the Plan states that the EQC should be dedicated to the Fairfax County Park Authority (FCPA) and the land north of the EQC should be developed for active recreational uses to serve residential and employment uses in the area.

The Park Authority estimates that the developable area remaining after the road is constructed could accommodate a combination of active recreation fields and other park amenities. It appears that the proposed park dedication for active recreation, along with the construction of park amenities, should satisfy the park needs generated by the proposed amendment.

There are cultural resource elements on the property, including at least two prehistoric archaeological sites. The original farmhouse and associated structures of Middleton Farm have been demolished, but were deemed to be of local historic significance as an example of an early 20th century dairy operation. Additional archaeological survey and testing is appropriate and avoidance or mitigation of the resources should be required.

Transportation

Trip generation estimates were calculated using the square footage of the uses proposed by the applicants:

Proposed Option I: 550, 000 sf office
 7,000 sf retail
 105,000 sf hotel
 500 units mid-rise multifamily

Proposed Option II: 502, 000 sf office
 7,000 sf retail
 153,000 sf hotel
 500 units mid-rise multifamily

Trip Generation Estimates *

	AM Peak In	AM Peak Out	PM Peak IN	PM Peak Out	Daily
Baseline: Office .15 FAR	595	81	110	539	4,800
Current option: Office .35 FAR	1,387	189	258	1,258	11,199
Proposed Option I: Mix of uses .40 FAR	856	244	316	821	N/A
Proposed Option II: Mix of uses .40 FAR	816	251	326	782	N/A

*Based on the ITE, 7th Edition.

The resulting trip generation analysis estimates that the proposed Plan changes result in lower peak hour AM trips In and PM trips Out as compared with trips generated by the current Plan option for office use up to .35 FAR. Increases in AM trips Out and PM trips In would not have significant adverse effects on the road system compared to the current Plan options. However, the proposed uses do not appear to meet the trip generation element of the “Performance Based Strategy for Optional Uses” found in the Dulles Suburban Center Plan. This states that uses recommended as Plan options should not generate more traffic than the uses recommended at the baseline, which is office use up to .15 FAR. Given that the current options for Land Unit D-1 also generate more traffic than the baseline, the proposed options are an improvement in terms of trip generation over the planned office-only use options. In general, residential uses generate different types of trips at different times of the day than office uses. However, none of the proposed options meet the performance requirements of the Plan. In order to offset the impact of a higher number of daily trips, the development would need to demonstrate that Park Center Drive benefits the transportation network in the vicinity by reducing the impact of other by-right development, increase the hotel use which generates fewer trips than office, and/or devise an appropriate Transportation Demand Management (TDM) Program.

Under the current Plan, development up to an intensity of .35 FAR is the highest development option “if a transit stop is provided in or adjacent to Land Unit D-1 as part of a transit system to serve the area...” The proposed development plans do not address the transit stop provision of achieving .40 FAR on the site. Currently, there are no definitive plans, or funding allocated, for transit through the site, making it difficult to site a transit stop. However, development should not prohibit the development of transit in the future. It would be appropriate to delete the requirement to provide a transit stop in Land Unit D-1 but add some flexibility to allow other alternatives to offset transportation impacts. Alternatives could include the provision of a commuter transfer station or parking lot, bus stops and shelters, or with appropriate building setback from Route 28 and/or the Park Center Road extension in order to accommodate additional right-of-way needs which may be identified when transit is developed in the corridor. At a minimum, bus stops should be provided to serve users on both sides of the site.

The Plan stipulates that density above .25 FAR should be “permanently transferred from land already zoned for commercial or industrial development within the Route 28 Tax District where lower intensity is planned.” This would result in trip reduction benefits elsewhere in the corridor. The proposed Plan amendment does not address the density transfer condition of the current Plan. Removing this condition would represent an increase in the development intensity within the larger Route 28 area.

The proposed development could result in the provision of an important road improvement that has been planned for this area, the north-south connector road between Park Center Road and Sunrise Valley Drive. In the future, this road would be part of a system of connecting roads which would provide internal north-south circulation between the new Route 28 interchange near Barnsfield Road north to the future rail station on the Dulles Access Road. The completed road system would provide an alternative to Centreville Road and Route 28 for some local trips. As a result, this major road connection may improve levels of service in the immediately surrounding road network

Absent the implementation of density transfer, the appropriateness of development above a .25

FAR should be evaluated through a transportation analysis at the time of development review. The analysis should be sufficient to identify impacts on the road network in the Route 28 Corridor and should demonstrate the extent to which major collectors, such as the extension of Park Center Drive, and other transportation improvements provided by the proposed development, offset the impact of additional .15 FAR. Furthermore, this study should identify the benefit to other collectors and minor arterials serving the road system in the vicinity.

Various technical elements of the proposed development should also be addressed with the review of the zoning application. For example, the construction of the extension of Park Center Road should be a four-lane divided highway, with appropriate transition to existing two-lane Park Center Road to the south. With the submission of a detailed transportation study at the time of rezoning, appropriate recommendations to address road capacities, transitions to adjacent road networks, traffic circulation and safety elements such as signals and turn lanes, can be developed.

Land Use

Since the early 1990s, the Plan has provided opportunities for residential and mixed use development in Land Unit A to the north. The proposed amendment would add residential use to Land Unit D-1 where none was planned before. When the Dulles Suburban Center Plan was adopted in the early 1990s, most of the land units along Route 28 were deliberately planned for non-residential uses. This decision was made because the airport noise contours at that time covered a larger land area around the airport. In addition, office and industrial uses were preferred to complement the adjacent international airport and provide an economic base balanced between residential and non-residential uses. A consequence of planning these land units for non-residential use was that no public facilities that support residential use were planned, such as future schools and community parks.

From a land use perspective, the proposed option, if well designed, could be a viable alternative to the stand-alone office use planned for this land unit. A mix of uses allows people to perform different functions within one community, which can also reduce traffic generation.

Residential uses at this location may appear isolated from similar development in the area. The existing Copper Crossing single-family development to the east and potential mixed use developments with residential in Land Unit A to the north would both be separated from this area by undeveloped stream valley EQC areas. The most direct association would be with the office development to the south. Any residential uses on the site would have to be well designed in order to form a cohesive community where the residential uses do not appear out of place with the surrounding uses.

The location also is not in close proximity to existing community-serving retail uses, which the Policy Plan states multifamily residential uses should be developed near. The development plan does include some support retail uses on the western side of the site, but the specific types of retail to be provided have not been identified. Retail uses that could serve both the employees and residents on the site, such as restaurants, a drug store, and dry cleaners, would be appropriate. The Comprehensive Plan supports additional community-serving retail uses as a component of mixed use development for the area to the north across Frying Pan Road in Land Unit A. Future development of that area may provide the retail uses to serve this site.

The proposed development would have office and hotel use to the west of the extended Park Center Drive and residential use to the east. Typically, developments of this kind should physically, functionally, and visually integrate the uses throughout the site rather than segregating the uses. In this case, Staff believes it is reasonable to locate the residential uses on the eastern side of the site because of the proximity of the Dulles International Airport and Route 28 to the west and their related noise impacts. An additional benefit is the residential use will provide a more appropriate transition between the non-residential office and hotel uses and the neighborhood to the east, which is separated from the site by a wooded stream valley buffer. It is strongly encouraged that architectural building and streetscape themes and pedestrian connections be established that will unify all the buildings in the complex. In addition, developers should provide a general consistency of scale and mass between buildings on-site and should not create significant visual impacts on neighboring developments.

Affordable Housing

The Board has identified the provision and preservation of affordable housing as a major issue in Fairfax County. Community task forces and panels have examined the subject of housing affordability and have been working to develop recommendations to ease the high demand for affordable housing options throughout the county. The ADU ordinance has not met the demand in all categories of housing types. Including affordable and workforce housing within the proposed development would create a greater diversity of housing stock, providing housing opportunities for a wider range of income groups.

RECOMMENDATION

The proposal has many factors that meet land use, parks and recreation, stream valley, and transportation objectives for this area. The options do improve trip generation compared to the higher intensity office-only options in the current Plan, and may facilitate the construction of an important planned road connection between Park Center Drive and Sunrise Valley Drive. In addition, a mix of uses could provide a more cohesive development in this part of the Dulles Suburban Center, something that office use alone could not achieve.

The consolidation of Land Unit D-1 prevents piecemeal development of the land unit. The current Plan recommends that all developable area north of the Horsepen Run stream valley be dedicated to FCPA for active recreation. Consolidation would allow such dedication to take place and may provide enough land for active recreation fields to be developed.

The proposed Plan guidance deletes the requirement to provide a transit stop in or adjacent to the land unit. This is because there are no current design plans or funding for transit through the site at this time, making it difficult to plan and locate a transit stop. The Plan changes recommended below add alternative measures to address transportation impacts, including Transportation Demand Management programs and other measures to accommodate traffic volume and improve safety.

The proposed deletion of the density transfer condition from the Plan would diminish trip reduction benefits for the larger Route 28 area. In light of the existing road capacity problems in the Route 28 Corridor, the intent of the current Plan is to minimize or reduce additional trips through the transfer of density above .25 FAR. However, this goal might be better achieved by allowing flexibility to use other approaches to accomplish trip reduction. The additional

transportation impacts associated with development above the .25 FAR level should be evaluated and the means to mitigate these impacts identified. To address this issue, the recommendation for a detailed transportation analysis at the time of development review is reflected in the proposed Plan text changes below.

Therefore, Staff recommends that the current Plan text for Land Unit D-1 be modified to allow for office, residential, hotel and support retail uses up to .40 FAR with full consolidation and provided other conditions are met.

PROPOSED AMENDMENT TO THE COMPREHENSIVE PLAN

MODIFY: Fairfax County Comprehensive Plan, 2003 Edition, Area III, Dulles Suburban Center, as amended through 5-15-2006, Land Unit D-1, Recommendations, Land Use:

- “1. ~~The majority of this land unit is part of a working farm. The land unit contains~~ 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~~ The land unit is planned for office use up to .15 FAR to provide for development that is compatible with existing and planned adjacent land uses in Land Units D-2 and C. ~~with dedication~~ Dedication of the right-of-way for the planned roadway extension between Park Center Road and ~~Horse Pen Road~~ Sunrise Valley Drive and dedication of EQC lands to the Fairfax County Park Authority should be provided.; ~~to provide for development that is compatible with existing and planned adjacent land uses in Land Units D-2 and C.~~ Restoration and revegetation of the Horse Pen Run EQC should be provided to the maximum extent feasible. In addition, all trails shown on the Trails Plan Map should be constructed in consultation with county staff.
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~~ if all of the following conditions are met:
 - ~~Substantial consolidation of all five parcels located within Land Unit D-1~~ sufficient to meet these Plan conditions is achieved and development is proposed which does not preclude ~~provides for~~ the development of any unconsolidated parcels in conformance with the Comprehensive Plan;
 - ~~Development~~ All development except for park improvements is located south of the Horse Pen Run EQC;
 - The planned road extension between Park Center Road and Sunrise Valley Drive is constructed as a four lane divided roadway within the first phase of development;
 - All EQCs ~~area~~ are dedicated to the Fairfax County Park Authority and the land north of the Horse Pen Run Stream Valley is dedicated to the

Fairfax County Park Authority. Buildable areas should be developed as a family recreation/destination park that will address identified recreation deficiencies in this area. Built facilities should include: a lighted, synthetic turf rectangle field; tot lot; courts; destination playground; picnic pavilion; skatepark; restrooms; parking and other amenities. Site elements shall be lighted and shall include all utility service. developed for active recreational uses to serve residential and employment uses in the general area. Facilities should be developed according to FCPA standards in consultation with FCPA staff and should not encroach on the EQC. 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 is conducted and appropriate preservation measures taken. Preservation, or, at 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 full consolidation of the land unit is achieved, office, hotel, residential and support retail uses may be appropriate up to .35 .40 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. provided that the following conditions are achieved:

- It is demonstrated that transportation impacts associated with development intensity above office at .25 FAR can be off-set by Transportation Demand Management (TDM) programs and transportation improvements necessary to accommodate traffic volume and safety measures between this land unit, Land Unit A to the north and Land Unit D-2 to the south;
- The residential component is limited to no more than 50 percent of the total square feet of development, and half of the total units are senior housing;
- An all-weather crossing should be provided connecting stream valley trails within Land Unit D-1 to stream valley trails within Land Unit C;
- Any residential development under this option will be deemed to be the high end of the Plan density range for affordable housing calculations. Affordable housing should be provided through compliance with the Affordable Dwelling Unit Ordinance, an appropriate proffer of land or units for affordable housing, or a financial contribution to the Fairfax County Housing Trust Fund. In addition, the provision of workforce housing to accommodate the needs of individuals or families making from 70 to 120 percent of the County's median income is encouraged; and,

- Any development should mitigate the impact of the residential component on public schools.

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~~ the mix of uses outlined above.”

PLAN FIGURES: Plan Figures will not change.

THE PLAN MAP: The Comprehensive Plan Map will not change.

ADOPTED COMPREHENSIVE PLAN TEXT

Fairfax County Comprehensive Plan, 2003 Edition, Area III, Dulles Suburban Center, as amended through 5-15-2006, Dulles Suburban Center Land Unit Recommendations, Land Unit D-1, pages 69-71:

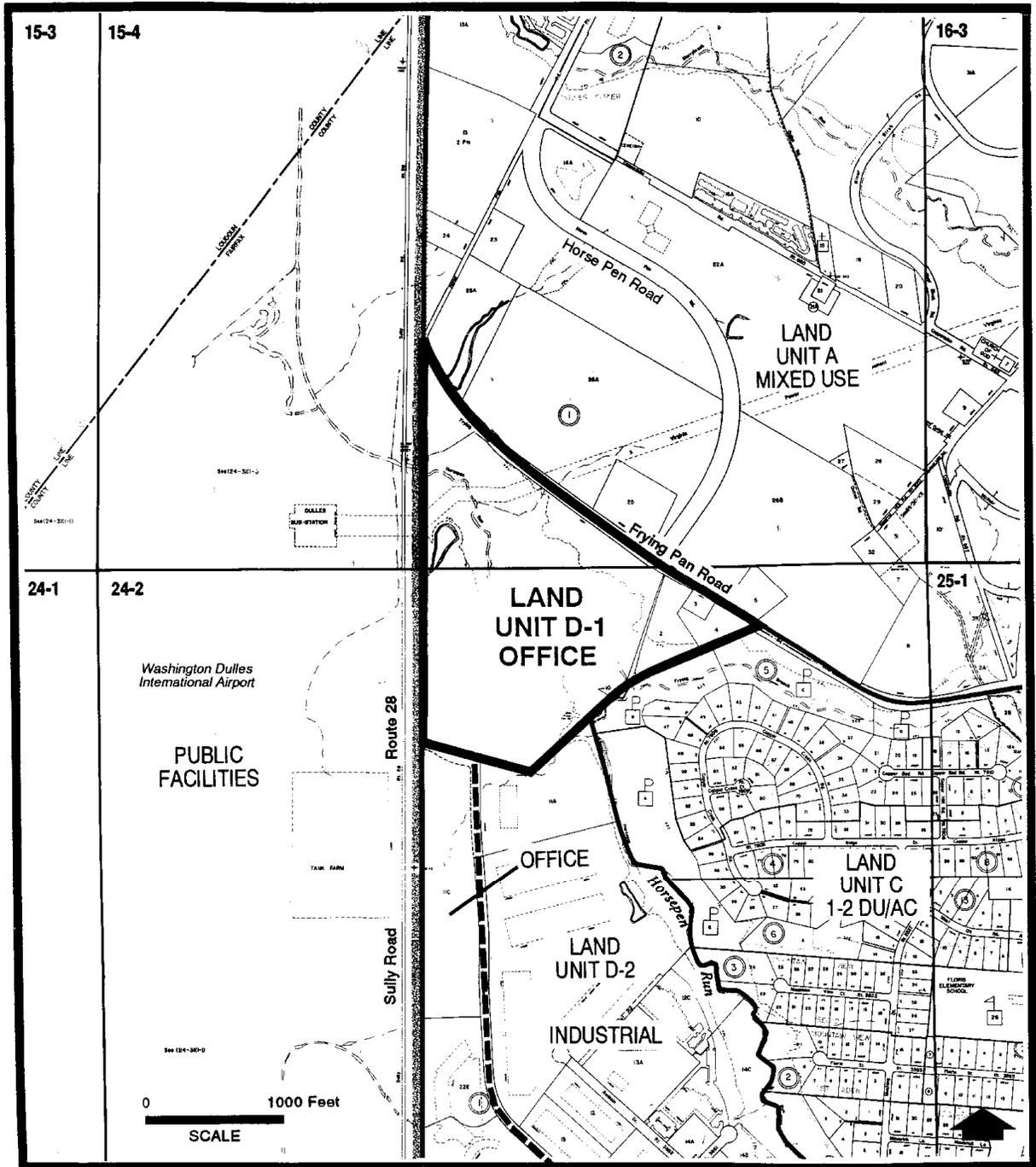
“CHARACTER

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 unit 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



**LAND UNIT D-1
LOCATION AND COMPREHENSIVE PLAN MAP DESIGNATION** **FIGURE 16**

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.

Parks and Recreation

The EQC comprised of the confluence of the Horse Pen Run Stream Valley and Frying Pan Branch should be dedicated to the Fairfax County Park Authority in accordance with the Stream Valley Policy and to facilitate development of regional greenway trail linkages and trailhead support facilities. Additional land should be acquired by the Park Authority through cooperative public/private mechanisms for development of Community Park facilities to serve residents in the northern quadrant of the Suburban Center. The amount of land required to meet this additional need will depend on the extent and intensity of development which may be introduced into this area, but sufficient land suitable for development of active recreation facilities should be included.

Greenways/Trails

1. The stream valley trail along Frying Pan Branch should be developed. This trail is planned to connect with the Monroe Street transit area site and north to the Sugarland Run Stream Valley and the Town of Herndon's planned trail system.
2. The stream valley trail along Horse Pen Run should be developed and connect to Land Units C and D-2.
3. Trails planned for this land unit are delineated on Figure 10 and are an integral part of the overall County system. While some of the segments have already been constructed, the map portrays the ultimate system for the land unit. In addition, the map specifies either a pedestrian or bicycle classification for each segment, which represents the desired ultimate function of that trail. For new trails, specific construction requirements are detailed in the Public Facilities Manual.”