PROPOSED COMPREHENSIVE PLAN AMENDMENT

ITEM: 2015-III-DS2
June 10, 2015

GENERAL LOCATION: South of EDS Drive, West of Air and Space Museum Parkway, North of Wall Road.

SUPERVISOR DISTRICT: Sully

PLANNING AREA: Area III

PLANNING DISTRICT: Bull Run

SUB-DISTRICT DESIGNATION:
Dulles Suburban Center, Land Unit D-3

PARCEL LOCATION: 24-4 ((1)) 6B4

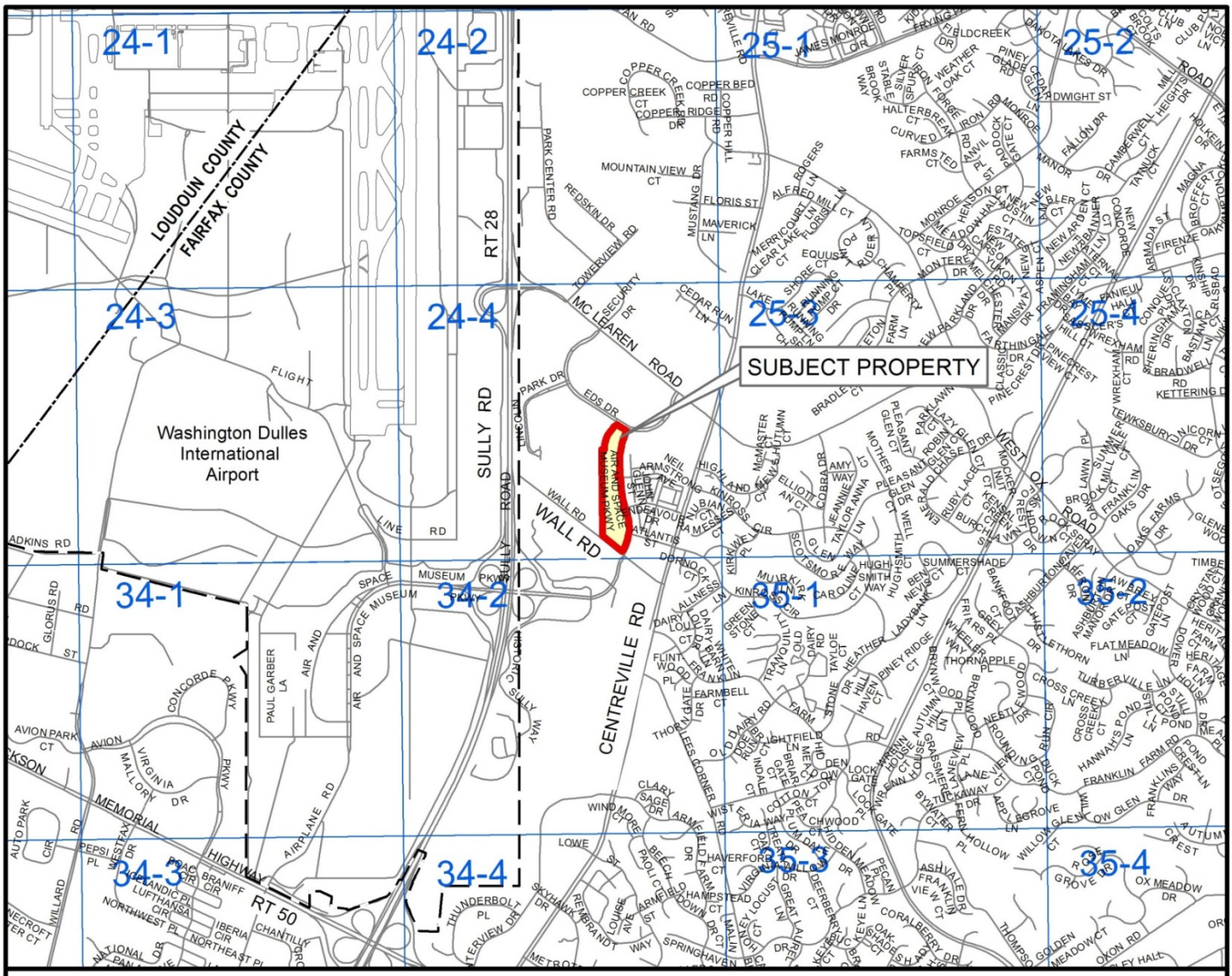
For additional information about this amendment call (703) 324-1380.

PLANNING COMMISSION PUBLIC HEARING:
Wednesday, June 24, 2015 @ 8:15 PM

BOARD OF SUPERVISORS PUBLIC HEARING:
Tuesday, July 28, 2015 @ 4:00 PM

PLANNING STAFF <u>DOES</u> RECOMMEND THIS ITEM FOR PLAN AMENDMENT

Reasonable accommodation is available upon 48 hours advance notice. For additional information about accommodation call (703) 324-1334.



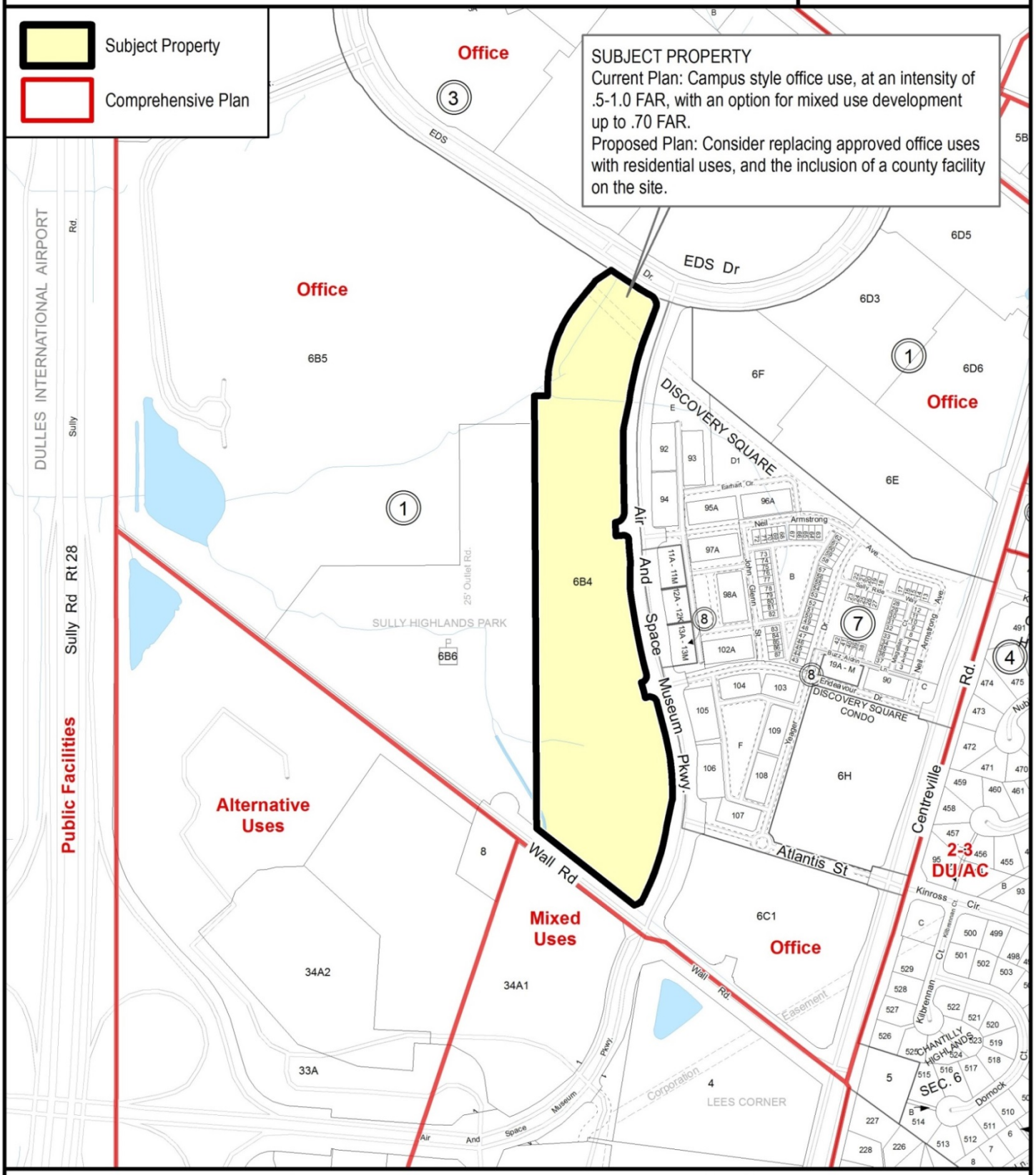
PREPARED BY THE DEPARTMENT OF PLANNING AND ZONING USING FAIRFAX COUNTY GIS
Dulles Suburban Center, Land Unit D-3, Timber Ridge

This page intentionally left blank

CURRENT PLAN AND PROPOSED CHANGE

PARCEL LOCATION MAP SHOWING CURRENT PLAN AND PROPOSED CHANGE FOR SUBJECT PROPERTIES AND CURRENT PLAN MAP FOR ADJACENT AREAS

ITEM: 2015-III-DS2
June 10, 2015



500 FEET

PREPARED BY THE DEPARTMENT OF PLANNING AND ZONING USING FAIRFAX COUNTY GIS
PARCEL INFORMATION CURRENT TO MAY 2015
G:\projects\ocp\pd\OTPA_GRAPHICS - Dulles Suburban Center, Land Unit D-3, Timber Ridge

This page intentionally left blank

STAFF REPORT FOR PLAN AMENDMENT 2015-III-DS2

BACKGROUND

On January 27, 2015, the Board of Supervisors (Board) authorized Plan Amendment (PA) 2015-III-DS2 for Tax Map Parcel 24-4 ((1)) 6B4, located between EDS Drive and Wall Road, west of Air And Space Museum Parkway in Land Unit D-3 of the Dulles Suburban Center in the Sully Supervisor District. The authorization directed staff to evaluate a Comprehensive Plan amendment to consider up to 150 residential townhomes, and to consider the inclusion of a county senior center or other county facility, and a youth sports facility on the site.

The 18.7- acre subject area is currently vacant and lies between the residential units recently constructed as part of the Discovery Square development project to the east, and the newly developed recreational fields (Sully Highlands Park) off of Wall Road to the west. To the north the adjacent area is developed with commercial office uses, and to the south, the subject area is bordered by light industrial and office uses.

CHARACTER OF THE AREA

The greater Dulles Suburban Center Area is planned to encourage national and international business and commercial endeavors, tourism and visitor services, and major recreation and entertainment features. Also envisioned are mixed commercial and residential areas in urban settings with compatible facilities and amenities, and industrial service areas required to support the Washington Dulles International Airport and surrounding suburban area, and the metropolitan region.

The subject property is located within Land Unit D-3 of the Dulles Suburban Center which has developed with a combination of campus-style office uses, multi-family and single family residential units, and county recreational facilities. Land Unit D-3 consists of approximately 260 acres, and most of the land unit has been developed or is under construction at this time.

For Land Unit D-3, the Comprehensive Plan ("Plan") recommends high-quality, campus-style office uses in the range of .50 to 1.0 FAR, with an option for mixed use development for land south of EDS Drive, and east of the EDS corporate center, at an intensity up to .70 FAR. The subject site falls within this mixed-use development area and is approved for office use as part of the mixed-use development option.

The land unit is adjacent to the Washington Dulles International Airport (the Airport) and Route 28 along its western border and the Franklin Farm community to the east across Centreville Road, with commercial and industrial uses to the north and south.

PLANNING HISTORY

The Board of Supervisors adopted the current Dulles Suburban Center Plan in March 1993. The current Plan text for Land Unit D-3 pertaining to commercial office development was added to the Plan at that time.

In May 2006, the Board approved APR Item #04-III-6DS, which amended the Plan to allow for the option of mixed-use development on the site in addition to the existing planned office uses. This Plan amendment option established following mix of uses for the 67-acre area below EDS Drive, which includes the subject property:

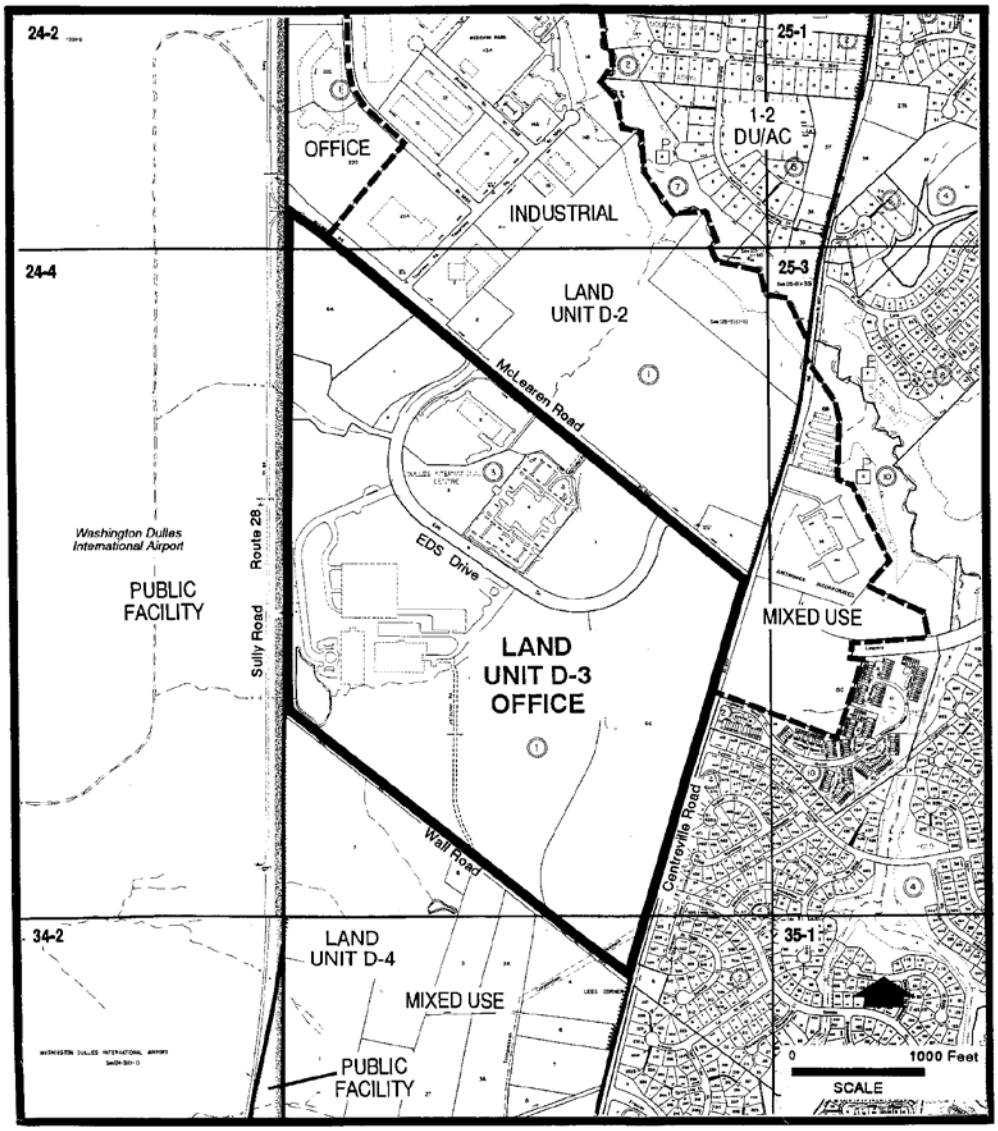
- Retail use, 5-10%.
- Office use, 20-30%
- Residential units, 50-70%

In December 2006, the area south of EDS Drive in Land Unit D-3, was rezoned from the I-5 district to the PRM district (RZ 2006-SU-007/FDP 2006-SU-007), following adoption of APR #04-III-6DS. These re-planning and rezoning actions, and subsequent applications, laid the foundation for the mix of uses that exist or are under construction within the land unit today. As part of this rezoning, the subject property was approved for 640,000 square feet of office use.

In November of 2012, PCA/FDPA 2006-SU-007 was approved, modifying the approved Conceptual/Final Development Plan. This approval removed a portion of the multi-family residential units, reduced the overall number of proposed dwelling units from 1159 to 850, and removed some of the retail development potential.

ADOPTED COMPREHENSIVE PLAN TEXT

Fairfax County Comprehensive Plan, 2013 Edition, Area III, Bull Run Planning District, Amended through 3-24-2015, Dulles Suburban Center, Land Unit D-3, Figure 26, page 98:



Fairfax County Comprehensive Plan, 2013 Edition, Area III, Bull Run Planning District, Amended through 3-24-2015, Dulles Suburban Center, Land Unit D-3, pages 97-99:

"Land Use

1. This land unit is planned and approved for high-quality, campus-style office uses in the range of .50 to 1.0 FAR to promote development that is compatible with similar existing and approved development in this area. Consistent with the higher intensity recommended, the area near the intersection of McLearen Road and Route 28 should be considered as a future transit stop, given its central location and potential as a focal point along the Route 28 corridor. The higher intensity planned for Parcels 24-4((3)) 1-4 is contingent upon the provision of transit. […]

3. As an option, mixed use up to .70 FAR may be considered within Land Unit D-3 to create a high quality mixed use node where office, retail, recreation and residential uses are provided. In addition to area-wide guidance, this option should address the following site-specific conditions:

- The development application should encompass the approximately 67-acre portion of the land unit south of EDS Drive, east of the EDS corporate complex, and bounded by Wall Road and Centreville Road.

- The mixed use development should include the following mix of uses (the percentages are approximate):

  - Retail use, 5-10%.
  - Office use, 20-30%
  - Residential units, 50-70%

  In addition, other uses, such as institutional, may also be appropriate.

- The trip generation of the mixed use development should meet the *Performance Criteria for Optional Uses* found in the Dulles Suburban Center Overview, and result in significantly fewer peak-hour trips than the office use planned at the baseline.

- Retail use should be integrated with other uses. Restaurants are encouraged to serve both residents and visitors to the area. A grocery store and drug store are also desirable uses.

- Residential use should provide a mix of unit types, including live/work units, for a total of approximately 900-1000 units. Live/work units are defined as the combination of a private residence with a professional office, retail or other nonresidential use.

- An active recreation area with at least five athletic fields and provision of parking on or adjacent to the site or in a shared parking arrangement with adjacent uses. Facilities should be developed according to Fairfax County Park Authority standards in consultation with FCPA staff. This park should be dedicated to the Fairfax County Park Authority.

- A plaza in the village center should provide usable open space for public events and casual recreation use.

- Office use is integrated into the both the village center and elsewhere in the development.

- To ensure needed access and circulation for this development option, a public road connection between Wall Road and EDS Drive should be provided.

- Pedestrian links should provide a safe and pleasant walking environment.

- Parking should be mostly in structured garages. However, surface lots and on-street parking should be used to promote street activity and convenience to retail uses.

- Development along Centreville Road should be set back 50-100 feet, depending on the applicant's proposed land use, design and height of buildings, and the amount and quality of the landscaping provided.

- There may be a need for an additional high school in the western portion of the county served by Westfield, Chantilly and Centreville High Schools because of existing and projected overcrowding at this level. If a high school site has not been acquired by the time a rezoning application is under review, then the applicant must demonstrate that the school impacts of the residential development can be mitigated by other means that meet the approval of Fairfax County. Mitigation measures may include, but are not limited to:

    1. Provision of land for additional facilities, such as vocational training, academy programs and adult learning centers, examples of programs that are currently provided at existing schools which could be relocated to the site that is the subject of the rezoning application;

    2. Financial contributions that would facilitate the acceleration and/or construction of new facilities or the expansion of existing facilities;

    3. Financial contributions for, or donations of, equipment and other items that increase the utilization or efficiency of existing facilities; and

    4. Measures that facilitate the better utilization of existing school facilities from an operational standpoint or other solutions to increase utilization of under-capacity schools."

PROPOSED PLAN AMENDMENT

Tax Map Parcel 24-4 ((1)) 6B4 is currently planned for high-quality, campus-style office uses in the range of .50 to 1.0 FAR, with the option for mixed use up to .70 FAR. The proposed Plan amendment considers replacing the approved office uses with approximately150 residential townhomes on this parcel, and considers the inclusion of a county senior center or other county facility, and a youth sports facility on this site. This Plan amendment will consider a revision to the recommended land use mix.

ANALYSIS

The proposed Plan amendment has been evaluated with respect to potential impacts related to land use compatibility, transportation, schools, parks and recreation, and the environment.

Land Use

The current Plan text recommends campus style office development with an option for mixed-use within a 67-acre area that includes the subject parcel. The option for mixed-use for this larger site south of EDS Drive includes retail, residential and office uses. This option has been partially implemented and the area is developed with a variety of land uses that include single family attached homes, multi-family residential units, and new recreational facilities. The site is also approved for retail and office development.

The subject property consists of a vacant 18.7-acre rectangular parcel within the mixed-use development option area. The approved development plan shows approximately 640,000 square feet of office space to be developed on this parcel. The proposed Plan amendment considers the opportunity to develop the 18.7- acre property with up to 150 residential townhomes and space for a public use such as a senior center or youth facility.

The 260-acre Land Unit D-3 is planned for office use at .50 to 1.0 FAR, with an option for mixed-use for the 67-acre area, of which this subject parcel is a part. When the Plan recommendation is quantified to also include the maximum residential development potential possible under the current Plan, approximately 9 million square feet of office potential exists. At the present time, approximately 1.45 million square feet of office has been developed. The remaining office potential under the existing Plan in Land Unit D-3, before the proposed replacement of the approved 640,000 square feet of office with residential uses as proposed with this Plan amendment, is approximately 7.5 million square feet. Physically developing the remaining office development potential would likely need to assume redevelopment given the existing development pattern in the land unit; however the proposed conversion of the planned and approved office use to residential use does not raise a concern with regard to the supply of planned office use in this land unit.

In terms of land use compatibility, the proposed addition of up to 150 residential townhomes would be compatible with the neighboring residential and recreational land uses. The subject property is in the center of the larger site, located between the residential uses to the east and the existing recreational facilities (five athletic fields) to the west. The proposed residential use provides an opportunity to strengthen connections to the popular recreational facilities to the west from the recently developed multifamily and townhouse units to the east.

The Plan amendment also considers the inclusion of a county facility, such as a senior center, and a youth facility on the property. As part of a recently submitted zoning application, five acres of Tax Map Parcel 24-4 ((1)) 6B4 would be set aside for county use. The county is evaluating potential use of this property. Considerations include the possible relocation of the Sully District Senior Center, a community center, and/or youth sports facility use.

With respect to the Sully District Senior Center, the reconstruction of the Interstate 66/Route 28 interchange will result in the loss of the existing facility. The Sully District Senior Center has been identified in the County's Beyond 5-Year Capital Improvement Program (FY 2015-FY2019 Adopted CIP), but a location has not been determined. Opportunities to co-locate a community center and youth sports facility or a combination of the two adjacent to the existing recreational

fields would be a benefit to the residents of the immediate vicinity as well as the Sully District.

Transportation

The proposed residential use (single-family attached units), would result in a substantial decrease in traffic generated by the site when compared to the current planned land uses. The daily vehicles generated by the site would be reduced by approximately 6,200 vehicles, which represents an 88% reduction in trips generated by the site. During both the morning and evening peak hours the proposed use, when compared to the planned use of office, generates 93% fewer trips.

Scenario	Square Feet	Daily	AM Peak Hour			PM Peak Hour		
			IN	Out	Total	In	Out	Total
Base Plan								
Office	640,000	7,059	879	120	998	162	791	954
Proposed Amendment								
Townhouse	150 Units	872	11	55	66	52	26	78
Total		872	11	55	66	52	26	78
Net Impact of Proposed Amendment Above Base Plan		**(6,187)**	**(868)**	**(65)**	**(932)**	**(110)**	**(765)**	**(876)**

Figure 1. Vehicle Trip Generation Estimates

A land use strategy identified in the Dulles Suburban Center Plan is to create a more efficient balance in the directional flow of traffic by encouraging residential and other uses that have lower peak hour trips than office use, when a high-quality living environment can be created.

In addition, transportation improvements to offset the impact of this development, such as the newly constructed Air And Space Museum Parkway, may further improve the way the road network in the area functions.

The Fairfax County Bicycle Master Plan depicts planned shared roadways for Wall Road from Air and Space Museum Parkway to Centreville Road. At the time of rezoning, any development on this parcel should take advantage of the opportunity to connect to the planned bike network in the area.

There are multiple parks in proximity to the proposed development. Attention should be given to ensuring safe and convenient pedestrian connections from the proposed townhouses and the parks and planned public facilities.

Fairfax Connector Route 929 runs on Centreville Road in proximity to the proposed development, with service on weekday mornings and evenings to the Wiehle-Reston East Metrorail Station. Fairfax Connector Route 985 runs to the intersection of Wall Road and Air and Space Museum Parkway with weekday service to the Wiehle-Reston East Metrorail Station. Safe and direct pedestrian routes should also be provided to bus stops in the immediate area of the proposed development.

The Fairfax County Countywide Trails Plan recommends a major paved trail on Wall Road along the southern terminus of the site.

Schools

The proposed residential development is estimated to generate a net increase of 66 students (38 Elementary School, 9 Middle School and 19 High School).

The schools serving this area are Floris Elementary, Carson Middle, and Westfield High. If development occurs within the next five years, Floris and Westfield are projected to have a surplus capacity; Carson is projected to have capacity deficits within the six-year projection horizon.

School	Capacity 2014/2019	Enrollment (9/30/14)	Projected Enrollment 2015-2016	Capacity Balance 2015-2016	Projected Enrollment 2019-20	Capacity Balance 2019-20	PA 2015-III-DS2 Proposed # of Units	PA 2015-III-DS2 Proposed Student yield
Floris ES	746/746	700	637	109	477	269	150	38
Carson MS	1350/1350	1430	1492	-142	1656	-306	150	9
Westfield HS	2759/2759	2682	2583	176	2652	107	150	19

Figure 2. School Capacity, Enrollment, and Projected Enrollment

The proposed 2016-2020 Schools Capital Improvement Program (CIP) does not include any capital projects at the subject schools. However, the CIP does include the unfunded need for a future high school, which would likely be located in the western end of the county. These future developments could potentially impact Floris ES and Westfield HS, as well as other area elementary schools. Also, as noted in the CIP, capacity relief could be provided to Carson Middle School through programmatic changes.

During the Plan amendment process, and any subsequent related rezoning application, FCPS would look to the developer and county to help provide needed school capacity. With the approval of Fairfax County Board of Supervisors, other “in-kind” contributions may be appropriate to mitigate the impacts of development on the school system. Examples of “in-kind” contributions include land dedication, opportunities for shared space in private buildings for activities such as community use, adult education, vocational training, academy programs or after school or county programs such as head start programs; or other alternative arrangements that provide FCPS with additional resources to accommodate its growing student population.

During any proffer discussions with applicants, proffer statements should contain language that states that any financial contribution be directed to “schools serving the development” to mitigate impacts.

Parks and Recreation

As identified in the adopted Comprehensive Plan, residential development in the Dulles Suburban Center should be supported by new active recreational facilities. Conversion from office to residential uses will increase public recreation needs.

Using adopted service level standards, staff has identified a need for all types of recreational facilities in this area. This area of Fairfax County is well-served by the Sully Woodlands parkland assemblage. While much of this parkland is natural resource, a portion is planned for recreational facility development, including Mountain Road, Halifax Point, and Rock Hill District Parks. The recreational facilities in greatest need in this area include multi-use sport courts, playgrounds, neighborhood dog parks, neighborhood skate parks, and trails.

Athletic field needs generated by this development will be met by the newly developed Sully Highlands Park adjacent to the subject property. This park contains numerous lighted rectangle and diamond fields in addition to a playground, on-site trails and extensive parking. New residential development should provide pedestrian connections to the Sully Highlands Park to facilitate neighborhood use of the park.

As part of the last Park and Recreation Needs Assessment, an unmet County-wide need was identified for approximately 50 new indoor basketball courts based on population growth through 2013. The number of youth sports and activities utilizing indoor courts has grown significantly in the last decade and allocation of public indoor gym space is competitive. Indoor gyms are typically provided in public schools and the Park Authority currently has three indoor gyms integrated into Lee, Wakefield and Spring Hill RECenters. Additionally, indoor gyms are provided in community centers operated by the Department of Neighborhood and Community Services (NCS), which also issues permits to use public gyms in the county. The closest community centers to the subject site are in Herndon, Reston and at the Mott Center in Fairfax. Senior Centers are also operated by NCS. The popular Sully Senior Center that serves this area of the county will be closing and a new location is needed.

Environment

The subject property falls within the Cub Run Watershed. The site is currently undeveloped and is characterized by some existing stands of trees interspersed with turf. No environmentally sensitive land currently constrains the subject property.

The subject property is located approximately ¼ mile east of Dulles Airport. The site is outside of the 60 dBA airport noise boundary, and new residential development at this site would be consistent with the Dulles Suburban Center and Policy Plan guidance that recommend that new

residential development not be permitted in areas that exceed 60 dBA. The airport's proximity should be fully disclosed to future residents.

In addition, future development will be expected to acknowledge support of the county's green building policy.

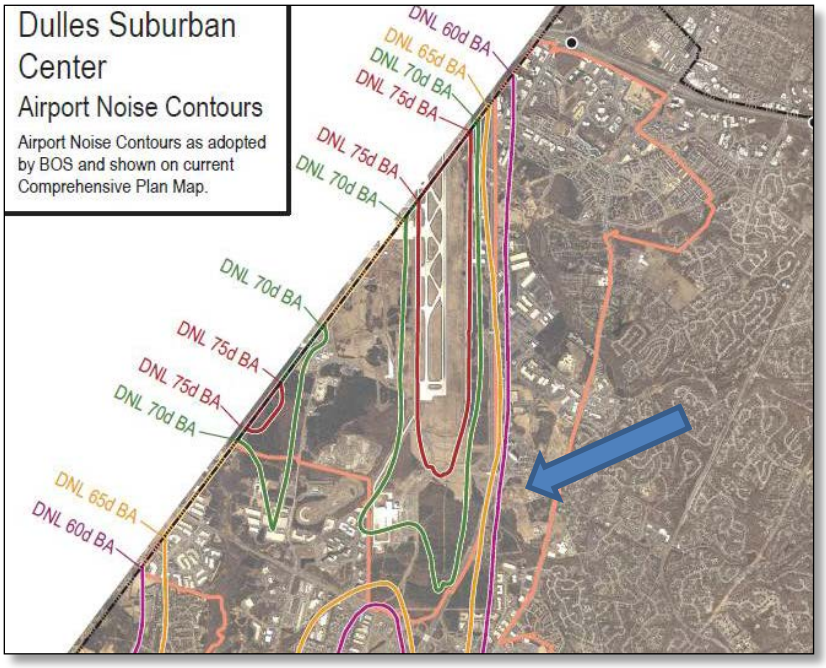


Figure 3. Airport Noise Contours.

Fire & Rescue

The proposed development is located in the emergency response area of the Frying Pan Fire and Rescue Station 36 located at 2660 West Ox Road in Herndon, Virginia. The next closest fire station is the Herndon Fire and Rescue Station 4 located in the Town of Herndon, Virginia.

In CY2014, the Frying Pan Fire and Rescue Station responded to 1,643 incidents, an average of five calls per day, and the Herndon Fire and Rescue Station responded to 3,200 incidents, an average of nine calls per day. The potential impact on emergency services of an additional 150 townhomes can be handled by the existing fire stations.

Although the existing fire stations can absorb this higher call volume, new developments in a station's area could significantly impact response times to all emergency incidents. At the time of rezoning specific options, such as preemption devices for traffic signals, should be explored.

Wastewater Management

Sewage generated within Dulles Suburban Center, Land Unit D-3, is treated at Upper Occoquan Service Authority (UOSA) treatment plant.

The UOSA plant serves the southwestern part of the county. The UOSA treatment plant is a regional facility which also treats sewage from Prince William County, and Cities of Manassas and Manassas Park. Under a service agreement, the county has 22.6 million gallons per day (mgd) treatment allocation of UOSA's 54 mgd treatment capacity. The county's current flow to UOSA is averaging less than 13.0 mgd, approximately 58% of our allocation. The county's existing allocation at the UOSA treatment plant is capable of handling the projected anticipated sewage flow through 2040.

All of the trunk sewer lines within the study area have adequate capacity to handle the projected flow for the proposed plan amendment through 2040.

CONCLUSION

The Plan amendment considers an option for additional residential uses and space for a county facility on the site. The proposed residential option will have less of a negative transportation impact than if the site were to develop with the approved office uses. This outcome is consistent with the strategy identified in the Dulles Suburban Center to identify uses that generate fewer peak trips, including residential, if the proposed uses also allow for the development of a quality living environment. This site is developing with a high quality residential uses and includes recreational amenities directly adjacent to the subject area. The addition of residential uses and the inclusion of land for a county facility on the property for community use furthers this policy, by incorporating a use with a lesser transportation impact and by providing a community facility that will enhance the immediate and larger area. The proposed residential use is located outside of the 60 dBa airport noise contour, which is also consistent with Dulles Suburban Center policy for new residential uses. Finally, the loss of planned and approved office use does not raise concerns given the supply of planned office use in this land unit. The existing Plan conditions for development on this site should remain as adopted.

RECOMMENDATION

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, 2013 Edition, Area III, Bull Run Planning District, Amended through 3-24-2015, Dulles Suburban Center Area, Land Unit D-3, Land Use Recommendations, page 97-99:

"Land Use […]

3. As an option, mixed use up to .70 FAR may be considered within Land Unit D-3 to create a high quality mixed use node where office, retail, recreation and residential uses are provided. In addition to area-wide guidance, this option should address the following site-specific conditions:

   - The development application should encompass the approximately 67-acre portion of the land unit south of EDS Drive, east of the EDS corporate complex, and bounded by Wall Road and Centreville Road.

   - The mixed-use development should include one of the two following mix of uses (the percentages are approximate):

     A) - Retail use, 5-10%.
     - Office use, 20-30%
     - Residential units, 50-70%

     B) - Retail use, 5-10%.
     - Residential units, 90-95% [to include a maximum of up to 150 residential units, inclusive of affordable units and associated bonus densities, on Tax Map Parcel 24-4 ((1)) 6B4]

     In addition, other uses, such as institutional, may also be appropriate.

   - If land use mix option B is chosen, no less than five acres of Tax Map Parcel 24-4 ((1)) 6B4 should be dedicated to the Fairfax County Board of Supervisors for a use such as a community center.

   - If land use mix option B is chosen, "in-kind" contributions may be appropriate to mitigate the impacts of development on the school system. Examples of "in-kind" contributions include land dedication; opportunities for shared space in private buildings for activities such as community use, adult education, vocational training, academy

programs or after school or county programs such as head start; or other alternative arrangements that provide Fairfax County Public Schools with additional resources to accommodate its growing student population.

- The trip generation of the mixed use development should meet the *Performance Criteria for Optional Uses* found in the Dulles Suburban Center Overview, and result in significantly fewer peak-hour trips than the office use planned at the baseline.

- Retail use should be integrated with other uses. Restaurants are encouraged to serve both residents and visitors to the area. A grocery store and drug store are also desirable uses.

- Residential use should provide a mix of unit types, including live/work units, for a total of approximately 900-1000 units. Live/work units are defined as the combination of a private residence with a professional office, retail or other nonresidential use.

- An active recreation area with at least five athletic fields and provision of parking on or adjacent to the site or in a shared parking arrangement with adjacent uses. Facilities should be developed according to Fairfax County Park Authority standards in consultation with FCPA staff. This park should be dedicated to the Fairfax County Park Authority.

- A plaza in the village center should provide usable open space for public events and casual recreation use.

- Office use is integrated into the both the village center and elsewhere in the development.

- To ensure needed access and circulation for this development option, a public road connection between Wall Road and EDS Drive should be provided.

- Pedestrian links should provide a safe and pleasant walking environment.

- Parking should be mostly in structured garages. However, surface lots and on-street parking should be used to promote street activity and convenience to retail uses.

- Development along Centreville Road should be set back 50-100 feet, depending on the applicant's proposed land use, design and height of buildings, and the amount and quality of the landscaping provided.

- There may be a need for an additional high school in the western portion of the county served by Westfield, Chantilly and Centreville High Schools because of existing and projected overcrowding at this level. If a high school site has not been acquired by the time a rezoning application is under review, then the applicant must demonstrate that the school impacts of the residential development can be mitigated by other means that meet the approval of Fairfax County. Mitigation measures may include, but are not limited to:

    1. Provision of land for additional facilities, such as vocational training, academy programs and adult learning centers, examples of programs that are currently provided at existing schools which could be relocated to the site that is the subject of the rezoning application;

    2. Financial contributions that would facilitate the acceleration and/or construction of new facilities or the expansion of existing facilities;

    3. Financial contributions for, or donations of, equipment and other items that increase the utilization or efficiency of existing facilities; and

    4. Measures that facilitate the better utilization of existing school facilities from an operational standpoint or other solutions to increase utilization of under-capacity schools."

LAND USE PLAN MAP:

The Comprehensive Land Use Plan Map would not change.

TRANSPORTATION PLAN MAP:

The Countywide Transportation Plan Map would not change.