

**REVISED PRELIMINARY  
STAFF REPORT  
2004 AREA PLANS REVIEW**

**SUPERVISOR DISTRICT(S):** HUNTER MILL, SULLY      **APR ITEM(S):** 04-III-4DS  
04-III-5DS

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**NOMINATOR(S):** 04-III-4DS: Lisa M. Chiblow;  
04-III-5DS: Keith C. Martin

**ACREAGE:** 04-III-4DS: 7.35 Acres  
04-III-5DS: 67.12 Acres

**TAX MAP I.D. NUMBERS:** 04-III-4DS: 24-2((1))2-4  
04-III-5DS: 24-2((1))1, 10

**GENERAL LOCATION:** 04-III-4DS: SE of intersection of Frying Pan Rd and Sunrise Valley Dr and N of the confluence of Horsepen Run and Frying Pan Branch.  
04-III-5DS: SW of the intersection of Frying Pan Rd and Sunrise Valley Dr, E of Rt 28.

**PLANNING AREA(S): III**

**District(s):** UPPER POTOMAC

**Sector:** SULLY (UP6)

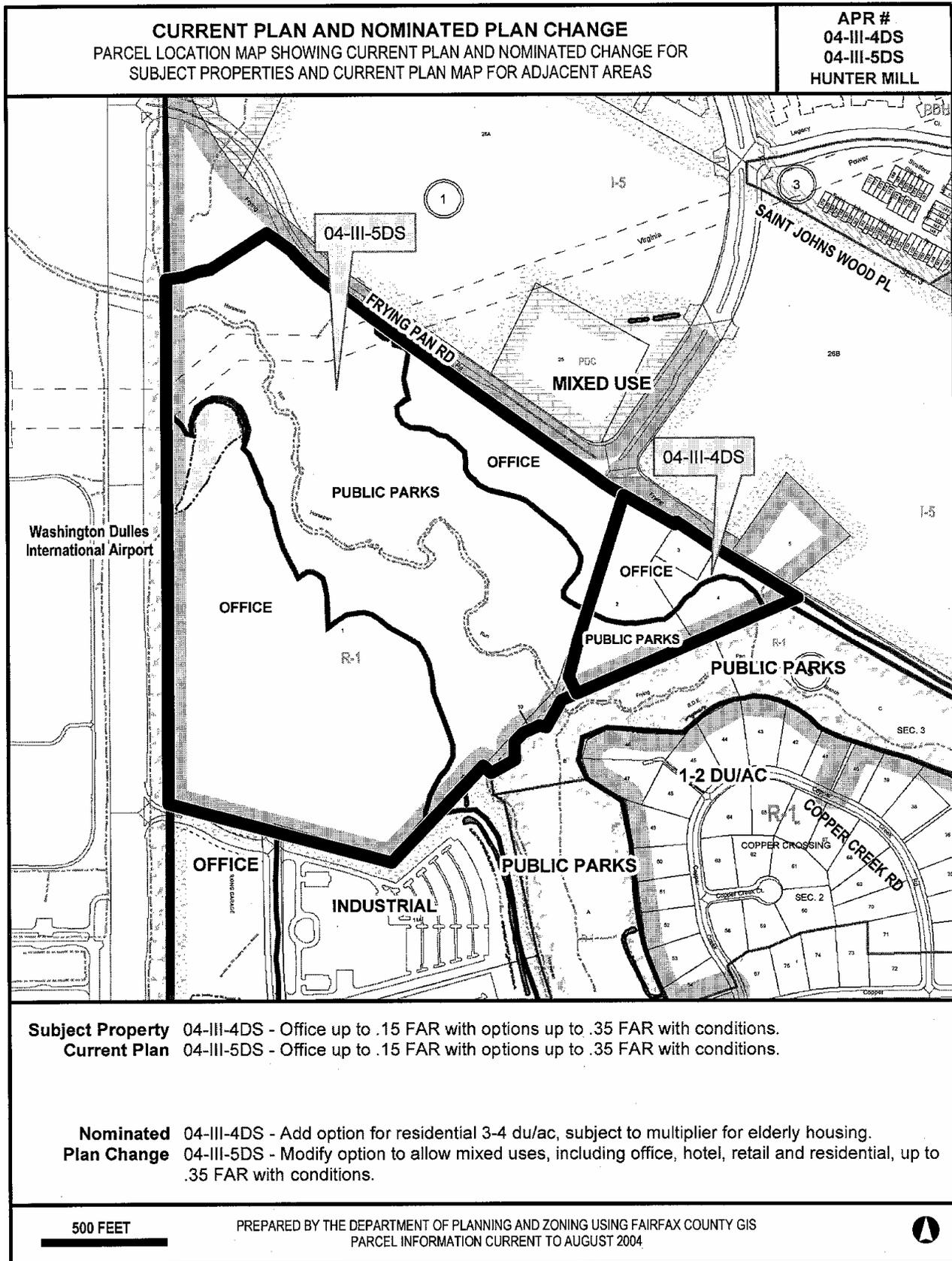
**Special Area(s):** DULLES (ROUTE 28 CORRIDOR) SUBURBAN CENTER (Land Unit D-1)

**ADOPTED PLAN MAP:** OFFICE, PUBLIC PARKS

**ADOPTED PLAN TEXT:** 04-III-4DS: Office up to .15 FAR with options up to .35 FAR with conditions.  
04-III-5DS: Office up to .15 FAR with options up to .35 FAR with conditions.

For complete Plan text see <http://www.fairfaxcounty.gov/dpz/comprehensiveplan/planareas.htm>  
<http://www.fairfaxcounty.gov/dpz/comprehensiveplan/area3/dulles.pdf>  
Pages 68-70

**PROPOSED PLAN AMENDMENT:** 04-III-4DS: Add option for residential 3-4 du/ac, subject to multiplier for elderly housing.  
04-III-5DS: Modify 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.



**CRITICAL ISSUES:**Clarification of Nominations:

**4DS:** The nominator has reevaluated his original submission and now proposes 3-4 du/ac (rather than the original 5-8 du/ac) with the stipulation that residential uses 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. This could result in 118 elderly housing units.

**5DS:** The nominator has reevaluated his original submission and now proposes to retain a maximum of 0.35 FAR allowed under the current Plan (rather than the originally requested .45 FAR). The revised intensity would allow approximately 1,000,000 square feet of development. The nomination would amend the Plan to allow an option for a mix of uses, including office, residential, hotel and support retail. Residential uses could be up to 40% of the total FAR.

Development Potential:

Office: 590,000 sq. ft.

Support retail: 10,000 sq. ft.

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

The nomination recognizes current conditions contained in the Plan for optional levels of development, including dedication of the EQC and land north of the Horse Pen Run Stream Valley, provision of trails, and construction of the planned roadway extension between Park Center Road and Sunrise Valley Drive. Unlike the current Plan, it would allow development at .35 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.

Clarification of Current Plan:

Approximately 50% of Land Unit D-1 is designated Resource Protection Area, which limits the developable area considerably. The Plan recognizes this condition by limiting baseline development to office 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, .25 FAR is allowed. 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 density 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 lower option.

Environment:

**4DS:** Hydric soils, floodplain, and Resource Protection Areas (RPA) are located on approximately 30% of the site and will constrain development. Any development should be sensitively sited to avoid these areas. In addition, the subject property lies approximately 2,000 feet east of the Airport Noise Impact Overlay District (ANIOD) 65 dba DNL noise contour. Full disclosure of proximity to the airport of any future residents may be required.

**5DS:** Approximately half of the site is Resource Protection Area under the Chesapeake Bay Preservation Ordinance. A significant amount of the property is within the 100 year floodplain of Horsepen Run, which traverses the site from northwest to east. Approximately 32.3 acres of the site are considered hydric soils, indicating that natural springs may be located on the site, particularly in the northwest corner. Much of the area covered by hydric soil is also within the RPA. In addition, the western boundary of the subject area is situated approximately 300 feet east of the ANIOD 65 dba DNL noise contour. Residential noise mitigation as well as full disclosure of proximity to the airport of any future residents may be required. Traffic noise from Route 28 should be taken into account in the design of any project on the subject property.

Due to the fact that approximately 52% of the subject property is within the floodplain, Zoning Ordinance regulations would reduce the effective density by approximately 11 percent (any percentage over 30 is divided by 2 then subtracted from the allowable density).

Schools:

**4DS:** The nominator proposes to develop the property as a senior housing community. If residential options are conditioned on this type of development, there will not be school impacts.

**5DS:** If residential use is allowed on this site, there could be an increase of approximately 50-60 students in schools that are already over capacity. These students are not included in the projected enrollments shown below. 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. Enrollment at Floris Elementary School currently exceeds the school’s capacity by about 95 students and is projected to be almost 150 students over capacity by the 2008-09 school year. Floris is currently using seven temporary classroom trailers to supplement capacity. Enrollment at Carson Middle School is about 150 students below capacity this year. Projections indicate middle school enrollment will remain about 80 students below capacity by the 2008-09 school year. Enrollment at Westfield High School currently exceeds capacity by almost 615 students. Current projections indicate enrollment will decline slightly by the 2008-09 school year but will still be 600 students over capacity at that time. Westfield is currently using 26 temporary classroom trailers to supplement the buildings capacity. Bond funds have been approved for construction of a 24 classroom addition at Westfield and for semi-permanent modular additions at Chantilly and Centreville high schools, however, these additions will not accommodate students that could be generated by changes to the Comprehensive Plan for this area.

***Enrollment and Capacity of Schools Serving the Subject Properties***

\* Source: Fairfax County Public Schools, FY 2004 – FY 2008 Facilities Planning Services Office Enrollment Projections

SCHOOL	CAPACITY *	2004-05 Memb. *	Memb/Cap Difference 2004-05	2008-09 Memb. *	Memb/Cap Difference 2008-09
Floris (K-6)	742	822	-80	892	-150
Carson (7-8)	1250	1080	170	1170	80
Westfield (9-12)	2500	3114	-614	3100	-600

Parks:

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

**4DS:** The Comprehensive Plan recommendation for Land Unit D1 indicates that all parcels should be consolidated with future development being located south of the Horse Pen Run Environmental Quality Corridor. In addition, the Plan states that the EQC should be dedicated to the Park Authority and the land north of the EQC should be developed for active recreational uses to serve residential and employment uses in the area. Given that this entire area is north of the EQC, this development would not be in conformance with these recommendations. Approximately half of the site has been identified as a prehistoric archaeological site. Further testing and possible mitigation is warranted before development to protect cultural resources.

**5DS:** The nominator proposes to dedicate all Environmental Quality Corridors associated with the Horse Pen Run Stream Valley. In addition, the nominator would dedicate the land north of the stream valley, south of Frying Pan Road, to the Park Authority as well as provide playing fields on the developable portion. Park Authority calculations show that 11 acres of parkland would be needed to support the increased population. It appears that the proposed park dedication may satisfy these park needs to a large extent, but this is an issue that would be examined in greater detail at time of rezoning. There are cultural resource elements on the property, including at least two prehistoric archaeological sites. The original farmhouse and associated structures of Middleton Farm are deemed to be of local historic significance as an example of an early 20<sup>th</sup> century dairy operation. Additional archaeological survey and testing is appropriate and avoidance or mitigation of the resources should be required.

Transportation:

**4DS & 5DS:** Trip generation estimates were calculated using the square footage of the uses proposed by the nominators as cited above.

The resulting trip generation analysis estimates that the proposed Plan changes result in lower peak hour AM trips In and PM trips Out and somewhat higher total daily trips as compared with trips generated by the current Plan option for office use up to .35 FAR. These increases 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. The current options for Land Unit D-1 also generate more traffic than the baseline. Overall, the proposed mixed use options might be an improvement in terms of trip generation over the planned office-only use options. However, none of the options meet the performance requirements of the Plan.

Under the current Plan, development up to .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...” It would be appropriate to retain the option for transit in Land Unit D-1 but add some flexibility to allow options other than merely providing a transit stop. The proposed nominations do not address the transit stop provision of achieving .35 FAR on the site.

The Plan also 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. Neither nomination addresses the density transfer condition of the current Plan. Removing this condition would represent an increase in the development intensity within the larger Route 28, Dulles Suburban Center area.

**5DS:** The proposed nomination 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.

#### Land Use:

The Plan since the early 1990s has provided opportunities for residential and mixed use development in Land Unit A to the north. Both nominations propose to add residential use to this land unit 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. 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.

**4DS:** Because approximately 30% of the site is not buildable due to the presence of floodplain and hydric soils, the effective density on the buildable portion would be approximately 27 dwelling units per acre, or approximately .62 FAR (under the current Plan, the effective intensity is .25 FAR). This is a significantly higher density than is currently developed in Land Unit C on the other side of the stream valley to the east, which is developed as single family homes at 1-2 du/ac. Recommendation 1, in the Dulles Suburban Center Land Unit Recommendations, Area III of the Comprehensive Plan specifically states that “[h]igher intensity development should be oriented away from the stable, single-family residential development in Land Unit C.” The stream valley provides some buffering from that neighborhood, but may not be enough to mitigate the impact of this proposed density.

Frying Pan Road, which is planned to be widened to six lanes, creates a natural border between the higher density development planned to the north in Land Unit A and the lower densities to the south. The proposed change to the Plan would bring higher densities to the south side of Frying Pan Road at this one location, while the rest of the area is likely to remain open space and single family neighborhoods. A high density development may appear very inappropriate at this location.

**5DS:** From the land use perspective, the proposed mixed use option, if well designed, could be a viable alternative to the office use planned for this land unit. Mixed use provides integrated uses to allow people to live, work, shop and play within one community.

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**PRELIMINARY STAFF RECOMMENDATION**

Approve Nomination as submitted

Approve Staff Alternative

Retain Adopted Plan

**4DS:** Although the nominated change would not have the school impacts associated with most residential developments, Staff does not support the change based on the effective density and isolation of the proposed development. Due to environmental constraints on the site, development would be limited to approximately 4.35 acres. Using the multiplier for elderly housing under Article 9 of the Zoning Ordinance, a developer could build approximately 118 units. These units would all be built on 4.35 acres, resulting in an effective density of 27 dwelling units per acre. This density is inconsistent with the planned character of development for this area adjacent to low density residential. The current Plan encourages consolidation with the adjacent property in order to shift development potential south of the EQC and dedicate the buildable portion of the subject area to the Park Authority for active recreation use. In addition, because the area is not consolidated with other property, as a residential use this development would be quite segregated from development in the rest of Land Unit D1 as well as the residential development to the southeast.

Staff recommends that the adopted Plan be retained. It is critical that this area be consolidated with other properties in Land Unit D1 to create a more unified development if any development above the baseline is to be allowed. Such consolidation would also allow density to be spread over a larger area to reduce the effective density.

**5DS:** This nomination represents a situation of competing goals which needs to be resolved before staff can support it. The proposal has many factors that meet land use, parks and transportation objectives for this area, but the impact on schools is a problem that needs to be addressed.

The proposed mixed use at .35 FAR, based on preliminary trip generation analysis, does not meet the Plan strategy for optional uses in the Dulles Suburban Center Plan because it results in higher peak hour and total daily trips than the office use planned at the baseline. However, the mixed use options do improve trip generation compared to the higher intensity office-only options in the current Plan.

In conformance with the existing Plan, the proposed development would provide an important road link between Park Center Road and Sunrise Valley Drive. The proposal to dedicate the EQC associated with the Horse Pen Run Stream Valley and land to the north, as well as to provide trails and ball fields in appropriate areas, may meet a significant element of the Park Authority's needs, although this would have to be refined at time of rezoning. In addition, mixed use with residential could provide a more cohesive development this part of the Dulles Suburban Center, something that office use alone could not achieve.

However, until the issue of the impacts on the school system is resolved, staff does not support adding residential use to this land unit which was not planned for any of the public facilities that residential use would require. The nominator may wish to reconsider the character or the mix of residential unit types in order to reduce the impact on schools.

In addition, Staff recommends this area be consolidated with the other properties in Land Unit D1 in order to ensure that the entire area develops in a manner that is consistent with the planned character of the area. The current Plan recommends that all developable area north of the Horse Pen Run stream valley be dedicated to the Park Authority for active recreation. Consolidation would allow such dedication to take place as well as prevent piecemeal development of the land unit.