



# PROPOSED COMPREHENSIVE PLAN AMENDMENT

**ITEM:** Submission DSC-J-1 (Commonwealth Centre) of the Dulles Suburban Center Study (Plan Amendment #2013-III-DS1)

March 15, 2017

**GENERAL LOCATION:** West of Westfields Boulevard, North of Newbrook Drive loop road

**SUPERVISOR DISTRICT:** Sully

**PLANNING AREA:** Area III

**SPECIAL AREA:**  
Dulles Suburban Center

**SUB-DISTRICT DESIGNATION:**  
Land Unit J

**PARCEL LOCATION:** 44-1((1))6 part

**PLANNING COMMISSION PUBLIC HEARING:**  
Wednesday, March 29, 2017 @ 8:15 PM

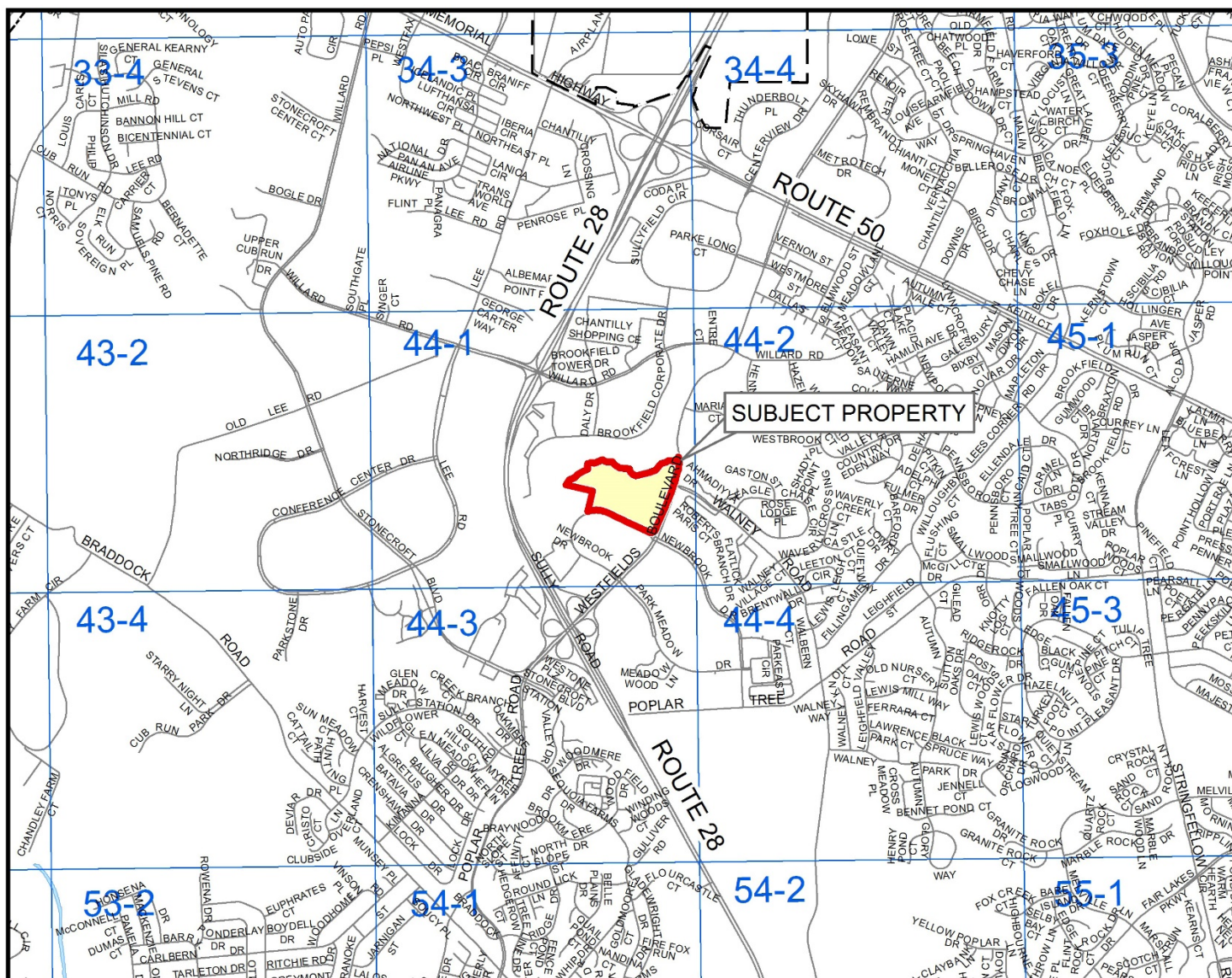
**BOARD OF SUPERVISORS PUBLIC HEARING:**  
Tuesday, May 2, 2017 @ 4:00 PM

**PLANNING STAFF DOES RECOMMEND THIS ITEM FOR PLAN AMENDMENT**



Reasonable accommodation is available upon 48 hours notice. For additional information about accommodation call the Planning Commission office at (703) 324-2865, or the Board of Supervisors office at (703) 324-3151.

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



3000 FEET

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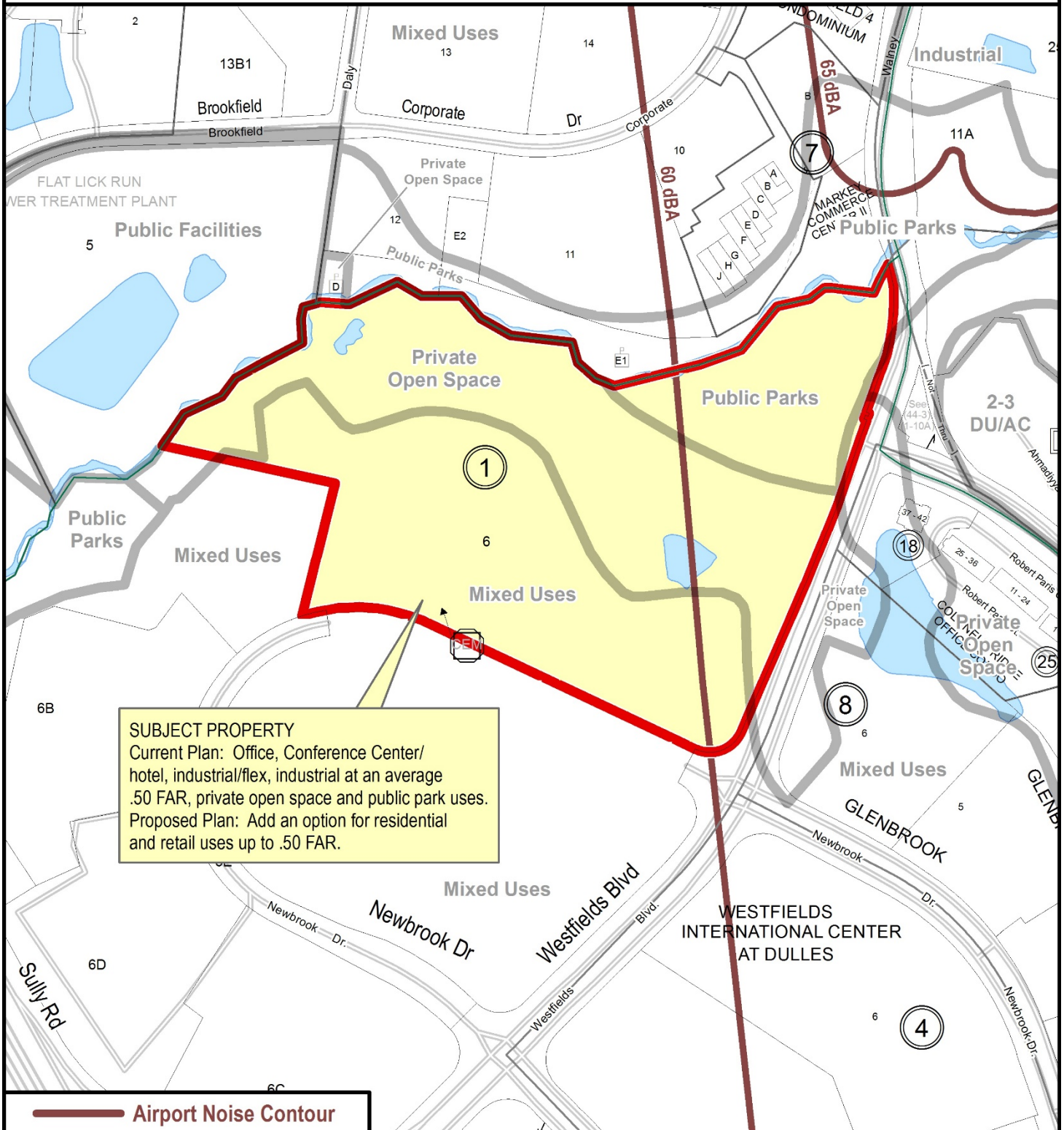


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# DSC-J-1 Commonwealth Centre

Submission DSC-J-1 (Commonwealth Centre) of the  
Dulles Suburban Center Study (Plan Amendment #2013-III-DS1)



— Airport Noise Contour

**KEY**

**DSC-J-1**

Baseline Plan

400 FEET

PREPARED BY THE DEPARTMENT OF PLANNING AND ZONING USING FAIRFAX COUNTY GIS  
MAP LAYERS CURRENT TO FEBRUARY 2017  
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## **STAFF REPORT FOR SUBMISSION DSC-J-1 (COMMONWEALTH CENTRE) OF THE DULLES SUBURBAN CENTER STUDY (PLAN AMENDMENT 2013-III-DS1)**

### **BACKGROUND**

On July 9, 2013, through the approval of the 2013 Comprehensive Plan Work Program, the Fairfax County Board of Supervisors (Board) authorized Plan Amendment (PA) 2013-III-DS1 for consideration of a Comprehensive Plan Amendment for the Dulles Suburban Center. As a part of the Dulles Suburban Center Study, submissions to suggest potential changes to the Dulles Suburban Center section of the Comprehensive Plan were received, including submission DSC-J-1 (Commonwealth Centre), which is the subject of this staff report. The submission can be found in Attachment 1 of this staff report.

### **CHARACTER OF THE AREA**

The Dulles Suburban Center (Figure 1) comprises over 6,000 acres in western Fairfax County adjacent to Washington Dulles International Airport. Employment associated with office and industrial/flex uses is concentrated in this area. Land Unit J consists almost entirely of the Westfields International Corporate Center at Dulles. Planned for campus-style office, conference center, hotel, industrial and industrial/flex space, the land unit exceeds 1,000 acres. The area is developed and promoted as a Class A, corporate office park with companies such as Lockheed Martin, Northrop Grumman, and the Aerospace Corporation having a presence there. A residential development with support retail is currently under construction at the northeast corner of Stonecroft Boulevard and Westfields Boulevard.

The subject property is part of Commonwealth Centre, approximately 100 acres that includes the area that is both within and outside of the planned Newbrook Drive loop road northwest of Westfields Boulevard. Commonwealth Center is planned for a mix of uses, is zoned PDC and is approved for six office buildings and 186,000 square feet of retail uses. To the west of the subject property, two of the office buildings and a parking structure have been constructed. The rest of the property, including the area subject to this Plan amendment, remains vacant as shown on Figure 2.

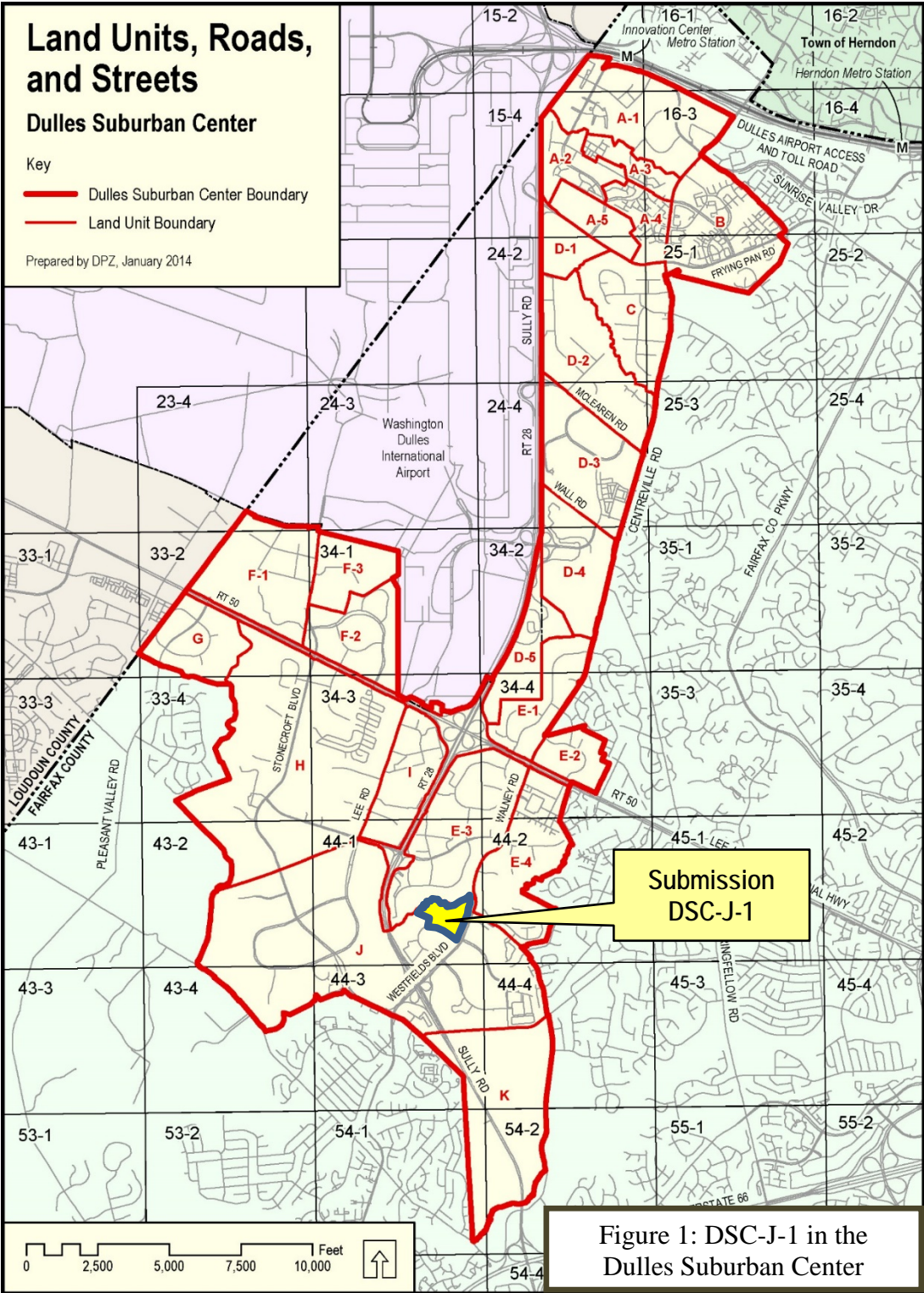
**North:** The area to the north includes a portion of an extensive Environmental Quality Corridor (EQC) associated with Flatlick Branch that is planned for private open space. Beyond that are office and public facilities uses industrial zoning.

**West:** The area to the west is a part of the Commonwealth Centre that is planned for a mix of uses, is zoned PDC and is developed with two office building and structured parking. An existing stormwater pond is located between the subject property and the existing office buildings. The EQC associated with Flatlick Branch continues beyond the development to the west.



**South:** The area to the south, inside of the planned Newbrook Drive loop road, is a part of Commonwealth Centre that is planned for a mix of uses, is zoned PDC and is approved for 186,000 square feet of retail development including a grocery store.

**East:** The area to the east is planned for a mix of non-residential uses at an average of .50 FAR, is developed with office uses and has I-3 and I-4 industrial zoning.





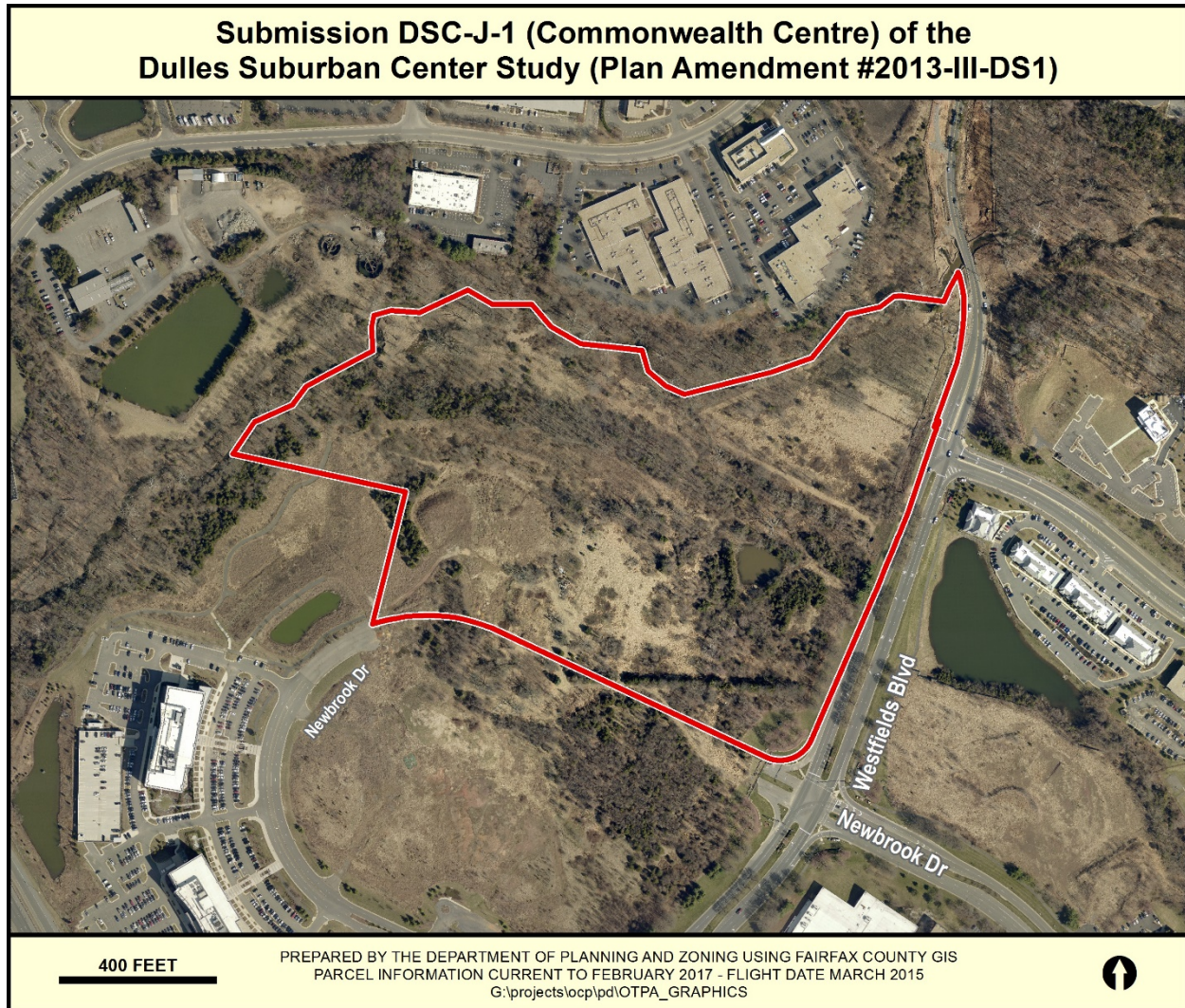


Figure 2: Aerial View of Subject Property

## PLANNING HISTORY

Since the Planning Horizons process of the early 1990s, Land Unit J of the Dulles Suburban Center has been planned for office, conference center/hotel, industrial/flex and industrial uses at an average intensity of .50 floor area ratio (FAR).

On November 25, 1985, the Board of Supervisors approved RZ 78-S-063 (Westfields), rezoning 712.04 acres, including the subject property, from R-C, I-3, I-4 and I-5 Districts to the I-3, I-4 and I-5 Districts. This rezoning was subject to proffers, but a development plan was not proffered. What was later to become the Commonwealth Centre property was zoned I-3 and approved for a maximum intensity of .50 FAR.

On October 3, 2007, the Board of Supervisors approved FDP 2006-SU-025 (Commonwealth Centre) for mixed-use development on 100.81 acres, which included the subject property. The mix included office (1,126,500 sq. ft.), hotel (212,000 sq.ft.) and retail (76,400 sq. ft.) uses for a total of 1.42 million square feet at an intensity of .32 FAR. Subsequent amendments modified portions of these approvals and included allowance for structured parking decks and flexibility to include a child-care facility to the mix. Figure 3 is from the approved Final Development Plan and shows the site layout.



Figure 3: Commonwealth Centre Approval, July 13, 2009

On September 22, 2015, the Board of Supervisors adopted Plan Amendment 2015-III-DS1 to add an option for retail development within the planned Newbrook Drive loop road. On October 20, 2015, the Board of Supervisors approved PCA 2006-SU-025-02 which removed hotel (212,000 sq. ft.), retail (76,400 sq. ft.) and office (50,000 sq. ft.) uses within the planned Newbrook Drive loop to replace it with 186,000 sq. ft. of retail uses as shown on Figure 4.



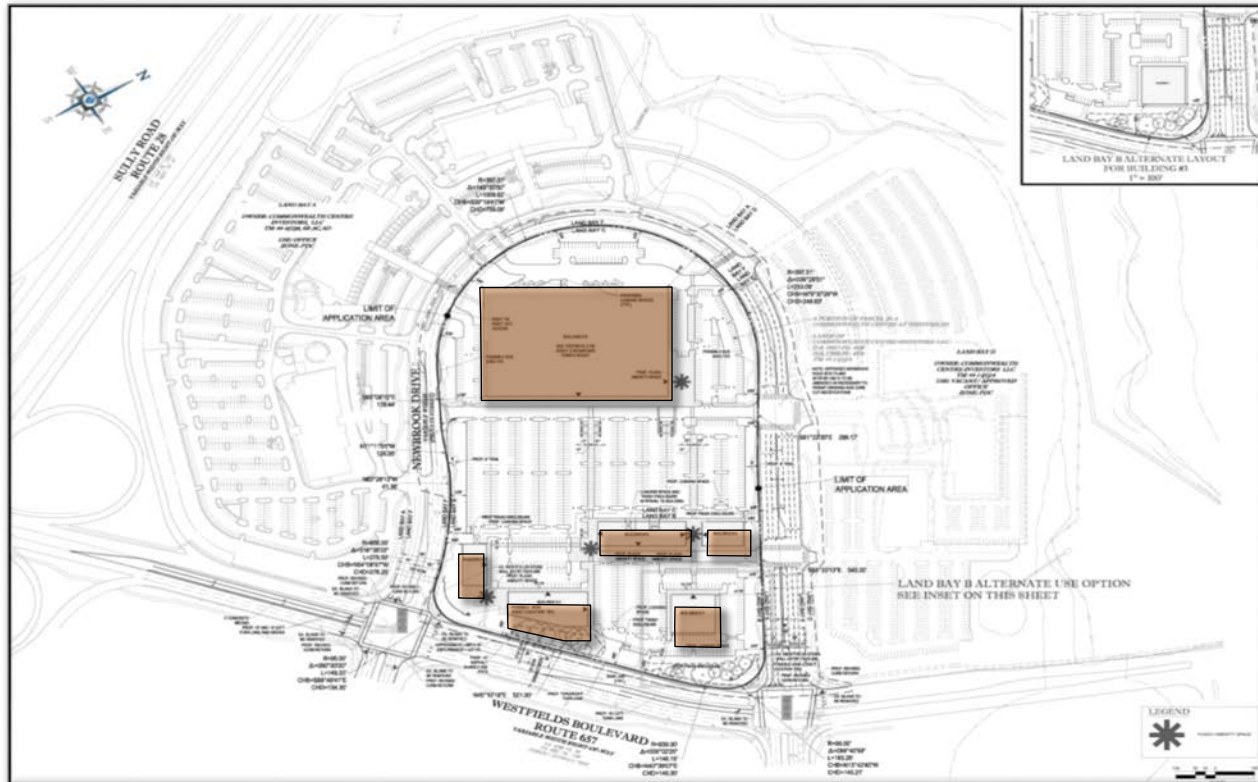


Figure 4: Commonwealth Approval PCA 2006-SU-025-02, October 20, 2015

On August 1, 2016, PCA 2006-SU-025-03 was accepted for review for the subject property. The proposal is to remove the office uses that are approved for the area east of the planned Newbrook Drive loop and replace it with 228 townhouse and multi-family residential units. Since this proposed change in uses is not in conformance with the adopted Comprehensive Plan, the review of this PCA application may occur concurrently with the review of the proposed Plan amendment, which is evaluating the conditions under which an option for retail and residential uses may be appropriate for this site.

### ADOPTED COMPREHENSIVE PLAN TEXT

The Comprehensive Plan Map shows this property is planned for mixed-use development and private open space. Specific Plan text for Land Unit J of the Dulles Suburban Center, which includes the subject property, recommends a mix of non-residential uses. The Plan text is cited below.

**Fairfax County Comprehensive Plan, 2013 Edition, Area III, Dulles Suburban Center, as amended through September 20, 2016, Land Unit J, Land Use, Recommendations, page 141.**

#### “Land Use

1. Land Unit J is planned and approved for office, conference center/hotel,

industrial/flex and industrial use at an average of .50 FAR except as noted in Land Use Recommendations #6 and #7 below. Future development should be consistent with the character of the existing development. High quality landscaping should be maintained throughout the land unit.

It is desirable that development in this land unit be designed to enhance transit serviceability. This can be achieved by placing buildings closer together or to the road; designing them around plazas; utilizing approaches to bring employees within walking distance of transit facilities or otherwise facilitating transit-oriented development.”

...

7. Re-use of the existing house on Parcel 44-1((1))6 as a restaurant or pub is desirable. Minor structural changes to the building would be appropriate as long as the integrity of the building is retained.
8. Parcel 44-1((1))6 consists of approximately 73 acres and is part of the Commonwealth Centre development, located north of the Westfields Boulevard and Newbrook Drive/ Park Meadow Drive intersection. Like other property in Land Unit J, this parcel is planned for office, conference center/hotel, industrial/flex and industrial use up to an intensity of .50 FAR.

As an option, retail uses may be appropriate up to an intensity of .20 FAR on 21 acres located north of Westfields Boulevard, within the loop road of Newbrook Drive. The following conditions should be met to implement this option:

- In order to create a sense of place, a network of well-connected public spaces should be provided. Plazas and open spaces should be designed to function as public places for people to gather and linger and help to integrate the proposed retail with the existing and planned office uses at Commonwealth Centre.
- The option will either result in fewer peak hour trips than the planned base level uses consistent with the Performance Criteria for Optional Uses or the development will mitigate negative transportation impacts to Westfields Boulevard and nearby intersections and not degrade the LOS below what it would be with implementation of the base level Plan. If such improvements and proposed mitigations are not possible, intensity should be reduced accordingly.
- The site layout and building design should link the open space to the EQC and stormwater management pond, located to the north of Newbrook Drive, to create a shared amenity area.
- The site layout should provide for connectivity with adjoining properties and connect to the existing pedestrian sidewalk and trail network.
- Drive through uses are discouraged.”

The Dulles Suburban Center Plan may be viewed in its entirety online at:  
[www.fairfaxcounty.gov/dpz/comprehensiveplan/area3/dulles.pdf](http://www.fairfaxcounty.gov/dpz/comprehensiveplan/area3/dulles.pdf).

## **PROPOSED PLAN AMENDMENT**

The adopted Plan for the subject property recommends a mix of uses that include office, conference center/hotel, industrial/flex and industrial use at an average intensity of .50 FAR. In addition, there is an option for retail development at an intensity of .20 FAR on 21 acres located within the planned Newbrook Drive loop road. Submission DSC-J-1 proposes to add an option for mixed use residential and retail development at an intensity of .50 FAR for the portion of Tax Map Parcel 44-1((1))6, located on the north side of the completed Newbrook Drive loop road. The associated zoning case, PCA 2006-SU-25-03, is being reviewed for 100,000 square feet of retail uses including a theater, 120 townhouse units and 108 multifamily residential units.

## **ANALYSIS**

This Plan amendment considers the subject property in the context of the larger mix of uses in Land Unit J, the extent to which it furthers Dulles Suburban Center Plan land use and transportation objectives, and conformance with the performance based strategy for optional uses. Other specific considerations include the potential impact of additional residential and retail uses on the transportation network, parks, recreation, and the environment and the potential impact of additional residential uses on schools.

### **Land Use**

Development in Land Unit J is primarily high quality, campus-style office buildings with approximately 80 percent of the development consisting of office uses. The dominance of a single type of land use in Land Unit J and in the larger Dulles Suburban Center has contributed to an imbalance between land use and transportation. Since at least the 1990s, the Comprehensive Plan has acknowledged that the estimated maximum non-residential development potential for the Dulles Suburban Center exceeds that which can be served at acceptable levels of service by the planned roadway network in this area. Reducing demand on the roadway system is a priority. As stated in the Dulles Suburban Center Plan, one strategy to reduce demand is to encourage land uses that produce fewer peak hour trips compared to office development. This is one reason that the Dulles Suburban Center Plan includes the Performance Based Strategy for Optional uses which, as the Plan states, 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 and that the uses are compatible with adjacent development and of a high quality that will contribute to the image and economic vitality of the Dulles Suburban Center.” The Plan section on the Performance Based Strategy for Optional Uses is included in Attachment II. The Performance Criteria for Optional Uses section of the Dulles Suburban Center Plan is included at Attachment III.



Another objective of the Dulles Suburban Center Plan is to incorporate a variety of housing opportunities within and near the Dulles Suburban Center, to promote economic diversity and supply a variety of workers for nearby jobs. The Plan further indicates that residential development should create a high-quality living environment with good design, recreation and other amenities. Single-family neighborhoods are located less than a half-mile drive or walk to the east. Located less than a mile to the west, are existing single-family neighborhoods with the potential for more housing planned. The adjacent area to the west, inside the planned Newbrook Drive loop road is approved for retail uses to include a grocery store and restaurant uses.

Considering the Plan guidance to incorporate housing where appropriate and the proximity of existing and planned neighborhoods and retail uses, residential development of the subject area would be consistent with these objectives. Further, proposed retail development would add uses to serve both existing and future residents and office workers in the area. Altogether the mix of existing office uses, the planned and approved retail uses immediately south of the site, and the proposed retail and residential uses can create an opportunity for the area to function together as a vibrant mix of uses with day and nighttime activity.

Achieving a variety of housing opportunities within and near the Dulles Suburban Center is also a stated major objective in the Plan. A mix of housing types promotes economic diversity, which in turn supplies a variety of workers for nearby jobs. The provision of affordable housing, another major objective, could be addressed through a variety of housing types and prices. The Plan further indicates that residential development should have a sufficient number of units to create a high-quality living environment with good design, recreation and other amenities.

## **Design Guidelines**

The high quality character of development will be evaluated based on its ability to meet the Design Guidelines for the Dulles Suburban Center. These guidelines are intended to facilitate the integration of new development with the existing and future development in the area and to ensure that the various land uses function well together from the point of view of the user.

Design guidance in the Plan that is particularly relevant for the proposed uses include provision of substantial and usable open space and designing “retail shopping development in physically unified complexes, not as scattered free-standing structures.” Design guidelines further state that development should include “safe separate pedestrian and vehicular circulation patterns for retail development, to encourage shoppers to walk from store to store.” Parking should be minimized in front of buildings when it is not possible to use structured parking. Further, large parking lots should be screened and broken into smaller lots by using planting areas as dividers. Provision of a continuous open space system linking activity nodes internally and externally is encouraged.

Architectural design guidance encourages the creation of an architectural theme and incorporation of plazas at major building entrances or in the center of a group of buildings. The plazas could feature seating and other pedestrian amenities with a focal point such as a water feature or public art.

The subject property has a landscaped buffer along Westfields Boulevard with existing mature trees. This buffer is consistent with streetscape that exists in other areas in Land Unit J. Retaining that buffer creates the opportunity to preserve the continuity and compatibility with other Westfields development.

## **Transportation**

The subject property is currently planned for office at an intensity of .50 FAR and is approved for approximately 583,000 square feet of office development. Table 1 estimates the vehicle trips generated by the planned and approved office uses and compares it to vehicle trips generated from the residential and retail uses in the proposed plan amendment. The Institute of Traffic Engineers (ITE) rate for townhomes was used to calculate trip generation for the 126 stacked townhouse units and 117 townhomes proposed in the plan amendment.

### Road Network Impact

Under the proposed plan, there is an increase of 1,924 daily trips and a decrease of 735 AM peak hour trips and 244 PM peak hour trips, as compared to the current Comprehensive Plan. The increase in daily trips is attributed to the inclusion of retail use which generates more trips per square foot of development than office use. The decrease in AM and PM peak trips is due to the scattering of residential and retail trips outside of the peak hour as compared to office use which generates a high number of peak vehicle trips during morning and evening peak hours.

Trip generation is provided for comparison only and does not account for pass-by, internal capture or transit. If approved, transportation issues and Comprehensive Plan recommendations for the subject submission should be adequately addressed during the course of the development review process.

**Table 1: Trip Generation Comparison for Commonwealth Centre**

	Quantities	Daily Trips	AM			PM		
			In	Out	Total	In	Out	Total
Current Comprehensive Plan								
Office (710)	801 KSF	6,384	890	121	1,011	166	810	976
Total Trips Generated		6,384	890	121	1,011	166	810	976
Approved Development								
Office (710)	583 KSF	5,016	690	94	785	124	608	732
Total Trips Generated		5,016	690	94	785	124	608	732
Gross Impact Over Current Plan		(1,368)	(200)	(27)	(226)	(42)	(202)	(244)
Proposed Plan Amendment								
Townhome (230)	126 DU	786	11	52	62	46	23	69
Townhome (230)	117 DU	737	10	49	59	43	21	65
Retail (820)	100 KSF	6,791	97	59	156	288	312	599
Total Trips Generated		8,314	118	160	277	377	356	733
Gross Impact Over Current Plan		1,930	(772)	39	(734)	211	(454)	(243)

Transportation Improvements

The Countywide Trails Master recommends a shared use path on Westfields Drive and Newbrook Drive, and a stream valley trail along Flatlick Branch. The widening of Walney Road to four lanes as shown in Transportation Plan Map is complete. The map will be updated to reflect existing conditions as a part of the Dulles Suburban Center Study.

Other Modes

There is an existing network of pedestrian connections and trails throughout the Westfields Business Park. There are major paved trails planned on either side of the subject property that are intended to connect Westfields Boulevard and uses on either side of Newbrook Drive to the planned stream valley trail to the north. This site has the opportunity to integrate additional pedestrian facilities and multi-use trails to connect to the regional trail and bicycle network.

The Fairfax Connector Routes 640 and 642 stop in front of the site on Westfields Boulevard. Route 642 stops in the area every half hour during the morning and evening peak periods and Route 640



provides hourly service on weekdays during the off peak hours. There is no weekend bus service to the site. Provision of safe and direct pedestrian routes to the bus stop would make it easier for future employees and shoppers to access the site by way of transit.

## Schools

The Plan amendment area is within the Cub Run Elementary School, Franklin Middle School and Westfield High School boundaries. The school capacity chart in Figure 5 shows enrollment and school capacity balances. Student enrollment projections are done on a six-year timeframe, currently through school year 2019-2020 and are updated annually. At this time, if development occurs within the next five years, all three schools are projected to have surplus capacity. Beyond the six-year projection horizon, enrollment projections are not available.

Figure 5: School Capacity, Enrollment and Projected Enrollment

School	Capacity 2016/2021	Enrollment (9/30/16)	Projected Enrollment 2017-2018	Capacity Balance 2017-2018	Projected Enrollment 2021-2022	Capacity Balance 2021-2022
Cub Run ES	622/622	569	569	53	526	96
Franklin MS	993/993	894	901	92	915	78
Westfield HS	2,730/2,730	2,578	2,609	121	2,680	50

*Capacities and Projected Enrollments based on the adopted 2018-22 Capital Improvement Program (January 2017)*

Development of a residential scenario would generate new students, whereas development under the current office recommendation would not. A development scenario with 243 townhouses has been evaluated for this Plan amendment and is estimated to generate 63 elementary, 16 middle and 33 high school students. While this area is projected to have capacity surplus at all three school levels, there are capacity challenges at the middle school level and at surrounding high schools. The adopted 2018-2022 Capital Improvement Program (CIP) recommends reassigning AAP students, residing within the Franklin MS attendance area, from Carson MS AAP Center to the new AAP Center at Franklin MS which would provide capacity relief to Carson MS. Additionally, the CIP recommends construction of a new high school in the western end of the County.

## Parks and Recreation

Level of Service Impacts: Existing nearby parks (Ellanor C. Lawrence, Rock Hill District, and other parks) meet a portion of the demand for parkland generated by residential development in this service area. In addition to parkland, the recreational facilities in greatest need in the Bull Run Planning District include diamond fields, playgrounds, dog parks, sport courts, and trails. This use would allow for a potential increase in residents that will need access to park and recreation facilities on site or nearby. In addition to the residential development impact on recreational services and facilities, there will also be impacts from the proposed commercial

development. Employees have a need to access recreational amenities at lunchtime or after work. Retail customers benefit from combining shopping trips with recreational activities.

Current planned uses for the subject parcel include public parks and private open spaces. Adopted recommendations for Land Unit J support the creation of public parkland onsite and nearby and should be retained. The development of urban parks such as pocket parks, plazas, common greens and recreation focused urban parks should continue to be encouraged. Integration of publicly accessible urban parks in the overall development design is critical to providing onsite recreation resources and will enhance the desirability of the project, contribute to redevelopment efforts and contribute to a sense of place. Plan recommendations supporting connectivity among parkland and natural areas within the Dulles Suburban Center should be retained.

**Cultural Resources:** Cultural Resources: The subject parcel once contained archaeological site 44FX1096, the Wrenn Hutchinson site and cemetery. The site has undergone all phases of archaeological study, and the cemetery has been removed. There are no additional Cultural Resources issues and no additional archaeological work is warranted. However, if Federal funding or permitting are required, FCPA recommends the applicant initiate consultation with the Virginia Department of Historic Resources.

**Trails:** A segment of Flatlick Branch Stream Valley traverses Land Unit J, and is located on much of the northern portion of the subject property. This stream valley provides an opportunity, consistent with the Countywide Trails Plan, to provide connections to the Stream Valley Trail that extends along the Flatlick Branch Stream Valley. Sidewalks and paved trails on the subject property will have the opportunity to connect to existing and planned paved trails in the area as well.

## **Environment**

**Environmental Quality Corridor:** The subject property falls within the Cub Run Watershed. A significant Environmental Quality Corridor (EQC) associated with Flatlick Branch is located on the subject property. The EQC feature as it exists today presents an opportunity for enhancement, which would be consistent with County policies.

**Noise:** The eastern portion of the property is located within the DNL 60 dba noise contour for airport noise. Airport noise impacts are a concern when considering noise sensitive uses, such as residential development. As recommended by Objective 4 of the Environment element of the Policy Plan, residential development should not occur in areas with projected aircraft noise exposures exceeding 60 decibel Day-Night Loudness (dBA DNL).

## Other

Fire and Rescue: The subject property is located in the emergency response area of the Chantilly Fire and Rescue Station 15. Heavy peak-hour traffic congestion in the area is a challenge for emergency responders. Installation of preemption equipment on traffic signals would improve response times to emergency incidents.

Sanitary Sewer: Sewage generated within the subject property is treated at the Upper Occoquan Service Authority treatment plant. The County's existing allocation at the treatment plant is capable of handling the projected anticipated sewage flow through 2040. The trunk lines within the area have adequate capacity to handle the project flow as well.

## CONCLUSION

The Plan amendment considers an option for a residential and retail development that encourages the creation of a high-quality development, contributes to a vibrant mix of uses, and promotes pedestrian within this site and Commonwealth Centre as a whole. The Commonwealth Centre development has the potential to become a central amenity for the office and residential uses in the surrounding area. Development proposed under this Plan option should be consistent with the Performance Based Strategy for Optional Uses. It should have less peak-hour transportation impacts than the baseline Plan, should be compatible with adjacent development and should be of a high quality that contributes to the image and economic vitality of the Dulles Suburban Center. As shown in the transportation analysis, implementation of this residential and retail option would result in fewer peak hour trips than both the baseline plan and the development that is currently approved for the site.

Application of the Design Guidelines for Dulles Suburban Center will encourage high-quality building and site design in future development. Implementation of Plan guidance addressing site and building design and connectivity would ensure that a high-quality pedestrian oriented development is achieved. Further, enhanced connectivity to the existing and planned pedestrian and bicycle network would help make it safe and convenient for people to access transit and retail uses without needing the use of a motor vehicle.

Additional retail that is designed to be functionally integrated with approved development is consistent with stated major objectives in the Plan. Chief among them is the land use objective to promote a high quality of life for those who work and reside in or near the Dulles Suburban Center. A retail environment that includes features such as plazas and open space could serve as an amenity for the existing and planned uses in the area.

The EQC is a prominent feature that with appropriate site design, can be enhanced, preserved and protected. Existing policies ensure that noise sensitive uses, such as residential development, do not experience unacceptable noise levels from aircraft.



The property has undergone all phases of archaeological study for the Wrenn Hutchinson site and cemetery. There is no longer a building on the site and the cemetery itself has been removed. The current Plan guidance about the adaptive re-use of the house should be removed.

The addition of this residential and retail option is consistent with stated major objectives in the Plan to encourage a variety of residential opportunities in the Dulles Suburban Center, reduce peak hour demands on the road network and optimize use of the existing roadway capacity. Residential and retail development would be able to meet other Plan objectives relating to compatibility, high quality design and environmental protection. The proposed residential development would not generate a demand for services that exceeds forecast capacity at nearby schools or parks. Altogether the mix of existing office uses, planned and approved retail uses immediately south of the site and the proposed retail and residential uses can create an opportunity for the area to function together as a vibrant mix of uses with day and nighttime activity

At the Dulles Suburban Center Advisory Group Meeting held on December 7, 2016, the Dulles Advisory Group (DAG) voted to support the land use change initially proposed with Submission DSC-J-1 (Commonwealth Centre). The DAG recommendation is to add an option for residential and retail uses up to .50 FAR with conditions that include but are not limited to the creation of a pedestrian-friendly and high-quality living environment that has adequate access and circulation and excludes drive-through uses.

## RECOMMENDATION

Staff recommends the Comprehensive Plan modification shown below. Text proposed to be added is shown as underlined and text proposed to be deleted is shown with a ~~striketrough~~. Text shown to be replaced is noted as such.

**DELETE:** Fairfax County Comprehensive Plan, 2013 Edition, Area III, Dulles Suburban Center, as amended through September 20, 2016, Land Unit J, Land Use, Recommendations #7, page 145:

~~7. Re-use of the existing house on Parcel 44-1((1))6 as a restaurant or pub is desirable. Minor structural changes to the building would be appropriate as long as the integrity of the building is retained.~~

**MODIFY:** Fairfax County Comprehensive Plan, 2013 Edition, Area III, Dulles Suburban Center, as amended through September 20, 2016, Land Unit J, Land Use, Recommendations #8, page 145:

87. Parcel 44-1((1))6 consists of approximately 73 acres and is part of the Commonwealth Centre development, located north of the Westfields Boulevard and Newbrook Drive/ Park Meadow Drive intersection. Like other property in Land Unit J, this parcel is planned for office, conference center/hotel, industrial/flex and industrial use up to an intensity of .50 FAR.

As an option, retail uses may be appropriate up to an intensity of .20 FAR on 21 acres located north of Westfields Boulevard, within the loop road of Newbrook Drive. The following conditions should be met to implement this option:

- In order to create a sense of place, a network of well-connected public spaces should be provided. Plazas and open spaces should be designed to function as public places for people to gather and linger and help to integrate the proposed retail with the existing and planned office uses at Commonwealth Centre.
- The option will either result in fewer peak hour trips than the planned base level uses consistent with the Performance Criteria for Optional Uses or the development will mitigate negative transportation impacts to Westfields Boulevard and nearby intersections and not degrade the LOS below what it would be with implementation of the base level Plan. If such improvements and proposed mitigations are not possible, intensity should be reduced accordingly.
- The site layout and building design should link the open space to the EQC and stormwater management pond, located to the north of Newbrook Drive, to create a shared amenity area.
- The site layout should provide for connectivity with adjoining properties and connect to the existing pedestrian sidewalk and trail network.
- Drive through uses are discouraged.

As another option, multi-family and single-family attached residential and retail uses may be appropriate up to an intensity of .50 FAR on approximately 39 acres located north of the planned Newbrook Drive loop road. Any development under this option is deemed to be inclusive of the density bonus applicable to the dwelling unit type for affordable housing. In addition to the conditions listed above, the following conditions should be met to implement this option:

- New residential and retail uses should be oriented to be functionally integrated with the approved retail uses inside of the Newbrook Drive loop road so as to create a vibrant mixed use environment.
- Adequate access and circulation should be provided.

**MODIFY:** Fairfax County Comprehensive Plan, 2013 Edition, Area III, Dulles Suburban Center, as amended through September 20, 2016, Land Unit J, Land Use, Recommendations, pages 141-146:

Change land use recommendation numbering to reflect removal of recommendation #7.

**COMPREHENSIVE LAND USE PLAN MAP:**

The Comprehensive Land Use Plan Map will not change.

**TRANSPORTATION PLAN MAP:**

The Countywide Transportation Plan Map will not change.



Attachment I

Dulles Suburban Center Comprehensive Plan  
Submission Form for Proposed Changes

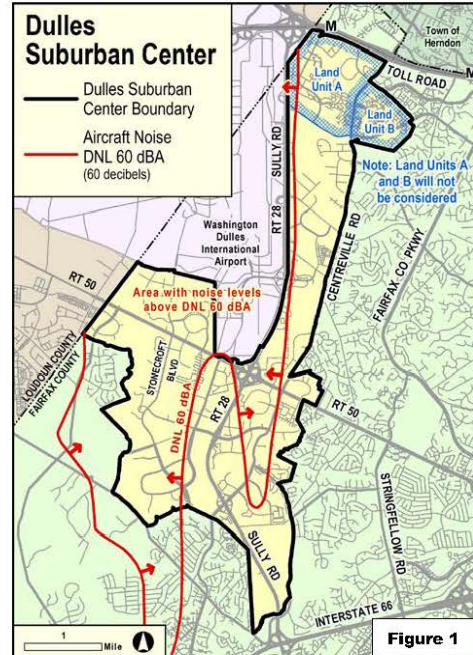


The Dulles Suburban Center Area (DSC) study will primarily focus on editorial updates to recommendations contained in the Comprehensive Plan. There is an opportunity to suggest potential changes to the DSC Comprehensive Plan land use recommendations as part of this study. This form should be used to suggest potential changes to the Comprehensive Plan guidance for this area. Land Units A and B were the subject of a 2013 land use study and will be excluded from consideration at this time.

Portions of Fairfax County are in the vicinity of Washington Dulles International Airport and are subjected to levels of aircraft noise which may be incompatible with noise sensitive land uses. For example, consistent with long-standing policy, new residential development is not recommended in areas with projected aircraft noise exposures at or above DNL 60 dBA. Proposals for noise sensitive uses within the DNL 60 dBA will not be considered. For more information, please consult the Dulles Suburban Center Area-Wide Recommendations, Environment section:

[www.fairfaxcounty.gov/dpz/comprehensiveplan/area3/dulles.pdf#page=33](http://www.fairfaxcounty.gov/dpz/comprehensiveplan/area3/dulles.pdf#page=33)

All applicants are encouraged to review the Performance Criteria for Optional Uses section of the DSC Comprehensive Plan text prior to the development of their submission.



To submit a proposed change to the DSC Comprehensive Plan guidance, complete this form detailing the proposal by **Tuesday, May 31, 2016**. Anyone can submit a proposed change. Please use a separate form if you have more than one change to propose.

Review of proposed changes is anticipated to begin in **June 2016**. Interested parties are encouraged to notify and consult with landowners prior to the submission of a proposed change. Planning staff is available to answer questions. Proposed changes will be used to inform the study of the Dulles Suburban Center, and may be modified or combined with other proposed changes in similar geographic areas. Proposed changes that are contrary to longstanding Plan policies or do not meet the criteria stated on this form may be excluded from consideration.

To use this form, type responses or print in ink. Attachments may be used as necessary. An online version of this form and a detailed version of this map are also available on the Web at: [www.fairfaxcounty.gov/dpz/dullessuburbancenter/](http://www.fairfaxcounty.gov/dpz/dullessuburbancenter/)

1. Proposal Type (choose one)

- ☒ Site-specific  
☐ Areawide topic

2. Subject Property Information (for site-specific proposals.)

Identify general location, street address, or Tax Map parcels, if available.

a) General Location: North of the eastern intersection of Westfields Boulevard and Newbrook Drive in the northeast quadrant of Route 28 and Westfields Boulevard, in Land Unit J of the Dulles Suburban Center.

- ☒ Inside the DNL 60 dBA area (Limited to south easternmost corner of Property adjacent to Westfields Boulevard)  
☐ Outside the DNL 60 dBA area

b) Street Address: 4508 Walney Road

c) Tax Map Parcel Numbers: 44-1-((1))-6 (part) (the "Property")

For help visit the [Department of Tax Administration website](#) or the [Digital Map Viewer](#)

d) Identify total aggregate size of all subject parcels in acres or square feet: 39± acres

For help visit the [Department of Tax Administration website](#)

e) Do you own the subject property or represent the owner of the subject property:

☐

Yes

☒

No (*Represent contract purchaser of the subject property.*)

**3. Proposed Amendment to Comprehensive Plan recommendations**

a) (*For site-specific proposals*) Describe the proposed change and how it would modify the current Plan recommendations. For proposed land use changes, explain the character and type of proposed development. The potential development could be described in terms of land use floor area ratio (FAR) or dwelling units per acre. Building height or size may also be used to convey scale.

*See Attachment 1.*

b) (*For areawide topics*) Describe the proposed change and why it should be addressed at an areawide level within the Dulles Suburban Center Area.

*N/A*

c) (*For site-specific and areawide topics*) Provide justification for the proposed change. Describe how the proposal meets any of the following criteria. Check all that apply.

☐

Address emerging community concerns or changes in circumstance

☐

Respond to actions by others, such as Federal, State, or adjacent jurisdictions

☒

Advance major policy objectives, such as promoting environmental protection, preserving heritage resources, supporting economic development, preserving open space, providing affordable housing, or balancing transportation infrastructure and public facilities services with growth and development

☒

Better implement the Concept for Future Development

☐

Reflect implementation of Comprehensive Plan guidance through zoning approvals

☐

Respond to or incorporate research derived from technical planning or transportation studies

☐

Other

Explanation for (c). (*Additional sheets may be attached.*)

*See Attachment 1.*

**4. Contact Information**

a) Name (required): Francis A. McDermott, Hunton & Williams LLP

b) Daytime Phone (required): 703-714-7422

c) Street Address: 1751 Pinnacle Drive, Suite 1700, McLean, VA 22102

d) Email Address: fmcdermott@hunton.com

Review of proposed changes is anticipated to begin in June 2016. Please contact the Planning Division by phone or email if you have any questions about the submission procedure.

Submit the completed form by mail or email: **Fairfax County Department of Planning and Zoning**

Planning Division  
12055 Government Center Parkway, Suite 730  
Fairfax, Virginia 22035-5500  
703-324-1380, TTY 711 (Virginia Relay)  
[DPZDullesSubCenter@fairfaxcounty.gov](mailto:DPZDullesSubCenter@fairfaxcounty.gov)

**ATTACHMENT 1**

**3. Proposed Amendment to Comprehensive Plan recommendations.**

**a) *(For site specific proposals)***

The Property is located within Land Unit J of the Dulles Suburban Center and is currently planned for office, conference center/hotel, industrial/flex and industrial uses at an average of 0.50 FAR. Land Unit J consists almost entirely of the Westfields International Corporate Center. The Property is part of Commonwealth Centre, a mixed use development which consists of approximately 101-acres located in the northeast quadrant of Westfields Boulevard and Route 28. Commonwealth Centre is comprised of four (4) land bays (A, B, C and D). Land Bays A and D are approved for a total of six (6) office buildings, of which only two have been constructed within Land Bay A adjacent to Route 28. Plan Amendment (PA) 2015-III-DS1 was approved for Land Bays B and C to allow an option for retail uses up to an intensity of 0.20 FAR for the 21-acre portion of Commonwealth Centre north of Westfields Boulevard within the loop road of Newbrook Drive. Recently, zoning approval for Land Bays B and C was obtained to permit the development of a Wegmans market and restaurant/retail uses which will contribute to creating a more vibrant mix of uses for the immediate area with day and night activity. Land Bays B and C were designed with a network of well-connected public spaces with the anticipation that additional mixed use and/or residential development would occur in the adjacent Land Bay D immediately east of the extension of Newbrook Drive.

In order to further enhance this portion of the Dulles Suburban Center as a more vibrant, 24-hour mixed-use activity center for living, working, shopping, and playing, the Comprehensive Plan recommendation for Land Unit J is proposed to be amended as follows:

**PROPOSED COMPREHENSIVE PLAN RECOMMENDATION  
LAND UNIT J**

Add: Fairfax County Comprehensive Plan, 2013 Edition, Area III, Dulles Suburban Center, as amended through October 20, 2015, Land Unit J, Land Use Recommendations, delete Paragraph 7; re-number the following Paragraph as Paragraph 7; and add new recommendation Paragraph 8:

8. The approximately 39 acre portion of Parcel 44-1 ((1)) 6 is Land Bays D and E (the "Property") of the Commonwealth Centre development and is located north of Westfields Boulevard, east of the future extension of the Newbrook Drive loop road. Like other property in Land Unit J, the Property is planned for office, conference center/hotel, industrial/flex and industrial use up to an intensity of .50 FAR. This portion of Commonwealth Centre is a logical extension of the optional retail uses planned north of Westfields Boulevard within the loop road of Newbrook Drive (Land Bays B and C), and is planned to further enhance this portion of the Dulles Suburban Center as a more vibrant, 24-hour mixed use activity center for living, working, shopping, relaxing and creating a place where people want to be.

As an option, multi-family and/or single-family attached residential development and retail/theatre uses may be appropriate up to an intensity of 0.50 FAR under the following conditions:

- Access to this development should be oriented to Newbrook Drive.
- High quality site and architectural design for retail buildings and parking structures, including compatibility with the retail uses planned within the loop road of Newbrook Drive.
- Retail development should be located on the southern portion of the site and oriented with the planned retail uses across Newbrook Drive.
- Pedestrian connections to include attractive pavements, safe crossings, and high-quality landscape features should be provided to the surrounding land uses.
- In residential development, an urban park or park features should be included on the site, such as, but not limited to, plaza, gathering space, tot lot, special landscaping, street furniture, and access to trails and adjoining open spaces.
- Residential development should be consistent with the county's adopted policies regarding residential development in areas impacted by noise from Dulles Airport.

**c) (For site specific and area wide topics) Provide justification for the proposed change.**

Explanation for (c).

Commonwealth Centre is ideally situated in the eastern portion of the Westfields development, is adjacent to and visible from Route 28 and easily accessible for current and future corporate office users and nearby residential communities. The Dulles Suburban Center Plan encourages a mix of uses that creates employment and housing opportunities with high quality commercial and mixed-use residential development. The proposed change will further the objectives of creating a more vibrant mixed-use environment at Commonwealth Centre with the integration of residential use situated along Flatlick Branch and additional retail/restaurant/theatre uses along Westfields Boulevard. With the proposed residential and retail/restaurant/theatre uses in Land Bay D and the approved Wegmans and other complementary retail/restaurant uses in Land Bays B and C, Commonwealth Centre will be distinguished as a focal point for the area and create a strong image for the Dulles Suburban Center. The proposed development will reinforce the showplace standards established by Westfields and provide an amenity-rich commercial and residential mixed-use project for day and night activities.

The integration of residential and a strengthened retail/place-making core will contribute towards addressing the imbalance between zoned development potential and transportation capacity in the Dulles Suburban Center and will further the major policy objectives of the Comprehensive Plan and the Concept for Future Development as follows:



- Support development that emphasizes mixed commercial and residential uses in urban settings with compatible facilities and amenities.
- Integrate residential development within an area originally predominantly envisioned as an employment center.
- Support developments at major employment sites that incorporate retail facilities and services and cultural facilities, with place-making amenities complementing a Suburban Center setting.
- Promote a high quality of life for those who work and reside in or proximate to the Dulles Suburban Center.
- Encourage a variety of housing opportunities within and near the Dulles Suburban Center.
- Provide affordable housing as part of all future residential development and encourage a variety of housing types and prices.
- Provide trails which link all focal areas, public parking sites, and major recreational and public facilities.
- Encourage a complementary mix of office, retail and residential uses in a cohesive moderate to high-intensity setting.
- Provide for a broad range of uses that are compatible with nearby residential neighborhoods.

## Attachment II

### **Fairfax County Comprehensive Plan, 2013 Edition, Area III, Dulles Suburban Center, as amended through September 20, 2016, Dulles Suburban Center Over, Implementation page 18.**

#### “Performance Based Strategy for Optional Uses

A performance based strategy for development in the Dulles Suburban Center is set forth below. This strategy provides the developer 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 and that the uses are compatible with adjacent development and of a high quality that will contribute to the image and economic vitality of the Dulles Suburban Center.

Under this approach, the Plan text for each land unit generally provides for a baseline recommendation and one or more optional uses. For each land unit, the baseline Plan recommendation generally provides for the continuation of existing uses and intensities. In some cases, these may be uses which primarily generate off-peak hour trips and these uses are planned to be retained. Where optional uses are specified, these uses generally generate fewer peak-hour trips, and can be developed compatibly with the surrounding area. Site-specific conditions may also apply to the baseline and optional use recommendations. Under the options, the overall intensity may vary as long as the identified performance criteria for traffic impacts and compatibility and site-specific conditions are met. Once a land use option is exercised through site plan or construction, any future redevelopment should also result in lesser impacts on peak-hour road capacity when compared to the baseline Plan recommendation.

With this strategy, both the county and the landowner benefit through the effective extension of capacity of the planned roadway network and a broader mix of uses creating a more desirable environment. The performance based approach is predicated on the understanding that this approach creates a forum for flexibility, negotiation and mutually beneficial development solutions. Development proposals must demonstrate that the proposed use will contribute to objectives for the Dulles Suburban Center.

The section below describes the elements for trip generation and compatibility which form the basis for the performance criteria. The actual performance criteria are contained in the section of the Plan titled "Performance Criteria for Optional Uses".

#### **Trip Generation Elements**

As described above, development potential in the Dulles Suburban Center is far in excess of the capacity of the planned road network. Allowing for optional uses that will generate fewer peak-hour traffic trips than generated by baseline development, or that will have a lesser peak-hour transportation impact, will effectively increase the capacity of the road network by spreading the trips throughout the day or by providing more of a balance between inbound and outbound trips.

Transportation Demand Management (TDM) programs that include innovative strategies to reduce single-occupancy vehicle use are appropriate and essential in the area.

In order for an optional use to be considered for approval, the applicant must demonstrate to

the satisfaction of the Fairfax County Department of Transportation that the uses and intensities/densities proposed will result in lesser peak-hour traffic impacts than would be generated if the site were to develop at the maximum allowable intensity under the baseline recommendation of the Plan. The Fairfax County Department of Transportation and the Department of Planning and Zoning will provide the applicant guidelines for this demonstration.

### **Compatibility Elements**

Compatibility issues relate to land uses, parcel consolidation, buffers, access and circulation, the mitigation of noise and other nuisances, design and landscaping.

#### **Land Use**

Proposed uses in the Dulles Suburban Center should be compatible with adjacent existing and planned uses in terms of height and scale. If nonresidential development occurs adjacent to residential uses, substantial landscaped buffers, screening, other landscape features, and/or other buffer treatments must be provided to mitigate adverse visual and noise impacts. Where residential development or mixed-use development with a residential component is recommended as an optional use, projects should have sufficient acreage and number of units to create a high quality living environment through the provision of well-designed projects with recreational and other amenities for residents. Projects must provide affordable dwelling units.

#### **Parcel Consolidation**

Proposals for both baseline and optional uses should provide sufficient parcel consolidation to ensure that a development can meet all standards for setbacks, buffering and screening, open space, parking and recreational amenities; function in a well-designed, efficient manner; and not preclude the development of unconsolidated parcels in conformance with the Comprehensive Plan.

#### **Buffers**

Buffers between potentially incompatible land uses can occur at various scales - area-wide and land unit specific. At the area-wide scale, buffers can be land use types and/or intensities planned in positive relationships to one another. It is expected that transitions and buffers will occur so that the peripheral land uses of the Suburban Center are compatible in type and intensity to the adjoining areas to protect existing residential neighborhoods. Within individual land units, land use buffering should be encouraged wherever possible. Setbacks, berms, and vegetative or structural (walls and fences) screens are recommended as buffer treatments. Where appropriate, environmental quality corridors can be incorporated as natural buffer areas.

#### **Access and Circulation**

As a part of the process to consider optional uses, the applicant should demonstrate that adequate vehicular access and circulation can be accomplished. Likewise, it should be demonstrated that the optional use or uses help provide a circulation pattern that can efficiently serve the area and will not result in adverse impacts to the surrounding area. If residential development is an optional use under consideration, the analysis of access and circulation should examine how the residential community will provide access to mass transit, public transportation, schools, parks and recreation facilities, and other community

services.

Pedestrian circulation is an important issue that should be addressed through the development process. While the degree of pedestrian circulation provided on-site may vary, all optional uses should demonstrate that they will contribute to the implementation of a comprehensive network of trails and sidewalks for pedestrian circulation related to the Dulles Suburban Center.

#### Mitigation of Noise and Other Nuisances

Noise and light produced by an optional use must be examined to determine that it does not negatively impact adjacent residential or nonresidential uses. Measures such as landscape buffers, berms, walls and fences, pedestrian - scaled light poles, and the directing of light away from existing development should be used to mitigate any identified impacts.

#### Design and Landscaping Elements

Frequently in the land unit recommendations the term "high quality" is used to describe the character of development desired for the Dulles Suburban Center. For the purpose of evaluating development proposals, the quality of development for both baseline and optional uses will be defined in terms of the proposal's ability to achieve the "Design Guidelines for the Dulles Suburban Center," following the recommendations for Land Unit K."

### Attachment III

#### **Fairfax County Comprehensive Plan, 2013 Edition, Area III, Dulles Suburban Center, as amended through September 20, 2016, Dulles Suburban Center Overview, Performance Criteria for Optional Uses, page 20.**

##### **“PERFORMANCE CRITERIA FOR OPTIONAL USES**

Within each of the land units of the Dulles Suburban Center, recommended land uses and intensities/densities are specified with a baseline Plan recommendation for development. In some cases, other uses that may be appropriate under certain conditions are also specified. These are called optional uses. Under the options, the overall intensity may generally vary as long as the identified performance criteria for traffic impacts, compatibility and site-specific conditions are met. In those instances where retail use is an option, a maximum intensity is specified to provide guidance as to the scale of retail development that is appropriate. Although not specifically referenced in each land unit, institutional uses and uses allowed by special permit and special exception may be considered as optional uses throughout the Dulles Suburban Center.

To develop property with an optional use, an applicant shall submit to the county a development proposal for a rezoning, special exception or special permit, as appropriate, with sufficient detail and information that fulfills the following items:

- Provides an analysis that demonstrates, to the satisfaction of the Fairfax County Department of Transportation, that the uses and intensities/densities proposed will result in lesser peak-hour traffic impacts than would be generated if the site were to develop at the maximum allowable intensity for the Plan baseline recommendation. In those land units where a range of intensities is specified (example: .50-1.0 FAR) the low end of the range should be used for calculating peak-hour trip equivalencies;
- Provides evidence that all compatibility elements are satisfied;
- Provides information that demonstrates that the proposed uses will contribute to the economic vitality of the area; and
- Provides excellence of design, as demonstrated by the development proposal's ability to respond to the Design Guidelines for the Dulles Suburban Center.

##### Development Elements: Transportation

In order for an optional use to be considered for approval, the applicant must meet the following applicable criteria for trip generation:

- For all options, the proposed use and intensity will have lesser peak-hour traffic impacts than would occur if the site were to be developed at the maximum intensity allowed in the baseline Plan recommendation. This should be demonstrated to the satisfaction of the Fairfax County Department of Transportation and the Department of Planning and Zoning.
- In assessing the peak-hour traffic impacts, conversion ratios for some common optional uses will be assessed according to the factors specified in the current edition of the Institution of Transportation Engineers (ITE) Manual. For example, the following



conversion ratios, from the 4th edition of the ITE Manual, would be used in assessing the impacts of an optional use against a baseline recommendation of general office use. One million gross square feet of general office use will generate a level of afternoon outbound traffic that is similar to:

1.4 million gross square feet of industrial flex space (a ratio of 1:1.4);

3.0 million gross square feet of hotel space, (or 3700 rooms) (a ratio of 1:3.0);

11.1 million gross square feet of townhouse space (or 6150 units) (a ratio of 1:11.1); or

6.4 million gross square feet of multifamily space (or 6400 units) (a ratio of 1:6.4).

### Compatibility Elements

#### **Residential**

Where residential development is to be considered as an option, the proposed development must:

- Be compatible with adjacent existing and planned development in terms of building heights, scale and density.
- Assure that development of adjacent lands can occur in a fashion which is compatible through joint application and/or demonstration that the zoning for adjacent lands would be compatible with the proposed use.
- Minimize human exposure to unhealthful levels of noise in accordance with the guidance provided by the Policy Plan under Environment Objective 4.
- Predominately residential projects as opposed to mixed-use projects should be approximately 10 acres in size to create a high quality living environment including recreational and other on-site amenities, at a minimum.
- Provide for affordable housing as outlined in the Plan text for the Dulles Suburban Center.
- Provide needed right-of-way for an integrated rail transit system for the Dulles Suburban Center, once a general alignment has been determined.
- If sites are identified, provide or participate in the provision of land, as may be practical, to achieve future school facility needs.

#### **Nonresidential**

Where nonresidential development is to be considered as an option, the proposed development must:

- Demonstrate that mitigation measures for noise, glare, lights and other nuisance aspects related to nonresidential development are adequate to ensure the proposed use will not adversely impact adjacent development. Mitigation measures may include the provision of berms and landscaping, limitation on hours of operation, limitation on the heights of light poles and other measures.
- Provide coordinated access.
- Provide for consolidation of appropriate parcels.
- Provide needed right-of-way for an integrated rail transit system for the Dulles Suburban Center, once a general alignment has been determined.

#### Design Elements

Where residential and nonresidential development is to be considered as an option, the proposed development must demonstrate high quality design. Design will be evaluated in terms of the ability of a development proposal to meet the Design Guidelines for the Dulles Suburban Center.”