

PROPOSED COMPREHENSIVE PLAN AMENDMENT

ITEM: S11-III-DS1

June 6, 2013

GENERAL LOCATION: The subject property is located northwest of the Sayward Blvd. and Carta Way intersection. In addition, the property is located 1/4 mile south of the planned Innovation Center Metrorail Station.

SUPERVISOR DISTRICT: Dranesville

PLANNING AREA: Area III

PLANNING DISTRICT: Dulles (Route 28 Corridor)

Suburban Center

SUB-DISTRICT DESIGNATION: Land Unit A

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

PARCEL LOCATION: 15-4 ((5)) 5A

PLANNING COMMISSION PUBLIC HEARING:

Thursday, June 20, 2013 @ 8:15 P.M.

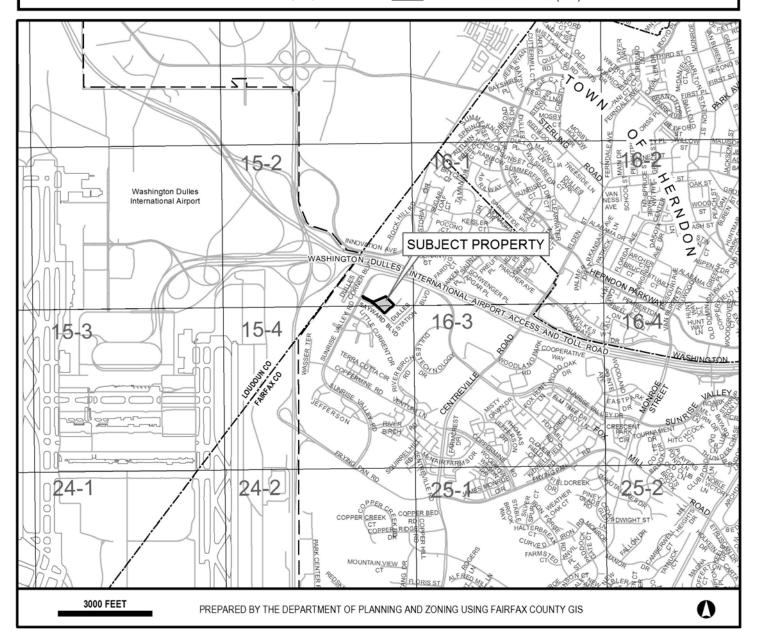
BOARD OF SUPERVISORS PUBLIC HEARING:

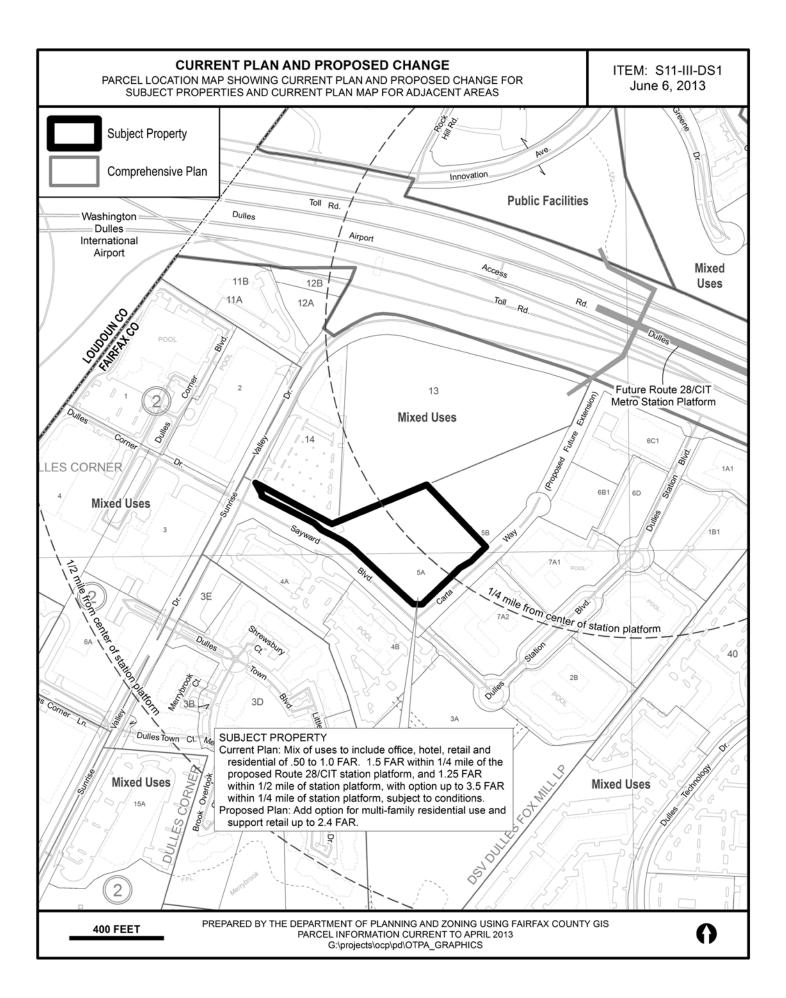
Tuesday, July 30, 2013 @ 4:00 P.M.

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.





STAFF REPORT FOR PLAN AMENDMENT S11-III-DS1

BACKGROUND

On March 8, 2011, the Board of Supervisors (Board) authorized Plan Amendment S11-III-DS1 for Tax Map parcel 15-4 ((5)) 5A. The subject property is 4.26 acres of vacant land located one-quarter mile south of the planned Innovation Center Metrorail Station. In addition, the Board authorization indicates that this proposed Plan amendment be considered in context with the adjoining 11.6 acre undeveloped property to the north (Tax Map parcel 15-2 ((1)) 13) known as the "Rocks" site, and an adjoining three acre undeveloped property (Tax Map parcel 15-4 ((5)) 5B) owned by the Board of Supervisors. The authorization indicates that consideration be given to integrating future development with the Innovation Center Transit Station including parking, access and infrastructure. These adjoining properties and the rest of Land Unit A are the subject of the Route 28 Station-South Study which is anticipated to be completed by late 2013.

CONTEXT

General Location and Character

The subject property is located south and east of Sunrise Valley Drive in the northwest quadrant of the intersection of Sayward Boulevard and Carta Way as shown on Figure 1. In addition, the parcel is a quarter mile south of the planned Innovation Center Metrorail Station.

Tax Map parcel 15-4 ((5)) 5A is a 4.26 acre undeveloped property located in Land Unit A of the Dulles Suburban Center, and is part of a larger 63.12 acre development known as Dulles Station. The approved use is for a 180,000 square foot office building and accompanying parking structure.

Character of the Surrounding Area

North and West: The area to the north includes the aforementioned undeveloped "Rocks" site that is planned for mixed-use development and zoned PDC. The Board owned property is designated for transit-use and is zoned PDC. To the west there is another smaller parcel planned for mixed-use development, zoned C-3 and developed with an office building.

East: The area to the east of Carta Way is part of Dulles Station and planned for mixed-use development and zoned PDC. It is developed with two office buildings and four multi-family residential buildings. There is some existing ground floor

retail, with additional retail space not yet occupied. Two additional office buildings are a part of the zoning approval and are not yet constructed.

South: The area to the south of Sayward Boulevard is also part of Dulles Station and planned for mixed-use development and zoned PDC. It is developed with one multi-family residential building and two hotels.



Figure 1: Subject Property for Plan Amendment S11-III-DS1

PLANNING HISTORY

Since the Planning Horizons process of the early 1990's, Land Unit A of the Dulles Suburban Center has been planned for a complementary mix of land uses at .50 to 1.0 FAR, including office, hotel, and residential uses. A core area has also been envisioned in Land Unit A which is planned as a mixed-use area associated with transit. This core is to include high density residential uses and a relatively greater land use intensity and urban scale than most other areas in the Dulles Suburban Center.

Comprehensive Plan Amendment S98-CW-4CP, adopted May 21, 2001, identified this core mixed-use area as the Route 28/CIT Transit Station Area with designated intensities within a quarter and half mile radius of the transit station platform, serving either a bus rapid transit or Metrorail system. Further, Amendment S01-CW-17CP (B), adopted August 6, 2007, stated that the transit station area would be served by Metrorail.

In 1975, Rezoning Application RZ C-696 was approved to rezone 63.12 acres, including the subject property, from the RE-1 District (Residential, One Dwelling Unit/Acre) to the PDC District (Planned Development Commercial) for mixed-use development with a maximum 0.33 FAR. In 2000, Rezoning Application PCA C-696-02 was approved to allow for development of office, retail, and multifamily uses with a maximum FAR of 0.99.

On September 2012 a Rezoning Application (RZ/FDP 2012-DR-016) was submitted which seeks to replace the approved six story office building with a five story residential building that includes approximately 400 multi-family units which is illustrated on Figure 2.

This proposed Plan amendment was authorized to evaluate whether a residential use of this scale, intensity and character would be a desirable land use option.

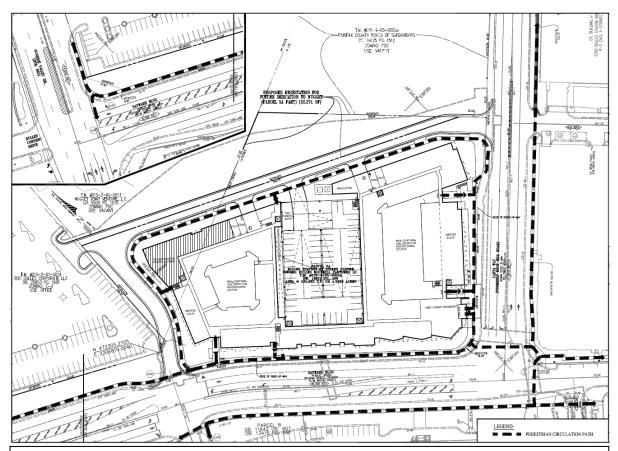


Figure 2: Illustration of Dulles Station Rezoning Development Concept

ADOPTED COMPREHENSIVE PLAN TEXT

The Comprehensive Plan Map shows this property is planned for mixed use development. Specific Plan text for Land Unit A of the Dulles Suburban Center recommends a complementary mix of land uses to include office, hotel and support retail at an intensity of .50 to 1.0 FAR. Optional residential uses are encouraged as part of mixed-use developments. Plan guidance further recommends that the core transit station area be planned for mixed-use with intensities up to 1.5 FAR within a quarter mile and 1.25 FAR within a half mile of the station. There is a second option for intensity up to 3.5 FAR within a ¼ mile with conditions that include transfer of development potential. Plan text of the land use recommendations for Dulles Suburban Center Land Unit A is provided as Attachment 1.

The Fairfax County Concept for Future Development designates the subject property this area as a Transit Station Area. These areas are planned to promote a land use pattern that supports Metrorail by encouraging a mix of uses in a compact, pedestrian-friendly urban form within walking distance of the rail station. Countywide policies provide guidance about Transit Oriented Development and some of those policies are cited as follows.

Fairfax County Comprehensive Plan, Policy Plan, 2011 Edition, Land Use, as amended through 9-22-2008, p. 11:

"Transit-Oriented Development (TOD)"

"Objective 16:

Fairfax County should encourage Transit-Oriented Development (TOD) with focused growth near certain planned and existing rail transit stations as a way to create opportunities for compact pedestrian- and bicycle-friendly, neighborhood centers accessible to transit.

Policy a.

The TOD principles outlined in the "Guidelines for Transit-Oriented Development" section in the Land Use Appendix should be used in future planning efforts involving rail transit station sites identified for mixed-use development in the Area Plans."

Fairfax County Comprehensive Plan, Policy Plan, 2011 Edition, Land Use, Appendix 11, as amended through 9-22-2008, pp. 33-34:

"GUIDELINES FOR TRANSIT-ORIENTED DEVELOPMENT

1. Transit Proximity and Station Area Boundaries:

Focus and concentrate the highest density or land use intensity close to the rail transit station, and where feasible, above the rail transit station.

This TOD area may be generally defined as a ¼ mile radius from the station platform with density and intensity tapering to within a ½ mile radius from the station platform, or a 5-10 minute walk, subject to site-specific considerations. ..."

4. Mix of Land Uses:

Promote a mix of uses to ensure the efficient use of transit, to promote increased ridership during peak and off-peak travel periods in all directions, and to encourage different types of activity throughout the day.

A balanced mix of residential, office, retail, governmental, institutional, entertainment and recreational uses should be provided to encourage a critical mass of pedestrian activity as people live, work and play in these areas. ..."

PROPOSED PLAN AMENDMENT

The proposed Plan Amendment would add a residential option for Tax Map parcel 15-4 ((5)) 5A for residential development at an intensity up to 2.4 FAR.

ANALYSIS

This Plan amendment considers the subject property in the context of the transitoriented development that is anticipated near the Innovation Center Station. Other considerations include balancing the land use with the planned infrastructure such as the transportation network and parks. Further, transit station areas along the Silver Line are being planned for higher standards in environmental and urban design and this Plan amendment considered the application of standards consistent with that.

Land Use and Intensity

A continuation of the mix of uses established by the Dulles Station development will further transit-oriented development objectives. Specifically, the proposed residential use will help to optimize the jobs and housing balance in the Land Unit A area where the office component is disproportionally larger than the residential component. Furthermore, residential use in this property will encourage the creation of a vibrant mixed-use area within a half mile of the metro-rail station.

The development intensities that have been evaluated and considered for this area as a part of the Route 28 Station-South study are 2.0 to 3.0 FAR within a quarter mile of the station and 1.0 to 2.0 FAR within a half mile. This property has a portion that is within a quarter mile and a portion that is within a half mile of the station. For

the purposes of this Plan amendment the proposed intensity is based on the proportional area in each radial distance from the station resulting in an overall intensity of 2.4 FAR. This is consistent with what is being considered as a part of the Route 28 Station- South study.

Transportation

Transportation analysis of the area evaluated an increase in the residential component in the mix of uses, assumed the creation of a grid of streets and the creation of more access points to Land Unit A. The results of the analysis indicated that increasing the residential component in the mix of uses would improve the peak period directional flow and optimize use of the existing and planned road network. Using the Institute of Traffic Engineers (ITE) 2008 Handbook, the change from office use to residential use decreases the amount of vehicles (approximately 240) that are entering Parcel 5A in the morning but increases (approximately 130) the amount of vehicles leaving Parcel 5A. This same distribution can be expected in the evening but reversed. The overall effect is a net decrease of 70 vehicles in the morning peak hour and 20 vehicles in the afternoon peak hour but the true effect is more efficiently balancing the directional flow of traffic to maximize the use of the transportation infrastructure.

The ultimate creation of transit-oriented development will also require continuing the pattern of a grid of streets that was established by the Dulles Station development and is appropriate for an area such as this which is planned for a high level of pedestrian walkability. Creating new roads on the north and western edges of this property would improve connectivity for both pedestrians and vehicles and would continue the pattern of a grid of streets. Coordinated access points and continuity of the proposed grid of streets with existing and planned development, including the planned Metro garage to the north, will be necessary to avoid conflicting movement among vehicles from the various developments and those parking at the station. Right-of-way should be dedicated on Sunrise Valley Drive to accommodate the planned bridge over the Dulles Toll Road and for appropriate turning lanes.

In this transit station area, people will have many transportation choices that include alternatives to a personal vehicle such as Metrorail, bus, bicycling and walking. For this and other transit station areas Transit Demand Management (TDM) goals have been set. Setting the TDM goal for this development at a range of 35% - 45% is consistent with what is being considered as a part of the Route 28 Station-South Area study.

Parks

Urbanizing areas such as this and other transit-station areas will have different park needs than other parts of the county. To address this, the Urban Parks Framework has been created to guide development in mixed-use centers. This development should use the Urban Parks Framework to inform how to address the need for publicly accessible park space including the appropriate amenities and

design. Further, this development should offset the need for active recreation consistent with existing standards.

The Plan amendment which added the Urban Parks Framework to the Policy Plan was adopted on May 14, 2013.

Environment

Consistent with higher environmental standards that are being considered in the Route 28 Station-South study, as well as other county mixed-use centers, this development should provide more than the minimum requirements in terms of stormwater management and water quality controls. Stormwater management measures should be designed to protect downstream receiving waters by reducing stormwater runoff from existing and proposed impervious surfaces. The goal should be to reduce the total runoff volume or significantly delay its entry into the stream system. In addition, this development should be guided by resource conservation, green building and noise goals and objectives found in the Policy Plan.

Urban Design

Consistent with transit-oriented development goals and the urban design guidance being considered as a part of the Route 28 Station-South study, this development should create a high-quality walkable urban environment. This should be achieved in the design of the pedestrian realm, building and overall site. Streetscape should include landscaping and a sidewalk and be designed based on the pedestrian activities generated by the adjacent uses. Building should be oriented to the street and parking should be structured and wrapped by active uses such as the residential development itself. Exceptions that leave exposed parking levels should apply architectural treatments to improve the appearance and mitigate the negative impact of the exposed parking.

RECOMMENDATION

Staff recommends adding an option to encourage residential development to improve the existing mix of uses and contribute to creating the ultimate transit-oriented development envisioned for this area by the Route 28 Station-South study. Residential use improves the use of the existing and planned transportation network while creating the opportunity to expand the pattern of the grid of streets. With consideration given to urban standards for parks, and higher environmental and urban design standards, adding an option for residential use at an intensity up to 2.4 FAR is appropriate. This is consistent with what is proposed for Land Unit A by the Route 28 Station-South study.

The staff recommended Plan text is shown below which provides an option for a residential use on the subject property. Text proposed to be added is shown as <u>underlined</u> and text proposed to be deleted is shown with a <u>strikethrough</u>.

ADD: Fairfax County Comprehensive Plan, 2011 Edition, Area III, Dulles Suburban Center, as amended through March 6, 2012, Dulles Suburban Center, Land Unit Recommendations, a new recommendation (#9), page 64:

9. The approximately 4.26 acre property located northwest of the Sayward Drive and Carta Way intersection (Tax Map parcel 15-4 ((5)) 5A) is part of the Dulles Station development. It is located one quarter mile from the future Innovation Center Metrorail Station.

The property is planned and zoned for office and support retail at an intensity of 1.0 FAR. As an option, this area may be appropriate for residential use at intensity up to 2.4 FAR. Support retail uses may be located within the residential building and be complementary to other uses with the object of allowing the area's residents and employees to minimize daily reliance on the automobile. The following guidance applies to this option:

- In addition to existing Sayward Boulevard and Carta Way, new roads on the north and west side should be designed and provided for the ultimate road configuration.
- <u>Site access should be coordinated with the surrounding properties, especially the planned Metrorail station parking garage and other development to the north that are to be oriented to the Innovation Center Station.</u>
- Transportation Demand Management (TDM) measures should be provided that will reduce the demand on the transportation system by 35 percent to 45 percent with the goal to achieve the high end of the range.
- Proposed intensity higher than 1.0 FAR should provide a greater contribution that is above and beyond what is required by the existing Affordable Dwelling Unit Ordinance (ADU) and Countywide Workforce Housing Policy (WDU). Development above 2.0 FAR should provide 16% of total units as workforce dwelling units. For these units some flexibility should be provide for unit size and bedroom count guidance that would otherwise be required.
- Stormwater quantity and quality control measures should be provided that are substantially more extensive than minimum requirements, with the goal of reducing the total runoff volume or significantly delaying its entry into the stream system. The emphasis should be on low impact development (LID)

techniques that evapotranspire water, filter water through vegetation and/or soil, return water into the ground or reuse it. LID techniques of stormwater management should also be incorporated into new and redesigned streets where allowed and practicable. At a minimum, stormwater management measures should be provided as follows.

- The total volume of runoff released as well as the peak release rate for the 1 and 2 year, 24 hour storm in the post-developed condition should be equal to or less than the total runoff volume and peak release rate in the existing condition for the same storm. Alternately, a stormwater management plan that protects receiving stream channels from excessive erosion, including stream channel protection and quantity control strategies, may be pursued.
- Stormwater runoff associated with the development should be controlled such that the first one (1) inch of rainfall is reused, infiltrated or treated in a manner through which 80% of the average annual post-development total suspended solids are removed, or through which at least an equivalent level of water quality control is provided.
- As an alternative if the U.S. Green Building Council has supplanted its LEED[®] 2009 rating system, stormwater management measures may be provided that are sufficient to attain the stormwater management-related credit(s) of the most current version of LEED-NC or LEED-CS rating system (or equivalent of this/these credit(s)).

If these goals are demonstrated to not be achievable, all available measures should be implemented to the extent possible in support of these goals.

As an alternative, stormwater management measures and/or downstream improvements may be pursued to optimize site-specific stormwater management and stream protection/restoration needs, consistent with the adopted watershed management plan(s) that is/are applicable to the site. Such efforts should be designed to protect downstream receiving waters by reducing stormwater runoff volumes and peak flows from existing and proposed impervious surfaces, consistent with watershed plan goals.

- Residential development should be guided by the Policy Plan objectives on Resource Conservation and Green Building practices.
- Residential development is a noise sensitive use and this property is located near Dulles International Airport and the Dulles Toll Road.
 Comprehensive Plan policy recommends against new residential

development in areas where current and/or projected future highway noise levels exceed DNL 75 dBA (a day-night weighted average noise level) or where projected aircraft noise exposures exceed DNL 60 dBA. Broad planning goals for this area may suggest that sites near the Dulles Toll Road and Metrorail would be appropriate for residential development and/or other noise-sensitive uses, even where projected noise impacts may exceed DNL 75 dBA. However, design approaches may be available that would shield noise-sensitive areas from these impacts; efforts should be taken to design noise-sensitive uses to minimize, if not avoid, the exposure of facades of noise-sensitive interior spaces to noise levels above DNL 75 dBA.

A noise study should be provided that clearly defines the current and projected noise levels that would affect the development. If the study indicates that noise levels will be in excess of DNL 65 dBA on proposed noise sensitive uses, appropriate mitigation measures should be provided with the goal of achieving DNL 45 dBA for interior space and DNL 65 dBA for outdoor recreation areas. Attenuation may include siting and orientation of the noise sensitive use, as well as the use of appropriate building materials and noise barriers.

- Impacts on the need for publicly accessible park space and amenities should be offset using the Urban Parks Framework, including the urban park service level standard, as a guide for the quantity, design and amenities for urban park space. The need for active recreation should be offset as guided by adopted recreation facility service level standards, through provision and/or enhancement of on-site and off-site recreation facilities.
- Urban design should create a high-quality and walkable urban environment both in terms of the pedestrian realm and building and site design. The character of the streetscape should be determined by the pedestrian activities generated by the adjacent land uses. The streetscape should include: a landscape amenity panel abutting the curb which is typically 6 feet and includes street trees, a sidewalk that is typically 6 feet with a utility zone underneath, and a building zone of 4 to 12 feet. Buildings should be oriented to the street. Above-grade parking structures should be "wrapped" with active uses on all sides except along a service street. Any exposed parking levels should employ architectural treatments to mitigate the negative impact of exposed parking levels.

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

ATTACHMENT I

Land Unit A, Current Comprehensive Plan Text

Fairfax County Comprehensive Plan, 2011 Edition, Area III, Dulles Suburban Center, as amended through March 6, 2012, Dulles Suburban Center, Land Unit A, General Land Unit and Core Area Recommendations pages 55-60.

Land Use

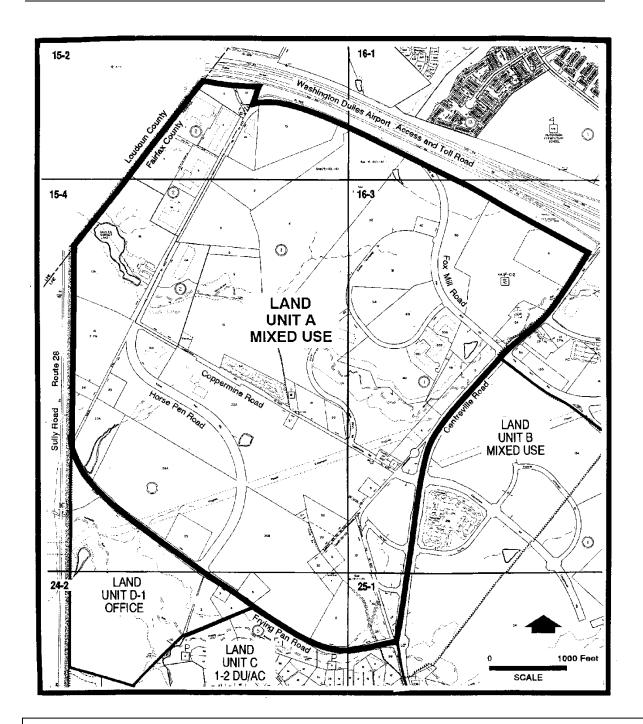
General Land Unit Recommendations

This land unit is planned for a complementary mix of land uses including office, hotel and support retail at .50-1.0 FAR, except as may be described in "Other Recommendations." Optional residential uses should be considered as part of mixed-use projects or in accordance with the site-specific and other recommendations set forth below. A cohesive mixture of residential and non-residential uses should provide convenience to those who live and work in the area. Development in this land unit should provide for the incorporation of possible future transit related facilities and pedestrian access to transit.

A core area within Land Unit A is envisioned as a transit station mixed-use area and has been designated as part of the Route 28/CIT Transit Station Area. It includes high density residential uses, of relatively greater land use intensity and urban scale than most other areas in the Dulles Suburban Center. In addition to the higher intensities, the highest urban design standards are envisioned for this area. As planned, this core is large enough for the development of an urban concentration of uses, yet small enough to promote pedestrian circulation throughout the area. The pedestrian network should link the residential areas, community facilities and employment centers to any future transit site. The Urban Design Guidelines in the Reston-Herndon Suburban Center and Transit Station Areas section of the Plan apply to development in the portion of Land Unit A located north of Coppermine Road.

It is important that mixed-use projects that include residential use be phased to ensure the development of both the residential and non-residential components. This phasing requires that the residential and non-residential components be developed at the same time or that a substantial portion of the non-residential development be in place prior to residential development. All residential components should be of sufficient size to create a viable residential community and to ensure that a high quality living environment can be created through the provision of a well-designed project with active recreation and other site amenities.

In general, development intensities should be highest along Horse Pen Road, the central spine road, and should transition down both at the southern periphery of the land unit defined by Frying Pan Creek and transition toward the northeast to maintain campus office densities in those areas outside of the Route 28/CIT Transit Station Area core.



LAND UNIT A FIGURE 12
LOCATION AND COMPREHENSIVE PLAN MAP DESIGNATION

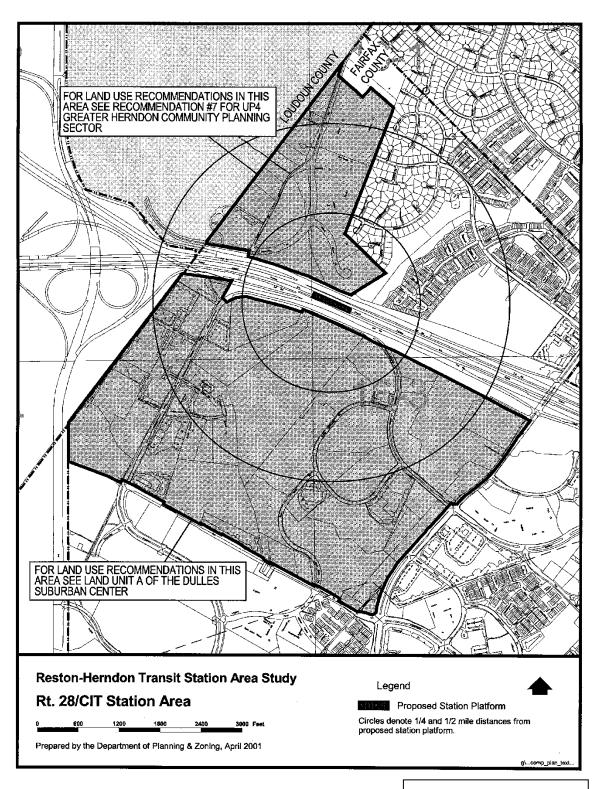


FIGURE 13

Core Area Recommendations

Higher intensity development, envisioned as being served by Metrorail, is an appropriate option within Land Unit A. The higher intensities allowed by this option are only appropriate once construction of the rail extension in the vicinity of this transit station area has been fully funded for the rail phase. The evaluation of development proposals under this option will be based on the degree to which the following criteria are met:

- 1. One transit-oriented core should be developed on land that is generally within one-quarter mile of the future transit station. The core of Land Unit A should provide a focal point for development in this land unit.
- High density residential use should be developed as integral elements of the core. Residential projects should be developed adjacent to the commercial uses, and should help transition into medium density uses away from the core.
- 3. Land uses supporting day and nighttime activities in the core should be encouraged.
- 4. Consolidation of parcels or integrated development should be achieved to provide high quality development.
- 5. Merrybrook Run should be preserved as an integrated element of the Dulles Greenway Open Space system. It should function as a linear park. It may include water features and trails that facilitate pedestrian traffic through the land unit, and which link to the countywide trail system.
- 6. Supporting retail should be developed as integral elements of developments within the land unit.
- 7. High urban design standards should be achieved, to include high quality architecture, landscaping and buffering, both internally and along peripheries. Visually attractive streetscapes and other amenities should be provided. Parking facilities should be well screened and buffered.
- 8. Pedestrian connections between all developments, transit stations and other transit access points should be provided.
- 9. Provisions for a transit system, including rights-of-way, station(s) and stops, with originating terminus integrated with the DAAR Transit Station, should be made, once a general alignment for a rail transit system has been determined.
- 10. Development should be phased to transportation system capacity.
- 11. Land should be allocated for rail transit facilities.

Under this option, mixed-use development, centered around the transit station, is planned to help support the transit system through increased ridership. Within a one-quarter mile radius of the transit station platform, an intensity of 1.5 FAR for mixed-use projects (including office, multi-family residential and support retail) is appropriate. Within a one-half mile radius of the transit station platform,

an intensity of 1.25 FAR for mixed-use projects is appropriate. Office use is limited to a .75 FAR under this option. Hotel uses are encouraged.

Should a mechanism be established allowing for the permanent transfer of development rights between parcels, a second option is planned to allow for an overall FAR of up to 3.5 within a radius of a one-quarter mile radius of the transit station platform when the added development is permanently transferred from land already zoned for commercial or industrial development and located in areas between transit nodes in the Route 28 Tax District where lower intensity is planned. The additional intensity should be equally divided between commercial and residential uses.

Development at the optional levels should be allowed only as follows:

- The quality of development, when evaluated using Plan design guidelines, will reinforce the showplace standards envisioned for the Dulles Suburban Center;
- A parking maximum for commercial development in the core should be established at the number of spaces required by office uses at 1.0 FAR in conventional development without public transportation;
- Mixed-use development that includes residential uses should be phased to ensure the development of all uses;
- Residential developments should ensure that a high quality living environment can be created through the provision of well-designed projects with active recreation and other site amenities, and to ensure that small isolated pockets of residential use do not develop within an area planned predominantly for non-residential uses;
- Residential development should be well-buffered from adjoining properties so as not to reduce the feasibility of developing adjacent land in accordance with the non-residential recommendations of the Plan for this area:
- New development should minimize human exposure to unhealthful levels of noise in accordance with the guidance provided by the Policy Plan under Environment Objective 4; and
- Development in Land Unit A should provide for adequate public or privately-owned recreational facilities to serve both employment and residential uses.

Within these areas or adjacent to them, services such as child care facilities may be appropriate to serve these communities.

For both residential and non-residential development, excellence in site planning and design is desirable and expected. It is recommended that usable open space and/or urban parks be incorporated into the design scheme for development in this area. These urban park areas should be oriented to pedestrian and bicycle use by the local work force and residents and provide space for informal or programmed lunchtime and after work events. These areas should be well-landscaped and provide furnishings such as seating and gazebos for public use.

Development within the core area of Land Unit A should be consistent with the Urban Design Guidelines for the Suburban Center Core found at the end of the land unit text for the Dulles Suburban Center.