

**County of Fairfax, Virginia
Planning Commission Meeting
April 26, 2018
Verbatim Excerpt**

PA 2013-III-DS1 – COMPREHENSIVE PLAN AMENDMENT (DULLES SUBURBAN CENTER)

– To consider proposed revisions to the Comprehensive Plan for Fairfax County, VA, in accordance with the Code of Virginia, Title 15.2, Chapter 22. Plan Amendment 2013-III-DS1 proposes revisions to Dulles Suburban Center Area-wide and Land Unit guidance. The Dulles Suburban Center comprises approx. 6,644 ac. adjacent to the eastern and southern boundary of the Washington Dulles International Airport for an area that generally extends just north of the Dulles Airport Access and Toll Road and south to I-66 in the Sully and Dranesville Supervisor Districts. The area is predominantly planned for office, industrial and industrial/flex uses with some areas planned for residential and retail uses. Land Units A and L are planned as a higher intensity mixed-use node. The amendment will consider revisions to ensure consistency with current policy and practice, reflect existing development, and make editorial and organizational changes.

In addition, a number of site-specific land use and intensity recommendations are proposed for Land Units D, E, F, H, I and J as follows: DSC-D3-1 (Wall Road): Tax Map parcel 24-4((1))6C1 is currently planned for office uses in the range of .50 to 1.0 FAR with options for training facility, hotel/conference center and another option for mixed use up to .70 FAR with conditions including at least 5-10% retail and office use. The amendment considers revising the mixed-use option to remove the 5-10% retail and office use and replace it with 100 single-family attached units. DSC-E3-1(Sullyfield Park): Tax Map parcels: 34-3((5))G1, H2, H3; 34-3((7))5A; 34-4((11))H1; 34-4((13))3, 4 are currently planned for office, retail and industrial uses up to .35 FAR. The amendment considers adding hotel use. DSC-F2-1(Avion): Tax Map parcels 34-1((3)) 1, B4, B5 are currently planned for office and industrial/flex uses up to .50 FAR, ancillary retail uses should not to exceed 20%, conventional strip or freestanding commercial development is not planned along Rt. 50 and Willard Rd. The amendment proposes to increase planned intensity to .75 FAR for mixed-use development that could include office, hotel, retail personal service, medical care facilities, entertainments uses and assisted living. DSC-H-1 (Euro Motorcars): Tax Map parcel 34-1((1)) 2A is currently planned for industrial, research and development and industrial/flex up to .35 FAR. The amendment considers adding an option for auto dealership use on the western portion of the parcel. DSC-I-1 (Long and Foster) and the Albemarle subdivision: Tax Map parcels 44-1((17)) 1, 5, C, A; 34-3((14)) B, 2, 3, 4, 6 and 34-3((1)) 34 are planned for light industrial an industrial/flex up to .35 FAR with an option for hotel, office and industrial/flex up to .35 FAR and another option for hotel and office up to .70 FAR. The amendment considers adding an option for residential use with support retail use up to 1.0 FAR. DSC-J-3 (Westfields) & DSC-J-2(Conference Center Drive) address the area east and west of Route 28, between Willard Rd and Ellanor Lawrence Park which is planned for a mix of uses that includes office, conference center/hotel, industrial flex and industrial use at an average .50 FAR. The plan amendment considers adding a mixed-use area that includes a residential and retail component on the east side of Route 28. Land Unit E-2 (Sully Place/Sully Plaza): Tax Map parcels 34-4((1))16B, 16C, 16D, 16E, 16F, 24A, 26A, 62A1, 62A2, 62B, 62C are currently planned for retail with ancillary office use not to exceed 20%, up to .25 FAR. The plan amendment considers adding an option for mixed-use with a residential component up to .50 FAR. Recommendations relating to the transportation network may also be modified. (Dranesville, Hunter Mill, and Sully District)

Decision Only During Commission Matters
(Public Hearing held on April 18, 2018)

Commissioner Tanner: Thank you, Mr. Chairman. I have a decision only on PA 2013-III-DS1, the Dulles Comprehensive Plan Amendment for the Dulles Suburban Study. Last week, we held the public hearing and it went very well, had great speakers. And there were a few current concerns we had afterwards that I wanted to spend a week addressing with other Commissioners and staff. So, in just a little bit of background, on July 9th, 2013, through the approval of the 2013 Comprehensive Plan Work Program, the Fairfax County Board of Supervisors authorized the Plan Amendment 2013-III-DS1 for consideration of a Comprehensive Plan Amendment for the Dulles Suburban Center. Now, in addition to that, I proposed adding an option for mixed used – a mix of uses at the Long and Foster and Albemarle sites in Land Unit I to include residential uses, as you can see in the attachment passed out earlier today. My alternative language proposes for this option, as well as conditions for this option, located on page 2 of the handout. I'm also proposing a sequence of editorial changes that will remove prescriptive language where applicable, simplify references, restructure certain sections for a more logical flow, and introduce additional text that will clearly differentiate policy references and/or standards. Also, I was talking with Commissioner Cortina. We wanted to make sure to include some additional language, as related to the environmental study. That is also located in your handout. The changes I proposed are in bold italics. The additional ones from last week – the new language is proposed in the highlighted sections as well – highlighted yellow. So with that, Mr. Chairman, I **MOVE THAT THE PLANNING COMMISSION RECOMMEND THAT THE BOARD OF SUPERVISORS ADOPT THE PLANNING COMMISSION ALTERNATIVE TO THE STAFF RECOMMENDATION FOR THE PLAN AMENDMENT 2013-III-DS1, AS SHOWN IN THE HANDOUT DATED APRIL 18TH, 2018, AS REVISED THROUGH APRIL 26TH, 2018. THE PROPOSED CHANGES IN ADDITION TO THE STAFF RECOMMENDATIONS ARE IN BOLD ITALICS.**

Commissioner Hart: Second.

Chairman Murphy: Seconded by Mr. Hart. Is there a discussion of the motion? All those in favor of the motion to recommend to the Board of Supervisors that it adopt the alternative to PA 2016-III-DS1 [sic], as articulated by Mr. Tanner this evening, say aye.

Commissioners: Aye.

Chairman Murphy: Opposed? Motion carries. Thank you very much.

The motion carried by a vote of 11-0. Commissioner Sargeant was absent from the meeting.

JLC

**Planning Commissioner Donte Tanner
Sully District**

April 18, 2018 (*Revised April 26, 2018*)

Plan Amendment 2013-III-DS1 (Dulles Suburban Center Study)

Background

On July 9, 2013, through the approval of the 2013 Comprehensive Plan Work Program, the Fairfax County Board of Supervisors authorized Plan Amendment 2013-III-DS1 for consideration of a Comprehensive Plan Amendment for the Dulles Suburban Center.

I propose adding an option for a mix of uses at the Long and Foster and Albemarle sites in Land Unit I, to include residential uses. My alternative also includes editorial changes to other sections of the text.

Motion

Mr. Chairman, I move that the Planning Commission recommend that the Board of Supervisors adopt a Planning Commission Alternative to the staff recommendation for Plan Amendment 2013-III-DS1, as shown on my handout dated April 18, 2018 as revised through April 26, 2018. Proposed changes or additions to the staff recommendation are shown in ***bold italics***.

End of Motion

Text proposed to be added is shown as underlined and text proposed to be deleted is shown with a ~~strikethrough~~.

MODIFY: Land Unit I, pages 180-182 of the Staff Report:

~~23.~~ 23. ~~As an option, properties~~Properties located along George Carter Way (Tax Map 34-3((14))B, 2, 3, 4, 6 and 44-1((17))A, C, 1 and 5) may be appropriate for development with a mix of hotel (and/or accessory restaurant uses) and office uses up to an overall combined intensity FAR of 0.70 FAR because of its visibility at the intersection of Route 28 and Willard Road and its proximity to Dulles International Airport, retail opportunities, and employment centers. This option's development level is contingent upon meeting the following conditions:

- Limit overall development up to a combined intensity 0.70 FAR. No more than two (2) hotels may be constructed within this land area; however individual hotel use(s) may develop up to a 1.0 FAR;
- ~~Provide improvements to the intersection of Lee Road and Willard Road to mitigate traffic impacts;~~
- ~~Development of this site should be phased with the improvement of Lee Road to four lanes and the above mentioned intersection improvements at Lee Road and Willard Road;~~
- Provide pedestrian connections to adjoining trails/walkways and transit stops;
- Provide a unified and coordinated development plan and orient some of the development towards Lee Road;
- Provide a comprehensive transportation demand management program in conjunction with any new development on the land area. The goal of such a program will be to reduce peak hour vehicle trips associated with the new office and hotel uses; and
- Access to/from the properties will be provided via George Carter Way. No additional access will be provided to/from Lee Road. No direct access will be provided to/from ~~Route 28~~ or Willard Road.

As another option, a mix of uses to include residential and office uses with community-serving retail, up to an intensity of .70 FAR, may be appropriate with full consolidation of the following Tax Map Parcels: 34-3((14))B, 2, 3, 4, 6; 44-1((17))A, C, 1, 5; and 34-3((1)) 34. This option may be appropriate if the following conditions are met:

- *Provide a minimum of 400 and a maximum of 700 residential units which should include a diversity of housing types and sizes. Multi-family housing and higher density single-family attached units are strongly encouraged to provide this diversity in housing type, and to ensure compatibility with existing development and to allow for on-site open space.*
- *A minimum of 12% of the residential units should be affordable to meet county goals for affordable and workforce housing. These units should be distributed throughout any new development and should also include a diversity of housing types and sizes to reflect that of the development;*

- Development of this site should be phased in such a manner as to avoid creating isolated pockets of uses, and to balance the infrastructure and public amenities needed to support the project;
- Achieve compatibility of both site and building design with existing development;
- Provide adequate access and circulation to accommodate all uses, improve the existing north-south vehicular connection between Tax Map Parcel 34-3 ((1)) 34 and Tax Map Parcels 34-3 ((14)) B, 2 and incorporate it into the design of the development;
- Provide pedestrian connections to adjoining trails/walkways and transit stops;
- Provide a unified and coordinated development plan that provides internal and external transitions to and between existing and proposed uses and that achieves a logical and balanced orientation of development, to include orienting uses toward Lee Road as appropriate;
- Provide access via George Carter Way and Albemarle Point Place. No additional access should be provided to/from Lee Road. No direct access should be provided to/from Route 28 or Willard Road;
- Mitigate any additional transportation impacts to Lee Road and nearby intersections that are specific to this option, which may include improvements to the intersections of Lee Road/George Carter Way and Lee Road/Willard Road. Development should be phased with transportation improvements;
- Develop an onsite, publicly accessible parks network per the guidance of the Urban Parks Framework. Active and passive recreational facilities should be provided to meet the needs of residents, employees and visitors; and
- Mitigate any impact on schools resulting from increased intensity.

MODIFY: Page 45-46 of the Staff Report:

“...Planning ~~must~~ should reflect and accommodate the potential increase in ~~Airport~~ airport operations...”

...

“...Airport operations present constraints to development in terms of allowable building heights within flight paths and noise impacts. Policies related to building heights may be found in the Area III Plan Overview in the section “Allowable Height of Structures in the Vicinity of Dulles Airport.” To provide for a healthy living environment, Fairfax County has adopted a policy which states that new residential development is not recommended should not occur in areas with projected aircraft noise exceeding DNL 60 dBA. Fairfax County has also established an “Airport Noise Impact Overlay District” (ANIOD) around Dulles Airport. Location of noise contours around Dulles Airport is calculated by a computer model of airport operations. ~~Specific variables are:~~

— ~~Aircraft type, which include noise emanation patterns.~~

- ~~—Aircraft operating sequences which include arrival/departure patterns and frequency of operation.~~
- ~~—Time of day, and a weighting function that adjusts for day or night operations.~~

History

The ANIOD boundaries shown on the 1986 and 1992 Comprehensive Plan map were adopted for planning purposes in 1983. These boundaries were based on data related to “Stage 2” aircraft, which generate relatively high noise levels, and on estimates of future flight operations that were developed in the late 1970s. Because of federal legislation requiring U.S. airlines to phase in a new generation of quieter aircraft (“Stage 3” aircraft), and because of changes in projected future aviation operations at Dulles Airport, in 1993 the Metropolitan Washington Airports Authority revised its noise contour projections for the area around Dulles Airport. The updated noise contour lines are substantially smaller in geographic extent than the corresponding contours shown on the 1986 and 1992 Comprehensive Plan map. Plan policy recommends a higher standard than indicated by the FAA, recommending that new residential development not be located in areas with projected aircraft noise exposures exceeding DNL 60 dBA. Where new residential development does occur near Washington Dulles International Airport, disclosure measures should be provided.”

MODIFY: Page 46 of the Staff Report:

“ ...
~~Location of the Smithsonian Air and Space
Museum Annex Udvar-Hazy Center~~

~~Dulles Airport is the location of~~The Udvar-Hazy Center of the Smithsonian National Air and Space Museum is located on Dulles Airport property, adjacent to the Dulles Suburban Center. The facility is a significant regional, as well as national, tourist attraction that could help to shape future land use and development in this area. This facility could provide the impetus for additional tourism motel/hotel growth in the area, as well as other cultural uses that might be associated with the Museum, ~~or developed around the theme of flight and space travel~~. Such a facility may provide additional justification for public transit in the Route 28 Corridor. ~~The desirability of this location in the Route 28 Corridor for uses of this type has been clearly demonstrated.~~ Therefore, this type of tourist use should be strongly encouraged in the Dulles Suburban Center in conjunction with tourist related facilities, including the appropriate retail, transportation, and hotel facilities ~~to deal with them~~.

MODIFY: Page 51 of the Staff Report:

~~“...Another second A factor which currently limits housing opportunities within the Tax District is the impact of airport noise. Much of the land within the Tax District located to the south of Dulles Airport is within the adopted DNL 60 dBA airport noise contour. Small areas of the Tax District located to the east of Dulles Airport are also within this contour. New residential development is not recommended in areas with projected aircraft noise exposures exceeding DNL 60 dBA.”~~

MODIFY: Page 53 of the Staff Report:

“Performance Based Strategy for Optional Uses

...The Performance Criteria for Optional Uses section below describes the elements for trip generation and compatibility which form the basis for the performance criteria as well as ~~the actual performance criteria itself.~~ ***are contained*** in the section of the Plan ***titled “Performance Criteria for Optional Uses”***.

MODIFY: Page 60 of the Staff Report:

“...Urban Design Objectives

The quality of the built and natural environment is an important consideration in planning for the Dulles Suburban Center ~~because recent development has, for the most part, established a high standard for design.~~ The intent of the following design objectives is to achieve the goal of ~~protecting the existing~~ promoting a high-quality built environment, and protecting the natural environment, while and ensuring the compatibility of future development. Specific guidelines to be used in implementing these objectives are found in the ~~section titled “Design Guidelines for the Dulles Suburban Center.”~~ ***after Land Unit K in the Suburban Center Plan text.”***

MODIFY: Strike page 62 of the Staff Report after the Site Planning heading. This guidance was revised in the remaining site planning sections.

MODIFY: Page 64 of the Staff Report.

Open Space and /Environmental ***and Heritage Resources*** Protection

- Plan development to ensure usable open space.
- ***Protect and enhance an integrated network of ecologically valuable land and surface waters. Connect open space that could become a part of a corridor to facilitate the movement of wildlife and/or conserve biodiversity.***
- Provide for a continuous open space system linking activity nodes internally and externally. Use natural environmental areas as transitions between developments, as visual amenities, passive recreation corridors, and as wildlife corridors.
- Integrate stormwater management strategies into broader site design concepts, with a goal of designing stormwater management practices that are effective in achieving water quality and volume reduction goals while providing open space and/or visual/landscaping benefits; many low impact development practices (also known as green stormwater infrastructure) can provide both stormwater management and aesthetic benefits.

- Where feasible, minimize areas of impervious surface through shared parking, decked or structured parking; or increased building height; or other measures as appropriate.
- **Support tree preservation, tree planting and sensitive landscaping practices. Maximize tree preservation, remove invasive species and plant native species of trees, shrubs and other vegetation.**
- Minimize the disturbance of environmental resources and topography by integrating existing vegetation, trees and topography into site design.
- Preserve or recover and record significant heritage resources, integrating them into site design where feasible

MODIFY: Strike pages 74-77 of the Staff Report, starting with “General” and ending with the “Transit Guideway System” section. This section was replaced with new areawide transportation guidance.

MODIFY: Page 77 of the Staff Report, Environment Section.

ENVIRONMENT

The western quarter of Fairfax County, including the entire Dulles Suburban Center, is located within a geologic feature known as the Culpeper Basin, ~~an ideal landform for a major airport~~ one of several Triassic-age basins on the east coast. The area is characterized by relatively level terrain, ~~sluggish-meandering streams in broad, shallow-floodplains, perched water table, shallow soils, and siltstone and sandstone bedrock located at or near the surface.~~ Given the absence of mountain barriers or urban high-rises, the environment for aviation is almost ideal. It may be said that ~~The geomorphology the geology of the Dulles Suburban Center area, which is also the cause of~~ contributes to the area's environmental constraints, including ~~broad floodplains, poorly drained wetland areas and shallow soils, low filtration, poor groundwater recharge, highly erodible soils, and flashy hydrology which means the area is prone to rapid increases in flow and velocity of stormwater soon after rainfall, also provides an ideal site for the most significant land use determinant in the Suburban Center, the Airport itself.~~

Within the Dulles Suburban Center, airport noise and environmental quality corridors (EQC) are the primary environmental constraints to development. The floodplain areas and areas of freshwater wetlands, which account for most of the environmental quality corridor areas in the Dulles Suburban Center, are the primary environmental resources which should be protected and incorporated into the development pattern. **Stormwater management and riparian buffer protection and restoration** plays an important role in protecting water quality and the health of the streams. ~~The Chesapeake Bay Preservation Ordinance should not have a significant impact on planning within this area. The Ordinance's Resource Protection Areas in which development would be restricted are contained within the EQC boundaries.~~

Environmental Quality Corridors

Most of the environmentally sensitive land within the Dulles Suburban Center is included within the Cub Run, Flatlick Branch, Frying Pan Branch, Cain Branch and Horse Pen Run Stream Valley Environmental Quality Corridors. ~~One Environmental Objective 9~~ contained in the Policy Plan is to “Identify, protect and enhance an integrated network of ecologically valuable land and surface waters for present and future residents of Fairfax County.” Policy A under this objective reads “~~For ecological resource conservations, identify, protect and restore an Environmental Quality Corridor system (EQC).~~”

Significant natural resources provide a network of biodiversity and habitat corridors in this area, including the 650-acre Ellanor C. Lawrence Park, Sully Historic Site, numerous stream valley parks, Environmental Quality Corridors (EQC's) and privately-owned property and open spaces. Environmentally-sensitive lands are especially susceptible to degradation and fragmentation from development, including the impact of new or expanded roadways. Efforts should be made to reconnect green spaces to protect and enhance habitat quality, separate potential pollution from streams and incorporate them into the EQC system if appropriate. To facilitate protection of these lands, acquisition by a public body, or open space conservation easements on private lands, should be pursued. Refer to the Environment section of the Policy Plan for additional guidance.

Because most of the land within the Dulles Suburban Center is characterized by low relief, the stream valleys have broad floodplains and poorly drained wetland areas. Areas of 15 percent slope are uncommon. In general, the boundary of the floodplain is also the boundary of the EQC. Much of the wetland area is also located within the floodplains. There are also areas of isolated wetlands which do not qualify as components of the EQC system because they are not directly connected to a stream valley. Nevertheless, these isolated wetland areas, which are common south of the Airport, constrain development because they are subject to the requirements of the Federal Clean Water Act. Activities that result in destruction of these wetlands are regulated by the United States Army Corps of Engineers and the Environmental Protection Agency.

MODIFY: Pages 80-81 of the Staff Report, and renumber accordingly:

“...Additional area-wide environmental recommendations are as follows:

1. Preserve the Horse Pen Run and Frying Pan Branch Stream Valleys through dedication to, or acquisition by, the Fairfax County Park Authority.
2. Water quality recommendations presented at the beginning of the Area III section of the Plan should be applied to those lands within the Occoquan Basin.
3. The clustering of development, where compatible, is strongly advised because it increases open space and has a beneficial effect on water quality in the Occoquan Basin.
- ~~4. Aircraft noise mitigation recommendations presented at the beginning of the Area III section of the Plan should be applied to those lands within the Dulles Airport Noise Impact Area.~~
- 4. Highway noise mitigation should be provided for noise-sensitive land uses to ensure a healthful living and working environment in which speech**

and activity interference is minimized in both interior and exterior areas.

MODIFY: Page 81 of the Staff Report:

“...Airport Noise

Much of the Dulles Suburban Center is included within the Airport Noise Impact Overlay District (ANIOD) of the Zoning Ordinance. The ANIOD was established to ensure the achievement of interior noise guidelines suggested within federal noise compatibility documents for residential and other uses that are constructed within ANIOD and to prohibit residential and certain other noise sensitive uses from areas subject to particularly severe impacts from aircraft noise. ~~While new residential development is permitted within ANIOD, such development is not recommended in areas with projected aircraft noise exposures exceeding DNL 60 dBA. New residential development with appropriate acoustical treatment and other mitigation measures is permitted within the ANIOD. Nonetheless, Plan guidance does not recommend such development in areas with projected aircraft noise exposures exceeding DNL 60 dBA.~~ Where new residential development does occur near Washington Dulles International Airport, disclosure measures should be provided. Figure 6-5 presents a map of the Dulles Airport noise contours as they relate to the boundaries of the Dulles Suburban Center. The DNL 65 dBA, DNL 70 dBA, and DNL 75 dBA contours reflect the greatest extent of these contours as displayed on several noise contour maps within the March, 1993 Addendum: FAR Part 150 Noise Compatibility Program, Washington Dulles International Airport prepared for the Metropolitan Washington Airports Authority (MWAA). The DNL 60 dBA contour was taken from the long-term potential DNL 60 dBA contour map provided to the county by MWAA.

A more extensive discussion of noise compatibility planning and Dulles Airport noise impacts is contained in the Area Plan Overview for Area III under the heading “Land Use Planning Within the Dulles Airport Noise Impact Area.”

MODIFY: Page 93 of the Staff Report:

“...Figure 10 specifies the classification for each trail segment which represents the primary function of that trail. Two categories of trails are identified:

~~Stream Valley Recreational Trails primarily serve a recreation function, providing non-vehicular access to public parklands and other points of interest. Multiple purpose trails for both pedestrian and bicycle use may be developed in Multiple Use Corridors. The Fairfax County Park Authority is only responsible for maintenance of trails within public park boundaries.~~

~~Bicycle Transportation/Pedestrian Walkways primarily serve a non-vehicular transportation function, linking together employment centers, retail uses and transit areas and nearby public and private open space and recreation facilities. In high density residential and office settings, these trails may therefore serve a dual transportation and recreation function. These “urban pathways” may be developed within VDOT rights-of-way or on private property with public access easements.~~”