

**PRELIMINARY
STAFF REPORT
2008 AREA PLANS REVIEW**

SUPERVISOR DISTRICT(S): Sully & Hunter Mill

APR ITEM(S): 08-III-6DS

NOMINATOR(S): David R. Gill, McGurieWoods LLP

ACREAGE: 74.3 Acres

TAX MAP I.D. NUMBER(S): 24-2((1))1-4, and 10

GENERAL LOCATION: Bounded by Sully Road to the west, Frying Pan Road to the north, and Park Center Road to the south.

PLANNING AREA(S): III

District(s): Upper Potomac

Sector: Sully (UP6)

Special Area(s): Dulles Suburban Center – Land Unit D-1

ADOPTED PLAN MAP: Office and Public Parks

ADOPTED PLAN TEXT: The base level allows office use up to .15 FAR with dedication of the ROW for planned roadway extension and dedication of EQC lands for the Park Authority. The second option allows office use up to .25 FAR with construction of planned roadway and dedication of ROW for transit with conditions. The third option, if a transit stop is provide in or adjacent to the land unit, allows for office use up to .35 FAR if conditions are met.

For complete Plan text see: <http://www.fairfaxcounty.gov/dpz/comprehensiveplan/planareas.htm>

PROPOSED PLAN AMENDMENT: The proposal is to amend the first option to increase the FAR from .25 to .35, include complimentary service retail, deletion of dedication for the ROW for transit, remove the requirement to consolidate all parcels, allow office/mixed-use north of the EQC. Changes to the second option include increasing the FAR from .35 to .40, and text to fund park or open space for the County. Please refer to page 7 for complete proposal.

SUMMARY OF STAFF RECOMMENDATION

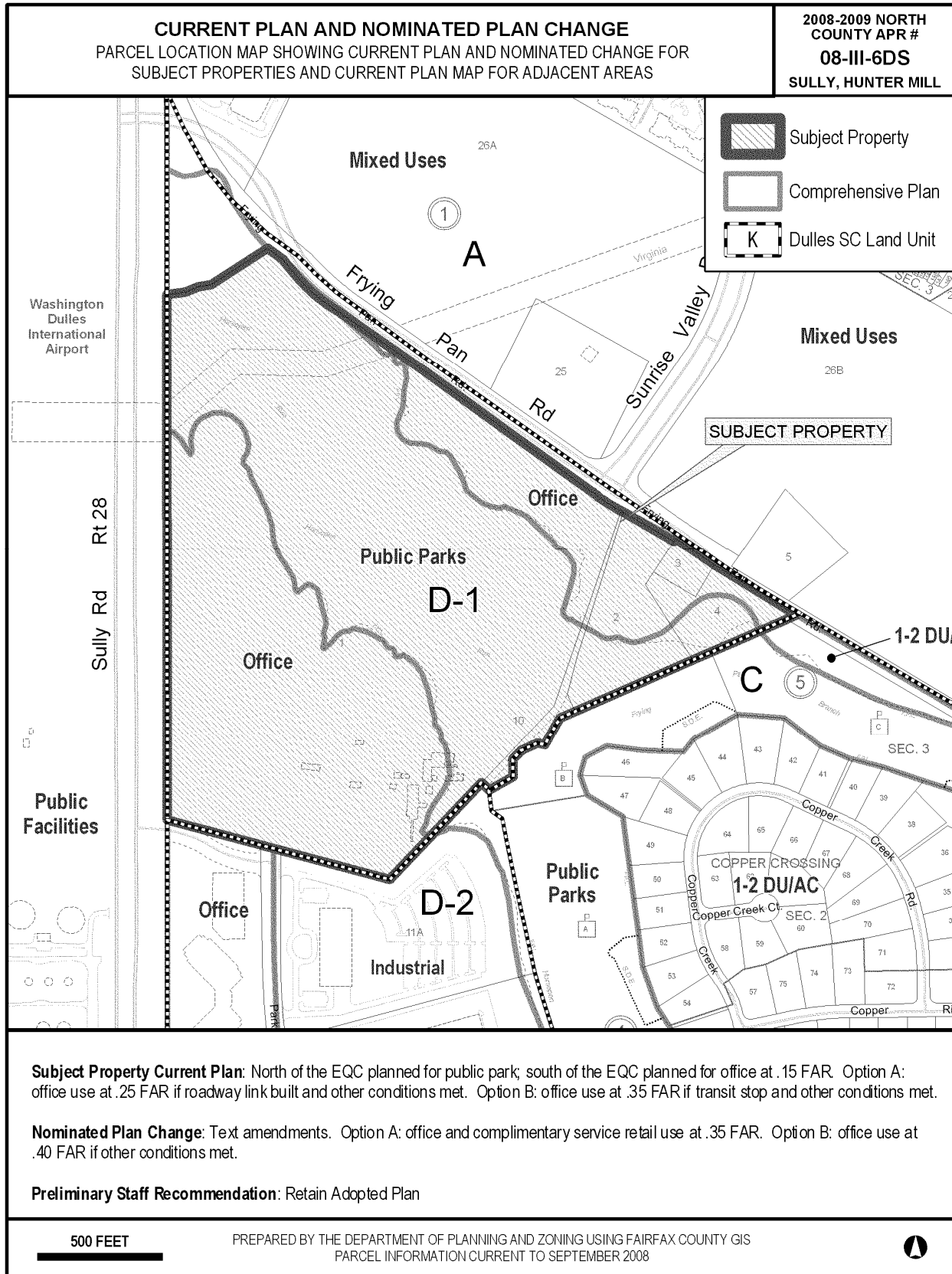
Approve Nomination as submitted

Approve Staff Alternative

Retain Adopted Plan

Staff's preliminary recommendation is to deny the nomination since it does not address issues identified in Plan Amendment S06-III-UP1. See page 12-15 of Attachment III for staff recommendation for S06-III-UP1.

The staff recommendation for Plan Amendment S06-III-UP1 is not within the scope of this APR since it includes residential uses.



ISSUES & BACKGROUND

Land Use

- This proposal is requesting to amend the Plan text to allow for greater density with a mixture of complementary service retail, to be permitted without consolidating the five parcels within this land unit. The nominator also seeks to delete text that would recommend dedication of the right-of-way for transit along the planned roadway extension between Park Center Drive and Horse Pen Road.
- During the 2004 North County APR cycle, these parcels were nominated to remove include an option for residential 3-4 DU/AC, subject to multiplier for elderly housing; and to modify an option to allow mixed uses, including office, hotel, support retail and multi-family residential (up to 40% of total gross floor area) up to .35 FAR with conditions. These nominations did not pass.
- The Board authorized an Out of Turn Plan Amendment (OPTA) on July 10, 2006 evaluate Land Unit D-1. The proposed Plan amendment would have allowed development at an intensity of up to .40 FAR without the provision of a transit stop and without requiring intensity above .25 FAR to be transferred from elsewhere in the Route 28 Tax District, as currently recommended by the adopted Comprehensive Plan. In addition, the Plan amendment requested a broader range of land uses to include residential and support retail. The proposal reflected current conditions contained in the Plan for optional levels for development, *including full consolidation of the land unit*, dedication of the EQC and land north of the Horse Pen Run Stream Valley, provisions of trails, and construction of the planned roadway extension connecting Park Center Road and Sunrise Valley Drive. This item was a staff alternative to the proposal. The Planning Commission recommended approval on December 6, 2006, but the Board of Supervisors deferred it indefinitely to allow time for the nominator to consolidate the parcels.
- Surrounding parcels are planned for office, industrial, industrial/flex to the south. To the west is public facilities (Dulles International Airport); properties to the north contain office, residential and mixed-use.

Transportation

- The Comprehensive Plan sets forth a performance based strategy for development in the Dulles Suburban Center that 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. The attached trip generation estimates indicate that overall daily trips and total peak hour trips are *increased significantly* with the proposed amendment compared to current Plan, and the increased trips would have an adverse impact upon the surrounding roadway network.
- FCDOT is concerned about the increased traffic levels associated with this proposal, as well as the cumulative effects of traffic increases associated with other development proposals in the area, and the fact that the roadways in this general area are already heavily traveled.
- The Code of Virginia (Chapter 527 §15.2-2222.1) requires localities to submit proposed comprehensive plans and comprehensive plan amendments to the Virginia Department of Transportation (VDOT) for review if the proposals will substantially affect transportation on state-controlled roads. Any amendment to the comprehensive plan that would generate 5,000 additional vehicle trips per day, assuming the highest density permissible, would trigger a review by VDOT. This review is also commonly referred to as “VDOT 527” or “Chapter 527”. Upon review of the highest density currently allowed under the Comprehensive Plan, this nomination would require a VDOT 527 review. *As such, a traffic impact study would be required to be prepared and submitted for review.*

- The Transportation Plan Map indicates that a new four-lane collector road should be constructed from Sunrise Valley Road (Horse Pen Road) to existing Park Center Road, and existing Comprehensive Plan language indicates that at the proposed amendment density levels this roadway should be constructed with the development.
- The Transportation Plan Map also indicates that Route 28 should be improved to a ten-lane arterial (including HOV lanes), and Frying Pan Lane should be improved to a six-lane arterial with full interchange improvement at Frying Pan/Route 28. The County Trails Plan indicates that a major paved trail and on-road bike trail should be constructed along Route 28, and major paved trails should be along Frying Pan and Sunrise Valley Roads.
- The Transportation Plan Map designates Route 28 as an Enhanced Public Transportation Corridor. There is Comprehensive Plan Language that indicates that development at the proposed densities would require the provision of a transit stop in or adjacent to Land Unit D-1. Currently, there are no definitive plans, or funding allocated, for transit through the site making it difficult to site a transit stop. However, development should accommodate the provision of transit in the future.
- *Please refer to Attachment II on page 9 to review FCDOT's trip generation tables.*

Parks & Recreation

- Existing Plan language at the baseline level and optional levels recognizes the importance of protecting the EQC through dedication to the Park Authority. Further, conditions in the existing Plan language recognize that existing public park and recreation facilities are limited in the Dulles Suburban Center. There is a relatively extensive amount of parkland in the vicinity of the Dulles Suburban Center, however, it is primarily resource based land that is not suitable for active recreation facilities. Therefore, there are currently major deficiencies in active recreation facilities in the area of the County.
- Previous analysis on this area was done by the Park Authority in conjunction with the proposed plan amendment S06-III-UP1. That analysis showed that the amount of developable land north of Horse Pen Run, without consolidation of Parcels 24-2((1))2, 3 and 4, is limited and may not support many active recreation facilities. The kinds of regional athletic facilities identified by the applicant with the 0.40 FAR option would only be possible with full consolidation of Parcels 24-2((1)) 2, 3 and 4.
- The proposal to increase the maximum development intensity to 0.40 FAR includes conditions to construct recreational facilities on dedicated lands and provide funds for park land acquisitions. However, at the intermediate option proposed by the applicant, the active recreation development is unclear. The Park Authority would be concerned if the FAR is increased in the 0.35 FAR option and the existing Plan language to develop the active recreation area is negated or transferred only onto the 0.40 FAR option.

Environment

- This nomination comprises approximately 74.3 acres of land east of the Route 28 Corridor. Horse Pen Run stream valley traverses this property from northwest to southeast. This stream valley corridor affects approximately 36.51 acres of land as part of this nomination, which is more than half the subject property. The stream valley is a valuable natural resource which is protected under the County's Environmental Quality Corridor (EQC) policy which is a policy of the County's Comprehensive Plan. In addition, the stream valley is also protected as a designated Resource Protection Area (RPA) under the County's Chesapeake Bay Preservation Ordinance (CBPO) which is a regulatory protection of the County Code. Development is prohibited in this EQC/RPA. Because this feature affects such a significant portion of the subject nomination, the intensity proposed for this nomination *may not be realistically achievable*.

- Because this site is immediately adjacent to Dulles International Airport, the height of proposed buildings may be affected by the airport safety zone. Consultation with the FAA regarding building height is recommended.

Attachment I

Nominator's proposed Plan text amendments:

Fairfax County Comprehensive Plan, 2007 Edition
Dulles Suburban Center, Amended through 5-15-2006
Dulles Suburban Center Land Unit Recommendations

Land Unit D-1
Land Use Recommendation

CHARACTER

Land Unit D-1 consists of approximately 75 acres and is bounded on the north by Frying Pan Road, the east by Frying Pan Branch Stream Valley Park, on the west by Route 28 and on the south by Land Unit D-2 (Figure 16). Horse Pen Run traverses the land unit, with approximately 50 percent of the land unit within the floodplain of the stream valley. The land unit contains the Middleton Farm and a few other structures and otherwise is not developed.

RECOMMENDATIONS

Land Use

1. The majority of this land unit is part of a working farm. The land unit has a considerable amount of EQC. Horse Pen Run Stream Valley traverses the northern portion of the area and is planned for public park use. Should the agricultural use be discontinued, the land unit is planned for office use up to .15 FAR with dedication of the right-of-way for the planned roadway extension between Park Center Road and Horse Pen Road and dedication of EQC lands to the Fairfax County Park Authority, to provide for development that is compatible with existing and planned adjacent land uses in Land Units D-2 and C.
2. As an option, office **and complimentary service retail** use may be appropriate up to ~~.25~~ **.35** FAR with construction of the planned roadway extension between Park Center Road and Horse Pen Road ~~and dedication of the right-of-way for transit~~ and the following additional conditions should be met:
 - Substantial **and logical** consolidation of ~~all five~~ parcels located within Land Unit D-1 is achieved which **allows for these recommendations to be implemented while** providing for the development of any unconsolidated parcels in conformance with the Comprehensive Plan **and shall have access to the planned roadway extension;**
 - Development is ~~located~~ **primarily concentrated** south of the Horse Pen Run EQC;
 - All EQCs are dedicated to the Fairfax County Park Authority and the land north of Horse Pen Run Stream Valley is developed for active recreational **or office/mixed-use** ~~uses~~ to serve residential and employment uses in the general area. Trails should be provided to connect this area with the development within the remainder of Land Unit D-1. It is also desirable for

additional land south of the EQC to be dedicated for active recreation uses to serve the immediate area;

- Appropriate screening is provided between any office development in this land unit and the existing residential development in Land Unit C to protect these stable residential communities; and
- A study of heritage resources should be conducted. ~~Preservation, or, at a minimum,~~ Recordation of significant heritage resources should occur. **Preservation of significant heritage resources is encouraged.**

If a transit stop is provided in or adjacent to Land Unit D-1 as a part of the transit system to serve the area, office use may be appropriate up to ~~.35~~ **0.4** FAR, if all the above conditions are met and **the following conditions are also met.** ~~if the density above the .25 FAR is permanently transferred from land already zoned for commercial or industrial development within the Route 28 Tax District where lower intensity is planned.~~

- **Lands dedicated for active recreation uses are reasonably developed with appropriate facilities to serve residential and employment uses in the larger community as well as the proposed development; and**
- **Establish a mechanism for a reasonable contribution to help fund County acquisition of land for park or open space purposes and/or the development of recreational facilities on existing parking land in the vicinity. Such contributions should increase proportionately based on the amount of FAR approved above 0.35.**

Hotel and cultural facilities as described in Land Unit D-2, Land Use Recommendation #3, may also be appropriate in this land unit, subject to the conditions for office **and complimentary service retail** uses outlined above.

Attachment II

**Trip Generation Estimates for APR 08-III-6DS
Sully District**

A	1st Option under Current Comprehensive Plan	AM Peak Hour		PM Peak Hour		Average Daily
		In	Out	In	Out	
	Total Trips	1,104	150	205	1,001	8,908
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B	2nd Option under Current Comprehensive Plan	AM Peak Hour		PM Peak Hour		Average Daily
		In	Out	In	Out	
	Total Trips	1,429	284	450	1,344	15,618
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A	Proposed Amendment to 1st Option	AM Peak Hour		PM Peak Hour		Average Daily
		In	Out	In	Out	
	Total Trips	1,512	220	357	1,434	13,919
B	Proposed Amendment to 2nd Option	AM Peak Hour		PM Peak Hour		Average Daily
		In	Out	In	Out	
	Total Trips	1,635	324	512	1,535	17,798
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A	Net Impact of Proposed Amendment Above Comp Plan Option 1	408	70	152	433	Trips 5,010
B	Net Impact of Proposed Amendment Above Comp Plan Option 2	206	40	62	191	2,179

¹⁾ Trip Rates are from the Institute of Traffic Engineers (ITE) Book 8th Edition, 2008

²⁾ Trip generation estimates are provided for general order-of-magnitude comparisons

only and do not account for pass-by, internal capture, or traffic reductions as a result of proximity to transit stations.