County of Fairfax, Virginia
Planning Commission Meeting
October 22, 2025
Planning Commission Action

Plan Amendment 2023-III-20UP – ROCK HILL ROAD
(Dranesville District)

PLANNING COMMISSION RECOMMENDATIONS:
On October 22, 2025, the Planning Commission voted 12-0 to recommend to the Board of Supervisors the adoption of Plan Amendment 2023-III-20UP, as found in the staff report dated September 17, 2025, with the modifications as indicated by bold italics and highlighted in yellow in the Planning Commission handout dated October 22, 2025.

ATTACHED DOCUMENTS:
Staff Report dated September 17, 2025
Handout dated October 22, 2025

MJ

PROPOSED COMPREHENSIVE PLAN AMENDMENT

ITEM: SSPA 2023-III-20UP
September 17, 2025

GENERAL LOCATION: Rock Hill Road north of Innovation Avenue, in the vicinity of Innovation Center Metro Station

SUPERVISOR DISTRICT: Dranesville

PLANNING AREA: Area III

PLANNING DISTRICT: Upper Potomac

SPECIAL PLANNING AREA:
Dulles Suburban Center, Innovation Center TSA, Land Unit L

PARCEL LOCATION: 16-1 ((1)) 4, 15-2 ((1)) 1 and 2

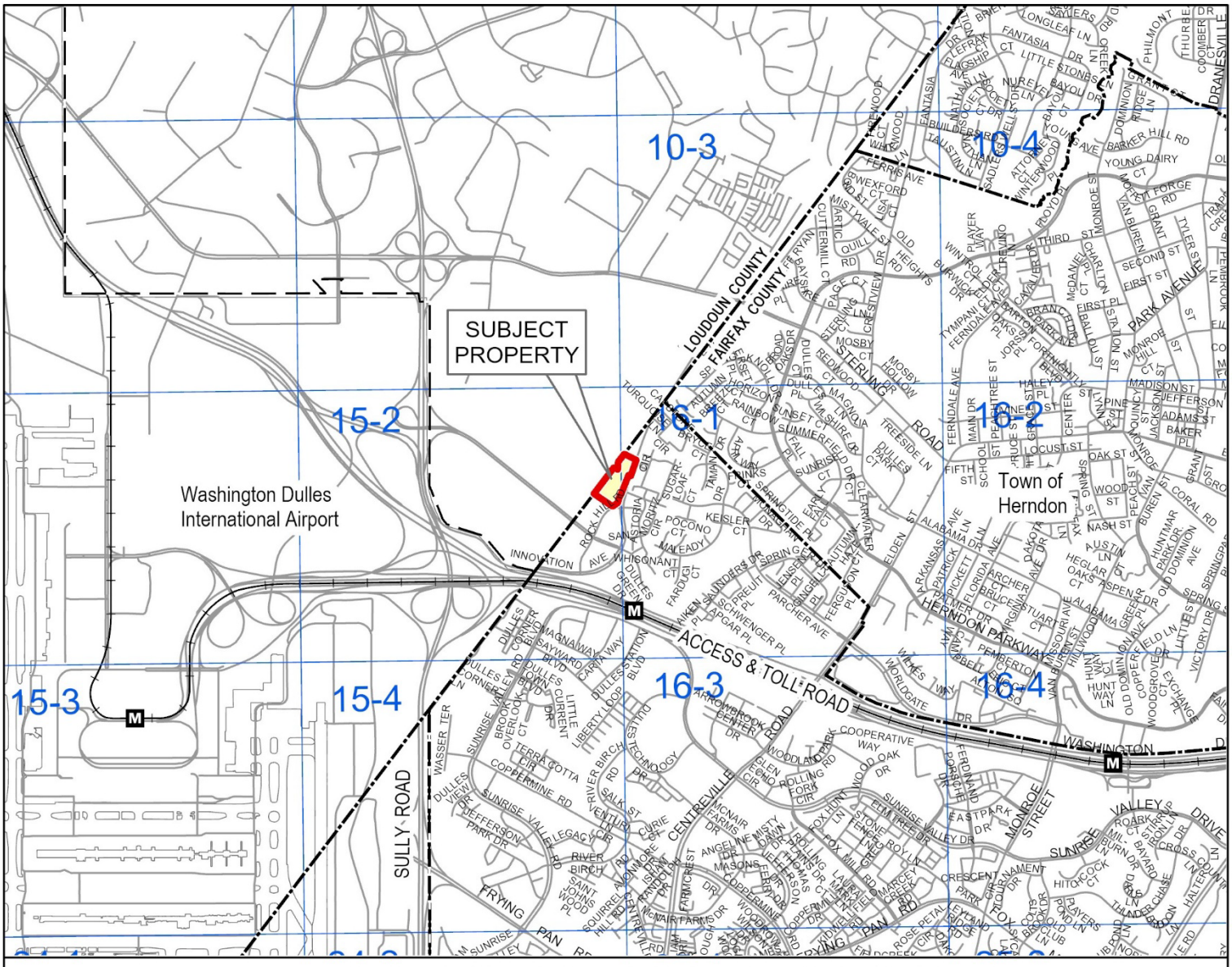
For additional information about this amendment call (703) 324-1380

PLANNING COMMISSION PUBLIC HEARING:
Wednesday, October 15, 2025 @ 7:30 PM

BOARD OF SUPERVISORS PUBLIC HEARING:
Tuesday, November 18, 2025 @ 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.

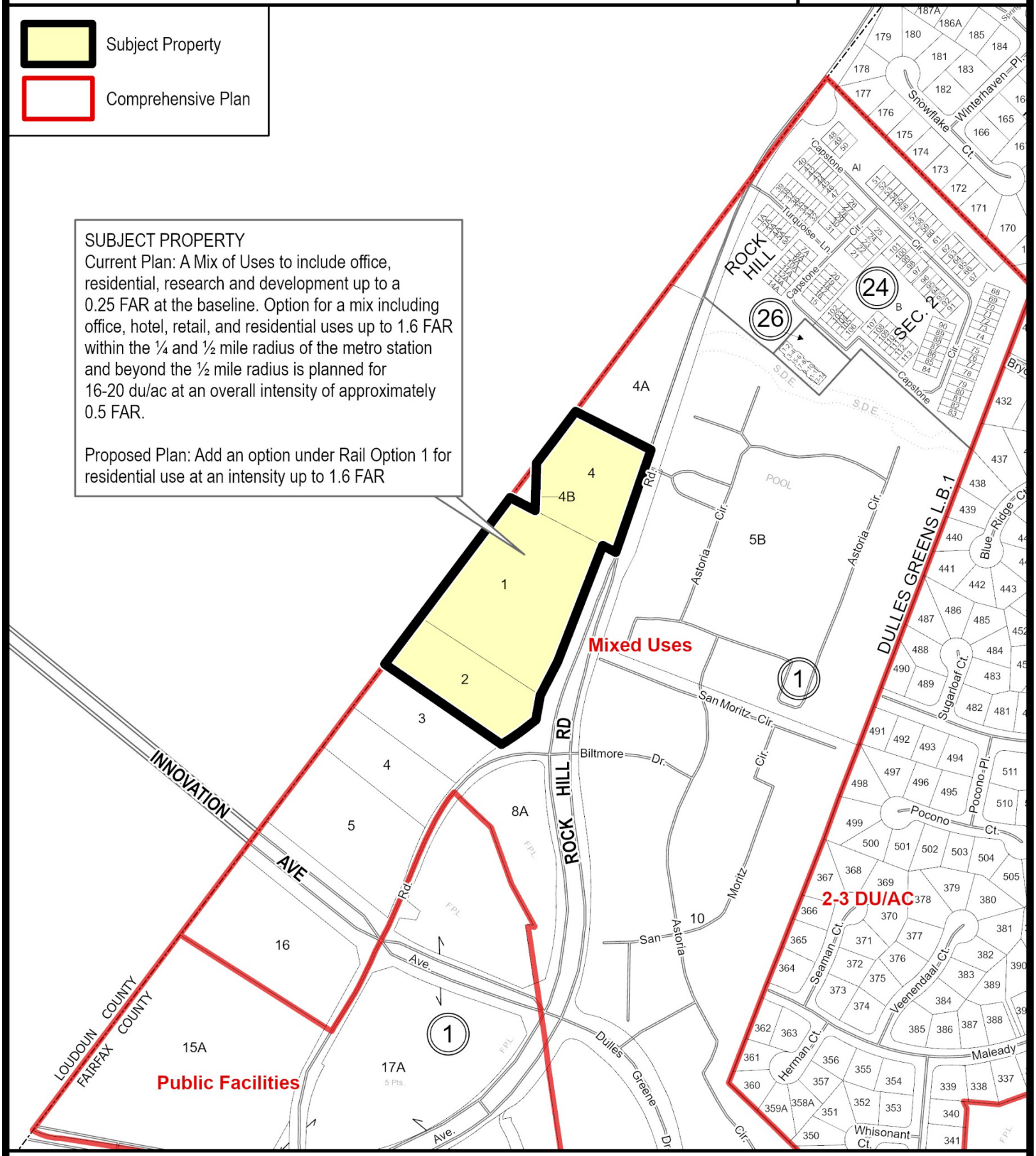


PREPARED BY THE DEPARTMENT OF PLANNING AND DEVELOPMENT USING FAIRFAX COUNTY GIS
2023-III-20UP Innovation Center Transit Station Area (TSA) North – Rock Hill Road

CURRENT PLAN AND PROPOSED CHANGE

PARCEL LOCATION MAP SHOWING CURRENT PLAN AND PROPOSED CHANGE FOR SUBJECT PROPERTIES AND CURRENT PLAN MAP FOR ADJACENT AREAS

ITEM:
SSPA 2023-III-20UP



STAFF REPORT FOR PLAN AMENDMENT PA-2023-III-20UP

BACKGROUND

On April 11, 2023, the Fairfax County Board of Supervisors (Board) authorized Plan Amendment (PA) 2023-III-1UP for the Innovation Center Transit Station Area (TSA) North Study, covering Land Unit L of the Dulles Suburban Center. The Board asked staff to consider new land use guidance related to land use mix, density, and intensity within Land Unit L of the Dulles Suburban Center to include proposals submitted during the 2022-2023 Countywide SSPA process (DR-001, DR-002, and DR-004).

Subsequent to the authorization of this plan amendment, and based on nominator interest and timing, the study area was further divided into three separate Plan amendments, one for each of the three SSPA nominations. This staff report pertains specifically to the review of DR-004, Rock Hill Development (PA 2023-III-20UP) for Tax Map Parcels 16-1 ((1)) 4, 15-2 ((1)) 1 and 2, located at 2140 Rock Hill Road, Herndon, VA 20170. The proposed amendment considers predominantly residential uses with ground floor non-residential uses. Additional study of DR-001 and DR-002 are ongoing and will be considered separately in the future.

CHARACTER OF THE SITE

The subject site is comprised of three undeveloped parcels generally located north of Innovation Avenue, west of Rock Hill Road, and east of the Loudoun County boundary in the vicinity of the Innovation Center Metrorail Station. Combined, the three parcels total 8.6 acres and are zoned Residential, one dwelling unit per acre (R-1).

CHARACTER OF THE AREA

To the east of the site across Rock Hill Road are the Dulles Greene Apartments, planned for and developed with multifamily residential use at 16- 20 du/ac, and zoned Planned Development Housing, 20 dwelling units per acre (PDH-20). To the west is undeveloped property in Loudoun County planned for a mix of uses. Further west, there is an approved mixed-use development in Loudoun County called Waterside, which includes 3.8-million square feet of office, commercial, and residential buildings, including 2,200 multifamily housing units.

To the north is a single family detached residence, zoned R-1, which like the subject property is in Land Unit L-3 of the Dulles Suburban Center and planned for multifamily residential use at 16-20 du/ac. To the south is a single family detached residence and undeveloped land, zoned R-1, which is planned under the recommendations for Land Unit L-2 for hotel or conference center use with supporting community serving retail up to 0.50 floor area ratio (FAR). To the north and south of the subject property are Resource Protection Areas (RPA) subject to the Chesapeake Bay Preservation Ordinance. [Figure 1]

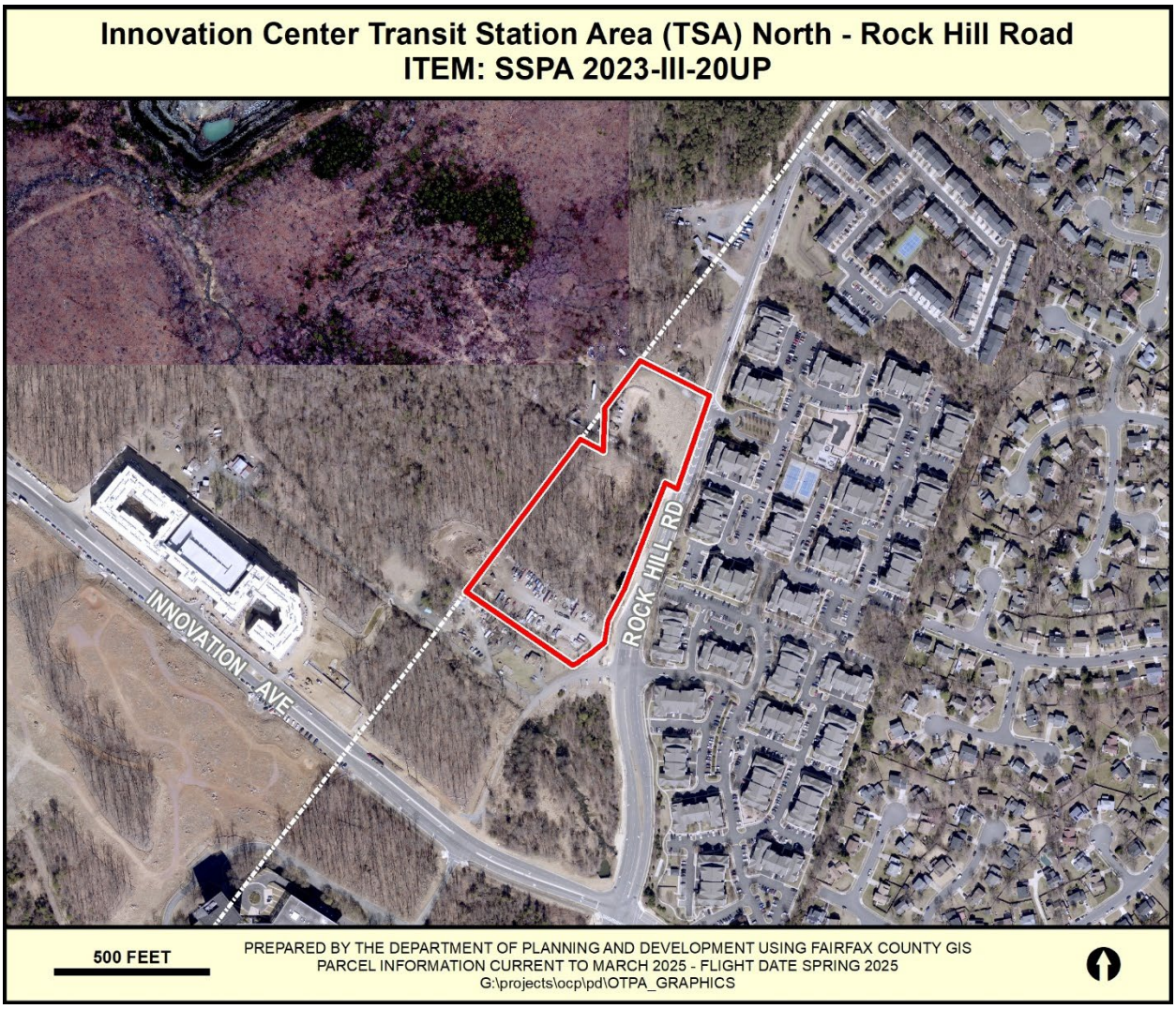


Figure 1: Rock Hill Road Aerial Imagery 2025

PLANNING HISTORY

In November 1998, the Board of Supervisors authorized a special study of the Dulles Corridor, "The Reston-Herndon Transit Station Study," to examine the areas around what would later become the Silver Line transit stations including the Innovation Center Metro Station. Following the study, on May 21, 2001, the Board adopted Plan Amendment 2000-01 (S98-CW-4CP) which added a higher intensity mixed-use option for the areas of Land Units L-1, 2 and 3, including updated Plan guidance for urban and transit-oriented uses and urban design guidelines.

On July 27, 2010, the Board adopted the recommendations from the 2008-2009 Area Plans Review (APR) process which proposed transit-oriented development at an intensity up to 2.0 and 2.17 FAR for the areas of Land Units L-1, 2 and 3. In 2017, Plan amendment (2016-CW-3CP) noted that Innovation Center TSA guidance was contained in two separate small area plans. Innovation Center TSA (North) guidance was within the Upper Potomac Planning District, UP4-Greater Herndon Community Planning Sector (Innovation Center TSA (North)), and the Dulles Suburban Center (Innovation Center TSA (South)). Because both areas are oriented toward the same Metro station, the Plan amendment relocated the guidance for Innovation Metro TSA (North) to the Dulles Suburban Center as Land Unit L.

ADOPTED COMPREHENSIVE PLAN TEXT

Comprehensive Plan guidance for Land Unit L of the Dulles Suburban Center is, at the base level, for office, research and development and ground level community-serving retail use at an intensity up to .25 FAR. Parcel consolidation is recommended to include environmentally constrained land. Land use options for this area encourage compact, high-quality transit and pedestrian-oriented, mixed-use development with the highest land use intensity focused within ¼ mile of the Innovation Center Station. These rail transit options recommend provision of public pedestrian access between the transit station and employment and residential destinations within and adjacent to the area, as well as parks and open space.

Rail Transit Option 1 for Land Unit L-3 recommends mixed residential and nonresidential uses at an intensity up to 1.6 FAR for the area within ¼ - ½ mile of the Metrorail station. The residential component should not exceed 60% of development; an office component should be at least 40% of the mix. Hotel uses may be a component up to 15%. Support retail uses are recommended and should not exceed 2%. For the area beyond ½ mile, residential use at 16-20 du/ac is recommended at an overall intensity up to .5 FAR.

Parcels that contain extensive Resource Protection Area (RPA), Environmental Quality Corridor (EQC) and floodplain are identified as 15-2 ((1)) 3, 4, 5 and 16-1((1)) 4A. As an incentive to preserve open space, the planned development potential associated with these parcels may be applied as bonus intensity to a developable parcel within the TOD area. Plan text for Land Unit L and the Rail Transit Options are included as Attachment 1.

PROPOSED PLAN AMENDMENT

The Plan amendment considers predominantly residential uses with ground floor neighborhood serving retail uses without changing the planned intensity. The concept plan submitted with the nomination (Figure 2) was provided to aid in the review of the Plan amendment. It illustrates a five-story, multifamily residential building with ground level non-residential uses and structured parking in the southern portion of the site, and stacked and traditional townhouses in the northern portion, along with a central park space. The development concept of the proposed development is illustrative and is provided for information only and should not be assumed to be a proposal that would be submitted, recommended or approved during a future zoning application. Based on a predominantly residential scenario at an intensity of 1.6 FAR (the current planned intensity), the proposed Plan amendment could result in a total of 432 residential units with some ground floor neighborhood serving retail.



Figure 2: Rock Hill Road Concept Plan, Source: Stout and Teague

Table 1 describes the Plan Amendment quantification for the adopted and proposed Plan potential and net change.

SSPA Nomination and Tax Map Parcels	Total Acres	Comprehensive Plan Potential (Residential Maximum Scenario)	Proposed Plan Potential	Net Changes
DR-004 - PA 2023-III-20UP - Rock Hill Road Tax Map Parcels: 16-1 ((1)) 4, 15-2 ((1)) 1 and 2	8.62 acres	183,629 sq ft of office 8,416 sq ft of retail 278 residential dwelling units	5,000 sq ft of retail 432 residential dwelling units	- 183,629 sq ft of office -3,416 sq ft of retail + 154 residential dwelling units

Table 1: Quantification Table for Rock Hill Road Plan Amendment. Source: Fairfax County

ANALYSIS

Staff evaluated the proposed Plan Amendment with consideration of County goals for provision of housing and broader goals for transit-oriented development at the Innovation Center Transit Station Area (TSA). Other considerations include adherence to County Transit Oriented Development Guidelines, the potential impact of additional residential uses on the transportation network, schools, parks and recreation, and the environment.

Land Use

The Concept for Future Development designates this area as a Transit Station Area (TSA), a land use classification where the Comprehensive Plan encourages a mix of uses in a compact, pedestrian-friendly urban form within walking distance of Metrorail. The subject property is in Land Unit L-3 of the Innovation Center TSA. As noted above, the portion of the site located within a ½ mile of the station (See Figure 3) is planned for a mix of office, hotel, retail and residential uses up to 1.6 FAR with specific use limitations. For the area beyond a ½ mile, the Plan recommends residential use at 16-20 du/ac, and an overall intensity up to 0.5 FAR. The area surrounding the subject property contains a mixture of single-family detached, attached and multifamily residential uses. The proposed change to the Plan would allow an option for a predominantly residential development, with the potential for ground floor neighborhood serving retail uses within the currently planned intensity parameters. Although the nominators have shown a nominal amount of ground floor non-residential use, staff is generally supportive of entirely residential development given the context of the surrounding uses.

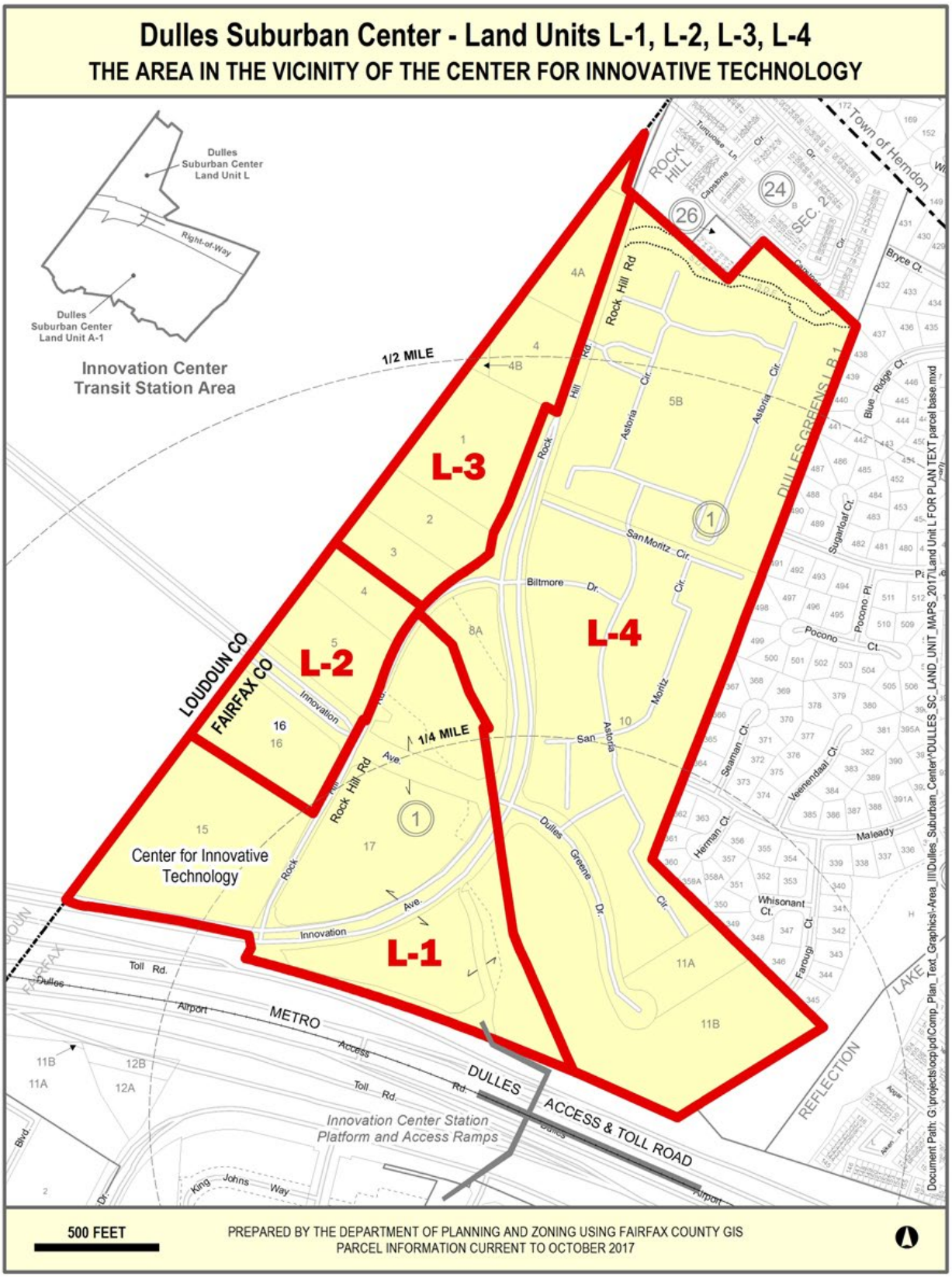


Figure 3: Land Unit L, Source: Fairfax County Comprehensive Plan

The area to the west, in Loudoun County is planned as an Urban Transit Center (see Figure 4). In the Loudoun Comprehensive Plan, these areas are planned to be dense, urban mixed-use areas that take advantage of their proximity to transit. In the Loudoun Plan the highest intensity is within a ¼ mile of transit with decreasing intensity further away. The Fairfax County Comprehensive Plan also follows a pattern of higher intensity closest to the Metrorail station; both County's plans envision a pattern of transit-oriented development with a variety of residential use types. The proposed Rock Hill Road Plan amendment is maintaining the current planned intensity and this pattern of higher intensities located closer to the station.

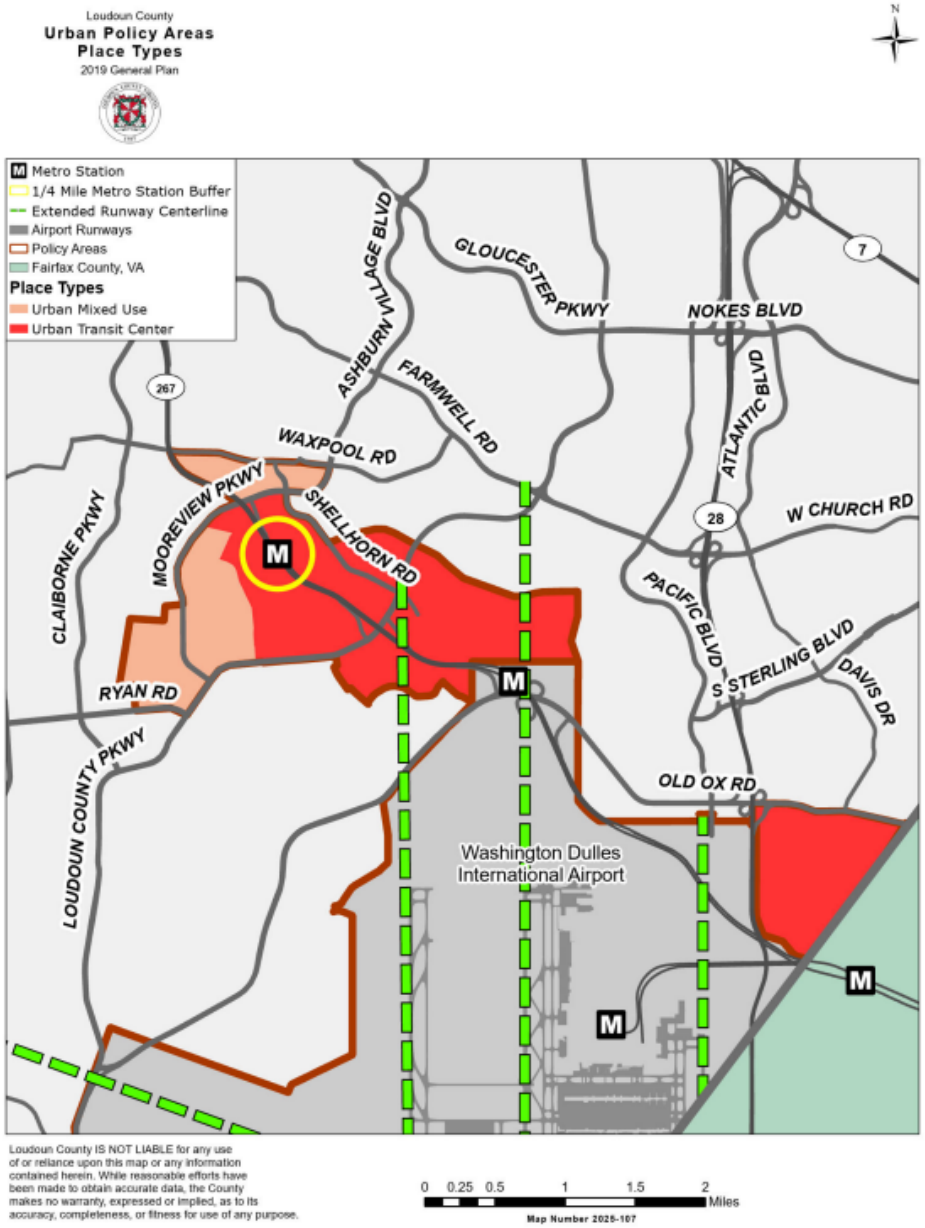


Figure 4: Loudoun County Comprehensive Plan Map. Source: Loudoun County

The planned transportation network encourages east-west connections toward Loudoun County and improvements along Rock Hill Road. A priority for the area is establishing the planned pedestrian network that is needed to support walkability and access to transit. Development under the proposed new option should advance these Plan recommendations. This is discussed in greater detail below in the Transportation section.

Comprehensive Plan guidance for Land Unit L-3 cites specific development considerations, including parcel consolidation, to ensure well-designed development that is integrated into the larger planned mixed-use area, including Loudoun County. Land Unit L-3 contains parcels with significant Resource Protection Area (RPA), Environmental Quality Corridors (EQC), and floodplain (see Figure 5). The development potential associated with these parcels is severely constrained and as such, the current plan recommends total parcel consolidation to protect environmentally sensitive areas, allow for open space improvements, and advance incremental improvements to the pedestrian network at this TSA, while still capturing the density associated with those parcels. In Land Unit L-3, full consolidation with environmentally constrained parcels would involve consolidation with an additional 4 acres (Parcels 15-2 ((1)) 3 and 16-1 ((1)) 4A), located to the north and south of this Plan amendment area. As transit-related development options are implemented, parcel consolidation should continue to be encouraged to the greatest extent feasible to advance the goal of preserving environmentally constrained parcels. However, some flexibility may be considered if the consolidation also advances other Plan goals.

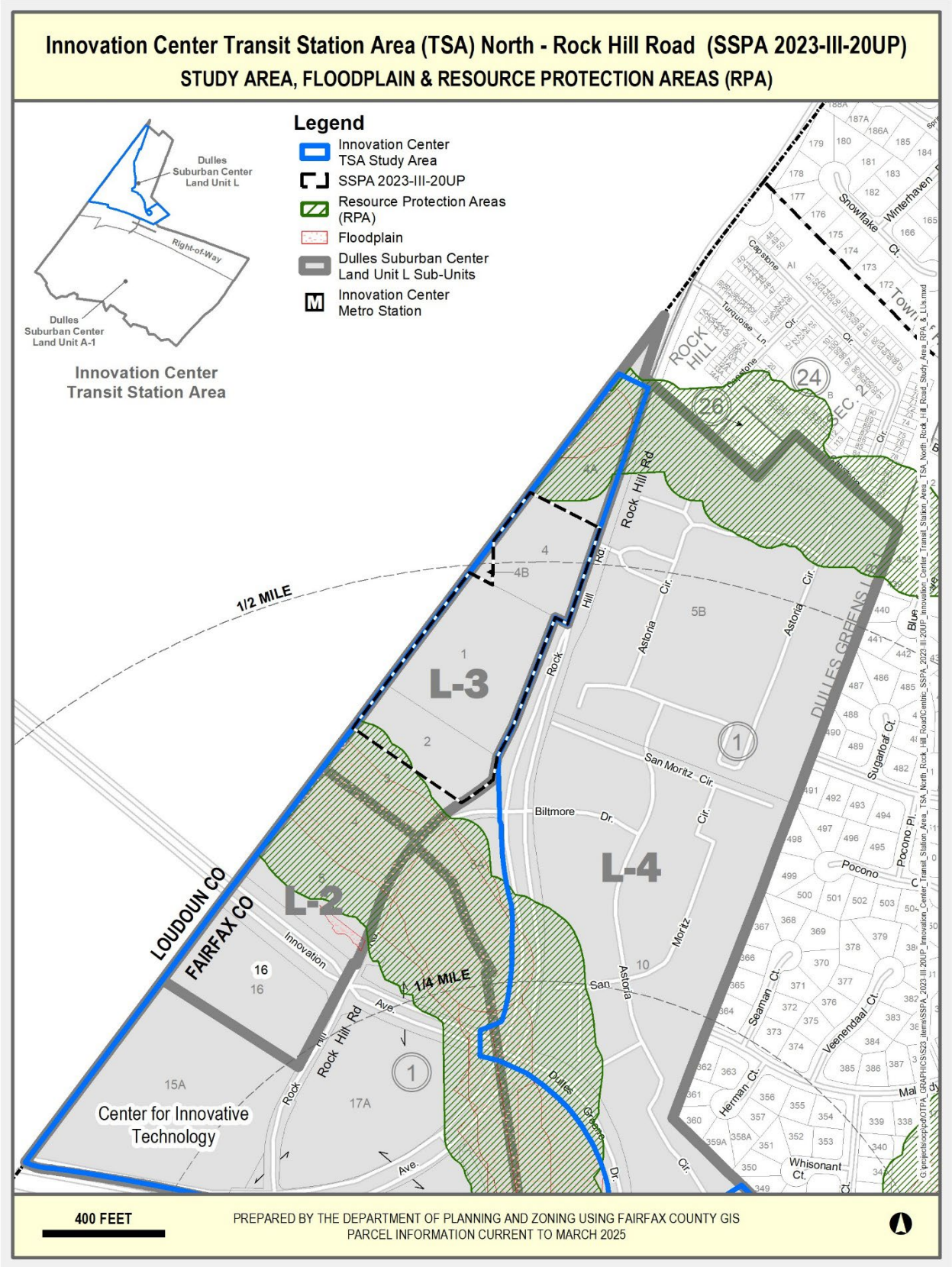


Figure 5: Resource Protection Area Map. Source: Fairfax County GIS Map

The Plan recommends that developments be integrated across county lines and be compatible with the uses and intensities planned by Loudoun County. All development proposals should demonstrate that any unconsolidated parcels within a land unit can be developed in a manner that complements the proposed development, is consistent with the recommendations of the Plan, and at a minimum includes environmentally constrained land.

Staff reached out to Loudoun County planning staff to share information on the proposed concept and recommended Plan language, as well as gather updates on zoning approvals across the jurisdictional boundary. As noted, there are two nearby developments with zoning approval in Loudoun County – Rivana and Waterside. According to the Loudoun County GIS Mapping, the parcels to the immediate west in Loudoun County are impacted by floodplains and wetlands, which will impact future developments. The nominators have indicated that they have no near-term plans to develop adjacent land to the west in Loudoun County, due to the environmental limitations as well as mixed ownership.

Achieving a variety of housing opportunities within and near transit is a stated major objective in the Comprehensive Plan. The new Plan option under consideration presents an opportunity for more housing in the northern portion of this TSA where the transit-oriented development vision has not yet been fully realized. The proposed change would not remove the existing mixed-use option and retains the opportunity for office use. Higher-intensity office uses continue to be encouraged as a part of the mixed-use environment closer to the Metrorail station.

Transportation

The subject property is located west of Rock Hill Road, north of Innovation Avenue, and east of the Loudoun County boundary. Vehicle access to this area is limited to Innovation Avenue from points in Loudoun County, and Rock Hill Road from the Town of Herndon.

Trip Generation

In Table 2, Fairfax County Department of Transportation staff compared vehicular trips generated by development potential in the adopted Comprehensive Plan and the proposed Plan amendment. Staff's analysis determined that the proposed Plan would result in a decrease of 2,131 daily trips as compared to the current adopted Plan. Peak hour trips for the proposed Plan option would decrease in the AM (by 321 trips) and PM (by 339 trips) peak hours, as compared to the current adopted Comprehensive Plan.

Development Types	Quantity	# Units	Daily	AM Peak Hour			PM Peak Hour		
				In	Out	Total	In	Out	Total
Current Plan									
General Office Building (ITE 710)	226.873	1000 Sq Ft.	2,367	298	41	339	56	272	328
Strip Retail Plaza (<40k) (ITE 822)	11.344	1000 Sq Ft.	708	16	11	27	37	38	75
Residential Multifamily Mid-Rise (ITE 221)	326	Dwelling Units	1,549	37	65	102	61	33	94
Total			4,624	351	117	468	154	343	497
Proposed Plan									
Strip Retail Plaza (<40k) (ITE 822)	5	1000 Sq Ft.	441	7	5	12	16	17	33
Residential Multifamily Mid-Rise (ITE 221)	432	Dwelling Units	2,052	49	86	135	81	44	125
Total			2,493	56	91	147	97	61	158
Net (Versus Current Plan)			-2,131	-295	-26	-321	-57	-282	-339

*** Trip generation estimates are derived from the Institute of Transportation Engineers (ITE), Trip Generation Manual, 11th Edition (2021). Trip Generation estimates are provided for general, order-of-magnitude comparisons only, and do not account for pass-by, internal capture, or mode-share traffic reductions.**

Table 2: Trip Generation. Source: Fairfax County Department of Transportation

The Comprehensive Plan Transportation Map (see Figure 6) shows a four-lane crossing of the Dulles Toll Road, to be constructed to the west of the existing Rock Hill Road. Concepts for Plan amendments in this area show this access as Davis Drive extension.

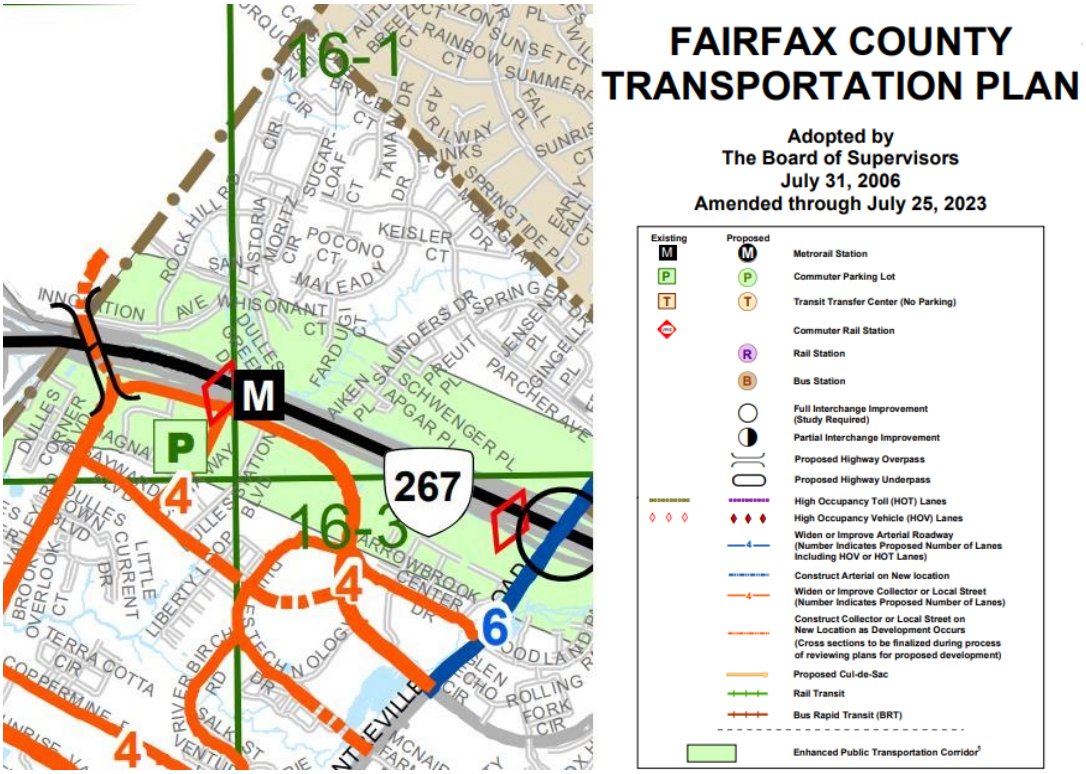


Figure 6: Comprehensive Plan Transportation Map, Source: Fairfax County Comprehensive Plan

Transit

The site is serviced by Fairfax Connector Route 552 on the east side of the site on Rock Hill Road, providing rush hour service only between Innovation Station and the Wiehle Reston East Metrorail Station via Herndon Parkway, Reston Town Center and Lake Anne Village Center. Loudoun County Transit also provides additional service. All routes stop at the Innovation Station Bus Bays, which are within a quarter-mile walk.

Bicycle Level of Traffic Stress

Bicycle Level of Traffic Stress (BLTS) measures how much stress, 1 meaning low stress and 5 meaning no facility, a bicyclist may encounter due to traffic on the associated roadway. BLTS inputs are used to help determine ways to improve the cyclist's experience.

Currently, there is a 5-7' paved path (shared-use path) for pedestrian and bicycle use on the southern side of Innovation Avenue. This facility provides a BLTS score of 1. Otherwise, the north side of Innovation Avenue, Biltmore Drive, Rock Hill Road and other roadways are all lacking adequate bicycle facilities. The area bicycle network is in need of enhancement.

The Fairfax County Comprehensive Plan for the Dulles Suburban Center recommends Rock Hill Road serve as a primary pedestrian and bicycle route to and from Innovation Station for the areas to the north. Sidewalks should be provided on both sides of the road, with a minimum eight-foot-wide sidewalk on the east side, where feasible, minimizing impacts to the residential community to the east. In addition to a sidewalk, the Plan recommends that a separated bicycle facility

accommodating two-way travel be provided on the west side of the road; however, FCDOT recommends a 10' paved shared-use path (in lieu of the separate facilities) to comfortably accommodate both bicycle and pedestrian traffic.

Given the posted speeds and number of lanes, to ensure safety and comfortability, and to achieve a BLTS score of 2 or better, it is recommended that bicycles not be in mixed traffic or in standard on-road bicycle lanes on any of these roadways. Wide pathways, separated from the road by landscape buffers, are the best way to achieve these goals.

Pedestrian Level of Comfort

The site's surrounding streets were assessed for the perceived pedestrian level of comfort (PLOC). PLOC is based on factors, such as pathway width, posted speed, buffer width, and the presence of street trees of on-street parking. The scores are attributed to a range of comforts, from "1 - very comfortable" to "5 - uncomfortable." The PLOC helps to identify where pedestrian facilities are inadequate or incomplete and helps to quantify how different investments will increase connectivity.

The goal is to have PLOC scores of 1 or 2 on all or most area pedestrian facilities, indicating greater pedestrian comfort. Efforts should be made to address locations with PLOC scores of 3, 4 or 5 (absence of pedestrian facility). This can be accomplished by providing wider pedestrian facilities, buffers, or wider buffers, between the roadway and walkway, on-street parking and/or street trees. If feasible, pedestrian comfort can be improved by slowing the speeds of vehicles on the adjacent roadways.

The 5-7' paved trail on the southern side of Innovation Avenue, mentioned above, was assessed for the perceived PLOC that it provides, scoring a PLOC of 3 (somewhat comfortable). The site currently has an existing 5' sidewalk on the eastern side of Rock Hill Road that resulted in a PLOC of 3 (somewhat comfortable). Biltmore Drive has no pedestrian pathways. Improvement to the pedestrian network is necessary.

The Fairfax County Trails Plan states that pedestrian circulation should be developed to facilitate pedestrian movement, safety, and connectivity. All sidewalks in the TSA are recommended to be a minimum of 8 feet. The guidance for Rock Hill Road, cited above for bicycles, also applies and would aid in providing better pedestrian access and connectivity.

The intersections near the site, including Rock Hill Road (PLOC 4, uncomfortable) scored uncomfortable or did not have any pedestrian crossings, generally indicating that a pedestrian would feel "uncomfortable" crossing intersections near the site. If pedestrians do not feel comfortable crossing busy streets, then they may elect to drive, rather than walk. For that reason, consideration should be given to providing four crossings at each intersection with a raised median, or refuge island.

Recommendations

Fairfax County Department of Transportation staff recommend the following items to address anticipated transportation impacts regarding the subject site which may be implemented with a future zoning application for the subject property:

- A shared-use path-trail should be implemented on the western side of Rock Hill Road, including along the frontage of the site, wide enough to accommodate bidirectional bicycle travel.
- 8' minimum pedestrian sidewalks should be implemented, in general, where roadway facilities are missing or lacking.
- Pedestrian crossings at the intersection of Innovation Avenue and Innovation Avenue, in proximity to the Metrorail Station, should be upgraded with high visibility crosswalks, on all 4 legs, with raised medians or refuge islands.
- Pedestrian and bicycle facilities, in general, should be improved and provide a more comfortable and less stressful environment by providing upgraded pathways, additional buffering and/or distance from the roadway. Street trees that provide shade to these facilities and pedestrian scale lighting could also improve conditions.

Schools

For School Year (SY) 2025-26, the schools serving the subject property are Herndon High School (HS), Herndon Middle School (MS), and Hutchison Elementary School (ES).

The following projections were published in the Fairfax County Public Schools (FCPS) Adopted Capital Improvement Program (CIP) Fiscal Year (FY) 2026-30 and do not reflect the increase in the number of students resulting from the Comprehensive Plan Amendment.

School	Program Capacity SY 2024-25	Membership SY 2024-25	Capacity Utilization SY 2024-25	Projected Membership SY 2029-30	Projected Capacity Utilization SY 2029-30
Herndon HS	2,749	2,230	81%	1,888	69%
Herndon MS	993	905	91%	842	85%
Hutchison ES	988	955	97%	771	78%

Source: FCPS, *Adopted Capital Improvement Program FY 2026-30*, February 2025.

The school capacity table shows a snapshot in time of student membership and school capacity balances. The five-year student membership projections and individual school capacity evaluations are updated annually by FCPS. Potential school expansions and new schools are included in the FCPS CIP for future consideration based on the most recent five-year projections and capacity evaluations from SY 2024-25. Any option(s) chosen for implementation will be discussed and decided through a transparent process in accordance with Fairfax County School Board Policies and Regulations. At this time, Herndon HS is considered to have a capacity surplus, Herndon MS is considered to have sufficient capacity for current programs and future growth, and Hutchison ES is approaching a capacity deficit. If by-right development occurs under the existing zoning, Herndon HS and Hutchison ES would be considered to have a capacity surplus, and Herndon MS would be considered to have sufficient capacity for current programs and future growth by SY 2029-30. Beyond the five-year projection horizon, membership projections are not available.

Impact

The tables below show the potential student yield by school level, calculated using the FCPS 2022 countywide student yield ratios based on the number of housing units proposed in this Comprehensive Plan Amendment. The potential student yield under the adopted Comprehensive Plan assumes all mid/high-rise multifamily housing units.

Potential Student Yield – Adopted Comprehensive Plan

School Level	Planned Number of Housing Units	Potential Student Yield
High	278	8
Middle	278	5
Elementary	278	17
Total Student Count		**30**

Source: FCPS, *2022 Countywide Student Yield Ratios,* June 2022.

Potential Student Yield – Proposed Comprehensive Plan

School Level	Proposed Number of Housing Units	Potential Student Yield
High	429	16
Middle	429	10
Elementary	429	33
Total Student Count		**59**

Source: FCPS, *2022 Countywide Student Yield Ratios,* June 2022.

Summary

With the proposed introduction of an additional approximately 151 housing units, the potential student yield would increase by 29 students (eight high, five middle, and 16 elementary) when comparing the potential student yield from the adopted Comprehensive Plan recommendation to the potential student yield from the proposed Comprehensive Plan Amendment.

Based on the FCPS Adopted CIP FY 2026-30, the high school is considered to have a capacity surplus, the middle school is considered to have sufficient capacity for current programs and future growth, and the elementary school is approaching a capacity deficit. For projected membership, assuming no change to programs and boundaries, the high school and the elementary school would be considered to have a capacity surplus, and the middle school would be considered to have sufficient capacity for current programs and future growth, prior to consideration of any Comprehensive Plan Amendment or rezoning. This analysis is a snapshot in time for student membership and school capacity balances.

With a Comprehensive Plan Amendment that proposes an increase in residential density, the membership at these schools will necessarily increase. Any future development applications or Comprehensive Plan Amendments would need to be analyzed along with this Comprehensive Plan amendment to determine the future impact on capacity. The impacts of a Comprehensive Plan Amendment may occur beyond the five-year projection horizon and conditions of a school and/or school boundaries may change by the time the residential density proposed by this Comprehensive Plan Amendment is realized.

Capital Improvement Program Potential Solutions

The FCPS Adopted CIP FY 2026-30 includes potential solutions to alleviate current and projected school capacity deficits. Any option(s) chosen for implementation will be discussed and decided through a transparent process in accordance with Fairfax County School Board Policies and Regulations.

Based on the identified capacity needs for current and projected programs and growth, the FCPS Adopted CIP FY 2026-30 identifies the existing need for two new schools in this region to alleviate overcrowding. These new schools are identified as Silver Line ES and Western HS.

Affordable Housing

The Communitywide Housing Strategic Plan and the One Fairfax Policy express the need for access to price-appropriate housing (when households pay no more than 30 percent of their income for housing). The Housing element in the Policy Plan states that higher intensities can help to support a range of housing affordability, and that it is necessary to determine acceptable locations for higher-intensity residential development. The Housing element also encourages more "for-sale and rental housing opportunities in or near mixed-use centers as a way of providing the opportunity for persons to live and work within the county." Comprehensive Plan guidance for Land Unit L, under Rail Transit Option 1 states "each residential development should include on-site affordable housing that is well integrated and dispersed" (page 151). The opportunity to obtain housing that is appropriately priced for every income level is integral to achieve the goal to maintain, diversify, and enhance a strong and vital Fairfax County community.

The planned residential intensity in this TSA would increase the potential for affordable housing as intensity increases. Households that would qualify for affordable and workforce housing would benefit from the access to both transportation and transit options that the subject area offers. Residential development on the subject property would be expected to meet the county's ADU Ordinance and WDU policy expectations within the Dulles Suburban Center/Innovation Transit Station Area for affordable housing, as well as the countywide policy, as currently stated in the Plan. If there is a mixture of residential unit types within a proposed development, affordable units should be provided proportionally in each of the unit types. Implementation of this guidance would be demonstrated with a future development application.

Parks and Recreation

The Parks and Recreation element of the Policy Plan and Dulles Suburban Center Comprehensive Plan describes the need to mitigate adverse impacts to park and recreation facilities caused by growth and development; it also offers a variety of ways to offset those impacts, including contributions, land dedication, development of facilities, and others (Parks and Recreation, Objective 6, p.8). The Parks and Recreation element of the Policy Plan includes an Urban Parks Framework that provides an urban parkland standard and detailed guidance on urban park development.

The Innovation Center TSA and surrounding area are substantially deficient in both parkland and other recreational facilities. Existing nearby parks (Dulles Station Community Park and Merrybrook Run Stream Valley Park) meet only a portion of the demand for parkland generated by residential development in this service area. Built and natural features in the vicinity of the site provide an opportunity to create larger parks linked by trails and pedestrian facilities. Given the existing deficiency, it is important that any future development of the subject property consider and address the needs of future residents onsite. Development of urban parks such as pocket parks, plazas, common greens and recreation focused urban parks should be encouraged.

Conceptual plans submitted with the Rock Hill nomination depict onsite urban park space in a perpendicular alignment with Rock Hill Road. Proposed urban park space should be coordinated with the vertical shape and grid of the remainder of the Plan amendment area in order to provide a coherent, accessible network of urban park space. Park space for this site should be designed to provide future connectivity with the properties to the immediate south of the Rock Hill site, as well as the Innovation Avenue redevelopment to the far south. Implementation of this guidance would be demonstrated with a future development application.

Environment

Existing environmental policies in both the Environment element of the Policy Plan and the Dulles Suburban Center are generally adequate to address issues related to problem soils, stormwater management, forest resources, green building, electric vehicle charging, noise and lighting. Implementation of this guidance would be demonstrated with a future development application.

The Dulles Suburban Center is included within the Horsepen Run Stream Valley. The Plan calls for identification, protection, and restoration of an Environmental Quality Corridor system (EQC). As noted earlier, the Plan also includes language for consolidating environmentally constrained parcels adjacent to proposed developments so as to protect environmentally sensitive lands.

Wastewater Management

Public sanitary sewers exist within the Plan amendment area; however, sanitary sewers will need to be extended to serve the proposed development. The existing sewers are reaching their conveyance capacity; therefore, new development will need to address wastewater conveyance capacity needs during the land development review process.

CONCLUSION

The Rock Hill Road Plan amendment proposes to add an additional option under Rail Option 1 of Land Unit L of the Dulles Suburban Center Plan to allow for primarily residential uses with ground floor neighborhood serving retail uses within the ¼ mile to ½ mile radius of the Metrorail Station. The amendment further considers added flexibility regarding parcel consolidation guidance. This proposal aligns with county housing goals and the planned intensity of the Transit Station Area. The proposed housing is compatible with the surrounding development and proposes on-site urban park space and open space. The Plan amendment considers the potential development and potential impacts on the transportation network, public schools, parks and open space, environment, and compatibility with surrounding uses. The development will be expected to provide connections to a future Davis Drive (north/south connection west of Rock Hill Road) and pedestrian connections to the Metro station as recommend in the Plan. The proposal presents

an opportunity to achieve a variety of housing opportunities near transit, while preserving the opportunity for office uses closer to the Metrorail Station.

RECOMMENDATION

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

MODIFY: Fairfax County Comprehensive Plan, 2017 Edition, Area III, Dulles Suburban Center, as amended through September 10, 2024, Dulles Suburban Center Land Unit Recommendations, Land Unit L, Land Use, page 151-152:

Ring 2: Within ¼ -½ mile: Mixed residential and nonresidential uses at an intensity up to 1.6 FAR

For Parcels 16-1 ((1)) 4, 15-2 ((1)) 1 and 2, as an option residential use at an intensity up to 1.6 FAR may be appropriate and should include a mix of housing types. Ground floor neighborhood serving retail uses may be included with this option.

Ring 3: Beyond ½ mile: Residential use at 16-20 dwelling units per acre, at an overall intensity up to .50 FAR

The proposed development in Ring 2 and Ring 3 should be oriented toward the transit station area. In addition, appropriate transitions should be made to residential development in Fairfax County through tapering of building heights, substantial landscaping and other techniques as necessary.

Tax map parcels 15-2((1))3, 4, 5 and 16-1((1))4A contain extensive Resource Protection Areas, Environmental Quality Corridors and floodplain. The development potential of these parcels is severely constrained. The restoration, as may be needed, and dedication of these properties to the Fairfax County Park Authority or other land conservation entity as part of a zoning action would address several goals, including preservation of environmentally fragile and valuable land and habitat, and providing open space amenities.

Only a portion of the parcels in these areas are located in Fairfax County. Consolidation of land or parcels should occur such that the development results in well-designed, high-quality uses that are functionally and visually integrated into the larger mixed-use area planned in Loudoun County.

Proposed developments should be part of a project that incorporates a contiguous area in Loudoun County and is compatible with the uses and intensities planned by Loudoun County. All development proposals should demonstrate that any unconsolidated parcels within a land unit can be developed in a manner that complements the proposed development in Loudoun County, is consistent with the recommendations of the Plan, and ~~at a minimum~~ includes environmentally constrained land to the extent practicable.

The mixed-use recommendations that follow apply to mixed-use options with an office component and seek to establish parameters for future development by suggesting a minimum, a maximum, or a range of percentages for residential and nonresidential uses. These percentages are meant to be guides and they may need to be adjusted on a case by case basis in order to further other planning objectives. For example, a mixed-use project that contains an institutional use recommended in the Plan may not be able to achieve the minimum percentage of office use or may exceed the maximum for nonresidential use. Development under these options is subject to the following conditions:

- Although phasing of the ultimate development should be flexible, establishment of the pedestrian-scaled, mixed-use character of the area should be established in the initial phase of development. This phase should include a grid street pattern, plazas and usable open space vertically-integrated land uses with ground-floor retail or other activity generating uses located along the street.

- A high quality living environment should be created through the provision of well-designed mixed-use projects that provide active recreation, entertainment and other site amenities. The mixed-use development should have a residential component that is at least 50 percent but no more than 60 percent of the total gross floor area in total, with residential becoming the primary use as distance from the platform increases. Each residential development should include on-site affordable housing that is well integrated and dispersed.

- The nonresidential component of the area within the ring should include office, hotel, and support retail uses. The office component should be at least 40 percent of the development, but not exceed 50 percent of the total gross floor area. Support retail uses, to be located in office, hotel or residential buildings, should not exceed 2 percent of the total gross floor area. Retail should support the residents' and employees daily needs so as to minimize trips to neighboring communities. Hotel uses are encouraged and may comprise between 5 to 15 percent of the total gross floor area.

COMPREHENSIVE LAND USE PLAN MAP:

The Comprehensive Land Use Plan Map will not change.

COUNTYWIDE TRANSPORTATION PLAN MAP:

The Countywide Transportation Plan Map will not change.

ATTACHMENT 1

ADOPTED COMPREHENSIVE PLAN TEXT

Fairfax County Comprehensive Plan, 2017 Edition, Area III, Dulles Suburban Center, as amended through September 10, 2024, Dulles Suburban Center Land Unit Recommendations, Land Unit L, page 137:

"Baseline Recommendations for Land Units L-1, L-2, and L-3

...

Land Unit L-3 (Parcels 15-2((1))1, 2, 3 and 16-1((1))4, 4A) is planned for office and research and development use at a maximum intensity of .25 FAR at the baseline. Community-serving retail use on the ground level of office structures may be appropriate to serve employees.

Only a portion of the parcels that make up Land Units L-2 and L-3 are located in Fairfax County. Consolidation of land or parcels should occur such that development results in well-designed, high-quality uses that are functionally and visually integrated into the larger mixed use area planned in Loudoun County. Proposed development should be part of a project that incorporates a substantial and contiguous area in Loudoun County and is compatible with the uses and intensities planned by Loudoun County. All development proposals should demonstrate that any unconsolidated parcels within a land unit can be developed in a manner that complements the proposed development and is consistent with the recommendations of the Plan and at a minimum includes environmentally constrained land."

Fairfax County Comprehensive Plan, 2017 Edition, Area III, Dulles Suburban Center, as amended through September 10, 2024, Dulles Suburban Center Land Unit Recommendations, Land Unit L, page 139-140:

"Rail Transit Option for Land Units L-1, L-2 and L-3

Consistent with TOD policy, this plan provides two options for a mix of uses ranging from .50 to 4.0 FAR, based on distance from the Metrorail station. Option 1 includes Land Units L-1, L-2 and L-3. Option 2 includes Land Units L-1 and L-2.

Both options are transit-supportive and include multifamily residential, office, hotel, creation of a center of activity that is focused toward the Innovation Center Station. In addition, the recommendations provide for future employment and housing opportunities that take advantage of the proximity of the CIT complex, Dulles Airport, and the Dulles Access and Toll Road.

Within the Innovation Center Transit Station Area, the highest concentration of development should be closest to the planned Metro station. The mix of uses should create a critical mass of pedestrian activity as people live, work and recreate in this area. Existing residential communities in Fairfax County and the Town of Herndon create a transition to the planned higher intensity transit oriented development centered around the planned Metro station.

The goals for this area include the following:

- Achieve a compact, high-quality transit and pedestrian-oriented, mixed use community with the highest land use intensity focused within ¼ mile of the planned Innovation Center Station or as otherwise indicated under the Rail Transit Options.

- Create a pedestrian environment that is visually diverse and stimulating. Provide for public pedestrian access between the transit station and employment and residential destinations within and adjacent to the area. Any potential conflicts between non-pedestrian and pedestrian circulation are to be resolved in favor of the pedestrian right of way. Consideration should be given to bicycle facilities in balancing the conflicts.

- Create functional, well-coordinated, visually appealing roads, paths and trails that provide connections within the TSA and to adjacent residential areas within Fairfax County, Loudoun County, and the Town of Herndon.

- Link future development to the provision of appropriate multi-modal transportation improvements for all land units in this area and as indicated in the Plan text and as shown on Figures 22 through 25 in the Upper Potomac Planning District section of the Comprehensive Plan and on the Trails Plan Map, the Bicycle Network Plan Map, or as stated in the Herndon Metrorail Station Access Management Study (HMSAMS).

- Provide open space for active recreation (including athletic fields), passive recreation and visual relief.

- Protect and enhance environmental resources.

- Encourage parcel consolidation to realize the benefit of comprehensive urban design and circulation/access principles and environmental protection.
- Encourage compatible development with existing and proposed development in surrounding land units and Loudoun County.
- Link development to the provision of needed public facilities.
- Protect adjacent residential neighborhoods from the visual impact of development through use of building tapering, and/or landscaping features, maintaining a high standard for architectural quality, and minimizing noise, glare and traffic intrusion.
- Establish a mechanism for interjurisdictional collaboration to monitor and assure that a TOD land use, transportation, and public facilities balance is achieved and maintained in all development phases."

Fairfax County Comprehensive Plan, 2017 Edition, Area III, Dulles Suburban Center, as amended through September 10, 2024, Dulles Suburban Center Land Unit Recommendations, Land Unit L, Land Use page 150-153:

"Rail Transit Option 1 for Land Units L-1, L-2 and L-3

...

Tax map parcels 15-2((1))3, 4, 5 and 16-1((1))4A contain extensive Resource Protection Areas, Environmental Quality Corridors and floodplain. The development potential of these parcels is severely constrained. As an incentive to preserve open space, the planned development potential associated with these parcels may be applied as bonus intensity to a developable parcel within the TOD area as part of a zoning action, provided the entire encumbered parcel is dedicated to the Fairfax County Park Authority or another conservation entity. For example, assuming a parcel has a planned development potential of 10,000 square feet, this amount of development would be the bonus to be added to the receiving parcel provided that the resulting development demonstrates that building scaling, massing and open space are in accord with underlying site specific plan guidance and TOD principles and respect Resource Protection Areas, Environmental Quality Corridors and floodplain.

Ring 1: Within ¼ mile: Mixed residential and nonresidential uses at an intensity up to up to 2.8 FAR

The Center for Innovative Technology, a state-supported research and development consortium of state universities and colleges, constitutes this area. The mixed-use recommendations that follow seek to establish parameters for future development by suggesting a minimum, a maximum, or a range of percentages for residential and nonresidential uses. These percentages are meant to be guides and they may need to be adjusted on a case-by-case basis in order to further other planning objectives. For example, a mixed-use project that contains an institutional use recommended in the Plan may not be able to achieve the minimum percentage of office use or may exceed the maximum for nonresidential use.

Development under this option is subject to the following conditions:

- Bus bays, the Kiss and Ride and pedestrian bridge pavilion associated with the northern portion of the Metro station should be implemented and integrated into the development

- Public facilities analyses, including fire, police, schools, recreation, transportation, and other public facilities are performed in conjunction with any development application. The results of these analyses should identify necessary improvements, the phasing of these improvements with new development, and appropriate measures to mitigate other impacts.

- Although phasing of the ultimate development should be flexible, establishment of the pedestrian-scaled, mixed use character of the area should be established in the initial phase of development. This phase should include a grid street pattern, plazas and usable open space vertically-integrated land uses with ground-floor retail and other activity generating uses located along the street.

- A high quality living environment should be created through the provision of well-designed mixed-use projects that provide active recreation, entertainment and other site amenities. The mixed-use development should have a residential component that is at least 35 percent but no more than 45 percent of the total gross floor area of the development Each residential development should include on-site affordable housing that is well integrated and dispersed throughout the development.

- The nonresidential component of the area within the ring should include office, hotel, and support retail uses. The office component, which may include space for research and development activities should be at least 40 percent of the development, but not exceed 50 percent of the total gross floor area. Support retail uses, to be located in office, hotel or residential buildings, should be at least 2 percent, but not exceed 5 percent of the total gross floor area. Retail should support the residents' daily needs so as to minimize trips to neighboring communities. Hotel uses are encouraged and should be at least 5 percent but not exceed 15 percent of the total gross floor area.

- Given the iconic nature of the CIT building, its architectural and cultural significance should be evaluated prior to development and if found significant, preservation or adaptive reuse should be considered. If preservation is not feasible, then the CIT building should be thoroughly documented and recognized in the design of the development or through other interpretative measures.

- Consistent with the Transportation recommendations for the Rail Option, vehicular access is provided through Loudoun County.

- Environmental Quality Corridors should be dedicated to the Fairfax County Park Authority or other land conservation entity.

- Total parcel consolidation should be achieved.

<u>Ring 2: Within ¼ -½ mile: Mixed residential and nonresidential uses at an intensity up to 1.6 FAR</u>

Ring 3: Beyond ½ mile: Residential use at 16-20 dwelling units per acre, at an overall intensity up to .50 FAR

The proposed development in Ring 2 and Ring 3 should be oriented toward the transit station area. In addition, appropriate transitions should be made to residential development in Fairfax County through tapering of building heights, substantial landscaping and other techniques as necessary.

Tax map parcels 15-2((1))3, 4, 5 and 16-1((1))4A contain extensive Resource Protection Areas, Environmental Quality Corridors and floodplain. The development potential of these parcels is severely constrained. The restoration, as may be needed, and dedication of these properties to the Fairfax County Park Authority or other land conservation entity as part of a zoning action would address several goals, including preservation of environmentally fragile and valuable land and habitat, and providing open space amenities.

Only a portion of the parcels in these areas are located in Fairfax County. Consolidation of land or parcels should occur such that the development results in well-designed, high-quality uses that are functionally and visually integrated into the larger mixed use area planned in Loudoun County.

Proposed developments should be part of a project that incorporates a contiguous area in Loudoun County and is compatible with the uses and intensities planned by Loudoun County. All development proposals should demonstrate that any unconsolidated parcels within a land unit can be developed in a manner that complements the proposed development in Loudoun County, is consistent with the recommendations of the Plan, and at a minimum includes environmentally constrained land.

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- Although phasing of the ultimate development should be flexible, establishment of the pedestrian-scaled, mixed use character of the area should be established in the initial phase of development. This phase should include a grid street pattern, plazas and usable open space vertically-integrated land uses with ground-floor retail or other activity generating uses located along the street.

- A high quality living environment should be created through the provision of well-designed mixed-use projects that provide active recreation, entertainment and other site amenities. The mixed-use development should have a residential component that is at least 50 percent but no more than 60 percent of the total gross floor area in total, with residential becoming the primary use as distance from the platform increases. Each residential development should include on-site affordable housing that is well integrated and dispersed.

- The nonresidential component of the area within the ring should include office, hotel, and support retail uses. The office component should be at least 40 percent of the

development, but not exceed 50 percent of the total gross floor area. Support retail uses, to be located in office, hotel or residential buildings, should not exceed 2 percent of the total gross floor area. Retail should support the residents' and employees daily needs so as to minimize trips to neighboring communities. Hotel uses are encouraged and may comprise between 5 to 15 percent of the total gross floor area.

- Consistent with the Transportation recommendations for the Rail Options, vehicular access is provided through Loudoun County.

- Environmental Quality Corridors should be dedicated to the Fairfax County Park Authority or other land conservation entity

- Development should result in uses that are designed to be visually compatible with the residentially developed area east of Rock Hill Road.

- Active recreation areas should be provided for employees and residents.

In addition, public facilities analyses, including fire, police, schools, recreation, and transportation are performed in conjunction with any development application. The results of these analyses should identify necessary improvements, the phasing of these improvements with new development, and appropriate measures to mitigate other impacts."

PLANNING COMMISSION ALTERNATIVE
PROPOSED PLAN LANGUAGE - SSPA 2023-III-20UP
October 22, 2025

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

(Excerpt from September 17, 2025 Staff Report, pages 21-22) with changes to staff recommendation shown in ***bold italics*** and highlighted in yellow)

RECOMMENDATION

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

MODIFY: Fairfax County Comprehensive Plan, 2017 Edition, Area III, Dulles Suburban Center, as amended through September 10, 2024, Dulles Suburban Center Land Unit Recommendations, Land Unit L, Land Use, page 151-152:

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The mixed-use recommendations that follow apply to mixed-use options with an office component and seek to establish parameters for future development by suggesting a minimum, a maximum, or a range of percentages for residential and nonresidential uses. These percentages are meant to be guides and they may need to be adjusted on a case by case basis in order to further other planning objectives. For example, a mixed-use project that contains an institutional use recommended in the Plan may not be able to achieve the minimum percentage of office use or may exceed the maximum for nonresidential use. Development under these options is subject to the following conditions:

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COMPREHENSIVE LAND USE PLAN MAP:

The Comprehensive Land Use Plan Map will not change.

COUNTYWIDE TRANSPORTATION PLAN MAP:

The Countywide Transportation Plan Map will not change.