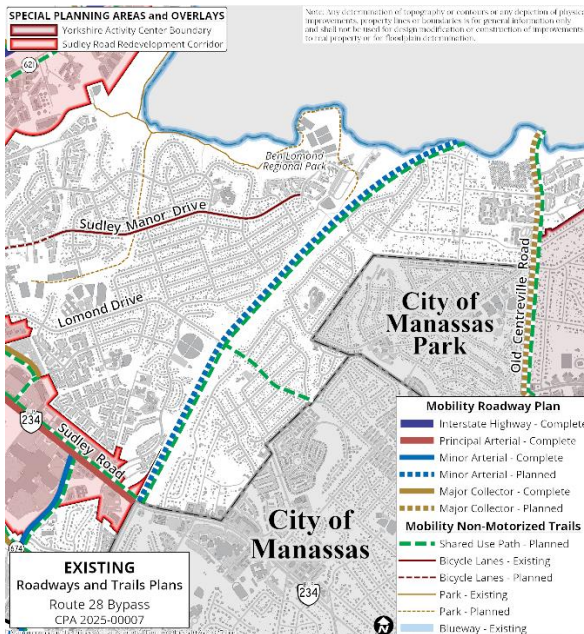




STAFF REPORT

PC Meeting Date:	November 19, 2025
Agenda Title:	Comprehensive Plan Amendment #CPA2025-00007, Mobility Chapter Update (Route 28 Changes)
District Impact:	Coles and Gainesville Magisterial Districts
Requested Action:	Recommend Approval of Comprehensive Plan Amendment #CPA2025-00007, Route 28 Bypass Removal and Addition of Route 28 from Four to Six Lanes
Department:	Transportation
Case Planner:	Kevin Wyrauch, AICP

EXECUTIVE SUMMARY



This is a request to amend the Mobility Chapter of the Comprehensive Plan for the removal of roadway references to the Route 28 Bypass from the text and the Roadway Plan Map, as well as the removal of its associated shared use path from the text and Countywide Trails Map, as well as the addition of widening Route 28 from four to six lanes into the text and Roadway Plan Map with the addition of a recreational trail (The Flat Branch Trail) to the text and Countywide Trails Map in the approximate location of the Route 28 Bypass. The site of the Bypass removal is along Flat Branch between Sudley Rd. and the Fairfax County Line, while the addition of Route 28 from four to six

lanes is located along Route 28 between the Fairfax County Line and Old Centreville Rd./Blooms Quarry Lane at the Manassas Park city line, which is in the Yorkshire activity center, and again between Connor Drive and the Manassas city line. The addition of the proposed recreational trail is along Flat Branch between Sudley Rd. and the Fairfax County Line in the approximate location of the Route 28 Bypass. All proposed changes are within the Coles and Gainesville Magisterial Districts.

BACKGROUND

- A. Comprehensive Plan Amendments (CPAs): Under Section 15.2-2229 of the Code of Virginia, the Board of County Supervisors (Board) may consider amendments to the adopted Comprehensive Plan.
- B. Request: This is a request to change the Mobility Chapter of the Comprehensive Plan with the removal of the Route 28 Bypass and its associated shared use path, as well as the addition of Route 28 from four to six lanes with a recreational trail (The Flat Branch Trail) in the approximate location of the Route 28 Bypass. The proposed changes to the text and Roadway Plan Map of the Mobility Chapter are summarized below:

Roadway Network:

FACILITY	ROUTE #	TERMINI	FUNCTIONAL CLASS	RIGHT-OF-WAY STANDARD		NUMBER OF LANES
Centreville Road	28	City of Manassas CL to City of Manassas Park CL	Principal Arterial	128' (see text)	MA-1 (modified)	4-6
Centreville Road	28	City of Manassas Park CL to Fairfax CL	Principal Arterial	128' (see text)	MA-1 (modified)	4-6
Route 28 Bypass (Godwin Drive Ext.)	TBD	Sudley Road (Rt 234 Business) to Fairfax County	Minor Arterial	128'	MA-1 (modified)	4

Bicycle Network:

FACILITY	TERMINI	FACILITY TYPE
Route 28 Bypass / Godwin Drive Extended	Sudley Road (Route 234) to Fairfax CL	Shared-Use Path

- C. Site Location: The site of the Bypass removal is along Flat Branch between Sudley Rd. and the Fairfax County Line, while the addition of Route 28 from four to six lanes is located along Route 28 between the Fairfax County Line and Old Centreville Rd./Blooms Quarry Lane at the Manassas Park city line, which is in the Yorkshire activity center, and again between Connor Drive and the Manassas city line. The addition of the proposed recreational trail is along Flat Branch between Sudley Rd. and the Fairfax County Line in the approximate location of the Route 28 Bypass. All proposed changes are within the Coles and Gainesville Magisterial Districts.

- D. Board Initiation: On May 13, 2025, the Board passed Resolution 25-281 to initiate CPA2025-00007, Mobility Chapter Changes and Comprehensive Plan Long-Range Land Use Designation, to make the following changes to the Comprehensive Plan:

Initiate the Amendment of the Mobility Chapter of the Comprehensive Plan to Remove Roadway References from the text and the Roadway Plan Map and Associated shared-Use Paths from the text and the Countywide Trails Plan Map of the following:

- Manassas Battlefield Bypass (Lee Highway/Route 29 To Fairfax County Line),
- Route 28 Bypass (Sudley Road/Route 234 Business To Fairfax County Line),
- Sudley Road / Route 234 (James Madison Highway/U.S. Route 15 to Manassas National Battlefield Bypass), and
- Heathcote Boulevard (James Madison Highway/U. S. Route 15 to Antioch Road)

And, to add the Widening of Existing Route 28 From Four to Six Lanes Between the Manassas City Line and Fairfax County Line. Initiate the following land-use designation changes:

- Change part of GPIN 7198-83-9509, 16000 John Marshall Highway, Haymarket from I-3, Industrial to POS, Parks and Open Space. The subject property is within the Haymarket Activity Center.
- Change the following properties consisting of approximately 8.3 acres from OMU-3, Office Mixed Use to MU-3, Mixed Use on Balls Ford Road within the Sudley Road Redevelopment Corridor:
 - GPIN: 7697-15-7017 10844 Balls Ford Road
 - GPIN: 7697-15-9218 10830 Balls Ford Road
 - GPIN: 7697-25-2417 10824 Balls Ford Road
 - GPIN: 7697-25-5021 7110 Sudley Road
 - GPIN: 7697-25-2445 10820 Balls Ford Road

Following initiation of the Comprehensive Plan Amendment, Staff have determined the proposed changes would be best addressed via multiple Comprehensive Plan Amendments. Therefore, the subject amendment scope has been reduced to only address the proposed changes related to Route 28 and Route 28 Bypass. The case name has been updated to CPA2025-00007, Mobility Chapter Updated (Route 28 Changes) to align with this change. The other changes referenced above shall be addressed by future Comprehensive Plan Amendments at a later date and will have separate case numbers.

- E. Comprehensive Plan Land Use: The proposed changes to the Mobility Chapter are not anticipated to significantly impact the Land Use Chapter.
- F. Yorkshire Activity Center: This special planning area is defined as an activity center under the Comprehensive Plan. Villages are compact areas with a mix of uses (including residential, commercial, civic/institutional, and potentially other land uses) that serve as focal points for the surrounding rural communities. Distinguished by their compact development patterns and distinct sense of place, Villages can accommodate a limited amount of future growth that is contained within their boundaries and is compatible with the scale and character of the surrounding rural landscape. Villages often originate from and develop around an existing intersection of local roads, existing commercial uses, and/or historic buildings and districts that form the center of the Village. A small area plan for the Yorkshire activity center is currently under development, and widening of Route 28 from four to six lanes will be coordinated with the development of this plan.
- G. Congestion Mitigation: Based on modeling results, the proposed CPA will maintain Level of Service (LOS) E or better on all arterials, consistent with the Comprehensive Plan.
- K. Strategic Plan: The Board adopted the 2025-2028 Strategic Plan in February 2025. This CPA will help achieve the following objectives:
- Mobility Goal 2: Support improving, expanding, and using the County's transportation network.
 - Mobility Goal 4: Develop mobility projects across the County to ensure timely resident access to multiple transportation options.

Specifically, the addition of the Flat Branch recreational trail will help meet the following objectives:

- Environment Goal 2: Enhance and expand public parks, trails, and green spaces to improve accessibility.
- Mobility Goal 5: Work with the community and stakeholders to identify and implement multi-modal mobility solutions to improve access, safety, and connectivity.

STAFF RECOMMENDATION

Staff recommends approval of Comprehensive Plan Amendment #CPA2025-00007 for the following reasons:

- The Route 28 Bypass Project has been cancelled by the Board of Supervisors due to

numerous challenges and viability, and thus should be removed from the Comprehensive Plan Roadway Plan and Map;

- Route 28 is eligible for various funding opportunities.
- Traffic modeling indicates a majority of Route 28 in the subject area degrades to a Level of Service (LOS) E without widening to six lanes. While this is acceptable in the Comprehensive Plan, widening improves LOS to D on most of the corridor;
- The addition of the recreational trail along Flat Branch aligns with the Comprehensive Plan Mobility Policy 9: Continue to enhance and expand recreational trail opportunities throughout the County by providing a diverse mix of trail types and experiences to and within the County's parks, and greenway and blueway corridors.

Community Input

Notice of the CPA2024-00004 application has been posted on the Planning Office Website. As of the date of this report, the Planning Office has not received any verbal or written comments on this proposal and is not aware of any opposition.

Other Jurisdiction Comments

Comments have been solicited from the Virginia Department of Transportation (VDOT), Fairfax County, and the cities of Manassas and Manassas Park.

Legal Issues

Legal issues resulting from the Planning Commission action are appropriately addressed by the County Attorney's Office.

Timing

The Planning Commission has until February 17, 2026, which is 90 days from the first public hearing date, to act on the Comprehensive Plan Amendment request. A recommendation to approve the Comprehensive Plan Amendment request would meet the 90-day requirement.

STAFF CONTACT INFORMATION

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ATTACHMENTS

Existing and Proposed Maps
Proposed Text Changes (Strike-thru draft)
Initiating Resolution