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Department of Planning & Zoning**

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**STAFF REPORT
2008-2009 NORTH COUNTY AREA PLANS REVIEW**

SUPERVISOR DISTRICT(S): Sully

APR ITEM: 08-III-3UP

NOMINATOR(S): Timothy Sampson, Attorney/Agent for INOVA Health Care Services

ACREAGE: 73.23 Acres

TAX MAP I.D. NUMBERS: 45-2((1))41B1, 41L, 41L3, 41L5 and 45-2((2))38, 39A, 39B, 46A1 and 51A1

GENERAL LOCATION: East of Rugby Rd, south of Ox Trail, north of Fairfax County Parkway

PLANNING AREA(S): Area III
District(s): Upper Potomac
Sector: Lee-Jackson (UP8)
Special Area(s): ---

ADOPTED PLAN MAP: Public Facilities, Governmental, Institutional

ADOPTED PLAN TEXT: Hospital and ancillary medical office and service uses up to .30 FAR.

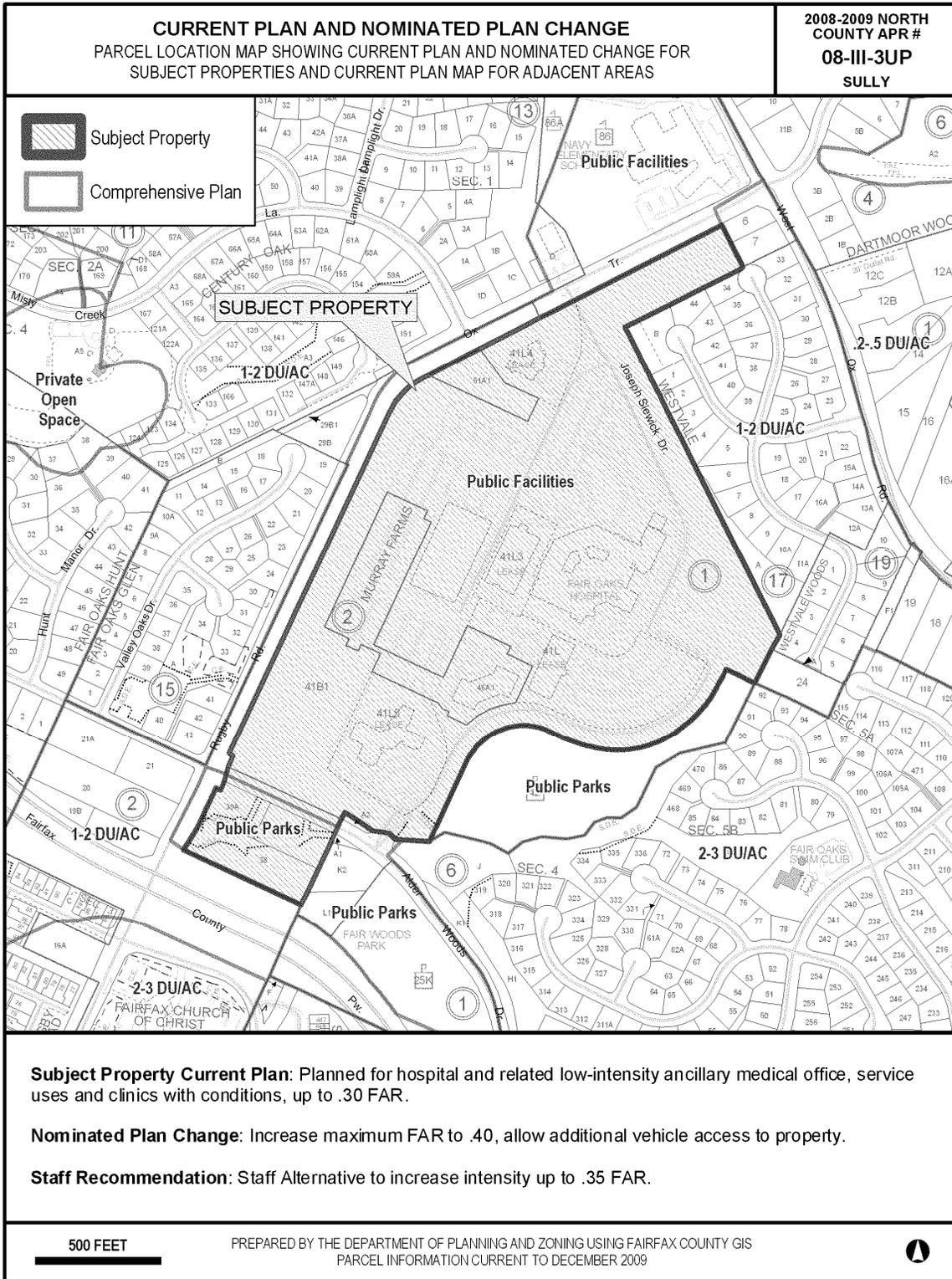
For complete Plan text see <http://www.fairfaxcounty.gov/dpz/comprehensiveplan/area3/upperpotomac.pdf>

PROPOSED PLAN AMENDMENT: Increase FAR from .30 to .40, allow two additional vehicle access points to and from Rugby Rd, and adjust buffer recommendations to allow new driveway connections.

SUMMARY OF STAFF RECOMMENDATION:

- Approve Nomination as Submitted
 Approve Staff alternative
 Retain Adopted Plan

Staff recommends an alternative which is supportive of the nominator's intent. The staff alternative would provide for an intensity of up to .35 FAR with a mix of hospital and medical offices.



CONTEXT

General Location:

The subject area consists of 73.23 acres located south of Ox Trail, east of Rugby Road, and north of Fairfax County Parkway.

Existing and Planned Land Use and Zoning:

Subject Area: Located north of the Fairfax Center Area, the subject properties are planned for hospital and related ancillary medical office and service uses up to .30 FAR. The site is zoned C-3 and is developed with 627,336 square foot of hospital and medical office uses.

Adjacent Area:

North: The land north of Ox Trail is planned for residential use at 2-3 dwelling units per acre. It is developed with Century Oaks single family subdivision and Navy Elementary School, and is zoned PDH-3 and R-1.

East: The land to the east is developed with the Westvale single family subdivision. The subject property is planned for residential use at 2-3 dwelling units per acre, and is zoned R-3.

South: South of the subject area is the Fairfax County Parkway and land that is planned for public park. It is an open space parcel preserved as a buffer between the hospital campus and the Fair Oaks single family subdivision. It is zoned R-3.

West: The area west of Rugby Road is planned for residential use at a density of 2-3 dwelling units . It is developed with the Fair Oaks Glen single family residential neighborhood, and is zoned R-3.

PLANNING HISTORY

As a result of the 1994 APR process, Nomination 94-III-7UP was adopted, resulting in the expansion of the hospital campus with the dedication of the property adjacent to Rugby Road. The amendment included conditions pertaining to the hospital expansion.

On March 18, 2002, the Board of Supervisors adopted APR nomination 01-III-8UP, resulting in additional medical office space and increasing the height limit from 60 feet to 100 feet for the main hospital building, and increasing the FAR up to .30 for the campus.

ADOPTED COMPREHENSIVE PLAN TEXT

Fairfax County Comprehensive Plan, 2007 Edition, Area III, Upper Potomac Planning District, UP8 – Lee-Jackson Community Planning Sector, as amended through 07-13-2009, Land Use Recommendations, pages 183-184:

- "10. The Fair Oaks Hospital site is approximately 73 acres, generally located north of the Fairfax County Parkway and east of Rugby Road. Tax Map parcels 45-2((1))25L, 41A, and 45-2((2))40A, 40B, 41, 42, 43, 44, 45, 46, 47, 48, 49, 50, 51A1 are planned for hospital and related low intensity ancillary medical office, service uses and clinics provided that:
- A substantial vegetated wooded buffer is provided and maintained as undisturbed open space between such uses and the residential neighborhoods to the north and east;
 - The campus achieves high-quality architectural and landscape design and the overall intensity on the site does not exceed .30 FAR.
 - Right-of-way is provided for the widening of Ox Trail and Rugby Road to a four lane section. Dedication of this right-of-way does not necessarily obligate the dedicator to construction of these improvements;
 - The buffer to be provided and maintained along Rugby Road and Ox Trail will be 115-120 feet in width with the exception of the existing child care center where a lesser buffer is provided. The buffer will consist of existing vegetation supplemented where necessary with evergreens and other landscaping. Unless deemed essential based on final engineering, no additional storm water management ponds (wet or dry) shall be located in this buffer. Any utilities, to include stormwater pipes or channel improvements, that must be located within this buffer area shall be located and designed to minimize damage to existing vegetation and should be subject to landscaping to reduce any views into the campus. This buffer is to be measured from the eastern edge of the right-of-way of the anticipated four lane Rugby Road and Ox Trail;
 - No additional point of vehicle access is provided from Rugby Road. In addition, no vehicle access is to be provided from West Ox Road;
 - Building height for the main hospital buildings and additions thereto shall be limited to a maximum of 100 feet. All other buildings shall be limited to a maximum of 60 feet in height to minimize visual impacts on the residential

community;

- Parking structures will be designed to minimize visual impacts on adjacent residential neighborhoods and the design and materials of the structures will be integrated with that of the buildings they serve. Landscaping will be provided on the parking structures and/or adjacent to them to make them more attractive and to soften their appearance;
- All rooftop mechanical equipment is screened. In addition, no antennae will be located on building rooftops other than the main hospital building and additions thereto, except as may be required for public safety purposes;
- Monopoles are excluded from the hospital campus;
- Visual impacts are further minimized through building setback and site design features such as berms, fences and landscaping treatments;
- No additional parking, including above or underground parking structures, other than what existed in September, 1994 shall be located between the medical campus and Fair Oaks Estates; and
- A detailed traffic impact analysis should be done to determine any additional improvements required to mitigate the impacts of additional development on the street network in the vicinity of the development.

The southern 7.5-acre portion (Tax Map 45-2((1))42) of this site is owned by the Fairfax County Park Authority and is planned for a public park. Tax Map 45-2((2))38, 39A and 39B and 45-2((6))A1, K2, and L1 are also planned for a public park and should be dedicated to the Fairfax County Park Authority.

Density credit is appropriate for any land dedicated for right-of-way or public park use, as provided for in the Fairfax County Zoning Ordinance.”

NOMINATED PLAN AMENDMENT

This nomination proposes an increase of the FAR from .30 to .40, allowance of two additional vehicle access points to and from Rugby Road, and an adjustment of buffer recommendations to allow new driveway connections.

ANALYSIS

The subject area is bounded by single family detached communities on nearly all sides, and Navy Elementary School to the north and the Fairfax County Parkway to the south. The Comprehensive Plan recommends that the subject area develop as a hospital and related ancillary medical office, service uses and clinics, with conditions, including a limitation of .30 FAR. This allows for a maximum of 956,969 square feet of development on the site.

Land Use:

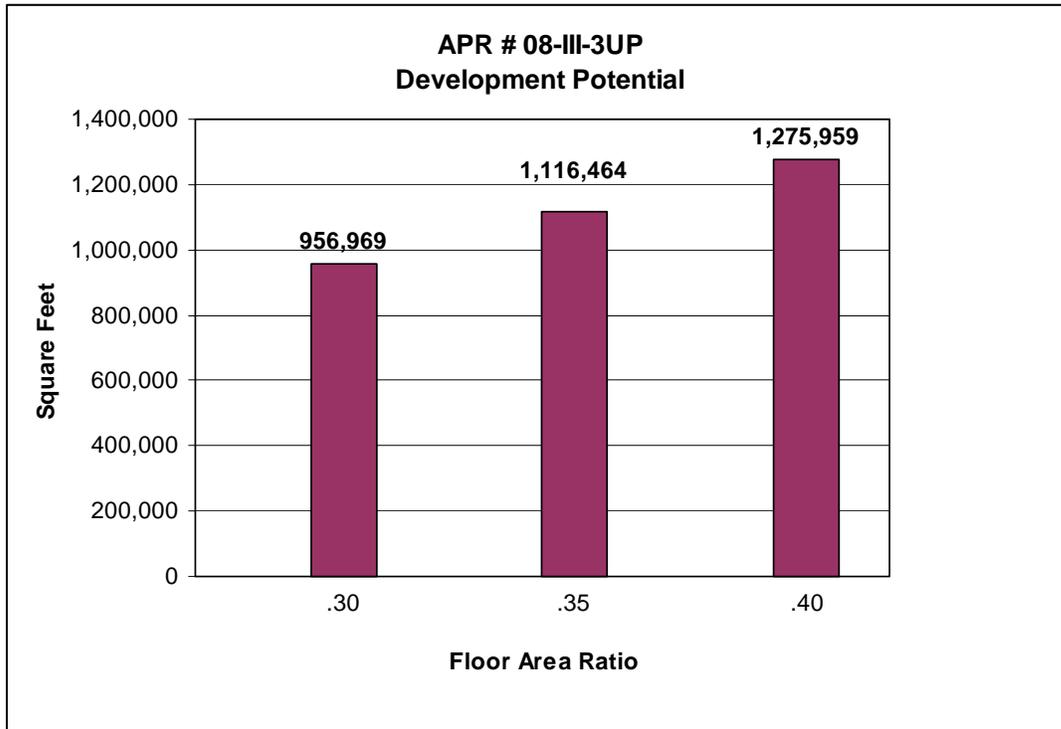
The current plan establishes a height limit of 100 feet for the main hospital building with a maximum of 60 feet in height for all other buildings. The nomination does not propose to increase the height limit nor adjust the 115-120 foot buffer from Rugby Road; except for the proposed new access to Rugby Road (*Figure 1*). This new access has raised concerns from residents across Rugby road regarding increased cut-through traffic and visual impacts.



- Figure 1 -

The proposed plan amendment, as submitted, is to allow the hospital and medical office campus to increase the maximum intensity from .30 to .40 FAR, and to provide additional points of vehicular access to Rugby Road in hopes of relieving congestion at the existing access points. The proposed increase to .40 FAR would result in approximately 310,000 square feet of additional hospital and medical office space. This will be an increase of 32% over the current

Plan, to a total of 1,275,959 square feet (*Figure 2*). The nominator conducted a VDOT Chapter 527 transportation analysis (*please refer to the VDOT Chapter 527 Comments in the Appendix*) that studied the proposal at a .40 FAR and a reduced proposed density increase of .35 FAR.



- Figure 2 -

Transportation:

The study showed that both of the existing hospital intersections have failing approaches with the proposed increase in intensity of .40 FAR or .35 FAR. However, the failing approaches are located within the hospital and are not on Alder Woods Drive or Ox Trail. With the proposed new full signalized access, the current approaches within the hospital at its two existing intersections would operate at acceptable levels of service. No intersections with failing levels-of-service outside the hospital site are improved with this new full access.

The traffic study shows that the two existing hospital intersections (with no additional access) at the .40 FAR scenario is significantly failing while the .35 FAR scenario only shows one approach that is significantly failing. Under both scenarios, the proposed access would allow vehicles to utilize the signal to turn left out of the hospital onto southbound Rugby Road. Without the proposed access, these same vehicles would be turning right out of the hospital onto Alder Woods Drive to make the left onto southbound Rugby Road.

Both scenarios show that a new access is beneficial to the hospital site in terms of vehicle ingress/egress and wait times for vehicles turning onto the public streets. However, neither scenario shows that a new full access with a signal is justified. The traffic study shows that under both scenarios, the new full signalized access onto Rugby Road would compound the delay times on Rugby Road at Fairfax County Parkway south of Alder Woods Drive as vehicles will turn left onto Rugby Road at the new signal.

Additionally, the inclusion of a second eastbound left turn lane from Fairfax County Parkway to Rugby Road could have right-of-way implications. There are already designs for expanding the Parkway to six lanes and these plans do not include an additional turn lane. This additional left may be possible but it will need to be resolved with a more detailed traffic analysis at rezoning.

Staff recognizes that an alternative recommendation of .35 FAR hospital and medical office campus support the nomination's intent, and provide lesser impacts to the surrounding community. FCDOT has provided additional conditions to be included as part of the staff alternative (*please refer to the Appendix*).

RECOMMENDATION

Staff is recommending an alternative that is supportive of the nomination. This alternative plan will allow for a intensity increase up to .35 FAR, with a limitation of no more than 370,000 square feet of medical office space. The staff alternative will also provide additional language to enforce Transportation Demand Management (TDM) programs to lessen the impact of projected vehicle trips generated. The staff alternative includes Plan text that will allow for the study of a additional point of access to the hospital campus from Rugby Road.

PROPOSED AMENDMENT TO THE COMPREHENSIVE PLAN

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~~.

MODIFY: Fairfax County Comprehensive Plan, 2007 Edition, Area III Volume, Upper Potomac Planning District, UP8 – Lee-Jackson Community Planning Sector, as amended through 07-13-2009, Land Use Recommendation, pages 183-184:

10. The Fair Oaks Hospital site is approximately 72 73 acres, generally located north of the Fairfax County Parkway and east of Rugby Road. Tax Map parcels 45-2((1)) ~~25L, 41A, 41B1, 41L, 41L3, 41L5~~ and 45-2((2)) ~~38, 39A, 39B, 46A1 40B, 41, 42, 43, 44, 45, 46, 47,~~

48, 49, 50 and 51A1 ~~51B1~~ are planned for hospital and related low intensity ancillary medical office, service uses and clinics provided that:

- A substantial vegetated wooded buffer is provided and maintained as undisturbed open space between such uses and the residential neighborhoods to the north and east;
- The campus achieves high-quality architectural and landscape design, and the overall intensity on the site does not exceed ~~.30~~ .35 FAR. Medical office buildings should be limited to a total of 370,00 square feet of GFA;
- Right-of-way is provided for the widening of Ox Trail and Rugby Road to a four lane section. Dedication of this right-of-way does not necessarily obligate the dedicator to construction of these improvements;
- The buffer to be provided and maintained along Rugby Road and Ox Trail will be 115-120 feet in width with the exception of the existing child care center and single family dwelling where a lesser buffer is provided. In addition, the buffer may be modified to provide for a new vehicular access to Rugby Road and to accommodate any required widening of Rugby Road to facilitate such access. The buffer will consist of existing vegetation supplemented where necessary with evergreens and other landscaping. Unless deemed essential based on final engineering, no additional storm water management ponds (wet or dry) shall be located in this buffer. Any utilities, to include stormwater pipes or channel improvements, that must be located within this buffer area shall be located and designed to minimize damage to existing vegetation and should be subject to landscaping to reduce any views into the campus. This buffer is to be measured from the eastern edge of the right-of-way of the anticipated four lane Rugby Road and Ox Trail;
- ~~No~~ One new additional point of vehicle access is may be evaluated provided from Rugby Road could be explored which could include full or limited access subject to VDOT Access Management Guidelines and FCDOT approval upon the submission of a more detailed traffic analysis at rezoning. ~~In addition, no~~ No vehicle access is to be provided from West Ox Road;
- A quality site layout should be provided, such as consolidated vehicular access, appropriate pedestrian and bicycle connections linking the medical campus to existing sidewalks on the periphery and within the site as well as to adjacent parcels, walking paths with landscaped seating and picnic areas for employees and visitors to the hospital, and appropriate screening against neighboring residential uses;
- A Transportation Demand Management (TDM) program should be formulated and implemented to mitigate traffic associated with development from the Fair Oaks Hospital site. One element of the program should be bus or shuttle service to major destination points such as Metrorail stations; since Fairfax County already provides bus service through the site, an ongoing commitment from the hospital to the County to support bus service and to contribute toward the installation and maintenance of adequately sized bus shelters and other facilities implemented in the initial stages of redevelopment should be expected. The TDM program should include a ride sharing program and measures such as a Metrocheck program and other financial incentives to facilitate employee use of public transportation, as well as others not mentioned above;

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- Due to the importance of providing public transportation to the site, it is expected that the hospital will allow direct bus access through the site to provide convenient stops for visitors and employees;
 - Building height for the main hospital buildings and additions thereto shall be limited to a maximum of 100 feet. All other buildings shall be limited to a maximum of 60 feet in height to minimize visual impacts on the residential community;
 - Parking structures will be designed to minimize visual impacts on adjacent residential neighborhoods and the design and materials of the structures will be integrated with that of the buildings they serve. Landscaping will be provided on the parking structures and/or adjacent to them to make them more attractive and to soften their appearance;
 - All rooftop mechanical equipment is screened. In addition, no antennae will be located on building rooftops other than the main hospital building and additions thereto, except as may be required for public safety purposes;
 - Monopoles are excluded from the hospital campus;
 - Visual impacts are further minimized through building setback and site design features such as berms, fences and landscaping treatments;
 - No additional parking, including above or underground parking structures, other than what existed in September, 1994 shall be located between the medical campus and Fair Oaks Estates; and
 - A detailed traffic impact analysis should be done to determine any additional improvements required to mitigate the impacts of additional development on the street network in the vicinity of the development.

The southern 7.5-acre portion (Tax Map 45-2((1))42) of this site is owned by the Fairfax County Park Authority and is planned for a public park. Tax Map 45-2((2))38, 39A and 39B and 45-2((6))A1, K2, and L1 are also planned for public park dedication to the Fairfax County Park Authority.

Density credit is appropriate for any land dedicated for right-of-way or public park use, as provided for in the Fairfax County Zoning Ordinance.

The Comprehensive Plan Map will not be changed by this recommendation.