

**PRELIMINARY STAFF REPORT
2009-2010 SOUTH COUNTY AREA PLANS REVIEW**

SUPERVISOR DISTRICT: Springfield

APR ITEM: 09-III-2FC

NOMINATOR(S): David R. Gill

ACREAGE: 22.1 acres

TAX MAP I.D. NUMBERS: 56-2 ((1)) 37A, 37B, 37C, 37D, 37E, 37F, 37G, and 39

GENERAL LOCATION: North of Lee Highway (Route 29) between Waples Mill and Ridge Top Road

PLANNING AREA(S): III
District(s): Fairfax
Sector: Legato (F5)
Special Area: Fairfax Center Area (Sub-unit Q9)

ADOPTED PLAN MAP: Fairfax Center Area

ADOPTED PLAN TEXT: Office use at an intensity up to 0.15 floor-area ratio (FAR) (Baseline level), up to 0.35 FAR (Intermediate level), up to 0.70 FAR (Overlay level); Option for residential mixed-use up to an intensity of 1.2 FAR with at least 18-acre consolidation and other conditions. Unconsolidated parcels are planned for office mixed-use up to an intensity of 1.0 FAR.

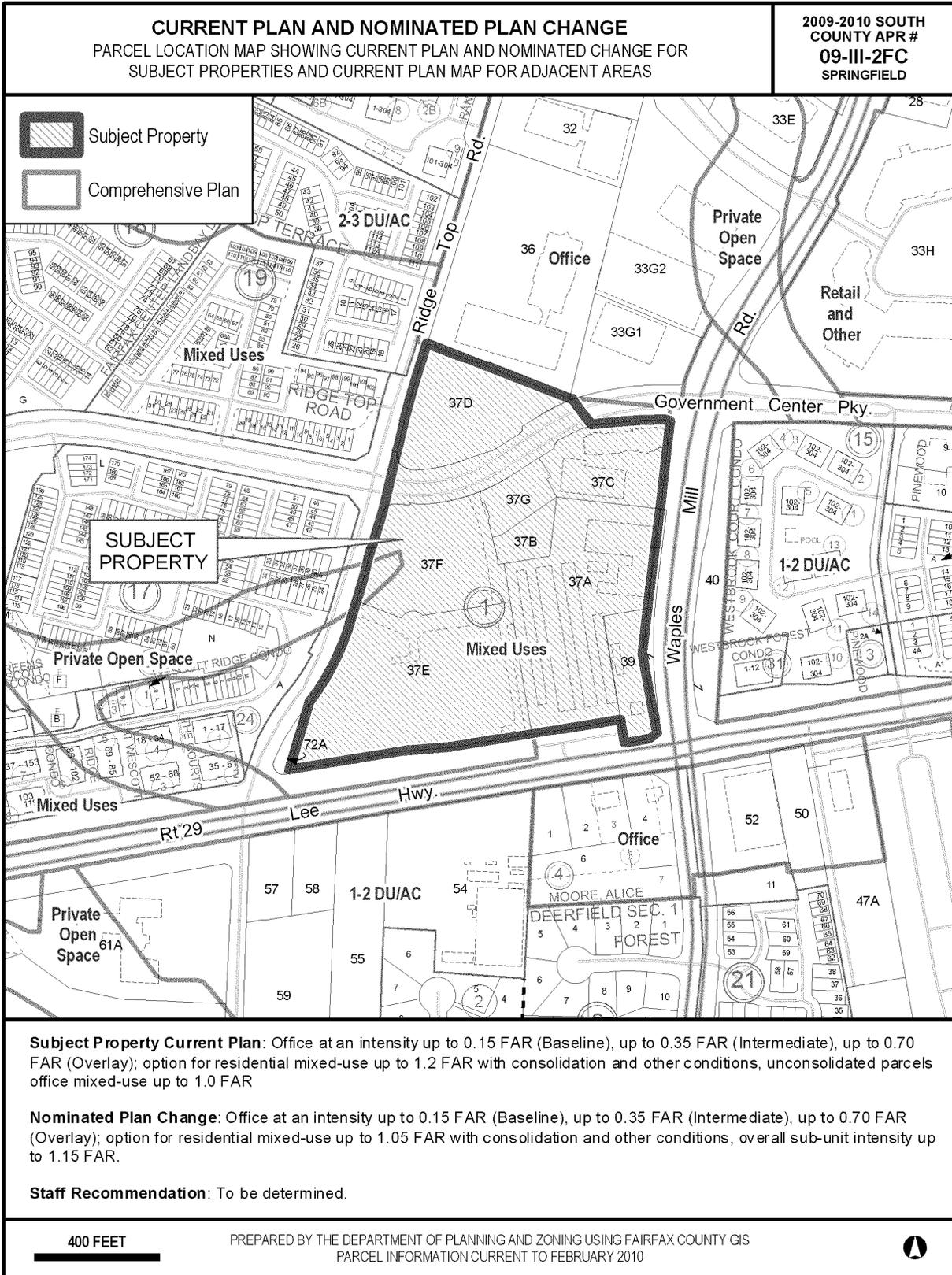
For complete Plan text see <http://www.fairfaxcounty.gov/dpz/comprehensiveplan/area3/fairfaxcenter.pdf>
Page 97-99

PROPOSED PLAN AMENDMENT: Office use at an intensity up to 0.15 FAR (Baseline), up to 0.35 FAR (Intermediate level), up to 0.70 FAR (Overlay level); Option for residential mixed-use up to an intensity of at least 18-acre 1.05 FAR with consolidation and other conditions. Overall sub-unit intensity up to an 1.15 FAR.

SUMMARY OF STAFF RECOMMENDATION

- Approve Nomination as submitted
- Approve Staff Alternative
- Retain Adopted Plan

The primary concern with this nomination is the removal of office use from the Plan option for the 18-acre consolidation. The removal of office use would work against long-standing policy about maintaining Fairfax Center Area as an employment center. The proposed language gives no guarantee that the same amount of office use would be provided on the remaining area and in the land unit, and the viability of redevelopment of that remaining area is unknown. In addition, the proposed office use transfer raises concerns for transportation and schools.



CRITICAL ISSUESLand Use:

- APR 09-III-2FC involves an approximately 23-acres site that is west of Waples Mill Road, east of Ridge Top Road, and north of Lee Highway in the Fairfax Center Area. The subject area was approximately 24-acres prior to a dedication of right-of-way for the Government Center Parkway extension through the property. The area contains a mini-warehouse, a newly constructed hotel, vacant land, multi-family residential units that are currently under-construction, and a single-family house that is used as an office.
- The subject area of the nomination is planned for office use at an intensity up to 0.15 floor-area ratio (FAR) at the baseline level, up to 0.35 FAR at the intermediate level, and up to 0.70 FAR at the overlay level within Sub-unit Q9 of the Fairfax Center Area. In February of 2006, the area was the subject of Plan Amendment S04-III-FC2 (Amendment Number 2003-26). The amendment added an option for residential, office, hotel, and retail mixed-use development up to an intensity of 1.2 FAR with a minimum of an 18-acre consolidation. The option is conditioned on the provision of a minimum of 200,000 square feet (SF) of office use with 50,000 SF available to be converted to hotel use. The remaining, unconsolidated parcels in this redevelopment option are planned for office mixed-use up to an intensity of 1.0 FAR.
- The option was implemented through concurrent rezoning application (RZ) 2005-SP-019, approved in June 2006. The quantification for the rezoning and proposed Plan amendment is shown on page 8 of this staff report. The development plan is shown on page 9 of this staff report. RZ 2005-SP-019 consolidated an approximately 18-acre portion of the land unit, prior to the dedication of right-of-way for Government Center Parkway, with the 6 acre portion, located northwest of the intersection of Waples Mill Road and Lee Highway, remaining unconsolidated. The remaining 6-acres contain the mini-warehouse and single-family house, which has converted to an office. This staff report uses the approved land uses from the rezoning as the basis for the Comprehensive Plan analysis of the 18-acre consolidation and references the consolidation areas by the resulting 18-acre and 6-acre areas.
- The nomination proposes to modify the optional plan level. As described in the proposed Plan language on the nomination form, the nomination proposes to remove the minimum for office use on the 18-acre consolidation portion, and reduce the intensity of this portion from 1.2 FAR to 1.05 FAR. The office building anticipated to be eliminated from the 18-acre consolidation is shown as Building 1 on page 9 in the rezoning plan, which is on the northwest corner of the subject area. The language about the planned intensity for the unconsolidated parcels (6-acres) is also proposed to be removed, and new language recommending that the overall intensity of the sub-unit not exceeding 1.15 FAR would be added.
- The quantification provided by the nominator indicates how the removal of office use from the 18-acre consolidation could be accomplished. In the proposed quantification, office use from the 18-acre site would transfer to the 6-acre parcel in return for a portion of the residential development from the 6-acre property. The total effect would be to lower the intensity on the 18-acre area and increase the intensity on the 6-acre area.

However, it is important to note that the proposed Plan text does not state that any office use would be relocated to the 6-acre area.

- The primary concerns of this nomination are the elimination of minimum office use from the land unit recommendations, which is proposed in the nominator's Plan text, and the proposed transfer of office use from the 18-acre consolidation to the 6-acre area, which is shown in the quantification. Office use plays an important role in the overall concept for the Fairfax Center Area. The area was originally planned as a major employment center for the county. However, much of the surrounding area has been developed under Plan options for residential use. As stated in the staff report for Plan amendment S04-III-FC2 and remains true today, the Plan should maintain the area's potential as an employment center, and any development should ensure a substantial office component. The Plan amendment intended to achieve no net loss of office in the Plan option as compared to the office potential at the overlay level.
- The transfer of land use within land units generally may be a reasonable request, if the character of the overall land unit does not change. However, this nomination gives no guarantee that the character of the area will remain as in the current Plan option. The nomination gives no guarantee that the minimum amount of office use, as recommended in the current Plan text, would be provided within any redevelopment of the sub-unit.
- This concern is particularly important as the future viability of the redevelopment of the 6-acre area remains unknown. The original Plan amendment occurred concurrently with a proposed rezoning that did not consolidate the additional 6-acre area. If the goal of preserving the office use in the Fairfax Center Area remains paramount, then the 18-acre consolidation should achieve this goal without relying on a potentially uncertain, future development.
- The nomination appears to maintain the overall intensity of the site. The quantification demonstrates that the 1.2 FAR on the 18-acre site and the 1.0 FAR on the 6-acre site average to a 1.15 FAR on the total site. Therefore, the proposed reduction of the 1.2 FAR to a 1.05 FAR would result in an intensity up to approximately 1.3 FAR on the 6-acre site. It may not be appropriate to replan this smaller area for more intensive land use when the future dedication for the interchange and access concerns are unknown. (See Transportation section for additional detail.)
- Furthermore, removing the recommendation for office use as part of the 18-acre consolidation would most likely remove the office use along the northern boundary of the subject property, which was approved during the rezoning. The removal of this office use along the northern boundary would undermine the goal of providing coordinated and complementary uses between existing and new development. This goal was an important part of the approval of the Plan amendment and the rezoning and remains true today. The staff report for the original Plan amendment states:

Coordinating land uses with the surrounding areas is of concern as well. Land uses outside of the subject area are single use types with residential uses to the east and west and office uses to the north. Any development on the subject area should coordinate land use with the neighboring areas. It should locate similar or complementary uses along the boundary, so as to provide an appropriate transition and encourage usage through their proximity.

The comment translated into Plan recommendation that states on page 98 of the Fairfax Center Area text as amended through July 13, 2009, "Land uses along the periphery of the development should complement the design and orientation of the neighboring land uses."

Transportation

- Route 29 (Lee Highway) is shown on the Fairfax County Transportation Plan Map to be improved to six lanes. Currently, the road is four lanes with two in each direction. There appears to be right-of-way for the third westbound lane, which is on the nominator's side. Waples Mill Road is shown on the Transportation Plan Map to be improved to six lanes from Route 50 to Route 29 and appears to be fully completed. The map also shows a full interchange improvement at Route 29 and Waples Mill Road. An interchange improvement could substantially impact the 6-acre area where additional office development and higher intensity is nominated to be transferred. Right-of-way should be dedicated for this potential future improvement, which would reduce the ultimate size of the six-acre area and most likely increase the effective intensity.
- The Comprehensive Plan recommends that inter-parcel access would be needed for redevelopment within the sub-unit; however, inter-parcel access to Forest Hill Drive may be problematic due to potential safety concerns from office vehicular traffic (from the 6-acre area) mixing with the residential traffic from the adjacent multifamily units to the west in the 18-acre area.
- Table 1, located on page 10 of this staff report, shows trip generation for the proposed change in land use for the entire 24-acre area. The proposed change would have a traffic neutral effect from the site.
- Tables 2 and 3, located on page 11 of this staff report, show the trip generation estimates from the nomination on the 18-acre area and the 6-acre area, respectively. The change in land use for the 18-acre area (as shown in Table 2) would reduce traffic from this portion of Sub-unit Q9 and would reduce the impact on roadways and intersections that surround this area. However, trips generated from the relocation of office use onto the 6-acre area (as shown in Table 3) would increase considerably.
- The transfer of office use from the northern corner of the property to the 6-acre corner near the intersection of Waples Mill Road and Route 29 could adversely affect the transportation network. Locating the office use on the 6-acre corner could have the unintended effect of unduly burdening one or even two intersections (such as Waples Mill Road/Route 29 and Government Center Parkway/Waples Mill Road) and more difficult access.
- Transportation issues associated with any development of the nominated parcels, particularly those associated with access and inter-parcel access, will need to be adequately addressed during the course of the normal review process. A traffic study may be required and development plans should identify improvements needed to support the application and address ingress/egress, vehicular circulation, turning movements, pedestrian/bicycle circulation, safety, and possibly signalization issues.

Schools

- The APR nomination is within the Eagle View Elementary School, Lanier Middle School, and Fairfax High School boundaries.
- Student yields from the proposed nomination would impact the capacity at the receiving schools. On the 18-acre portion of the site, the current Plan, based on the adopted rezoning, would result in 500 multi-family units, which would generate 117 students (68 elementary, 16 middle, and 33 high school students). The proposed Plan for this portion of the subject area would result in 484 multi-family units and 40 townhouses, which would generate 131 students (74 elementary, 17 middle, and 40 high school students).
- If the entire land unit develops as proposed up to an intensity of a 1.15 FAR, the student yields from the proposed nomination would impact the capacity at the receiving schools, since the unit type would change. The current Plan for the 24-acre land unit would result in 593 multi-family units, as quantified in the nomination, which would generate 139 students (81 elementary, 19 middle, and 39 high school students). The proposed Plan for 24-acre area would result in 536 multi-family units and 40 townhouses, which would increase student generation slightly, to 143 students (81 elementary, 19 middle, and 43 high school students) due to a change in the type of housing. See School Capacity Table and Student Yield Table on page 12 of this report for additional information.
- Currently, Eagle View ES and Lanier MS are over capacity and all three schools are projected to be over capacity for the 2014-15 school year. At present, there is a citizen appointed task force reviewing school capacity issues in the southwestern region of the county and their recommendation is anticipated in late spring. Of concern is the significant capacity deficit in this area. There is also the potential need to administratively adjust the elementary school boundary for the Ridgewood development, which is now under construction since Eagle View is severely overcrowded.
- At the time of a rezoning application review, any development would need to contribute to offset the impact of the development on surrounding schools.

Parks and Recreation

- The adopted Comprehensive Plan for the Fairfax Center Area recommends that “on-site Neighborhood Park facilities should be provided as part of all planned residential development.” (Fairfax Center Area, Areawide Recommendations, page 40.) The Plan goes on to state “the mixed-use character of the Fairfax Center Area dictates provision of active recreation facilities to serve...youth and families... and the adult workforce.”
- The adopted Comprehensive Plan for Sub-unit Q-9 of the Fairfax Center Area includes the following as a condition for mixed use redevelopment of the subject property: “A high quality, pedestrian-oriented living environment with recreation spaces, such as open lawn areas, urban parks, plazas and courtyards, should be provided to help meet the recreation needs of residents. Appropriate landscape features and pedestrian amenities, such as shading, seating, lighting, public art, bus shelters, trash cans, and other street amenities should be provided. A contribution should be made to offset the impact of this development on the active recreation facilities”

- The impact on parks and recreation levels of service should be offset per Objective 6 of the Parks and Recreation Section of the Policy Plan and the existing Plan guidance about the provision and contribution to recreation facilities, pedestrian connectivity and creation of usable onsite open spaces such as pocket parks, plazas, common greens and recreation-focused urban parks. The adopted Plan text should be retained.

Environment

- The area is completely covered by asbestos soils with a small amount of hydric soils. Current Policy Plan and Area Plans guidance would address any resulting issues during rezoning.
- Planned residential use, generally located on the 6-acre portion of the subject area, is proposed to be exchanged with the office on the northern portion of the 18-acre consolidation. The 6-acre portion of the site fronts Route 29, which has been a source of concern regarding potential noise impacts. The relocated residential use would be situated north of Government Center Parkway, based on the approved development plan (see page 9 of this staff report). The northern portion of the subject area is an area where significant noise impacts would not be anticipated, and the current Policy Plan and Area Plans guidance would address any resulting issues.
- With that comment being said, mitigation measures could be utilized to offset the noise concern for the residential use on the 6-acre property, along Route 29. Residential use that was approved during the rezoning is currently being constructed on the 18-acre portion of the site, located along Route 29. The residential use at this location exemplifies how noise mitigation could be accomplished. As recommended in the current Plan guidance, the location of this residential use is setback by a vegetated buffer along Route 29 in order to mitigate the noise, and a noise study was completed to demonstrate the interior noise and outdoor spaces met county standards.

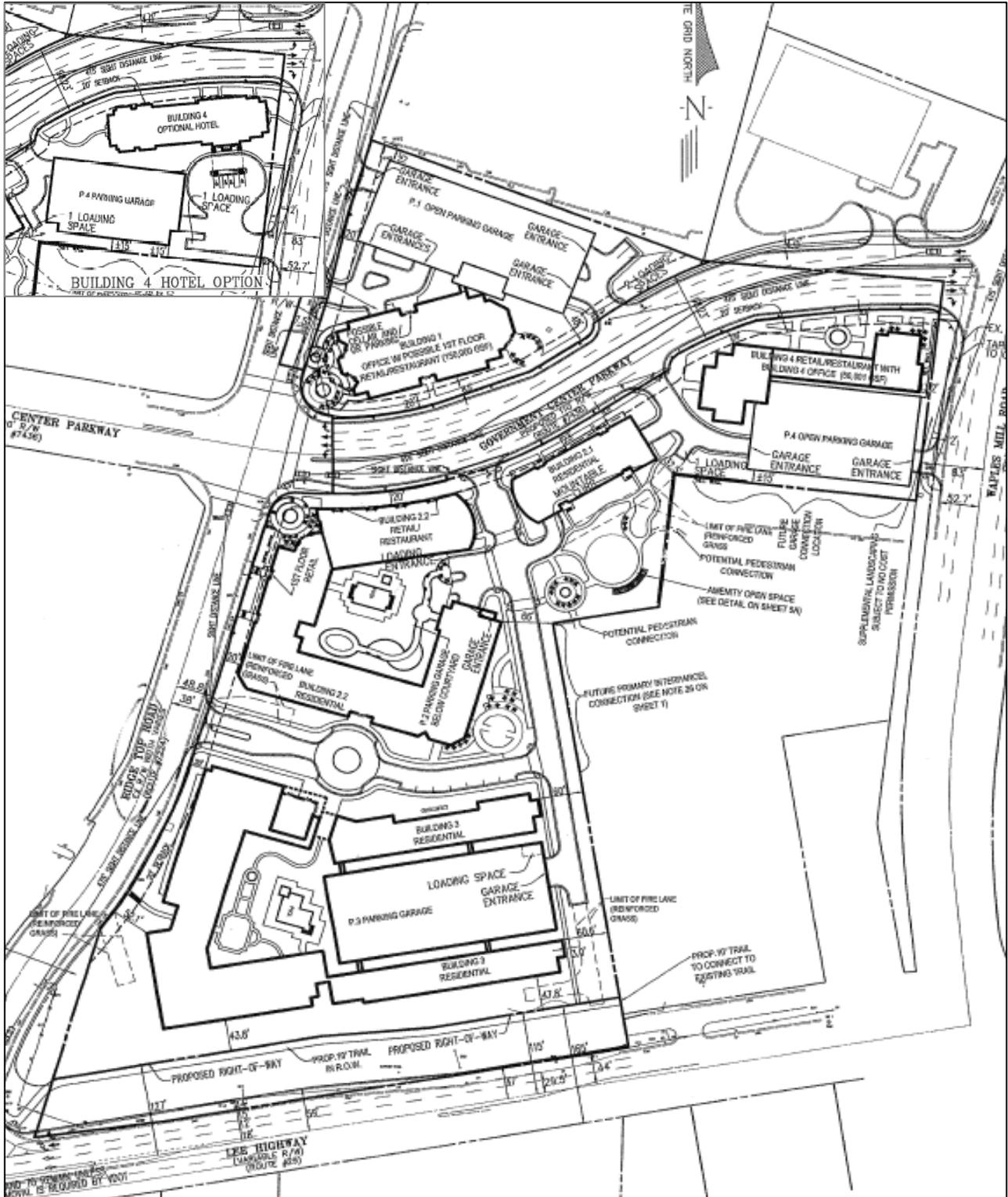
Rezoning 2005-SP-015 Land Use

18-acre Consolidation		Area: 784,317 SF	1.2 FAR
	Percentage of Land Use	Gross Floor Area	
Office	16%	150,000	
Hotel	10%	95,000	
Retail	3%	25,000	
Residential	71%	671,166	
Unit type	500 low-rise MF units		
Total SF		941,166	

Comprehensive Plan & Proposed Nomination Land Use
APR 09-III-2FC

	Current Plan Option		Proposed Plan	
18-acre Consolidation	Area: 784,317 SF		1.2 FAR	
	Percentage	GFA	Percentage	GFA
Office	16%	150,000	0%	0
Hotel	10%	95,000	11%	95,000
Retail	3%	25,000	3%	25,000
Residential	71%	671,166	86%	725,606
Unit type	500 low-rise MF units		484 low-rise MF units & 40 SFA units	
Total SF		941,166		845,606
Remaining Parcels (6 acres)	Area: 275,485 SF		1.0 FAR	
	Percentage	GFA	Percentage	GFA
Office	55%	150,457	81%	300,457
Residential	45%	125,000	19%	70,560
Unit type	125 low-rise MF units		75 low-rise MF units	
Total		275,457		371,017
Total Area (24.3 acres)	Area: 1,059,802 SF		1.15 FAR	
	Percentage	GFA	Percentage	GFA
Office	25%	300,457	25%	300,457
Hotel	8%	95,000	8%	95,000
Retail	2%	25,000	2%	25,000
Residential	65%	796,166	65%	796,166
Unit type	593 low-rise MF units		536 low-rise MF units & 40 SFA units	
Total		1,216,623		1,216,623

Development Plan for Rezoning Application (RZ) 2005-SP-019
(Approved June 2006)



Trip Generation Tables for APR 09-III-2FC

Table 1: 24-Acre Nominated Area

Trip Generation Estimates for APR 09-III-2FC
Springfield District

Current Comprehensive Plan (0.70 FAR)		AM Peak Hour			PM Peak Hour			Average
	Sq. Ft./Units	In	Out	Total	In	Out	Total	Daily
Office (710)	741,000	1,011	138	1,149	187	917	1,104	8,158
Current Plan Option (1.15 FAR)		AM Peak Hour			PM Peak Hour			Average
	Sq. Ft./Units	In	Out	Total	In	Out	Total	Daily
Office (710)	300,457	410	56	466	76	372	448	3,308
Retail (820)	25,000	16	10	26	45	49	94	1,073
Hotel (310)	158	44	28	72	49	44	93	1,041
Residential MF (220)	593	<u>58</u>	<u>234</u>	<u>292</u>	<u>223</u>	<u>120</u>	<u>344</u>	<u>3,717</u>
Total Trips		528	328	856	394	585	978	9,139

Proposed Amendment (1.15 FAR)		AM Peak Hour			PM Peak Hour			Average
	Sq. Ft./Units	In	Out	Total	In	Out	Total	Daily
Office (710)	300,457	410	56	466	76	372	448	3,308
Retail (820)	25,000	16	10	26	45	49	94	1,073
Hotel (310)	158	44	28	72	49	44	93	1,041
Residential MF (220)	536	53	211	264	203	109	312	3,372
Residential TH (240)	40	<u>4</u>	<u>17</u>	<u>22</u>	<u>17</u>	<u>9</u>	<u>26</u>	<u>336</u>
Total Trips		527	323	849	390	583	973	9,130

Net Impact of Proposed Amendement								Trips
to Current Comp Plan		-483	190	-293	206	-332	-126	981
to Current Comp Plan Option		-1	-5	-6	-4	-2	-5	-9

¹⁾ Trip Rates are from the Institute of Traffic Engineers (ITE) Book 8th Edition, 2009

²⁾ Trip generation estimates are provided for general order-of-magnitude comparisons only and do not account for pass-by or internal capture reductions

Table 2: 18-Acre Nominator Controlled Area

Trip Generation Estimates for APR 09-III-2FC (18 Acre Comparison only)
Springfield District

Current Plan Option		AM Peak Hour			PM Peak Hour			Average
(1.2 FAR)	Sq. Ft./Units	In	Out	Total	In	Out	Total	Daily
Office (710)	150,000	205	28	233	38	186	224	1,652
Retail (820)	25,000	16	10	26	45	49	94	1,073
Hotel (310)	158	44	28	72	49	44	93	1,041
Residential MF (220)	500	<u>49</u>	<u>197</u>	<u>247</u>	<u>190</u>	<u>102</u>	<u>293</u>	<u>3,154</u>
Total Trips		314	263	577	323	381	703	6,919

Proposed Amendment		AM Peak Hour			PM Peak Hour			Average
(1.08 FAR)	Sq. Ft./Units	In	Out	Total	In	Out	Total	Daily
Office (710)	0	0	0	0	0	0	0	0
Retail (820)	25,000	16	10	26	45	49	94	1,073
Hotel (310)	158	44	28	72	49	44	93	1,041
Residential MF (220)	484	48	191	239	185	99	284	3,057
Residential TH (240)	40	<u>4</u>	<u>17</u>	<u>22</u>	<u>17</u>	<u>9</u>	<u>26</u>	<u>336</u>
Total Trips		112	246	358	296	201	497	5,507

Net Impact of Proposed Amendment								Trips
to Current Comp Plan Option		-202	-17	-219	-27	-179	-206	-1,412

¹⁾ Trip Rates are from the Institute of Traffic Engineers (ITE) Book 8th Edition, 2009

²⁾ Trip generation estimates are provided for general order-of-magnitude comparisons only and do not account for pass-by or internal capture reductions

Table 3: 6-Acre Area

Trip Generation Estimates for APR 09-III-2FC (6 Acre Comparison only)
Springfield District

Current Plan Option		AM Peak Hour			PM Peak Hour			Average
(1.0 FAR)	Sq. Ft./Units	In	Out	Total	In	Out	Total	Daily
Office (710)	150,457	205	28	233	38	186	224	1,657
Residential MF (220)	125	<u>13</u>	<u>50</u>	<u>63</u>	<u>56</u>	<u>30</u>	<u>86</u>	<u>881</u>
Total Trips		218	78	296	94	216	311	2,538

Proposed Amendment		AM Peak Hour			PM Peak Hour			Average
(1.35 FAR)	Sq. Ft./Units	In	Out	Total	In	Out	Total	Daily
Office (710)	300,457	410	56	466	76	372	448	3,308
Residential MF (220)	75	<u>8</u>	<u>31</u>	<u>38</u>	<u>38</u>	<u>21</u>	<u>59</u>	<u>578</u>
Total Trips		417	87	504	114	392	507	3,886

Net Impact of Proposed Amendment								Trips
to Current Comp Plan Option		200	8	208	20	176	196	1,349

¹⁾ Trip Rates are from the Institute of Traffic Engineers (ITE) Book 8th Edition, 2009

²⁾ Trip generation estimates are provided for general order-of-magnitude comparisons only and do not account for pass-by or internal capture reductions

School Capacity Table for APR 09-III-2FC

The chart below shows the existing school capacity, enrollment, and projected five year enrollment.

School	Capacity	Enrollment (9/30/09)	2010-2011 Projected Enrollment	Capacity Balance 2010-2011	2014-15 Projected Enrollment	Capacity Balance 2014-15
Eagle View ES	780	881	964	-184	1102	-322
Lanier MS	1125	1147	1178	-53	1301	-176
Fairfax HS	2416	2355	2369	47	2831	-415

Capacity and enrollment are based on the FCPS FY 2011-15 CIP.

The chart above represents a snapshot in time for student enrollment and school capacity. Student enrollment projections are done in a five year timeframe, currently through school year 2014-15 and are updated annually. Beyond the five year projection horizon, enrollment projections are not available.

Student Yield Table

Based on the current County-wide student yield ratios, the chart below depicts the number of anticipated students based on the current Comprehensive Plan and the proposed Plan. It is noted that the number of residential units for the 18 acre consolidation and the 6 acre parcel do not total the number of units contained in the total area chart. This difference is due to the change in unit type.

18 acre consolidation						
Current Plan Option				Proposed Plan Option		
School Level	Low-rise MF ratio	Units proposed	Student yield	Low-rise MF / SFA ratio	Units proposed	Student yield
Elementary	0.136	500	68	0.136 / .204	484 / 40	66 / 8 = 74
Middle	0.032	500	16	0.032 / .057	484 / 40	15 / 2 = 17
High	0.066	500	33	0.066 / .188	484 / 40	32 / 8 = 40
Total			117			31
Remaining parcels (6 acres)						
Current Plan Option				Proposed Plan Option		
School Level	Low-rise MF ratio	Units proposed	Student yield	Low-rise MF / SFA ratio	Units proposed	Student yield
Elementary	0.136	125	17	0.136	75	10
Middle	0.032	125	4	0.032	75	2
High	0.066	125	8	0.066	75	5
Total			29			17
Total area (24.3)						
Current Plan Option				Proposed Plan Option		
School Level	Low-rise MF ratio	Units proposed	Student yield	Low-rise MF / SFA ratio	Units proposed	Student yield
Elementary	0.136	593	81	0.136 / .204	536 / 40	73 / 8 = 81
Middle	0.032	593	19	0.032 / .057	536 / 40	17 / 2 = 19
High	0.066	593	39	0.066 / .188	536 / 40	35 / 8 = 43
Total			139			143