



PROPOSED COMPREHENSIVE PLAN AMENDMENT

ITEM: S11-II-F1
December 29, 2011

GENERAL LOCATION: North of University Drive, east of Route 123 (Ox Road), and south of School Street.

SUPERVISOR DISTRICT: Braddock

PLANNING AREA: II

PLANNING DISTRICT: Fairfax Planning District

SUB-DISTRICT DESIGNATION:
F7 George Mason Community Planning Sector

PARCEL LOCATION: 57-4 ((18)) A, 11-47,
57-4 ((1)) 6

PLANNING COMMISSION PUBLIC HEARING:
Thursday, January 26, 2012 @ 8:15 PM

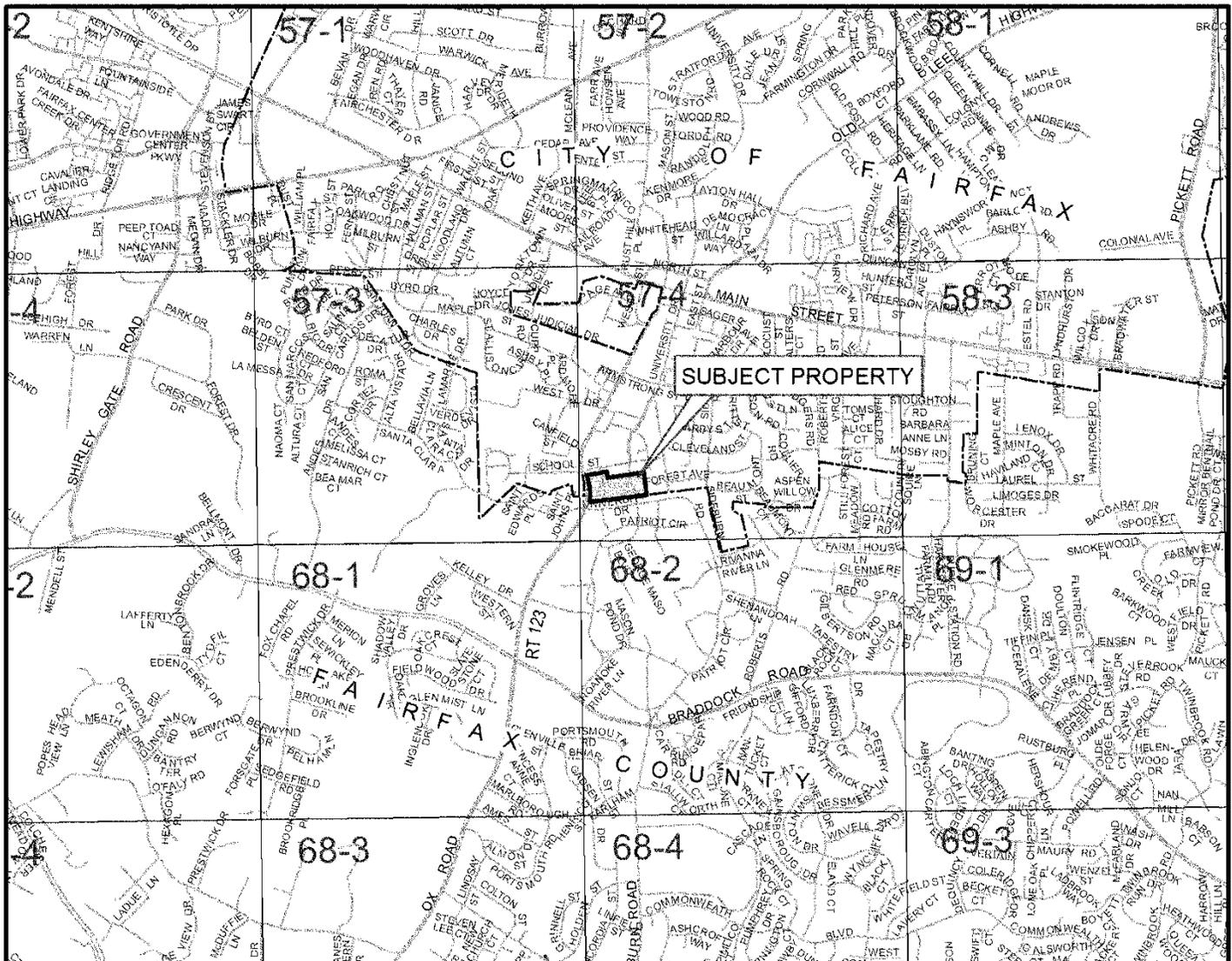
BOARD OF SUPERVISORS PUBLIC HEARING:
Tuesday, February 28, 2012 @ 4:00 PM

**PLANNING STAFF DOES RECOMMEND
THIS ITEM FOR PLAN AMENDMENT**

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



Reasonable accommodation is available upon 48 hours advance notice. For additional information about accommodation call (703) 324-1334.



3000 FEET

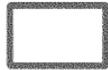
PREPARED BY THE DEPARTMENT OF PLANNING AND ZONING USING FAIRFAX COUNTY GIS



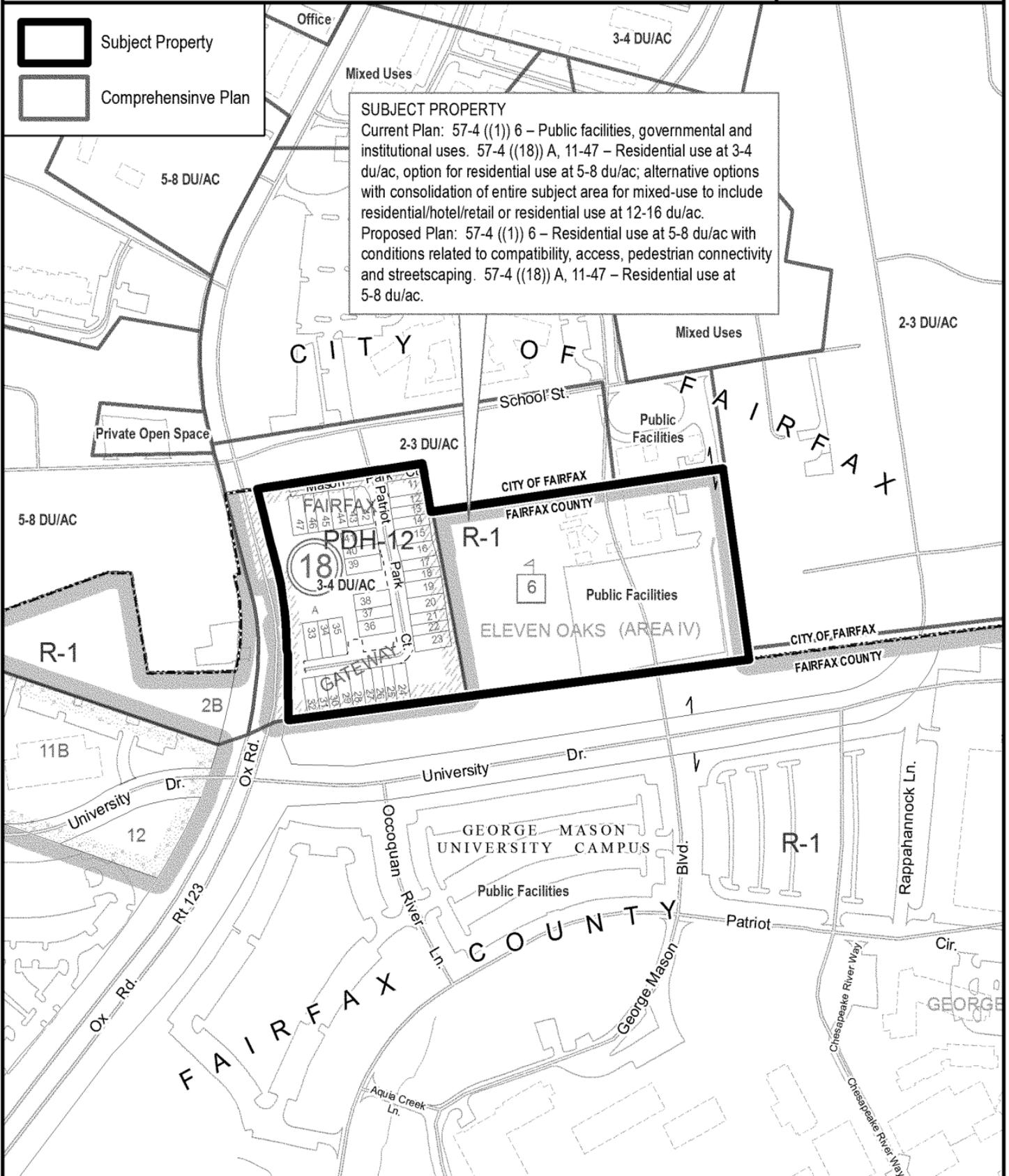
CURRENT PLAN AND PROPOSED CHANGE

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

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-  Subject Property
-  Comprehensive Plan

SUBJECT PROPERTY
 Current Plan: 57-4 ((1)) 6 – Public facilities, governmental and institutional uses. 57-4 ((18)) A, 11-47 – Residential use at 3-4 du/ac, option for residential use at 5-8 du/ac; alternative options with consolidation of entire subject area for mixed-use to include residential/hotel/retail or residential use at 12-16 du/ac.
 Proposed Plan: 57-4 ((1)) 6 – Residential use at 5-8 du/ac with conditions related to compatibility, access, pedestrian connectivity and streetscaping. 57-4 ((18)) A, 11-47 – Residential use at 5-8 du/ac.



300 FEET

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 PARCEL INFORMATION CURRENT TO DECEMBER 2011
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STAFF REPORT FOR PLAN AMENDMENT S11-II-F1

BACKGROUND

On June 21, 2011, the Board Supervisors authorized Plan Amendment S11-II-F1 for a 6.1-acre property generally located north of University Drive, east of Ox Road and south of School Street. This property is part of a 7.6-acre site proposed for development that also includes land located in the City of Fairfax. The 5.4-acre site (Tax Map Parcel 57-4 ((1)) 6) is located at 10515 School Street, Fairfax, Virginia 22030. The Board directed staff to evaluate re-planning the subject area for residential use not to exceed 8 homes per acre. The Board later clarified that the Comprehensive Plan recommendation for the adjacent Fairfax Gateway development (Tax Map Parcels 57-4 ((18)) A, 11-47) should also be updated to reflect townhouse construction as a part of the evaluation and enlarged the subject area to accomplish this objective.

CHARACTER OF THE PROPERTY AND SURROUNDING AREA

As stated above, the 7.6-acre proposed development area spans the boundaries of the City of Fairfax and Fairfax County. It is bisected by George Mason Boulevard. Parcel ((1)) 6 is part of the former Eleven Oaks School site that now contains vacant land and a parking lot used for school bus parking by Fairfax County Public Schools and is planned for public facilities, governmental and institutional use. Parcels ((18)) A, 11-47, which are outside the development area, contain the Fairfax Gateway townhome development planned for residential use at a density of 3-4 dwelling units per acre with an option for residential use at a density up to 5-8 dwelling units per acre. Should full consolidation of all parcels occur, the Plan offers alternative options for mixed-use development with a residential component at 12-16 dwelling units per acre and a non-residential component consisting of a hotel/conference center with supporting retail use, or residential use at a higher density of 12-16 dwelling units per acre. Parcel ((1)) 6 is zoned R-1. The Fairfax Gateway property is zoned PDH-12 with a maximum density of 7.9 dwelling units per acre (du/ac). The property (and adjacent land in the City of Fairfax) is developed with townhouses.

To the north of parcel 6 is vacant land in the City of Fairfax planned and zoned for residential use. To the east are single-family detached homes in the City of Fairfax, to the south is a wooded strip of land owned by George Mason University that is planned for public facilities, governmental and institutional use and zoned R-1 and to the west across Ox Road are a church, a single-family detached home and vacant land in the City of Fairfax.

PLANNING HISTORY

In 1997, the Board adopted an amendment to the Comprehensive Plan for what is now the Fairfax Gateway townhomes (previously Tax Map Parcels 57-4 ((1)) 1, 1 A, 3 and 7, now Tax Map Parcels 57-4 ((18)) A, 11-47) that are located on the west side of parcel 6. This amendment

planned the area for residential use at a density of 3-4 dwelling units per acre and deleted an option for residential use at 8-12 dwelling units per acre. A new option for a mixed-use development with a residential component at a density of 12-16 dwelling units per acre and a non-residential component consisting of a hotel/conference center with supporting retail, or residential use at a higher density of 12-16 dwelling units per acre was added. The main condition for the pursuit of this option is the consolidation of Tax Map Parcels 57-4 ((1)) 1, 1A, 3, 7 with Tax Map Parcel 57-4 ((1)) 6. This amendment was the result of efforts by Fairfax County, the City of Fairfax and George Mason University to promote the comprehensive redevelopment of the area including abutting land in the City of Fairfax as well as that portion of GMU located north of University Drive.

The Plan was amended again in 2000 for Parcels 57-4 ((1)) 1, 1A, 3 and 7 which retained the base density of 3-4 dwelling units per acre, but added a new option for residential use at 5-8 dwelling units per acre. The option for mixed-use development with consolidation with Parcel 6 was retained with a minor modification.

In 2002, the Board approved a rezoning application for Tax Map Parcels 57-4 ((1)) 1, 1A, 3 and 7 (RZ 2001-BR-022) to the PDH-12 district with a proffered density of 7.99 dwelling units per acre, which resulted in the development of the Fairfax Gateway townhomes. This approval was consistent with the 5-8 dwelling units per acre option added to the Plan in 2000.

ADOPTED COMPREHENSIVE PLAN

Fairfax County Comprehensive Plan, 2011 Edition, Area II, Fairfax Planning District, Amended through 3-9-2010, F7 George Mason Community Planning Sector, pages 70-72:

- “3. The land on the east side of Route 123 between the Fairfax County boundary and George Mason University (Tax Map 57-4 ((1)) 1A, 1, 3 and 7) is planned for residential use at a density of 3-4 dwelling units per acre.

As an option, residential development at a density of 5-8 dwelling units per acre may be considered if all parcels referenced above are consolidated. Development at this higher density must achieve a very high quality design that is consistent with new development that has occurred just north of this site, in the City of Fairfax. In order to compliment development in the City, small lot or “zero-lot-line” single-family detached or single-family attached may be appropriate. Multiplex units or a mixture of housing types may also be considered as a way to foster superior design. The streetscape along Route 123 should be maintained and enhanced with any development. Since access to Route 123 may be limited to right-turn in and right-turn out, the potential for future access to the planned University Drive realignment through the Eleven Oaks School site should not be precluded. A tree survey should be undertaken identifying and locating all trees 10 inches in diameter or greater. These trees should be analyzed for preservation and to the extent possible; trees in good condition should be preserved and incorporated into the final design.

As an alternative option, Tax Map parcels 57-4((1)) 1A, 1, 3, and 7 and the Eleven Oaks School Property (Tax Map 57-4((1)) 6) may be appropriate for mixed-use with a residential component at 12-16 dwelling units per acre and a non-residential component consisting of a hotel/conference center with support retail and service uses, or a higher density residential use at 12-16 dwelling units per acre. For this option to be considered, all of the following conditions should be met:

- Parcels 1, 1A, 3, 6 (the school property), and 7 are consolidated;
- This consolidation occurs as part of the consolidation and redevelopment of a larger area that includes abutting properties located in Fairfax City (on the south side of School Street between Route 123 and the school property) and that portion of George Mason University property [68-2((1)) part of 3] located north of University Drive;
- The hotel/conference center is limited to not more than 200 guest rooms;
- Support retail and service uses do not exceed 25,000 square feet and should be designed as an integral component of the hotel/conference center;
- The hotel/conference center is located on the western portion of the site with other structures diminishing in scale from the west to the residential neighborhood on the east;
- Pedestrian trails and pathways should be provided to facilitate circulation between George Mason University and the surrounding area;
- Affordable housing is included as part of any residential development on the site;
- Effective screening, buffering, and landscaping are provided between new development and adjacent residential neighborhoods and public facilities;
- No direct access onto Route 123 should be provided; however, if hotel/conference center use is to be located on the western portion of the property adjacent to Route 123, consideration may be given to right-turn in and right-turn out access to Route 123 with an appropriate deceleration lane;
- A traffic study is provided to show the impacts of site-generated traffic on adjacent roads and intersections in the vicinity and how commitments will be made to mitigate the identified impacts;

- Design of the site should be distinctive in its architecture and site design and result in a signature development with a substantial architectural element reflecting the significance of this location as an entry way into both the City of Fairfax and George Mason University.”

The Comprehensive Plan Map shows this area as planned for residential use at 3-4 dwelling units per acre and public facilities, governmental and institutional uses.

PROPOSED PLAN AMENDMENT

The proposed plan amendment considers a mix of single-family dwelling units on 5.4 acres within Fairfax County at an overall density of 6.5 dwelling units per acre. To demonstrate the ability to achieve a transition from the townhouses to the west to single family houses that abut the property to the east, the potential developer of the property provided a design showing 28 single-family detached houses west of George Mason Boulevard at a density of 8.3 dwelling units per acre. A total of 7 single-family detached units were shown east of George Mason Boulevard at a density of 3.5 dwelling units per acre. The entire development (both Fairfax City and Fairfax County portions) would include 49 total units and have an overall density of 6.5 dwelling units per acre if approved. Although the planned density range requested was 5-8 dwelling units per acre, the potential developer provided a design with an overall density of 6.5 dwelling units per acre. Therefore, staff evaluated a proposed density maximum of 6.5 dwelling units per acre and not the maximum overall density of 8 dwelling units per acre allows under the 5-8 du/as density range.

ANALYSIS

Land Use

The proposed plan amendment, if adopted, would facilitate infill residential development on land that is partially within Fairfax County and the City of Fairfax, and adjacent to property owned by George Mason University. The main issue associated with the proposed plan is the creation of a residential development that is of a compatible design with the character of the surrounding area. The overall density of 6.5 dwelling units per acre of the proposed plan could fit with the surrounding area provided the plan is designed so that density tapers down from west to east and demonstrates that there is adequate useable open space for residents, while preserving mature trees on the northern portion of the west half of the site in the City of Fairfax.

Transportation

The County’s Transportation Plan shows no planned improvements on or near the subject area. Mason Park Court is a street within the neighboring Fairfax Gateway development (located within the City of Fairfax) to the west that ends in a stub at the property line with the subject area. The portion of the proposed plan that is located within the City of Fairfax also shows a

stub street at this location. The possibility of establishing a connection between these two stub streets in order to form a complete street network should be pursued in conjunction with the City of Fairfax.

The possibility of creating a pedestrian connection between the subject area and the Fairfax Gateway townhomes to the west should be investigated. An ideal location for this connection would be at the southwest corner of the Fairfax Gateway development, where Patriot Park Court lies in close proximity to the property line with the subject area.

Table 1. Adopted Plan Higher Density Alternative Mixed-Use Scenario

Development Type	Land Use	Amount	Measured in	AM Peak Hour		PM Peak Hour		Average Weekday Trips
				In	Out	In	Out	
Apartment	220	99	Dwelling Units	16	39	40	26	658
Hotel	310	148	Rooms	42	35	52	38	1,209
Total Trips				58	74	92	64	1,867

Table 2. Plan Amendment S11-II-F1 Proposed Scenario

Development Type	Land Use	Amount	Measured in	AM Peak Hour		PM Peak Hour		Average Weekday Trips
				In	Out	In	Out	
Single Family Detached Housing	210	11	Dwelling Units	2	6	7	4	105
Residential/ Condominium/ Townhouse	230	37	Dwelling Units	3	13	12	7	215
Total Trips				5	19	19	11	320

- 1) Trip formulas are from the Institute of Traffic Engineers (ITE) Trip Generation, 8th Edition, 2008.
- 2) Trip generation estimates do not account for internal capture, or traffic reductions as a result of proximity to transit stations or bus service.
- 3) Land Use Code 310, hotel use, includes conference facilities, retail and other uses specifically associated with a hotel.

The proposed plan is projected to have a minimal impact on the transportation network in the vicinity of the subject area. The proposed plan will generate 320 average daily vehicle trips. The subject area is planned for public facilities, governmental and institutional uses, with an alternative option for mixed-use development to include residential use at 12-16 dwelling units per acre with a hotel/conference center. Since there has never been a public facilities type project proposed for the site, staff chose to test the alternative option as a comparison to the proposed plan for trip generation purposes. The George Mason Inn was used as a model for the typical type of project that might be proposed under the alternative option. Table 1 indicates that such a project would generate more than five times more trips than the proposed plan.

Parks and Recreation

If the plan amendment is adopted as proposed, 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. The proposed plan amendment would result in a potential increase of 100 residents within the Fairfax Planning District, which would generate a need for approximately 0.5 acres of additional local parkland. This parkland would ideally be located within the new development and include local serving facilities such as play equipment, courts and/or open space. Trails and trail connections should also be included in the site design.

Environment

The excerpt of the Policy Plan shown next encourages commitments to the attainment of Energy Star Qualified Homes or Earthcraft for new residential development. Additionally, consistent with Policy Plan guidance recommends environmentally sensitive siting and application of low impact development practices

Fairfax County Comprehensive Plan, 2011 Edition, Policy Plan, Environment, Amended through 7-27-2010, pages 7-8, 19-21:

- **Objective 2, policy k** – “For new development and redevelopment, apply better design and low impact development (LID) techniques...and pursue commitments to reduce stormwater runoff volumes and peak flows...”
- **Objective 13, policy c.** – “Ensure that zoning proposals for residential development will qualify for the ENERGY STAR Qualified Homes designation, where such zoning proposals seek development at the high end of the Plan density range and where broader commitment set green building practices are not being applied.”

There are several mature trees located on the western portion of the subject area, abutting School Street in the City of Fairfax. The County should work with the City of Fairfax to preserve as many of these trees as possible. The proposed green area on this portion of the subject area should be oriented and designed to incorporate these mature trees.

Schools

Under the existing R-1 zoning district, the proposed plan would yield an additional 4 students (2 elementary, 1 middle school and 1 high school), and the proposed plan would yield an additional 20 students (11 elementary, 3 middle and 6 high school). The plan amendment is anticipated to yield an additional 16 students above what would be anticipated if the area is developed by-right. This will impact the capacity deficit at Oak View Elementary school and Frost Middle school.

RECOMMENDATION

The development of the Fairfax Gateway townhomes precludes the implementation of Comprehensive Plan options for mixed use development or higher density residential use on parcel 6. The proposed amendment for a combination of single family housing types provides a compatible transition to adjacent development and will lead to unified development of abutting City of Fairfax and Fairfax County properties.

Staff recommends that the Comprehensive Plan be amended as shown below.

REPLACE: Fairfax County Comprehensive Plan, 2011 Edition, Area II, Fairfax Planning District, Amended through 3-9-2010, F7 George Mason Community Planning Sector, Recommendations, Land Use, recommendation #3, pages 70-72:

- “3. The area in Fairfax County generally bordered by Route 123, University Drive, School Street, and lies on both sides of George Mason Boulevard is planned for residential use at a density of 5-8 dwelling units per acre.

It includes Fairfax Gateway, a townhouse community (Tax Map 57-4 ((18)) A, 11-47) and the former Eleven Oaks School site (Tax Map 57-4 ((1)) 6). However, the former Eleven Oaks School site should not exceed 6.5 dwelling units per acre.

As an infill parcel the Eleven Oaks site should provide for a transition between the lower density single-family detached housing types on the east and the townhouses along Route 123. In order to complement existing development small lot or “zero-lot-line” single-family detached and single-family attached may be appropriate. The development should incorporate adjacent parcels along School Street.

Large, mature tree canopy should be preserved to the greatest extent possible A tree survey should be undertaken identifying and locating all trees 10 inches in diameter or greater. These trees should be analyzed for preservation and to the extent possible trees in good condition should be preserved and incorporated into the final design.

A consistent streetscape treatment along George Mason Boulevard, to include street trees, landscaping, sidewalks, and various paving textures should be provided to the extent possible.

The access points to the development should be aligned with each other on opposite sides of George Mason Boulevard and the number of median breaks should be minimized.

The proposed density and/or total number of dwelling units should be balanced against the needs for adequate open space to serve the recreational needs of residents and adequate visitor parking, as parking is not permitted along George Mason Boulevard.

MODIFY

FIGURE: Fairfax County Comprehensive Plan, 2011 Edition, Area II, Fairfax Planning District, Amended through 3-9-2010, F7 George Mason Community Planning Sector, page 74, Figure 34 “Transportation Recommendations”, will be amended by deleting the arrow that points to the area where George Mason Boulevard has been constructed.

DELETE

FIGURE: Fairfax County Comprehensive Plan, 2011 Edition, Area II, Fairfax Planning District, Amended through 3-9-2010, F7 George Mason Community Planning Sector, page 75, Figure 35, “Access Recommendations F7 George Mason Community Planning Sector”.

PLAN MAP: The Comprehensive Plan Map will be amended in the following manner: the recommendations for Tax Map Parcels 57-4 ((1)) 6 (public facilities/ governmental and institutional uses) and 57-4 ((18)) A, 11-47 (residential at 3-4 du/ac) will be deleted and a new recommendation for residential use at 5-8 du/ac will be added.