



PROPOSED COMPREHENSIVE PLAN AMENDMENT

ITEM: 2014-III-FC2
June 1, 2016

GENERAL LOCATION: North of Monument Drive, West of West Ox Road, South of Lee-Jackson Memorial Highway (Route 50)

SUPERVISOR DISTRICT: Springfield

PLANNING AREA: Area III

PLANNING DISTRICT OR SPECIAL AREA: Fairfax Center Area

SUB-DISTRICT DESIGNATION: Sub-unit J1

PARCEL LOCATION: 46-3 ((1)) 24A

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

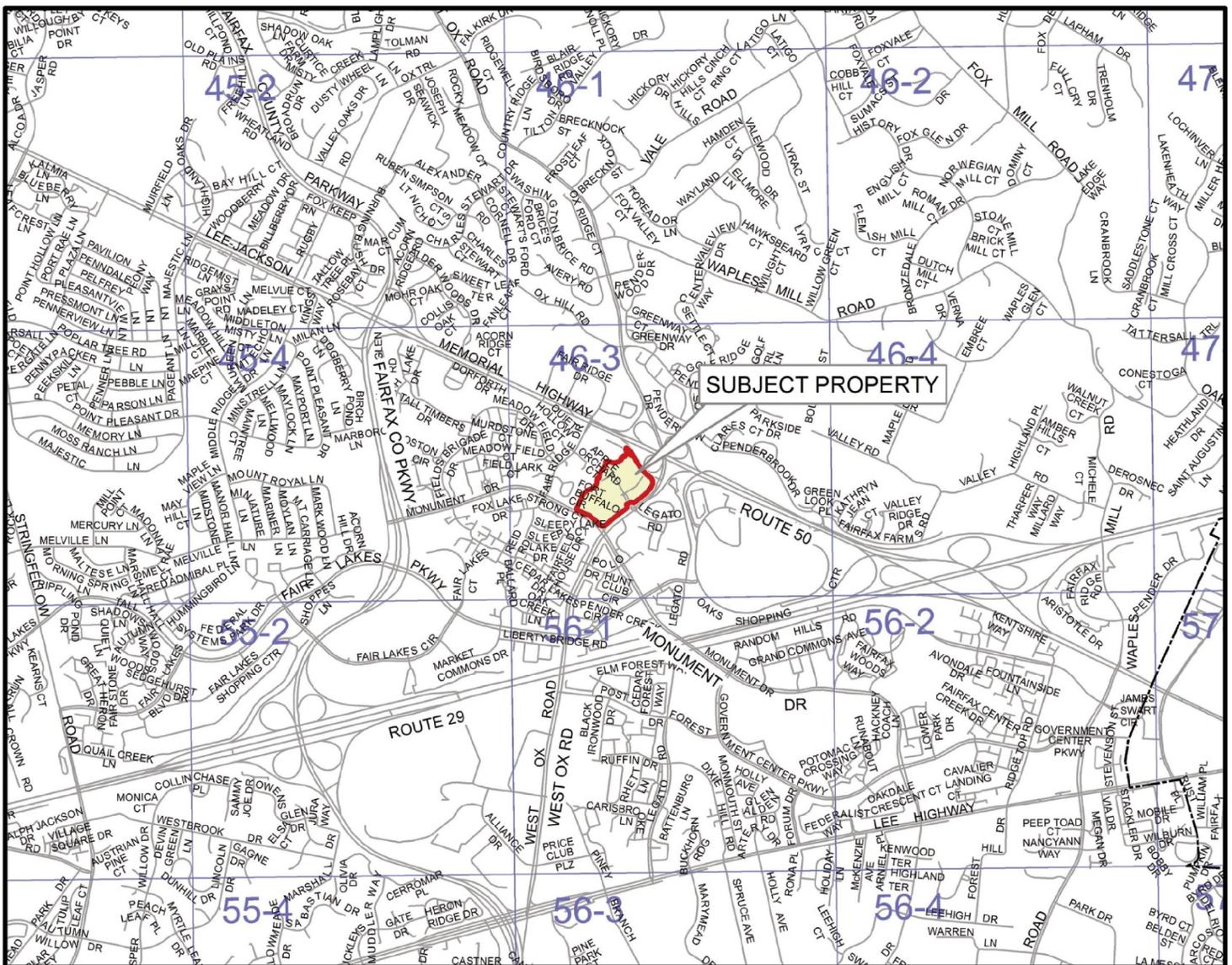
PLANNING COMMISSION PUBLIC HEARING: Wednesday, June 15, 2016 @ 8:15 PM

BOARD OF SUPERVISORS PUBLIC HEARING: Tuesday, July 26, 2016 @ 4:00 PM

PLANNING STAFF DOES RECOMMEND THIS ITEM FOR PLAN AMENDMENT



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



3000 FEET

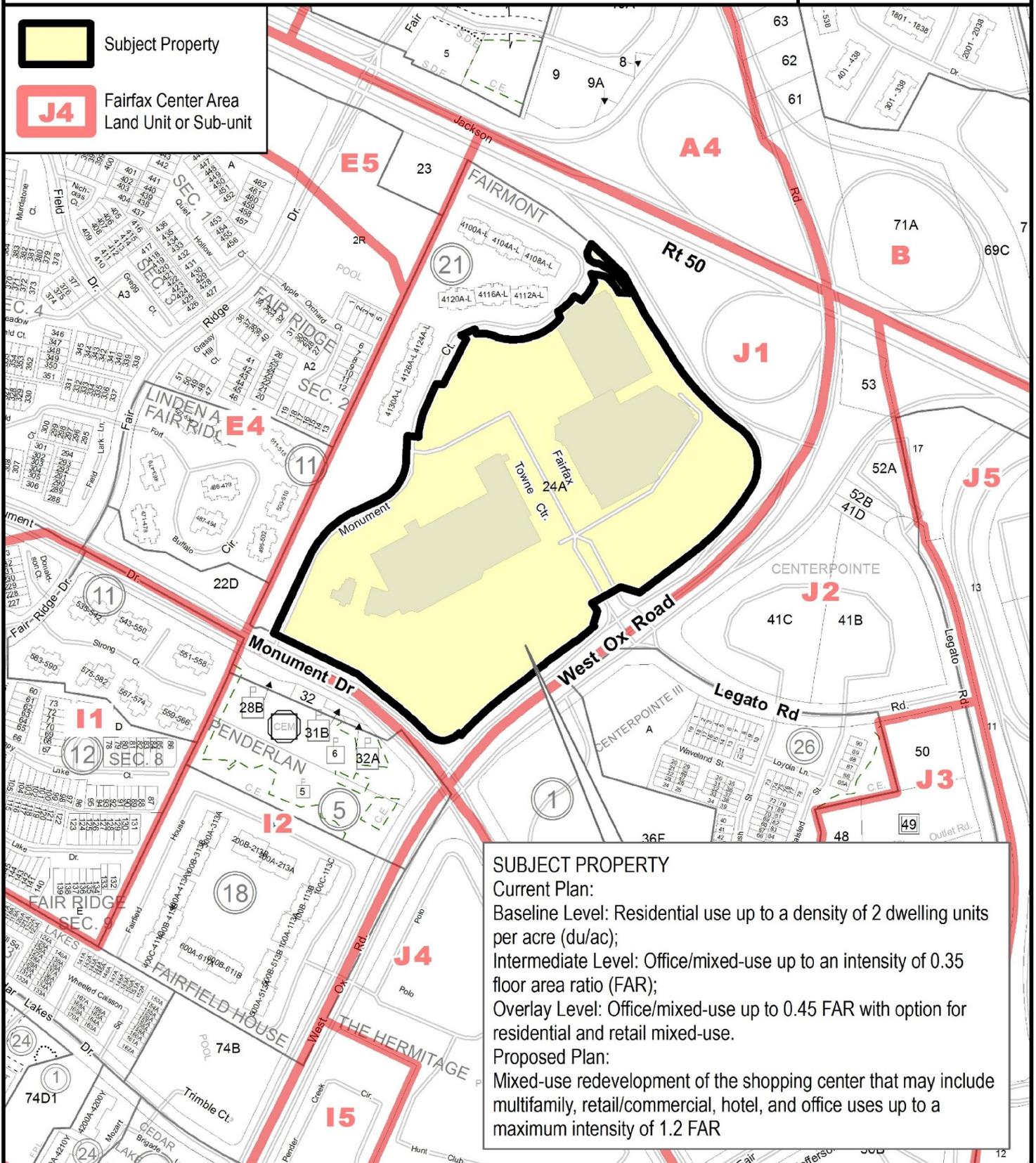
PREPARED BY THE DEPARTMENT OF PLANNING AND ZONING USING FAIRFAX COUNTY GIS
Fairfax Towne Center / Fairfax Center, Sub-unit J1



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

ITEM: 2014-III-FC2

-  Subject Property
-  Fairfax Center Area Land Unit or Sub-unit



SUBJECT PROPERTY
 Current Plan:
 Baseline Level: Residential use up to a density of 2 dwelling units per acre (du/ac);
 Intermediate Level: Office/mixed-use up to an intensity of 0.35 floor area ratio (FAR);
 Overlay Level: Office/mixed-use up to 0.45 FAR with option for residential and retail mixed-use.
 Proposed Plan:
 Mixed-use redevelopment of the shopping center that may include multifamily, retail/commercial, hotel, and office uses up to a maximum intensity of 1.2 FAR

400 FEET



STAFF REPORT FOR PLAN AMENDMENT 2014-III-FC2

BACKGROUND

On June 17, 2014, the Fairfax County Board of Supervisors (Board) authorized the consideration of Plan Amendment (PA) 2014-III-FC2 for the Fairfax Towne Center (Tax Map Parcel 46-3((1))24A). The subject property is located south of Lee-Jackson Memorial Highway (Route 50), north of Monument Drive, west of West Ox Road, and east of the Fairmont Condominiums on Monument Court in Sub-unit J1 of the Fairfax Center Area, Bull Run Planning District, Springfield Supervisor District. The authorization directed staff to consider mixed-use redevelopment of the shopping center that may include multifamily residential, retail/commercial, hotel, and office uses up to a maximum intensity of 1.2 floor area ratio (FAR).

CHARACTER OF THE SITE



The approximately 22.8 acres subject area of PA 2014-III-FC2 is currently developed with an approximately 270,000 square feet retail center built in 1994 and has an effective intensity of 0.27 FAR. The site benefits from excellent proximity to major traffic routes and experiences minimal topographic slope, with the only notable elevation change of approximately 20 feet

occurring at the western edge adjacent to the Fairmont Condominiums. The area is zoned Plan Development Commercial (PDC) and is planned within Subunit J1, Land Unit J of the suburban center portion of the Fairfax Center Area. The Concept for Future Development designates Land Unit J as the core area of the Suburban Center, which should contain the most intense mixed-use development and requires additional development conditions outlined within the Plan. Some of these conditions include a linear park along the north side of Monument Drive and urban plazas, which have been constructed as part of the initial development on the subject property. In addition, the Plan also requires the highest quality of site and architectural design and recommends a 24-hour activity cycle that may be achieved through the mix of land uses.

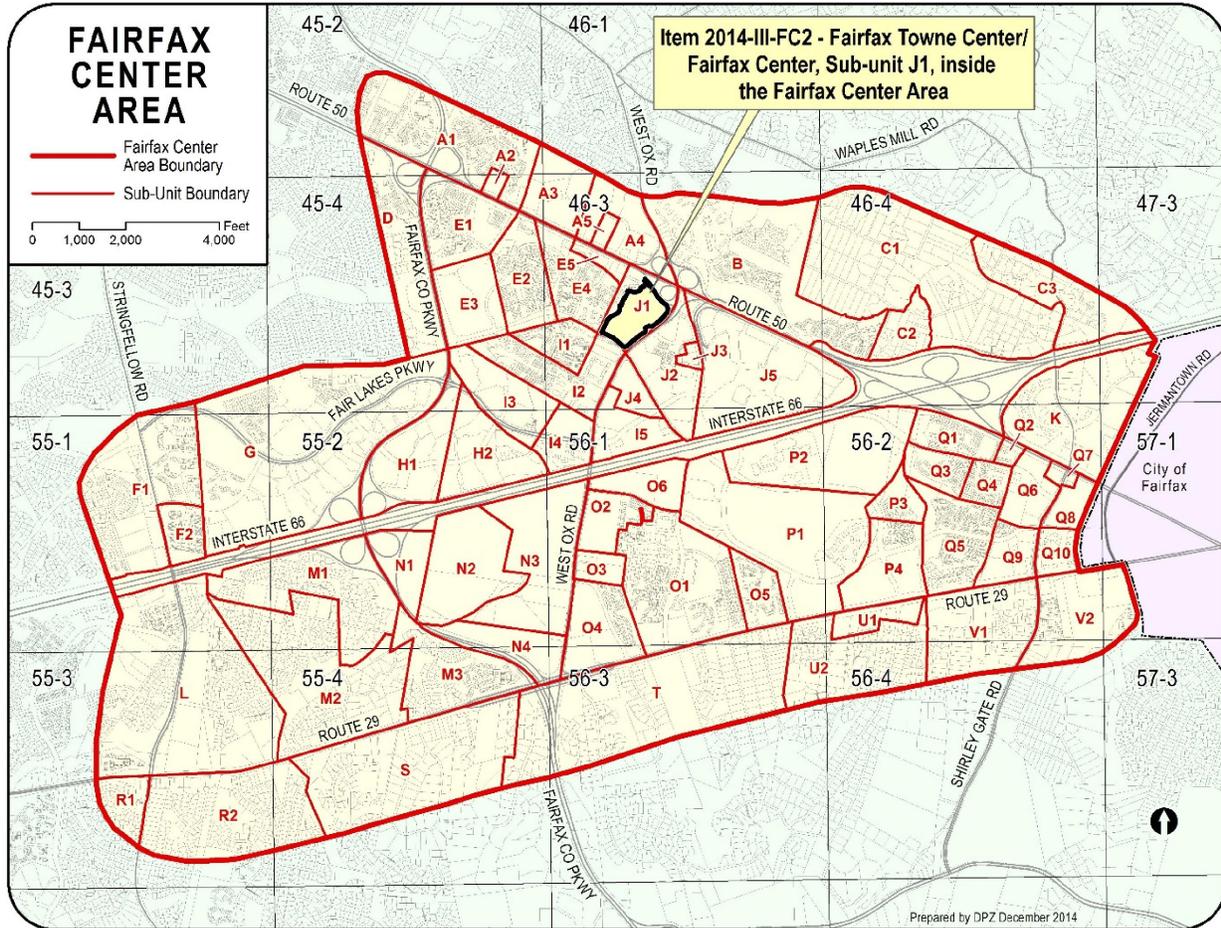
Sub-unit J1 represents a transition between the mixed-use Suburban Center core area to the east and the non-core area to the west and south. The subunit is located outside of the half-mile radius from the planned transit station at Fair Oaks. The half-mile radius is considered the optimal walking distance for transit-oriented development. The subunit is planned for office mixed-use development at the overlay level up to 0.45 FAR. A Plan option at the overlay level allows the addition of a building in the western parking lot that may include up to 20,000 square feet of ground floor retail and up to four additional residential floors. The Plan identifies the Office/Mix designation as predominantly office use with housing as the dominant secondary use. The Plan's goal is a two to one split between primary and secondary uses.

CHARACTER OF THE AREA

As mentioned previously, the subject area is located within the Fairfax Center Suburban Center, which is designated on the county's Concept for Future Development primarily as an employment center that may include transit station areas and town centers (Attachment I). Furthermore, this definition states that core areas should be surrounded by transitional areas of lesser intensity. The environment should provide a complementary mix of land uses, with a grid of streets and well-designed pedestrian connectivity to the core and transitional areas and provide an environment that is less automobile-dependent.

Adjacent Area:

North: The area north of the shopping center is bounded by Route 50 and its associated interchange with West Ox Road. North of Route 50 is planned and developed for low intensity office use at .25 FAR at the overlay level in Subunit A4 outside of the Suburban Center. **South:** South of Monument Drive is the Ox Hill Battlefield Park and multifamily apartments planned for and developed at a maximum overall density of 20 dwelling units per acre at the overlay level in Subunit I2, outside of the Suburban Center. **West:** To the west of the subject property are multifamily dwelling units zoned PDC, also within Subunit J1, which were planned and developed as part of the original plan for the subject property, and townhouses planned and developed for residential use at 8 dwelling units per acre (du/ac) in Subunit E4 outside of the Suburban Center. **East:** The area to the east across West Ox Road consists of high-rise office and multifamily residential uses. The area is planned for office mixed-use up to an intensity of 1.0 FAR at the overlay level in Subunit J2, within the Suburban Center.



PLANNING AND ZONING HISTORY

The Board of Supervisors adopted Comprehensive Plan guidance for the approximately 5,500 acres Fairfax Center Area in 1982 with the vision for the area to be a central node of development and activity in the county. Plan amendments adopted in the last ten years continue the trend of increased mixed-use development and support the original vision for the area as a center of activity. The Comprehensive Plan for the Fairfax Center area uses an incentive-based system with three development levels, baseline, intermediate, and overlay, for each sub-unit. Each development level has progressively increasing density or intensity recommendations with commensurately greater expectations such as the enhancement of the transportation system, an greater provision toward public facilities, or a more innovative approach to site planning and design. The baseline, intermediate, and overlay level recommendations in the current Plan for the subject property can be traced back to the original plan. During the 2001-2002 Area Plan Review (APR) cycle, APR item 01-III-4BR amended the plan to add the current option at the overlay level for residential and retail use.

On March 4, 1985, the Board of Supervisors approved Rezoning application RZ 83-P-107 to rezone 37.49 acres from the R-1 and H-C Districts to the PDC and H-C Districts to permit a mixed-use development consisting of 840,000 square feet of hotel (300,000 square feet), office

(480,000 square feet) and retail/eating (60,000 square feet) uses at an overall intensity of 0.51 FAR. RZ 83-P-107 was later amended through a proffer interpretation to permit 870,000 square feet of development. Subsequent Proffer Condition Amendment (PCA) 83-P-107 and Conceptual Development Plan Amendment (CDPA) 83-P-107 in November 1988 revised the layout and reapportioned the gross floor area.

On February 24, 1992, the Board of Supervisors approved PCA 83-P-107-2 on 30.36 acres (land area reduced from original rezoning due to land dedications for road improvements) to permit a change in the layout, mix of uses, and to add a residential component. The resulting 870,000 square foot development was revised to consist of office (480,000 square feet), retail and eating establishments (205,000 square feet), a movie theater (55,000 square feet), and multi-family residential (130,000 square feet) uses. Fairfax Towne Center was constructed in 1994 according to the CDP/FDP associated with PCA 83- P-107-2, with the exception of the office component.

On May 1, 2006 the Board of Supervisors approved PCA 83-P-107-4 on 22.8 acres (land area that contained the multifamily uses to the west of the subject property, the Fairmont Condominiums was not included) to permit the replacement of two approved office buildings (480,000 total square feet) with a 203,800 square foot multi-family residential building with ground floor retail based on the adopted Plan option. The residential and retail building would contain 184,000 square feet of residential uses (maximum of 169 multi-family dwelling units including eight ADUs) and a maximum of 19,800 square feet of ground floor retail. The resulting intensity of the application area is 0.47 FAR with 28% of the site as open space.

ADOPTED COMPREHENSIVE PLAN TEXT

Fairfax County Comprehensive Plan, 2013 Edition, Area III, Fairfax Center Area, as amended through October 20, 2015, Land Unit J, Recommendations, Land Use, pages 70-71, 79-80:

“LAND UNIT J

CHARACTER

This land unit is located west of the Lee-Jackson Memorial Highway /I-66 interchange and includes the Fair Oaks regional mall, surrounding commercial and residential development. The Land Unit encompasses the highest planned intensities in Fairfax Center and is part of the core area.

RECOMMENDATIONS

Land Use

General Development Conditions

As the primary mixed-use development in the area, the J Land Unit area should exemplify the overall planning philosophy of the Fairfax Center Area. The linear park along the north side of Monument Drive and urban plazas must be accommodated in development plans for the area. Development plans should also portray any future building and parking structure phasing that would result in the maximum allowable FAR. The highest quality of site and architectural design is expected for proposed development in this area. In addition,

landscaping, lighting, and sign design should be well-integrated. A 24 hour activity cycle is recommended through a mixture of office, retail, hotel, entertainment, and housing opportunities.

Sub-unit J1

This sub-unit is planned for office mixed-use development. The planned linear park on the southern edge will be a major amenity and pedestrian corridor for the area and must be preserved. This sub-unit represents a transition between the mixed-use Suburban Center core area to the east and the non-core area to the west and south. Excellence in site planning and design is expected of any development in this sub-unit, particularly since the unit occupies such a highly visible location. As an option at the overlay level, the land area currently used for parking at the western end of the shopping center plaza may be appropriate for additional development of at least 10,000 square feet of retail use but no more than 20,000 square feet. A mix of residential and retail use may be appropriate if retail use is integrated into the development on the first floor facing the shopping center plaza and the residential development does not exceed four stories. High quality design and landscaping should be employed to mitigate impacts on the adjacent residential use. Safe and efficient pedestrian connections should be provided to link the mix of uses in this sub-unit.

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LAND UNIT SUMMARY CHART – LAND UNIT J			
<u>Sub-units</u>	<u>Approximate Acreage</u>		
J1	41		
J2	41.5		
J3	3.5		
J4	17		
J5	133		
<u>Sub-units</u>	<u>Recommended Land Use</u>	<u>Intensity/ FAR</u>	<u>Density Units/Acre</u>
Baseline Level			
J1, J4	RESIDENTIAL		2
J2	OFFICE; RESIDENTIAL	.25	5
J3	INSTITUTION; OFFICE	.15 .25	
J5	MIXED-USE **	.15	
Intermediate Level			
J1, J4	OFFICE/MIX	.35	
J2	OFFICE/MIX	.55	
J3	INSTITUTION; OFFICE	.50 * .55	

J5	MIXED-USE **	.25
Overlay Level		
J1	OFFICE/MIX	.45
J2	OFFICE/MIX; ***	1.0
	HOTEL	300 Room
J3	OFFICE	1.0
J4	OFFICE/MIX	.50
J5	MIXED-USE **	.65

LAND UNIT SUMMARY CHART – LAND UNIT J (continued)	
<p>* See text for J3 conditions for high-intensity institutional or office uses.</p> <p>** See text for the recommended mixture of uses for this sub-unit.</p> <p>*** See text for overlay level recommendations for Tax Map 46-3((1))40, 41B, 41C and 51, as well as for Tax Map 46-3((1))36E.</p> <p>Note: Part of these sub-units is within the Water Supply Protection Overlay District.</p>	

PROPOSED PLAN AMENDMENT

The Plan amendment considers an increase in intensity on the subject property at the overlay level, from the current Plan of 0.45 FAR to a maximum of 1.20 FAR. Two scenarios provided by the property owner are analyzed: Scenario 1, Retail-Heavy; and Scenario 2, Residential-Heavy. These scenarios present two ultimate visions for redevelopment, rather than sequential, and the decision about the redevelopment would ultimately be a result of market forces at the time of development. Both proposals would add residential, office and retail uses, in addition to the existing 270,000 square feet of retail use, to the site; however, one proposal would consist of more retail use while the other more residential use.

Retail Heavy Scenario (1)	
Apartments	410 Dwelling Units
Office	20,000 Square Feet
Retail	400,000 Square feet
Residential Heavy Scenario (2)	
Apartments	770 Dwelling Units
Office	20,000 Square Feet
Retail	316,000 Square feet

ANALYSIS

This Plan amendment considers the subject property in the context of the larger mix of uses in Fairfax Center and the conformance of the proposed redevelopment to the land use and transportation objectives and Area-wide guidance for Fairfax Center. Specific considerations include the potential impact of the proposed residential, retail, and office uses on the transportation network, the establishment of urban spaces, transitioning at the edge of the suburban core, and the relationship between the proposed redevelopment and the surrounding existing and planned uses. An examination of the relationship of uses within the site was previously conducted during the 2001-2002 Area Plan Review cycle (APR 01-III-4BR) to permit the replacement of the two approved office buildings with residential and retail use. This decision ultimately considered decreased building height and scale, and improved relationship in both intensity and compatibility between the redevelopment on the subject property and existing residential uses to the west. This Plan amendment considers these same criteria of compatibility, intensity, and impacts.

Land Use

The proposed development scenarios aim to create a mixed-use walkable town center, which does align with the county's Suburban Center definition (Attachment I). This concept would encourage creating a town center that serves as a 24-hour activity center, more urban in character. The proposed mix of land uses would be compatible with adjacent land uses to the east, serve community needs, and reintroduce the potential for some office use that the most recent Plan amendment and zoning action removed. The proposed land uses would build upon the retail center's success as a destination.

An increase in intensity and land uses would undoubtedly lend itself to the opportunity of creating a more activated, walkable destination. However, the proposed maximum intensities of the 0.88 FAR and 1.2 FAR would almost double or more than double, respectively, the maximum intensity of the 0.45 FAR planned on the subject property, and the 1.2 FAR would exceed the highest levels of intensity within the Suburban Center core area. The adjacent Sub-unit J-2, across West Ox Road, is planned for office/mixed use at a 1.0 FAR at the overlay level with additional options for office use at 1.0 FAR or up to 402,000 square feet of high-density residential. At the center of the Suburban Center core area, Sub-unit J-5, or the Fair Oaks Mall property, is planned to increase intensity up to 0.80 FAR, subject to adoption and funding of a Bus Rapid Transit (BRT) system, and to increase up to 1.0 FAR, subject to funding of the planned extension of Metrorail along I-66, as options at the overlay level. The maximum intensity of 1.2 FAR proposed for the subject property would be the most intense sub-unit within the suburban core without the benefit of being within the half-mile radius surrounding a future Metrorail or BRT station considered optimal for walking to transit.

The sub-unit is specified within the Plan as an integral transitional sub-unit from the suburban core area to outside of the core. As one of the tested scenarios exceeds the highest levels of intensity within the core, and the other scenario approaches those levels, either of these scenarios would create a scenario where it would be impossible or difficult to retain the transitional nature of the sub-unit in light of the existing and planned residential uses to the west at 8 dwelling units

per acre. As a planned transitional area, a lower intensity would be more appropriate to create a logical tapering of intensity.

Further, particular attention should be paid to the height and placement of the buildings because of the Plan's emphasis on creating a transition from higher to lower intensity in this location. Articulation and gradation of building heights would be warranted at the western edge of the development to prevent adverse effects from an incompatible scale, where new buildings within the redevelopment would loom over or cast shadows on the existing residential land uses outside of the core. The most intense uses should be focused along West Ox Road and near Route 50. This clustering of intensity would serve both the needs of maintaining an intensity transition and improve the streetscape along West Ox Road. Development along West Ox Road would more closely resemble the higher intensity uses of Sub-Unit J-2 and create a visual connection to the core area.

While a reduced intensity that concentrates redevelopment in the optimal areas along West Ox Road would be envisioned as a vibrant, walkable town center, additional urban design considerations would be needed to overcome challenges in creating this environment. Foremost among the challenges is the isolation of the site from the core area created by the arterial roads and major expressways that surround the subject property. A lack of connectivity to the core area could create an isolated environment that could evolve into a more intense automobile dependent site. Without urban design considerations to activate the streetscape and improvements to the existing transportation network to encourage pedestrian activity, it would be difficult to create a welcoming route for alternative transportation modes to traverse the major roads and come to the proposed mixed-use town center. In light of the concerns over the potential location of intensity within the site, lack of connectivity, and streetscape improvements; staff created a concept (Attachment II) to address these concerns and provide a foundation for the general site layout. This staff concept promotes a vibrant, walkable town center that both meets the goals of the county's Concept for Future Development (Attachment I) and the development flexibility needed by the property owner with respect to lease obligations. Major commitments from the property owner would be needed for this development to address Fairfax Center's goal of increasing pedestrian and cyclist accessibility.

If urban design considerations for alternative modes of transportation are not planned for and made a priority in site design, redevelopment on the subject property will perpetuate its historical reliance on automobile use. Other planned sites within the core, namely Sub-unit J-5 (Fair Oaks Mall) have a more symbiotic transportation relationship incorporated into the Plan, and are dependent on transit improvements to achieve higher intensities. This graduated requirement coincides with the philosophy of Fairfax Center that in order to obtain more intense uses and greater densities, applicants must provide facilities and amenities commensurate with those more intense uses and increased densities. Thus, as with any development within the Fairfax Center area, the highest quality of site and architectural design would be expected with this redevelopment.

Transportation

For both the proposed residential- and retail-heavy scenarios, the trip generation estimates show a significant increase in vehicular traffic generated by the redevelopment when compared to currently planned land uses at the option level.

- *Current Plan vs. Proposed Plan Retail Heavy:* Under the retail heavy proposal, the unadjusted daily trips generated by the site increase by 5,001, a 34% increase compared to the current Plan. The AM peak hour trips would increase by 277, a 76% increase. The PM peak hour trips would increase by 527, a 40% increase.
- *Current Plan vs. Proposed Plan Residential Heavy:* Under the residential heavy proposal, the unadjusted daily trips generated by the site increase by 4,807, a 33% increase compared to the current Plan. The AM peak hour trips would increase by 372 and the PM peak hour trips would increase by 1,343, both 100% increases.

Table 1: Trip Generation Comparison – Staff Comparison

Development Type		Daily	AM			PM		
			In	Out	Total	In	Out	Total
Current Plan								
Apartments (220)	169 DU	1,148	17	70	87	72	39	111
Retail (820)	290 KSF	13,567	172	106	278	587	636	1,223
Total Trips Generated		14,715	190	175	365	659	675	1,334
Retail Heavy								
Apartments (220)	410 DU	2,608	41	164	205	158	85	243
Office(710)	20 KSF	386	47	6	53	17	84	101
Retail (820)	400 KSF	16,722	238	146	384	728	789	1,517
Total Trips Generated		19,716	326	316	642	903	958	1,861
Gross Impact Over Comp Plan		5,001	136	141	277	244	283	527
Residential Heavy								
Apartments (220)	770 DU	4,790	76	305	381	287	154	441
Retail (820)	316 KSF	14,346	188	115	303	622	673	1,295
Office(710)	20 KSF	386	47	6	53	160	781	941
Total Trips Generated		19,522	311	426	737	1,068	1,609	2,677
Gross Impact Over Comp Plan		4,807	121	251	372	409	934	1,343

Notes: Trip Generation is derived from the Institute of Traffic Engineers (ITE), Trip Generation, 9th edition (2013). Trip Generation estimates are provided for general order-of-magnitude comparisons only, and do not account for pass-by, internal capture, or traffic reductions as result of proximity to transit stations

The Traffic Impact Assessment (TIA) indicates that the signalized intersections within the study area are currently operating at acceptable levels of service (LOS). The acceptable LOS for this area is LOS D, with a maximum overall average delay of 55 seconds per vehicle. The following intersections would need mitigation measures:

- *West Ox Road and Monument Drive:* The proposed uses at the site increase the delays at this intersection, but only minimally. This intersection would need additional improvements with either scenario to handle the proposed land uses to operate at an acceptable LOS.

- *West Ox Road and Legato Road:* The intersection would fail during the PM peak for either scenario without mitigation. The suggested mitigation measures would be in addition to those recommended in the Fair Oaks Mall Plan Amendment assuming a Mall intensity of 0.65 FAR and include the addition of a second eastbound left (EBL) turn lane exiting the site, and the addition of a second northbound left (NBL) turn lane on West Ox Road into the site. However, Mall intensity at 1.0 FAR and the associated improvements would benefit the Fairfax Towne Center Site and require less mitigation than a Mall intensity of 0.65 FAR.

These mitigation measures have the potential to create intersections that would not be friendly to pedestrians. If dual rights are implemented on westbound Legato Road, the movements should be brought under the control of the signal, and the channelized, free-flow right should be removed. The recommendations suggested by the property owner (additional turn lanes) to mitigate the vehicular LOS degradation would also result in increased crossing distances for pedestrians at Legato Road and West Ox Road. The expansion of Legato Road's westbound approach at the intersection with West Ox Road to four lanes would create an intimidating crossing for anyone walking or bicycling on West Ox Road. In addition, pedestrian crossings called during the peak hour would cause a vehicular overall LOS worse than what was documented in the TIA.

There should also be consideration given to improving the internal site circulation at internal intersections of their site. The internal intersection west of the West Ox Road and Legato Road intersection is currently unsafe for all users. The current site distances are poor, and pedestrians are forced to walk a considerable distance out of their way to access retail on the northern portion of the site. Queuing internal to the site at this intersection has been observed to spill back to West Ox Road during the evening peak. If not properly addressed during redevelopment, these issues could be exacerbated by additional development on the subject property.

Safe pedestrian walkways would be essential with additional redevelopment. Pedestrian walkways in the site should have direct access to nearby trails, bus stops, and avoid conflict with vehicular traffic. There should be quality inter-parcel connections to facilitate the circulation of both vehicular and pedestrian traffic. Enhanced and safe pedestrian crossings on West Ox Road, Monument Drive, and Legato Road and along other access point(s) also would be essential. In addition, adequate right-of-way should be preserved on the site for the planned buffered bike lanes on West Ox Road. The mixed-use nature of the proposed development should accommodate and provide for these planned bicycle facilities and for safe bicycle connections with nearby retail, residential and office complexes like the Fair Oaks Mall.

Proper site coordination with existing and future transit would complement any redevelopment and would be necessary to help meet the transportation demand management (TDM) goals in the Comprehensive Plan. Fairfax Towne Center is currently served by the Fairfax Connector 600 series. There is currently no bus shelter on the west side of West Ox Road. A bus shelter should be installed and better accessibility and connectivity to this stop should be considered with any redevelopment.

Schools

The subject property is within the Greenbriar East Elementary School, Lanier Middle School and Fairfax High School boundaries. The school capacity chart below shows enrollment and school capacity balances. Student enrollment projections are done on a six-year timeframe, currently through school year 2019-2020 and are updated annually. At this time, if development occurs within the next five years, all three schools are projected to have surplus capacity.

School	Capacity 2015 / 2020	Enrollment (9/30/15)	Projected Enrollment SY16-17	Capacity Balance SY16-17	Projected Enrollment SY20-21	Capacity Balance SY20-21
Fairfax HS	2,413 / 2,413	2,413	2,383	30	2,395	18
Lanier MS	1,198 / 1,198	995	985	213	1,067	131
Greenbriar East ES	1,090 / 1,090	1,000	1,010	80	930	160

*Capacities based on 2017-21 Capital Improvement Program (December 2015)
 Projected Enrollments based on 2016-17 to 2020-21 five-year projections (October 2015)*

Development of either proposed scenario would generate new students. A development scenario with 410 mid-rise residential units is estimated to generate 23 elementary, 7 middle and 11 high school students. While the other development scenario with 770 mid-rise residential units is estimated to generate 43 elementary, 12 middle and 22 high school students. The 2017-21 Capital Improvement Program includes creating a new Advanced Academic Program Center at Lanier Middle School. This option will provide capacity relief to Rocky Run Middle School.

Parks and Recreation

This amendment would potentially increase residents within the Bull Run Planning District by about 865 individuals (under Scenario 1) to 1,625 individuals (under Scenario 2). Residents would need access to park and recreation facilities on-site or nearby. In addition to the residential development impact on recreational services and facilities, there would also be impacts from the proposed commercial development. Employees would need to access recreational amenities at lunchtime or after work. Retail customers would benefit from combining shopping trips with recreational activities.

As Fairfax Center built out over the past few decades, Plan text has been implemented in an uneven manner and as a result the area is underserved by parks. Existing nearby parks meet only a portion of the demand for parkland generated by residential development in the service area of the proposed Plan Amendment. Public parks are supplemented by a limited amount of private amenities and trails such as those offered in Fair Lakes. In addition to parkland, the recreational facilities in greatest need in the Fairfax Center Area include basketball courts, playgrounds, diamond fields, rectangle fields, picnic shelters with amenities, a small scale skate park, off leash dog park, and trails.

Area-wide and site-specific Plan text supports the integration of urban plazas and pocket parks. The application of the urban parks policy guidance would be appropriate for this site. Integration of urban and local serving park features in this area include plazas, gathering places,

amphitheater/performance spaces, special landscaping, fountains, sculpture, and street furniture would be needed with any redevelopment as are more recreation uses such as tennis courts, basketball courts, volleyball courts, bocce courts, tot lots, water play features, and skateboarding facilities. Integration of publicly accessible urban parks in the overall development design would be critical to providing onsite recreation resources and would enhance the desirability of new development and contribute to a sense of place. Incorporating recreation features to be more readily accessible by non-motorized means in mixed-use settings would better serve Fairfax Center with a full range of local recreation opportunities.

Currently, small park spaces exist on the subject property but are not well integrated into the site and do not contribute to outdoor enjoyment or recreation. The site is very auto-oriented and park spaces are not user friendly. The proposed redevelopment would offer opportunities to improve the publicly accessible park amenities using the Urban Park Framework service level standards and design guidance.

Environment

The subject property falls within the Cub Run Watershed. The site is currently developed and almost impervious at this time. No environmentally sensitive land currently constrains the subject property; however, redevelopment of the site should acknowledge the following Comprehensive Plan environmental objectives:

- *Water Quality Protection:* reduce some amount of existing impervious surface in strategic locations and augmented landscaped areas in order to enhance water quality and improve the livability of the site;
- *Noise mitigation:* demonstrate conformance with the county's transportation generated noise objective which recommends that new residential development not occur in areas where transportation generated noise exceeds 75 decibels – interior noise levels of new residential use should not exceed 45 decibels and exterior recreational areas should not exceed 65 decibels; and
- *Green building:* demonstrate support of the County's green building policy.

Storm Water Management

All of the trunk sewer lines within the study area have adequate capacity to handle the projected flow for the adopted Plan potential through 2040. However, for the proposed Plan potential, sewer lines to serve the property for this Plan amendment may not have adequate capacity to support the development. Therefore, a sewer capacity study for the collector and trunk sewer lines would be required during the land development process.

Water

Fairfax Water has identified the need to install a new large diameter water main (24") along the west side of West Ox Road to satisfy growth in the Fairfax Center Area. The design and installation of this main may be required in conjunction with any site development proposed on the subject property.

Fire

The Policy Plan for Public Facilities addresses emergency response times and service provision from the standpoint of locating and constructing fire stations. Fire stations are positioned throughout the County to achieve the response goal stated (minimum total response time of 7 minutes with 5-minute travel response and 2-minute prep time from receipt of emergency call.) However, the Fire and Rescue Department (FRD) is challenged to maintain these response time goals as the County increases in population and density. Since there are few opportunities to build additional fire stations, the FRD is pursuing other strategies such as pre-emption devices to help with emergency response travel times. The FRD may require proffers for pre-emption equipment with all new residential development over 50 units.

The FRD is also concerned that any redevelopment would have very limited direct access. Residential occupancies are higher risk than commercial occupancies resulting in a greater number of emergency incidents.

Police

The Police Department is concerned with traffic congestion at access and egress points for the site.

CONCLUSION

The Plan amendment considers an option for a mixed-use town center that increases the mix of uses and intensity at the site. This redevelopment would have the potential to become a vibrant amenity for the office and residential uses in the surrounding area. Development proposed under this Plan option should be consistent with General Development Conditions for Land Unit J. However, the maximum proposed development intensity would detract from the Fairfax Center Area Plan goal of transitioning the intensity of development from the core. If the Plan amendment were implemented as proposed at the maximum intensity, a pocket of high density development would develop at the edge of the suburban core area with little opportunity to transition into the less-intense multi-family uses to the west. In effect, the increase in intensity would be the inverse of the Plan's transitioning goal. As an alternative to the proposed level of intensity, the Springfield District Land Use Committee suggested a maximum intensity of 0.8 FAR on April 4, 2016. This intensity also would be to able create a pedestrian-oriented, mixed-use town center that is more urban in character, while preserving the Plan's policy of transitioning from the core to suburban neighborhoods and minimizing mitigation measures necessary for increased automobile trips.

The distribution of intensity within the site should be considered carefully in the spirit of the Plan's goal of transitioning from the core and creating a focus for the mix of uses. The spatial distribution of intensity should focus the mixed-use areas along West Ox Road and the northeastern portion of the sub-unit to physically connect the site to the suburban center core, improve the street edge along West Ox Road, and minimize impacts to adjacent residential areas to the west. As the current proposal exceeds the existing, planned maximum level of intensity (0.45 FAR), the Fairfax Center Area Plan recommends that in order to obtain the more intense

uses and greater densities, applicants should provide a commensurate increase in facilities and amenities. The proposed Plan amendment would significantly increase the planned intensity and would merit the same increase in amenities and facilities that would benefit the Fairfax Center Area.

The property owner has stated the desire to blend the best characteristics of a mixed-use walkable town center. The transportation analysis highlighted some of the current obstacles in creating that environment. The addition of turning lanes would improve vehicular circulation, but would degrade the pedestrian experience, which would be counter to the principles of a walkable town-center. The expanded road network would further isolate the site from the core and make it more difficult for the site to interact with adjacent, higher intensity development. The Fairfax Center Area Plan reiterates that pedestrian and bicycle travel constitute major forms of travel, and identifies planned development districts as well suited for these modes. The transportation analysis identifies the following issues that should be addressed for any development plans at this site: pedestrian safety; accessibility and circulation; overall circulation patterns; turning movements; signalization; and transit amenities. These transportation issues would need creative measures to ensure the redevelopment is pedestrian-oriented.

In addition to well-designed circulation for all transportation modes, a mixed-use walkable town center should contain well-designed, usable park space and urban plazas. The Parks and Recreation analysis identifies current park spaces as not well integrated into the site and not contributing to outdoor enjoyment or recreation. The redevelopment of the subject property would offer the opportunity to create usable, well-integrated recreation spaces and urban plazas that align with the Fairfax Center Area Plan's recommendation that plazas should be located at the focal points of major commercial or high-density residential developments where walkways converge.

The addition of a mixed-use option would be consistent with the Fairfax Center Area-Wide Recommendations as mixed-use developments are encouraged provided they relate positively to the transportation and existing and proposed open space systems, as well as to one another. A lower intensity development at 0.8 FAR would create a high quality of life for those who work and reside in site and be able to meet Plan objectives relating to transitioning, compatibility, high quality site and architectural design, and open space.

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 ~~striketrough~~. Text shown to be replaced is noted as such.

“Sub-unit J1

This sub-unit is planned for office mixed-use development at the overlay level. ~~The planned linear park on the southern edge will be a major amenity and pedestrian corridor for the area and must be preserved.~~ This sub-unit represents a transition between the mixed-use Suburban Center core area to the east and the

non-core area to the west and south. Excellence in site planning and design is expected of any development in this sub-unit, particularly since the unit occupies such a highly visible location. As an option at the overlay level, residential, office, hotel, and retail/commercial mixed-use redevelopment may be appropriate up to an intensity of 0.8 FAR on Tax Map Parcel 46-3((1))24A. the land area currently used for parking at the western end of the shopping center plaza may be appropriate for additional development of at least 10,000 square feet of retail use but no more than 20,000 square feet. A mix of residential and retail use may be appropriate if retail use is integrated into the development on the first floor facing the shopping center plaza and the residential development does not exceed four stories. Redevelopment should become a focal point for the area, designed as a pedestrian-oriented, mixed-use town center that is more urban in character. Surface parking lots should be infilled with mixed-use development, well-connected urban parks, and structured parking. High quality design and landscaping should be employed to mitigate impacts on the adjacent residential use. Safe and efficient pedestrian connections should be provided to link the mix of uses in this sub-unit. In order to implement these objectives, the following conditions should be met to implement this option:

- A coordinated development plan should be provided that defines both the ultimate vision and any phasing of the redevelopment. All phases should incorporate enhancements to the pedestrian environment for residents, visitors and workers.
- Higher intensities should be generally clustered on the northeastern portion of the subunit and along West Ox Road to consolidate the mixed use area and minimize visual impacts to the adjacent residential neighborhoods, to the extent possible. New development should articulate building heights and massing to respond to the scale of adjacent uses and provide a gradual transition in height toward the residential areas to the west.
- The land area currently used for parking at the western end of the shopping center plaza may be appropriate for residential development with 10,000 to 20,000 square feet of retail use integrated into the development on the first floor facing the shopping center plaza. The residential development should not exceed four stories.
- Building articulation of the new development, including ground floor use and design, should utilize distinct architectural treatment and avoid large, monotonous areas of building wall as much as possible. Building frontage should typically follow new interior street geometry. In addition, attention should be paid to improving the street edge along West Ox Road, which should complement the development on the opposite side of the roadway through building orientation and placement, and high quality building design and landscaping. Small, individual pad sites and drive-through uses should be prohibited.

- Smaller, more walkable blocks; enhanced transit stop(s) serving the site and pedestrian connections to and from the stop(s); and comfortable and convenient connections to usable open space areas, between buildings, and pedestrian facilities on all internal streets are encouraged to improve the pedestrian environment.
- A network of well-connected, usable public spaces should be provided in accordance with the Urban Parks Framework. Plazas and open spaces should be designed to function as public places for people to gather and linger. The existing central plaza and linear park along Monument Drive should be enhanced and form the basis for the network. The central plaza should be highly visible as you enter the site from West Ox Road, designed for optimal use, and complemented by the building design and land uses surrounding it. The plaza should be supported by secondary open space areas that are distributed throughout the site, including a linear park along Monument Drive.
- The development should address the increased need for recreation facilities to serve future residents and office workers by providing convenient access to active recreation facilities and/or through a contribution to the Park Authority for the construction or improvement of nearby offsite recreation facilities that will be impacted.
- A well-connected trail and sidewalk system should be incorporated into the design that promotes walkability and bike-ability internally as well as connections to the surrounding areas. Special attention should be given to improving the safety of the crossing at West Ox Road and Legato Road for pedestrians.
- Any remaining surface parking lots are expected to provide continuous, attractive and safe pedestrian routes through them, as part of an overall circulation plan. Additional landscaping should be provided in the remaining surface parking to improve and coordinate connections through parking areas.
- Automobile circulation should be improved within the site through the establishment of a grid of streets and at access points by promoting the usage of the Monument Drive entrance through design and signage. This should be balanced by the need to encourage pedestrian activity.

LAND UNIT SUMMARY CHART – LAND UNIT J			
<u>Sub-units</u>	<u>Approximate Acreage</u>		
J1	41		
J2	41.5		
J3	3.5		
J4	17		
J5	133		
<u>Sub-units</u>	<u>Recommended Land Use</u>	<u>Intensity/ FAR</u>	<u>Density Units/Acre</u>
Baseline Level			
J1, J4	RESIDENTIAL		2
J2	OFFICE; RESIDENTIAL	.25	5
J3	INSTITUTION; OFFICE	.15 .25	
J5	MIXED-USE **	.15	
Intermediate Level			
J1, J4	OFFICE/MIX	.35	
J2	OFFICE/MIX	.55	
J3	INSTITUTION; OFFICE	.50 * .55	
J5	MIXED-USE **	.25	
Overlay Level			
J1	OFFICE/MIX	.45****	
J2	OFFICE/MIX; *** HOTEL	1.0 300 Room	
J3	OFFICE	1.0	
J4	OFFICE/MIX	.50	
J5	MIXED-USE **	.65	

LAND UNIT SUMMARY CHART – LAND UNIT J (continued)	
* See text for J3 conditions for high-intensity institutional or office uses.	

** See text for the recommended mixture of uses for this sub-unit.

*** See text for overlay level recommendations for Tax Map 46-3((1))40, 41B, 41C and 51, as well as for Tax Map 46-3((1))36E.

**** See text for J1 for an option at the overlay level.

Note: Part of these sub-units is within the Water Supply Protection Overlay District.

COMPREHENSIVE LAND USE PLAN MAP:

The Comprehensive Land Use Plan Map will not change.

TRANSPORTATION PLAN MAP:

The Countywide Transportation Plan Map will not change.

ATTACHMENT I

CONCEPT FOR FUTURE DEVELOPMENT

Fairfax County Comprehensive Plan, 2013 Edition, Area III, Fairfax Center Area, as amended through October 20, 2015, Land Unit J, Recommendations, Introduction, pages 6-7:

“SUMMARY: LAND CLASSIFICATION SYSTEM

Refer to the Areawide and District Recommendations for guidance on specific areas.

Tysons Corner Urban Center:

Tysons Corner is a significant economic engine to the region. The vision for Tysons Corner includes a dynamic urban center marked by the socioeconomic diversity of residents and workers; a wide range of opportunities and activities; the quality of buildings, aesthetics, and open spaces; and connections and accessibility for all. Tysons Corner includes four transit-oriented development (TOD) areas surrounding four Metrorail stations.

- Elements of the framework for the future development of Tysons Corner include: encouraging transit-oriented development, improving the jobs/housing balance, providing diverse and affordable housing, incorporating community benefits, and creating excellence in the public realm.
- A strong implementation strategy should provide the flexibility, accountability, and resources necessary to achieve the vision for Tysons Corner.

Suburban Centers:

Suburban centers are employment centers located along major arterials. These areas are evolving to include mixed-use cores such as transit station areas and town centers that are more urban in character. The core areas are generally surrounded by transitional areas of lesser intensity.

- Encourage a complementary mix of office, retail and residential uses in a cohesive moderate to high-intensity setting.
- A grid of streets and well-designed pedestrian connectivity should be established in core areas. The transitional areas outside of the core should have connectivity to core area amenities. Similarly, connectivity should be provided between transitional area amenities and core areas.
- A balance of transportation and land use in core areas is important as suburban centers evolve to be less dependent on the personal vehicle as a result of transit accessibility.

Community Business Centers:

Historically older community-serving commercial areas that emerged along major roadways, Community Business Centers (CBCs) are areas where redevelopment should encourage a mix of uses focused around a core area of higher intensity, such as a town center or main street in a pedestrian-oriented setting. Transitions in intensity and compatible land uses should protect surrounding stable residential neighborhoods.

- Appropriate revitalization and selected redevelopment advance the goal of sustaining the economic vitality in older commercial centers and adjacent neighborhoods. Revitalization efforts should also seek reinvestment in these communities and aim to foster a sense of place. There may be a particular need to address aging infrastructure.
- CBC's should emphasize design that advances pedestrian amenities and circulation.
- Given limited transportation infrastructure, a balance of retail, residential and office uses should optimize the generally older road networks that provide access to CBCs. Where appropriate, a mix of uses is encouraged to create a more vibrant environment throughout the day.

Transit Station Areas:

These areas adjacent to Metrorail Stations are directly influenced by the presence of access points to the Metrorail system. Transit station areas promote a land use pattern that supports Metrorail by encouraging a mix of uses in a compact, pedestrian-friendly urban form within walking distance of the rail station. Within the region, Metrorail provide a vital public transportation choice that enhances accessibility and reduces the reliance upon single

occupancy vehicle use. Transit Station Area boundaries are strongly shaped by the area's access characteristics and the relationship of the station to surrounding stable neighborhoods.

- Refer to Appendix 11 in the Land Use section of the Policy Plan for the sixteen principles for transit-oriented development in Fairfax County.
- Generally, Transit Station Areas constitute those lands within a primary and a secondary development area. The primary development area is approximately a 5 minute walk from the station platform. The secondary development area is approximately a 10 minute walk from the station platform.
- A balance of uses and implementation of design guidelines should be achieved to create desirable neighborhoods.

Industrial Areas:

The types of uses intended for industrial areas are generally regulated more strictly due to their anticipated impacts to adjacent areas. This category is not appropriate for residential uses and limits future office uses to those which are ancillary to industrial use.

- Industrial Areas should be located near major transportation corridors such as interstate highways, railways and airports which are capable of transporting a high volume of goods and contribute to overall regional accessibility. The direct accessibility to major transportation corridors will help ensure that industrial traffic will not be routed through neighborhoods.
- Development of non-industrial uses should be discouraged. Office use generally should be limited to those parcels which are specifically designated for office use in the Area Plans.
- Development near the edges of industrial areas should include effective buffering from surrounding uses. Substantial setbacks and/or berms may be necessary in addition to vegetative screening, particularly where these areas abut residential uses. Uses that generate a minimum level of noise, glare, odors or truck traffic are preferable in transition areas and edges.

Suburban Neighborhoods:

These areas contain a broad mix of allowable residential densities, styles, parks and open space and contain the county's established residential neighborhoods. Suburban neighborhoods are considered to be stable areas of little or no change. Where appropriate, supporting neighborhood-serving commercial services, public facilities, and institutional uses are encouraged provided that the proposed intensities and character are compatible with the surrounding area.

- Parks and recreation facilities should be distributed throughout suburban neighborhoods as needed to serve residents.
- Access and internal circulation for non-residential and higher density residential uses should be designed to prevent adverse traffic impacts on nearby lower-density residential uses. Reliance on the automobile should be diminished by encouraging the provision of pedestrian accessible community-serving retail and support uses.
- For development within or adjacent to suburban neighborhoods that propose either a significantly higher intensity or a change in land use, primary access should be from major or secondary roadways which do not traverse adjacent stable residential areas. Transit service, generally bus service, should be provided to those portions of the suburban neighborhoods that are most likely to generate substantial ridership.

Low Density Residential Areas

The primary purpose of Low Density Residential Areas is to ensure the preservation of environmental resources by limiting development primarily to low density, large lot residential and open space uses. The loss of natural habitat coupled with the vital role that portions of these areas serve in protecting water quality dictates that development in these areas be minimized. These are stable areas of little or no change.

- Low Density Residential Areas typically contain large lot single family detached housing and open space. They are generally located along the Potomac River and the Difficult Run and Occoquan watersheds. Policies emphasize the preservation of significant and sensitive natural resources, especially protection of the county's water resources.
- Institutional or other neighborhood serving uses should be of a compatible scale and intensity.
- Public facilities infrastructure is to be provided at an acceptable level of service without substantial negative impacts to the natural environment. Public facilities in low density residential neighborhoods should be limited to those which are required to be located in these areas. Public water and sanitary sewer service are generally not to be provided in these areas.

Large Institutional Land Areas:

Includes publicly-owned state or federal land holdings that are not subject to the normal county development review processes. The county should encourage state and federal agencies and regional authorities to develop or redevelop their holdings only when plans are coordinated with the county. The cumulative effect of institutional uses should be considered before additional institutional and governmental uses or expansion of existing uses is developed.”

ATTACHMENT II

FAIRFAX TOWNE CENTER STAFF CONCEPT

