



PROPOSED COMPREHENSIVE PLAN AMENDMENT

ITEM: PA 2016-III-FC2
REVISED July 10, 2017

GENERAL LOCATION: South side of Lee Highway, east of Cruz Drive

SUPERVISOR DISTRICT: Springfield

PLANNING AREA: Area III

SPECIAL PLANNING AREA:
Fairfax Center Area, Land Unit T

PLANNING DISTRICT:
Bull Run Planning District

PARCEL LOCATION: 55-4 ((1)) 30 and 31

PLANNING COMMISSION PUBLIC HEARING:
Thursday, July 20, 2017 @ 8:15 PM

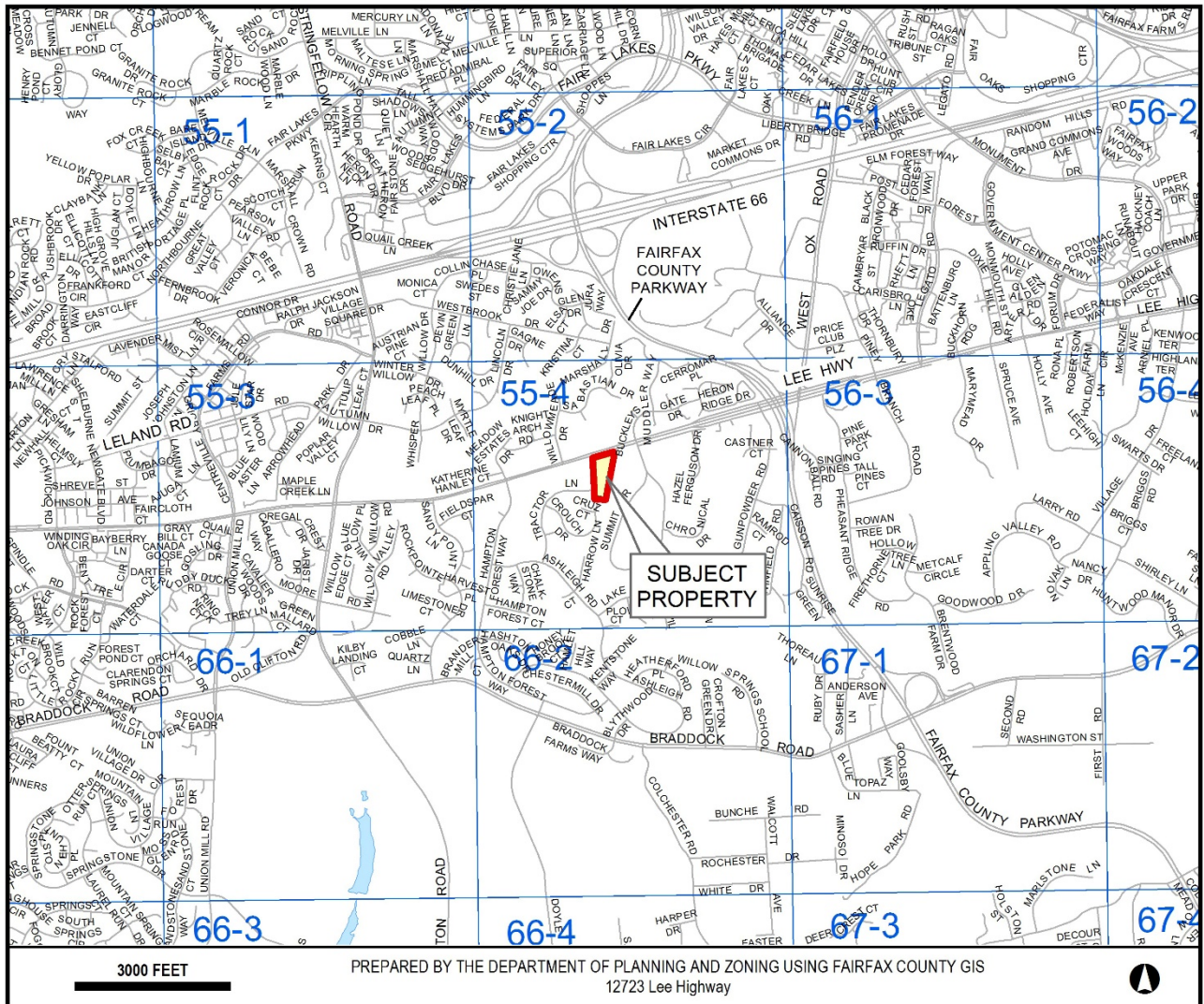
BOARD OF SUPERVISORS PUBLIC HEARING:
Tuesday, September 26, 2017 @ 4:00 PM

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



Reasonable accommodation is available upon 48 hours notice. For additional information about accommodation call the Planning Commission office at (703) 324-2865, or the Board of Supervisors office at (703) 324-3151.

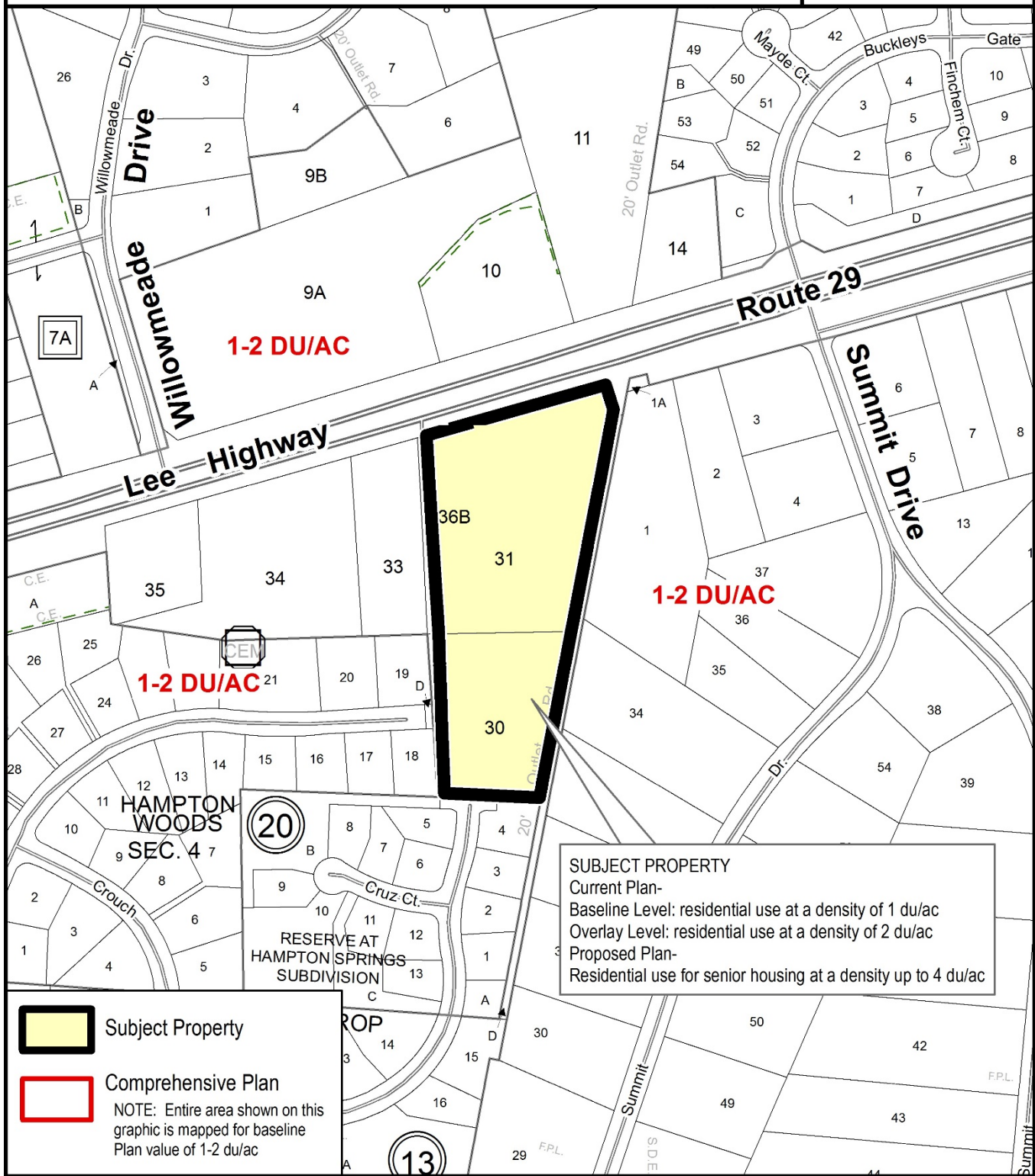
For additional information about this amendment call (703) 324-1380.



CURRENT PLAN AND PROPOSED CHANGE

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

ITEM:
PA 2016-III-FC2



300 FEET

PREPARED BY THE DEPARTMENT OF PLANNING AND ZONING USING FAIRFAX COUNTY GIS
PARCEL INFORMATION CURRENT TO JUNE 2017
G:\projects\ocp\pd\OTPA_GRAPHICS - 12723 Lee Highway



This staff report was revised on July 10, 2017 to include a recommendation that was omitted as shown in *italics*.

STAFF REPORT FOR PLAN AMENDMENT 2016-III-FC2

BACKGROUND

On November 1, 2016, the Board of Supervisors (the Board) authorized the consideration of Plan Amendment (PA) 2016-III-FC2 for Tax Map Parcels 55-4((1)) 30 and 31 in Land Unit T of the Fairfax Center Area, Bull Run Planning District, Springfield Supervisor District. The Board requested that staff consider adding a Plan option for the subject property that would provide flexibility for age-restricted uses at a density above what would be otherwise recommended under the governing Plan language.

CHARACTER OF THE SITE

Planned and Existing Land Use and Zoning

The approximately 6-acre subject area of PA 2016-III-FC2 is currently developed with the 6,050 square foot Pleasant Acres motel built in 1940 on the parcel fronting Lee Highway. The parcel to the rear contains a single-family detached residence and significantly more heavily wooded vegetation than the front parcel. Both parcels are zoned R-1; the existing motel was built in 1940 and is a non-conforming use. The subject area is within Land Unit T of the Fairfax Center Area and is planned for residential use at a density of 1 dwelling unit per acre (du/ac) at the baseline level and 2 du/ac at the overlay level. The plan for Land Unit T encourages compatibility of new development to the surrounding neighborhood, buffering along Lee Highway, and discourages the expansion or intensification of the existing spot commercially-zoned parcels along Lee Highway to avoid disrupting the residential character of the land unit.

Land Unit T is designated as a Suburban Neighborhood within the Fairfax Center Area. Suburban Neighborhoods 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.

CHARACTER OF THE AREA

As mentioned previously, the subject area is located within a Suburban Neighborhood that serves as a transition between the higher intensity Suburban Center and the surrounding low density community planning sectors. As such, the area has generally been planned for and developed with single-family detached residential uses. The intensification or expansion of commercially-zoned parcels is not supported in the plan.

Adjacent Area:

South and West: Planned for residential use at 2 dwelling units per acre (du/ac) at the overlay level. Developed with single family detached Hampton Forest and Hampton Woods neighborhoods, zoned R-2.

East: Planned for residential use at 2 dwelling units per acre at the overlay level. Developed with single family detached Crystal Springs neighborhood, zoned R-1

North: Planned for residential use at 2 dwelling units per acre at the overlay level. Developed with the Fairfax County Probation House and Capital Rentals.

PLANNING HISTORY

In 1982, the Board of Supervisors adopted a Comprehensive Plan for the Fairfax Center Area that established a vision for the area to be a central node of development activity within Fairfax County. The adopted Plan was the culmination of work by the Route 50/I-66 Task Force, which was formed to ensure the rapidly expanding area was well-planned and efficiently used land, infrastructure, and other resources. At the time of the study, the land use and zoning plans for the area were predominantly low intensity. Reacting to this conventional homogenous development, the task force focused on designing multiple, mixed land use arrangements, primarily within the study area core. The Plan recommended an innovative, incentive-based implementation approach, with three density/intensity levels (baseline, intermediate, and overlay) having progressively higher performance standards in exchange for greater development density/intensity. The levels offer flexibility for development to respond to market conditions, provide a mechanism to acquire additional public amenities, and mitigate development impacts to public facilities, infrastructure, and the environment commensurate with increased development intensity. Land Unit T, in which the subject parcels are located, was designated to function as a transition between the higher intensity Fairfax Center and lower density residential uses planned and developed for 1-2 units per acres to the south.

On July 9, 2013, the Board of Supervisors authorized a study of the Fairfax Center Area as part of the 2013 Plan Amendment Work Program. The study was divided into two phases. The first phase examined the “transitional areas,” the Low Density Residential Areas and the Suburban Neighborhoods at the periphery of the Fairfax Center area. This phase included the review of Plan Amendment (PA) S13-III-FC1 for Land Units T and others located on the south side of Lee Highway, generally between the Fairfax County Parkway and the City of Fairfax. The study reviewed recommendations for the land units along the Lee Highway corridor in response to the widening of Lee Highway and development proposals in the area; however no amendments to the land use or density recommendations were adopted for the area subject to this amendment PA 2016-III-FC2 when the Board adopted the study in December 2014. The Board adopted the second phase of the study in December of 2016, that phase streamlined several land unit recommendations, revised the area-wide policies, and established a new guiding planning principles that emphasized the importance of the central focal points within Fairfax Center, and the transitions to the suburban neighborhoods on the periphery of the area.

ADOPTED COMPREHENSIVE PLAN TEXT

Fairfax County Comprehensive Plan, 2013 Edition, Area III, Fairfax Center Area, as amended through 1-24-2017, Land Unit T, Land Use Recommendations-Suburban Neighborhoods and Low Density Residential Areas, pages 83:

“LAND UNIT T

CHARACTER

This land unit is located on the south side of Lee Highway opposite the Willowmeade subdivision. Existing development includes portions of the stable Crystal Springs and Hampton Forest subdivisions.

RECOMMENDATIONS

Land Use

Baseline: Residential use at 1 dwelling unit per acre

Overlay: Residential use at 2 dwelling units per acre

This land unit is planned for low density residential use at 2 dwelling units per acre at the overlay level and generally contains low density single-family homes. New development in this area must be compatible with the existing stable Crystal Springs subdivision. Buffering along Lee Highway should be incorporated in development plans for this area.

Existing spot commercially-zoned parcels along Lee Highway should not be expanded or intensified. Redevelopment to uses which are more compatible to the adjacent planned residential areas should be encouraged.”

PROPOSED PLAN AMENDMENT

The Plan amendment considers age-restricted housing, more specifically an assisted and/or independent living facility on the subject property. A rezoning application has been submitted for the subject area RZ/FDP 2017-SP-017, which proposes a combined assisted and independent living facility to include 92 units of independent living and 78 units of assisted living in within a 165,000 square foot building. This land use proposal was used for the purposes of analysis in this staff report.

ANALYSIS

Land Use

The county projects an increase in its older population as well as a need for housing to accommodate this demographic especially those who wish to age in the communities in which

they reside. *The Fairfax County 50+ Community Action Plan* adopted by the Board in September 23, 2014 identifies the growing demand and includes initiatives regarding housing, transportation, community engagement, among others to address this need. The section entitled “Neighborhood-Based Older Adult Housing,” states:

“An ongoing issue for residents of particular neighborhoods is the choice of housing opportunities as they age. Many older adults do not want the expense and responsibility to maintain their detached single family residence, and also do not want to leave their neighborhood and community. Leaving a residence and moving to a new neighborhood often means changing services, stores, and health care providers, particularly as transportation becomes an issue. To promote wellness and continuity of a person's community ties, individual neighborhoods should be explored and evaluated for possible smart growth locations for multi-family older adult housing.

...

Increasingly, senior adults are interested in living in communities with access to shopping, restaurants, activities and transit. If in their own neighborhood they could find housing near their services and living infrastructure, they are likely to remain more actively involved and healthier.”¹

The subject area is located along a major arterial within an area planned as a suburban neighborhood by the Concept for Future Development. The location would align with the need to locate housing opportunities for older adults near established neighborhoods. The proximity of the subject area to Fair Lakes, the Government Center, Fairfax Corner, Fair Oaks Mall, and other areas located within the Fairfax Center Suburban Center would allow access to shopping, restaurants, and other activities also mentioned in the action plan. Appendix 1, *Guidelines for Multifamily Residential Development* within the Comprehensive Plan recommends additional locational guidance for multifamily residential development for the elderly that would be considered with any redevelopment proposal. This guidance is included as Attachment 1 of this report.

The surrounding planned and developed density and land use pattern is generally 1 to 2 du/ac. The Crystal Springs neighborhood to the east is the least dense of the surrounding uses, and the Comprehensive Plan states that any new development in this area should be compatible with this subdivision. The other adjacent neighborhoods, which include Hampton Woods and Hampton Forest, are developed at densities closer to 2 du/ac. Any proposal to provide flexibility for age restricted uses at a density above the existing Plan should follow Policy Plan guidance for infill development in established areas to be compatible with existing density. Policy a of Objective 8 of the Land Use element of the Comprehensive Plan states that existing neighborhoods should be protected by ensuring that infill development is of a compatible use and density, and that adverse impacts on public facility, transportation systems, the environment and the surrounding community will not occur. Objective 14 states that the development should minimize undesirable visual impacts on existing neighborhoods. Buffering and screening may be warranted to properly shield the surrounding neighborhood from undesirable visual impacts and should also be applied along Lee Highway to mitigate the visual impact of the redevelopment if more intense than the

¹ Fairfax County Department of Family Services, *Fairfax County 50+ Community Action Plan*, 2014, page 71.

adjacent uses. Some increase in intensity may be appropriate if measured against the recognized need for these types of facilities in the county and designed to reduce impact on the surrounding communities.

The Plan also states that redevelopment to uses more compatible with adjacent residential areas is encouraged. Should proper buffering and screening of any visual impacts be achieved, the proposed age-restricted housing may provide a more compatible use to the adjacent residential uses and viable option for the replacement for the existing motel use.

Transportation

Trip Generation

The estimated trip generation for the proposed Plan option, as shown in Table 1, indicates that daily trips generated by the site would increase by 311, as compared to the current Plan. Morning (AM) peak hour trips for the proposed Plan option would increase by 14 and afternoon (PM) peak hour trips would increase by 30, as compared to the current Plan.

Table 1: Trip Generation Comparison for PA 2016-III-FC2

			AM Peak Hour			PM Peak Hour		
Land Use (ITE Code)	Quantities	Daily Trips	Am In	Am Out	Total	Pm In	Pm Out	Total
Current Plan								
Single Family DU (210)	12 DU	178	4	11	15	7	3	10
Total Trips Generated		178	4	11	15	7	3	10
Proposed Plan Option								
Independent Living (252)	90 DU	289	6	12	18	13	11	24
Assisted Living (254)	75 Beds	200	7	4	11	7	9	16
Total Trips Generated		489	13	16	29	20	20	40
Gross Trips Over Comp Plan		311	9	5	14	13	17	30

Trip Generation derived from the Institute of Traffic Engineers (ITE), Trip Generation, 9th Edition (2012).

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 a result of proximity to transit stations.

Access

There are currently two access points to/from this site: one directly to/from Route 29; and the other to/from Cruz Drive, which is an outlet road, not a publicly maintained street that connects to Route 29. Access is right-in/right-out, only, from eastbound Route 29. There is no median break opposite the site to provide direct access to/from westbound Route 29. The nearest median break is approximately 380 feet west of Cruz Drive, at the intersection of Willow Meade Drive and Route 29. The first signalized median break to the west is at the intersection of Meadow Estates Drive/Hampton Forest Way and Route 29, which is approximately 1,670 feet from the site. Traffic traveling westbound on Route 29 can access the site by making a U-turn at the median break at Willow Meade Drive or at this signalized intersection.

This requirement for U-turns for trips accessing the site from the east will create the likelihood of conflicts with vehicles traveling on Route 29. Further, trips originating at the site intending to head west would be forced to merge across three lanes of traffic in a very short span of approximately 875 feet in order to access the left turn lane at the intersection of Summit Drive and Route 29 to make a U-turn.

This site is located on a busy arterial roadway that is a major through route for people traveling east/west in the county. Requiring U-turns to access, or leave, the site, when the travel speed is posted at 45 miles per hour is problematic. Finding sufficient and appropriate gaps in traffic traveling at this speed can be challenging for drivers at all skill levels. If the proposed plan is adopted, this would need to be identified and mitigated during development review.

Transit

The Fairfax County Transit Development Plan (TDP) has proposed a new Fairfax Connector route, Route 610, along Route 29, which would connect George Mason University with Centreville. This proposed route would serve the segment of Route 29 adjacent to the site with peak hour service of 30 minute headways and midday service of 60 minute headways. This connection is important for the types of users who would live in assisted living and retirement communities. Supplemental service and transportation amenities will likely be necessary to provide for the mobility of residents.

Trails

The Fairfax County Countywide Trails Plan Map shows a major paved trail planned along Route 29. Adequate right-of-way should be provided for any planned trails that pass through and/or adjacent to the site, and new connections should be provided to enhance the network and connectivity.

Pedestrian Connections

The proposal for age-restricted housing increases the need for safe pedestrian facilities. Pedestrian walkways should be designed to have direct access to nearby trails, sidewalks and bus stops, and to minimize pedestrians' exposure to vehicles. Pedestrian safety is an important issue at this site, especially at the main access point. There should be suitable inter-parcel connections to facilitate proper distribution and circulation of both vehicular and pedestrian traffic. Enhanced and safe pedestrian crossings are essential at the signalized intersection of Summit Drive and Meadow Estates/Hampton Forest Way.

Right-of-Way

The Comprehensive Plan recommends that Route 29 be widened to six lanes, three in each direction. Widening of the roadway will likely require right-of-way from the adjacent land. The widening will increase the current cross section from four lanes to six lanes, upgrading to curb and gutter, with a 10 feet wide shared use path. Adequate right-of-way should be reserved for the purpose of widening at the time of rezoning.

Parks and Recreation

Existing nearby parks (Piney Branch Stream Valley Park, Rocky Run Stream Valley Park, and Willow Pond Park) meet only a portion of the demand for parkland generated by residential development in the service area of the nomination. In addition to parkland, the recreational facilities in greatest need in the Bull Run Planning District include rectangle fields, adult baseball and softball fields, youth Softball fields, basketball courts, playgrounds, neighborhood dog parks, neighborhood skate parks, and trails.

As identified in the adopted Comprehensive Plan, on site neighborhood park facilities should be provided as part of all planned residential development. Comparing the full build-out of the current Plan of 12 single-family detached dwelling units and the proposal scenario of 92 units of independent living and 78 units of assisted living, there is a potential increase of future residents by approximately 98 residents (from 40 to 138 residents, assuming an average of 3.31 resident per single-family detached dwelling unit and an average of 1.5 resident per independent living dwelling unit in the Bull Run Planning District). Residents from the assisted living dwelling units were not included in the potential population calculation because those residents do not typically tend to use county park facilities.

Using a standard of 5 acres of suburban park space per 1,000 residents, a full build-out of the proposed Plan amendment would generate a need of 0.69 acres of park space onsite. Residents should have access to age-appropriate park and recreation facilities on site, which can include outdoor fitness stations, outdoor gaming tables, seating areas, community gardens, and trails that could be beneficial to foster social interaction between the residents.

CONCLUSION

This proposal provides an opportunity to replace an existing, non-conforming use along Lee Highway with a more compatible use in relation to the surrounding neighborhoods. However, there is a strong need for adequate buffering and transitions, combined with right-of-way needs for planned improvements to Lee Highway, which may reduce the developable area of the subject parcels. Appropriate building design that transitions in scale to the surrounding neighborhoods should be a primary design concern. Should an appropriately-scaled senior living facility be developed, this facility will be a valuable replacement for the existing use and further county policies by providing additional housing for the senior population.

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

ADD: Fairfax County Comprehensive Plan, 2013 Edition, Area III, Fairfax Center Area, as amended through 1-24-2017, Land Unit T, Land Use Recommendations-Suburban Neighborhoods and Low Density Residential Areas, page 83:

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As an option at the overlay level, Tax Map Parcels 55-4((1))30 and 31 may be appropriate for residential use up to a density of 4 du/ac for an independent and/or assisting living facility, provided the following conditions are met:

- Visual impacts to the adjacent existing neighborhoods are minimized to the extent possible through the provision of architecture that is compatible with the residential character of the area, appropriate buffering and screening that maximizes the use of existing vegetation.
- New development articulates building heights and massing to respond to the scale of adjacent uses and provides a gradual reduction in height toward the existing neighborhoods;
- Maximum building height is limited to 3 stories if oriented to Lee Highway.
- Supplemental landscape plantings are provided to assist in breaking up the building mass and to screen the parking area from Lee Highway; and,
- No vehicular connection is provided from Tractor Lane to the property.”

COMPREHENSIVE LAND USE PLAN MAP:

The Comprehensive Land Use Plan Map will not change.

COUNTYWIDE TRANSPORTATION PLAN MAP:

The Countywide Transportation Plan Map will not change.

ATTACHMENT I

Fairfax County Comprehensive Plan, 2013 Edition, Policy Plan, Land Use – Appendix, amended through 3-14-2017, pages 13-14.

“APPENDIX 1

GUIDELINES FOR MULTIFAMILY RESIDENTIAL DEVELOPMENT

The following guidelines are desirable characteristics for sites to be considered for multifamily development. Although the guidelines outline desired characteristics, certain circumstances might warrant multifamily development on a site even when these guidelines are not entirely met.

Guidelines for Suburban Neighborhoods:

1. Multifamily sites in designated Suburban Neighborhood areas should be in close proximity to community-serving retail. In addition, multifamily sites should be centrally located with respect to community services such as libraries, houses of worship, park/recreational facilities, and schools.
2. To accommodate traffic flow, the site should have adequate access to an arterial or to a collector street. An appropriate transportation analysis should be performed in conjunction with proposed multifamily development, with approval made contingent on the satisfactory resolution of identified transportation issues.
3. Sites for multifamily residential development should be located where it is county policy to provide public water and sewer service.
4. The required site size for multifamily development in Suburban Neighborhoods is dependent upon density, setback requirements, open space, parking, social and recreational amenities to be provided, and building height. These factors will tend to determine minimum site size. Generally, in areas of the county which have a reasonable supply of vacant or underutilized land, sites should be above the size necessary to meet Zoning Ordinance requirements (a minimum of 200 units). This enhances the ability to support a package of private amenities such as swimming pools, tennis courts, a clubhouse, etc. If proposed multifamily projects contain more than 600 units, diversity in architectural style, layout and transition should be encouraged.
5. Environmental concerns should be considered in site selection. Multifamily development is not appropriate in areas designated as Low Density Residential Areas. Environmental Quality Corridors and areas subject to airport noise greater than DNL 60 dBA generally should be avoided.

Guidelines for Multifamily Residential Development for the Elderly:

Locational guidelines for housing for the elderly should recognize the needs of the elderly as well as site characteristics. With regard to residents for whom health and mobility have become a concern, guidelines for the location of multifamily residential development should be modified as described below. With regard to residential facilities such as congregate housing and nursing homes, which are designed to serve the elderly population in need of continuous medical/nursing

care, these developments are less location sensitive than other elderly residential developments.

1. Public transportation and community services should be located within a reasonable walking distance and should be accessible via paved walkways that are lighted, secure, and well maintained. Crosswalks should be delineated, and adequate provisions should be made for crossing heavy traffic (e.g., pedestrian crossing signals). If neither public transportation nor community services are located within a short walking distance (i.e., a 5-7 minute walk), the elderly housing development should provide shuttle bus service which can offer residents comparable access to community services.
2. The topography of the site, and that between the site and nearby destinations, should be taken into consideration when siting residential development for the elderly. Pedestrian facilities should not be located on slopes greater than 5-8%, and such maximum slopes should not be continuous for more than 75 feet.
3. Safety and security are of particular concern to the elderly. To the extent possible, the architecture and site design for multifamily residential development for the elderly should incorporate features which reduce the potential for crime and enhance the security of residents.”