



PROPOSED COMPREHENSIVE PLAN AMENDMENT

ITEM: PA 2022-III-FC2
November 10, 2022

GENERAL LOCATION: Fairfax County Government Center campus at the intersection of Government Center Parkway and Post Forest Drive.

SUPERVISOR DISTRICT: Braddock

PLANNING AREA: Area III

PLANNING DISTRICT: Fairfax Planning District

SUB-DISTRICT DESIGNATION:

Sub-unit B2, Fairfax Center Area, Suburban Center Core Area

PARCEL LOCATION: 56-1 ((15)) 14A and 14B

PLANNING COMMISSION PUBLIC HEARING:
Thursday, December 8, 2022 at 7:30 p.m.

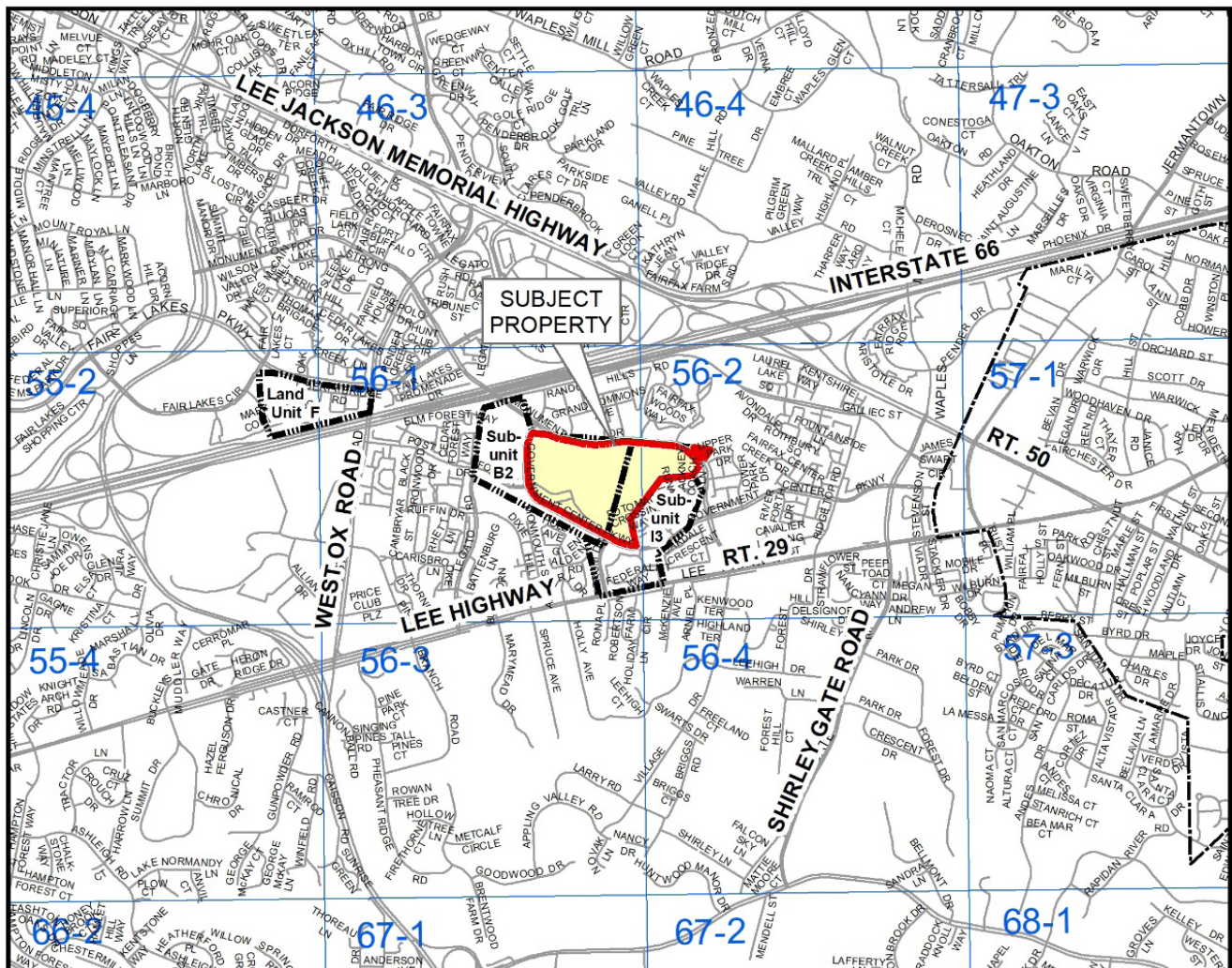
BOARD OF SUPERVISORS PUBLIC HEARING:
Tuesday, January 24, 2023 at 4:00 p.m.

**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.

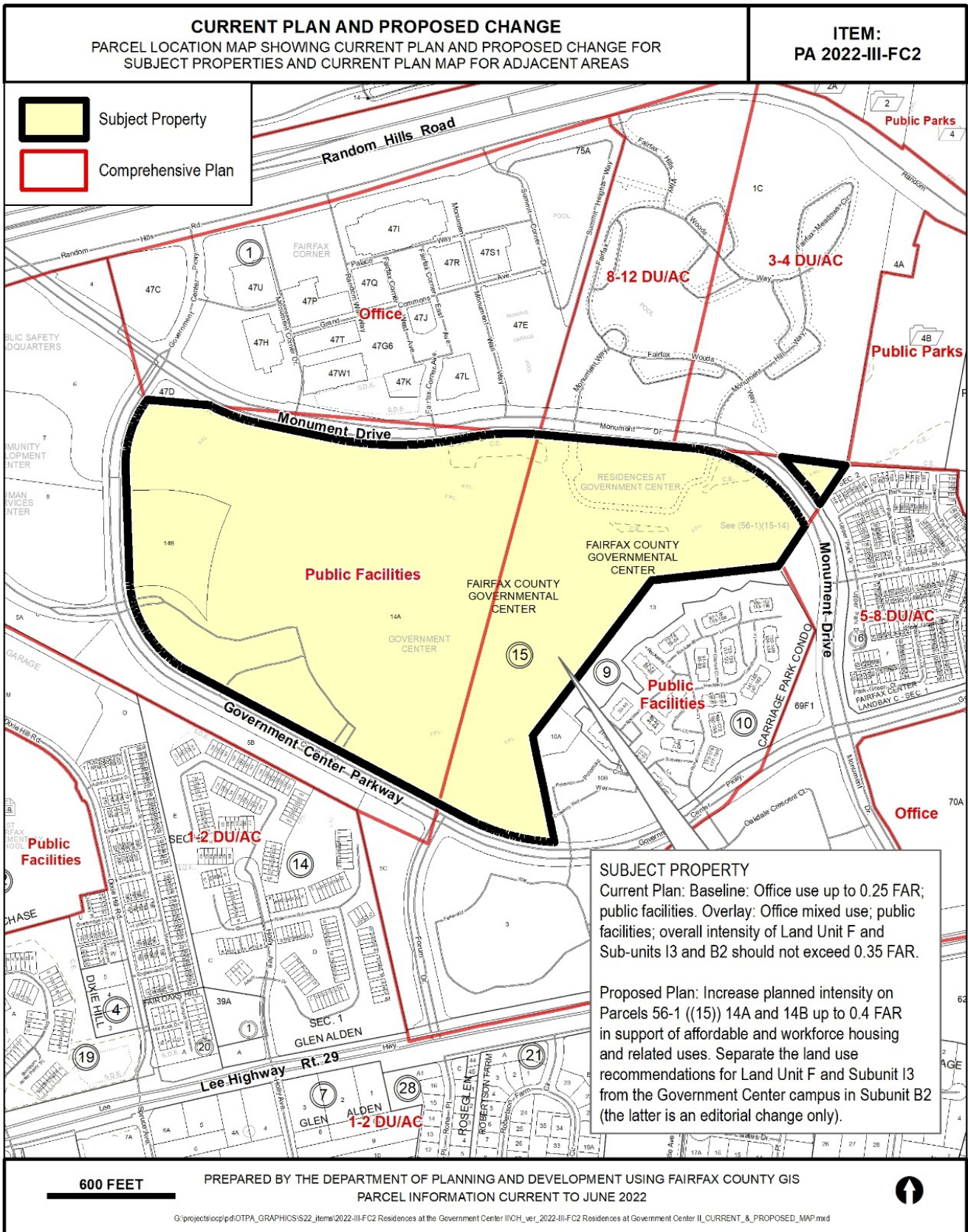
For additional information about this amendment call (703) 324-1380.



3000 FEET

PREPARED BY THE DEPARTMENT OF PLANNING AND DEVELOPMENT USING FAIRFAX COUNTY GIS
2022-III-FC2 Affordable Housing at the Government Center (PLUS: PA-2022-00004)





STAFF REPORT FOR PLAN AMENDMENT 2022-III-FC2

BACKGROUND

In 2017, the County celebrated the opening of the Residences at Government Center. This development comprised 270 multifamily units of committed workforce affordable housing on a portion of the Government Center campus.¹ Following the success of this model, the Board of Supervisors (Board) authorized conveyance of another 4.5-acre portion of the Government Center, known as Parking Lots G and H and shown on Figure 1, to the Fairfax County Redevelopment and Housing Authority (FCRHA) on January 28, 2021. The FCRHA is pursuing a public-private partnership with Lincoln Avenue Capital (LACM VA, LLC) to develop the 4.5-acre Parking Lots G and H. LACM VA, LLC proposes to construct approximately 279 affordable multifamily units and 15,500 square feet of supporting community-serving facilities such as a childcare center or multipurpose space.²

Plan Amendment (PA) 2022-III-FC2, as authorized on April 12, 2022, considers an increase in the planned intensity up to 0.4 floor area ratio (FAR) on Tax Map Parcels 56-1 ((15)) 14A and 14B (Parcels 14A and 14B), which include the main Government Center building, the associated surface parking (including Parking Lots G and H), Residences at Government Center development, and other ancillary uses. The increase in intensity would be in support of additional affordable and workforce housing and related uses. The authorization also directed staff to consider editorial revisions to the remainder of the Government Center campus, such as the Herrity, Pennino, and Public Safety Headquarters buildings and several, and other nearby developments that have historically been linked to the Government Center plan; these revisions would reflect existing development in these additional areas that have been developed per the Plan guidance and would not consider substantive land use and intensity changes.

This Plan amendment is under review concurrently with zoning applications PCA 86-W-001-14, CDPA 86-W-001-05 and FDPA 86-W-001-08, which are managed in the County's PLUS system as [RZPA 2022-BR-00086](#), for Parcel 14B. Appendix 1 of this report includes an overview concept of the applicant's proposed development as of October 2022.

¹ Fairfax County Department of Housing and Community Development, "Residences at Government Center Nationally Recognized for Public-Private Partnership Innovation," <https://www.fairfaxcounty.gov/housing/news/awards-residencesatgc..>

² Per LACM VA, LLC October 2022 submission.

CHARACTER OF THE SITE

Government Center Campus, Tax Map Parcels 56-1 ((15)) 14A and 14B

The subject site consists of that portion of the Government Center Campus generally between Monument Drive and Government Center Parkway, and contains approximately 86.4 acres of land zoned to the Planned Development Commercial (PDC) District and planned for office mixed use and public facilities uses in Fairfax Center Area. The site is developed with local government administration, community-serving uses, and, as previously mentioned, the Residences at the Government Center. As depicted in Figure 1, the predominant building on site, the Government Center, is a 5-story, 686,000 gross square foot office building with surface and structured parking. The Residences at Government Center occupies approximately eight acres along Monument Drive. This 4-story, 240,000 square foot, multifamily residential building includes 270 dwelling units, structured parking, and associated amenities.

PA 2022-III-FC2: Site Aerial View



Figure 1: The Subject Site's Aerial Imagery

Surface parking occupies approximately 15.7 acres to the west of the main Government Center building and is accessed via several points along Government Center Parkway. These parking lots host public-serving uses such as temporary events, community gatherings, farmers markets, curbside voting, and vehicle parking for employees, visitors, and the County's motor pool.

The remainder of the site includes formal landscaping, stormwater management facilities,

wooded open space, and trails. The campus' design includes a prominent ceremonial entrance from Government Center Parkway, with a linear, landscaped thoroughfare leading to a circular plaza and the Government Center building. This open space serves as an outdoor forum where members of the public may peaceably assemble for demonstrations, petitions, and other activities protected under the First Amendment. This space is complemented by the Ellipse, an open lawn east of the Government Center building that hosts various planned and unscheduled events throughout the year. The campus is bordered by mature trees that provide visual buffering along its frontage with Government Center Parkway and Monument Drive. The developed area of the campus is encircled by mature woodland that serves as a stream valley park, extending along Difficult Run and connecting to Carney Park to the east. This space is one of the largest contiguous public natural spaces in the nearby area. County ownership has enabled numerous stormwater management, habitat restoration, environmental education and outdoor recreational opportunities under the management of the Department of Public Works and Environmental Services. The site is located within the headwaters of the Difficult Run Watershed and Upper Difficult Run Subwatershed. Difficult Run flows through the site in a northeasterly direction, draining into the Potomac River and, ultimately, the Chesapeake Bay.

CHARACTER OF THE AREA

The subject site is planned within the Fairfax Center Area, designated as a special planning area in the Comprehensive Plan and situated in the west-central portion of the County. Figure 2 depicts the Concept for Future Development of the Fairfax Center Area and its land units as referenced in the Comprehensive Plan.

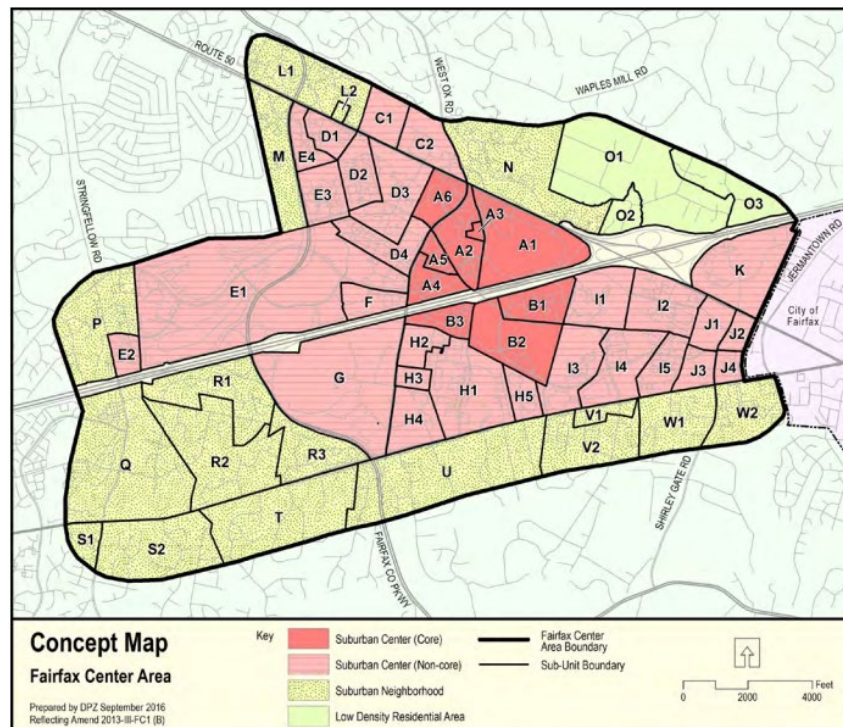


Figure 2: Concept Map of the Fairfax Center Area as shown in the Comprehensive Plan

The subject site itself is located within Sub-units B-2 and I-3 of the Fairfax Center Area plan. Land Unit F and Sub-unit I-3, within the non-core Suburban Center, were part of the original Government Center tract with Sub-units B-2 and B-3 designated within the core Suburban Center. These areas are planned together with an overall intensity of 0.35 FAR. Sub-unit B-2, contains the western portion of the Government Center Campus, including the western half of the main building's parcel and the Herrity, Pennino, and Public Safety Headquarters west of Government Center Drive and north of Post Forest Drive. Sub-unit I-3 contains the remainder of the main Government Center parcel; the eastern portion of Sub-unit I-3 has been developed for residential uses. Land Unit F has been privately developed as residential and commercial mixed use. This Plan amendment also considers administrative updates to Land Unit F and the remainder of Sub-unit I-3. The Fairfax Center Area plan is discussed in greater detail in the Land Use Analysis section of this staff report.

The following descriptions provide additional information about the area surrounding the Government Center site:

North: Sub-unit B-1, planned at a baseline for office use up to 0.25 FAR and at the overlay level for office mixed-use up to 0.35 FAR and a 300-room hotel; the core part of the development has been planned for up to 1.0 FAR. It has been developed as the Fairfax Corner mixed-use development and is zoned to the PDC District.³

East: The portion of Sub-unit I-3 which is not under County ownership. It is planned at the baseline for office use up to 0.25 FAR and public facilities use, and at the overlay level for office mixed use up to 0.35 FAR and public facilities use with the Government Center (Sub-unit B-2) and Land Unit F. The area is zoned to the PDC District and is developed as the Ellipse at Fairfax Corner multifamily apartments and the Carriage Park townhouse condominium development.

South: Land Unit H-5, planned for residential use up to six dwelling units per acre. It is zoned to the PDH-8 District and developed with the Alden Glen residential townhome community.

West: The remainder of the Government Center campus in Sub-unit B-2. Like the subject site, this area is planned and developed for local government administration and ancillary uses. The Pennino, Herrity, and Public Safety Headquarters buildings and their associated parking, open space, and stormwater management, are within this complex.

PLANNING HISTORY

The planning history of the Government Center and its outlying land areas is complex. Since the Government Center tract was originally acquired by the County in the 1970s to create a new, centralized campus for its public functions, the land areas today designated as Land Unit F, Sub-unit B-2, and Sub-unit I-3 of the Fairfax Center Area, shown in Figure 3, have undergone a series

³ See RZ 87-S-039, as amended, approved by the Board of Supervisors on February 8, 1988.

of Comprehensive Plan amendments, entitlements, and acquisition and development by both public and private entities.

The Board of Supervisors adopted Comprehensive Plan guidance for the Fairfax Center Area in 1982, establishing that the 5,500-acre area would be a central node of development and activity. Guided by a Board-directed task force of county residents, the Plan sought to avoid sprawling and inefficient land uses, specifically drawing a contrast between the contemporary, homogeneous office development of Tyson's Corner. The Fairfax Center Area was to leverage the recent opening of the Fair Oaks Mall and nearby business parks and promote mixed land arrangements facilitated by planned development zoning districts and performance-based implementation. Over time, a pattern of office, retail, and residential uses has developed, with the Government Center occupying a unique and centrally located public function within the Fairfax Center Area. The main Government Center building and associated parking on parcels 56-1 ((15)) 14A and 14B remain largely unchanged since first master planned in the 1980s, with the notable exception of the addition of the Residences at Government Center affordable housing development.

PA 2022-III-FC2: Plan Context: Land Units

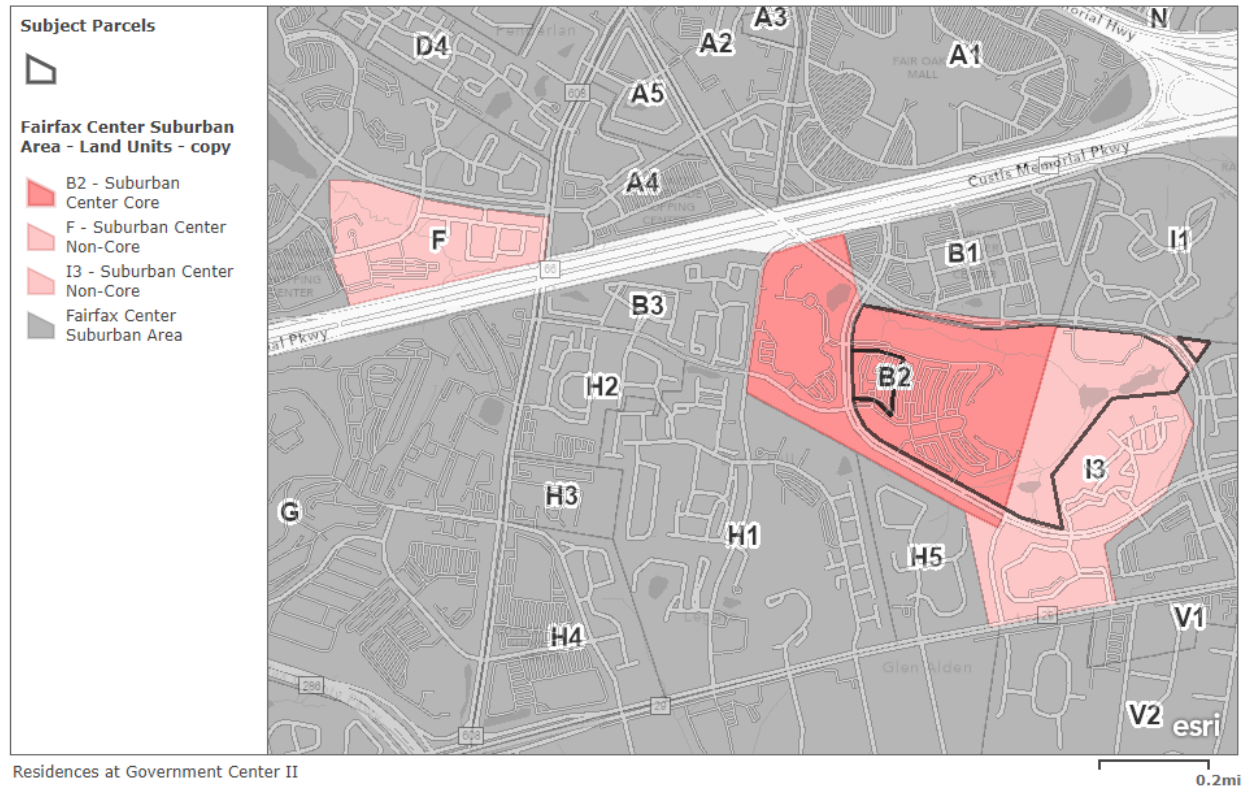


Figure 3: Fairfax Center Land Units

More recently, the County has revised the Plan recommendations for the Fairfax Center Area in a phased series of studies under Plan Amendment 2013-III-FC2. Phase I of the plan amendment updated guidance for the lower density residential and suburban neighborhoods adopted in December 2014. Phase II focused on the Suburban Center, defined a Core Area to the suburban center, and modernized overall areawide guidance, resulting in a new vision for mixed use

development in response to the future arrival of mass transit. The Board adopted Phase II in December 2016. The resulting concept map is depicted in Figure 2. Phase III, currently underway, continues the work completed in the previous phases and includes a transportation study and examines the redevelopment potential of identified sites within the suburban center's core area. This work is anticipated to be completed in 2024.

The Board authorized a visioning study of the Government Center campus in June 2022 to examine the potential for redevelopment of the campus to meet the County's latest strategic priorities and service delivery needs. Anticipated for completion in 2023, the visioning study will consider this Plan Amendment and the ongoing study of the core area.

ADOPTED COMPREHENSIVE PLAN TEXT

The Comprehensive Plan's Policy Plan and sections within the Area III Plan, the Fairfax Planning District, and the Fairfax Center Area plan provide guidance that is considered as part of the Plan amendment. The following highlights the Plan citations most relevant to this Plan amendment, although it is not an all-inclusive index of all applicable Plan guidance.

Policy Plan Citations

Fairfax County Comprehensive Plan, 2017 Edition, Policy Plan, Land Use, amended through February 23, 2021, pages 4-10

- | | |
|---------------|---|
| “Objective 2: | Fairfax County should seek to establish areas of community focus which contain a mixture of compatible land uses providing for housing, commercial, institutional/public services, and recreation and leisure activities. |
| ... | |
| Objective 4: | The county should encourage a diverse housing stock with a mixture of types to enhance opportunities for county residents to live in proximity to their workplace and/or in proximity to mass transit. |
| ... | |
| Objective 6: | Fairfax County should have a land use pattern which increases transportation efficiency, encourages transit use and decreases automobile dependency. |
| ... | |
| Objective 8: | Fairfax County should encourage a land use pattern that protects, enhances and/or maintains stability in established residential neighborhoods. |
| ... | |
| Objective 14: | Fairfax County should seek to achieve a harmonious and attractive |

development pattern which minimizes undesirable visual, auditory, environmental, or other impacts created by potentially incompatible uses.”

Fairfax County Comprehensive Plan, 2017 Edition, Policy Plan, Housing, amended through February 23, 2021, page 3-12:

Board of Supervisors Goal: “Opportunities should be available to all who live or work in Fairfax County to purchase or rent safe, decent, price-appropriate housing within their means in accordance with the *One Fairfax policy* and *Communitywide Housing Strategic Plan*. Housing affordable for all income levels should be located as close as possible to employment opportunities while maximizing quality of life standards. The provision of affordable housing should be a vital element in high density and mixed-use developments should be encouraged in revitalization areas and mixed-use centers and stimulated through flexible zoning wherever possible.”

Areawide Guidance

Overall Areawide guidance for the Fairfax Center Area is found in the **Fairfax County Comprehensive Plan, 2017 Edition, Area III, Fairfax Center Area, amended through October 19, 2021, pages 1-5**, and excerpted in part:

“CONCEPT FOR FUTURE DEVELOPMENT

....

The Fairfax Center Area is classified as a Suburban Center surrounded by Suburban Neighborhoods at its periphery ... The Suburban Center is envisioned as a premiere place to live, work, and play, with the greatest intensity focused around a planned transit station in the median of I-66 near the Fair Oaks Mall, Fairfax Corner, and the County’s Government Center complex. This station presents an opportunity to evolve into a transit-oriented core area, a compact, mixed-use place with a more urban character.”

This Areawide guidance defines a specific vision for the Fairfax Center Area, found in the **Fairfax County Comprehensive Plan, 2017 Edition, Area III, Fairfax Center Area Area-wide Recommendations, amended through October 19, 2021, pages 7-27**. This vision is further cited and discussed in the Analysis section of this report.

Areawide guidance specific to the Suburban Center Core Area can be found in the **Fairfax County Comprehensive Plan, 2017 Edition, Area III, Fairfax Center Area Area-wide Recommendations, amended through October 19, 2021, pages 28-30**.

Finally, Plan guidance specific to the land units considered in this Plan amendment, of which this subject area is a part, is found in the **Fairfax County Comprehensive Plan, 2017 Edition, Area III, Fairfax Center Area, Land Use Plan Recommendations for Sub-units B-2, I-3 and Land Unit F**. Full text of these sections is provided in Appendix 2.

PROPOSED PLAN AMENDMENT

As authorized, the proposed Plan amendment considers land use options for residential and supporting uses at an intensity of up to 0.4 FAR on Parcels 14A and 14B (within Sub-unit B-2) in support of the county's workforce and affordable housing goals. This Plan amendment also considers editorial changes to Sub-unit I-3 and Land Unit F, which have historically been planned with Sub-unit B-2 as part of the original Government Center land holdings.

Table 1 summarizes the adopted and proposed development options.

Table 1: Current and Proposed Plan Recommendations

Tax Map Parcels	Existing Use	Adopted Plan Recommendation	Proposed Amendment
56-1 ((15)) 14A (Sub-unit B2 (part))	Government Center Residences at Government Center Developed at ~ 0.25 FAR	Office Mixed Use and Public Facilities 0.35 between B-2, I- 3, and F (Plan acknowledges that development on Sub-unit F has occurred up to 0.45FAR)	Authorized: up to 0.4 FAR; no change in use
56-1 ((15)) 14B (Sub-unit B2 (part))	Parking Lots G & H		Staff Recommended: up to 0.35 FAR office/mixed-use for sub- unit; additional density in support of affordable and workforce housing* Adjust boundary of Sub-unit B-2/I-3 to reflect current Government Center property.
Remainder Sub-unit B-2 (part)	Herrity, Pennino, Public Safety Headquarter buildings		Staff Recommended: No change in land use; revise 0.35 FAR for sub-unit as noted above.
Sub-unit I-3 (part)	Carriage Park Condos and Government Center open space Developed at approx. 12 dwelling units per acre		Authorized: Unlink planned intensity from Government Center. Staff Recommended: (Editorial change) Revise to reflect existing residential use and density of approx. 12 dwelling units per acre; Adjust western boundary of I-3 to exclude the Government Center campus
Land Unit F	East Market Commercial/Residential Mixed Use		Authorized: Unlink planned intensity from Government Center.

	Developed at 0.45 FAR		<p>Staff Recommended: (Editorial change) No change in land use or intensity, as Plan already acknowledges development up to 0.45 FAR.</p>
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*0.35 FAR is adequate to support the proposed affordable housing given the planned but unbuilt development on the site.

The calculations in Table 1 reflect overall intensities and do not reflect prior road dedications, Affordable Dwelling Unit (ADU) bonus density, or density transfers between land units via entitlements. Overall intensities expressed as FAR at the land unit level are approximate. While the land and unit sizes were verified with the County’s authoritative Geographic Information Systems (GIS) data, land units are, by nature, planning designations and not surveyed parcels.

ANALYSIS

Land Use

The Fairfax Center Area, within which the Government Center is planned, was originally envisioned as an employment-focused, mixed-use center, with housing as a predominant secondary use. The majority of the development is envisioned to be focused in the Suburban Center portion of the area, as designated on the Concept for Future Development. Today the Fairfax Center Area is developed with office, housing, public and institutional facilities, and retail amenities. Focal points include high-quality mixed-use centers such as Fairfax Corner and the Fair Lakes commercial and residential planned communities, the regional Fair Oaks Mall and adjacent areas, and the Fairfax County Government Center.

The current vision seeks to transform the area, and the Suburban Center in particular, from its traditional, suburban character into an interconnected, urban, transit- and pedestrian-friendly place, with future land uses that promote a day-evening activity cycle through a mix of office, retail, hotel, entertainment, and housing.

The specific guiding principles that provide an overall framework for achieving this vision include:⁴

- “Develop a central focal area comprised of the Government Center complex, Fairfax Corner, and the Fair Oaks Mall area, with a network of additional activity nodes throughout the area to serve local residents.
- ...

⁴ Examples within the Comprehensive Plan are provided. These principles are quoted from the Comprehensive Plan, 2017 Edition, Area III Plan, Fairfax Center Area, as amended through October 19, 2021, beginning on page 4.

- Promote high-quality urban design, to include building design and streetscape amenities, that contributes to the overall vision of the Fairfax Center Area.
- Provide opportunities for infill development to support the creation of additional activity nodes that include residential, retail, office, hotel, and/or civic uses.
- Improve the multimodal connectivity of the area by connecting and enhancing existing pedestrian and bicycle facilities as well as providing increased transit access.
- Ensure that the transportation network supports current and future travel demands.
- Recognize that development should be phased with the provision of infrastructure components such as transportation facilities, schools, parks, and other public facilities.
- Provide recreation opportunities for all ages and abilities.
- Promote the health of stream valleys and other environmentally sensitive areas.”

Land uses and developments are envisioned to be connected by a network of parks, stream valley trails, and pedestrian bicycle routes that enable residents to have their immediate needs met within the local community and regional connectivity via the nearby Express Bus service and planned Metrorail station near Fair Oaks Mall and Fairfax Corner. The Suburban Center’s Core Area, of which the subject site is a part, is planned for higher intensities of mixed-use development that capitalize on available access to mass-transit options. It is intended that the Core Area develop as a vibrant, active area where high quality architecture, innovative site design and multimodal connectivity are the norm.⁵

Intensity and Use:

The proposed redevelopment of Parcel 14B from surface parking to primarily residential use presents an opportunity to further the development goals of the Fairfax Center Area, such as fostering multimodal connectivity, with the location near the under-construction Express Bus station and planned Metrorail station. Redevelopment should be designed and constructed to complement the

Affordable and Workforce Housing Defined

This proposed Plan amendment considers additional affordable and/or workforce housing on the Government Center Campus.

Affordable Housing is “price-appropriate for-sale and rental housing for a variety of income levels up to 80 percent of the AMI for rental housing and 120 percent of the AMI for for-sale housing that is provided through a variety of federal, state and local programs”.

Workforce Housing is similar; however, the intent of the Workforce Dwelling Unit (WDU) program is to encourage affordability in the county’s planned Mixed-Use Centers, including the Tysons Urban Center, Suburban Centers, Community Business Centers and Transit Station Areas, or, for rental Workforce Dwelling Units, where the Area Plans envision mixed use or high-density residential development, above the baseline recommendation.

Per the Fairfax County Comprehensive Plan, 2017 Edition, Glossary as amended through November 9, 2021

⁵ For recommendations specific to the Suburban Center Core Area (Land Units A and B), see the Fairfax County Comprehensive Plan, Area III Plan, Fairfax Center Area, as amended through October 19, 2021, pages 34-47.

existing character of the Government Center campus and respect the ceremonial entrances and the natural resources and recreational amenities on site.

Sub-unit B-2, Sub-unit I-3 and Land Unit F are planned for an approximate total development potential of 3.3 million square feet, and, as mentioned previously, entitled for the Government Center campus and private development under approved case RZ/PCA 86-W-001, last amended in 2020. Under this approved rezoning application, the area was administratively subdivided as shown in Table 2. Note that there is overlap between the zoning and Comprehensive Plan land unit designations.

Table 2: Land Units and Current Development

RZ/PCA 86-W-001	Current Development	Current Land Unit
Land Bay A	East Market Mixed Use	Land Unit F
Land Bay B	Herrity, Pennino, and Public Safety Buildings	Sub-unit B-2
Land Bay C	Government Center complex	Sub-units B-2 and I-3
Land Bay D	Carriage Hill Condominiums and Government Center open space	Sub-unit I-3

Based on the entitlement actions and buildout activity to date, there is approximately 87,000 square feet of entitled but unbuilt development potential and an additional 147,000 square feet of planned but not entitled development potential in Sub-unit B-2 for a total of 234,000 square feet of unbuilt, planned development potential.

Concurrent with this Plan amendment, the proposed Proffer Condition Amendment⁶ proposes 350,000 square feet of development for new residences and a community space or daycare of 15,500 square feet, for a total of 365,500 square feet, including the 20% bonus for affordable dwelling units. Not including this bonus, the base square footage proposed is approximately 307,000 square feet. Accordingly, assuming that all of the remaining Plan potential is located on this site, the applicant's proposal would require approximately 70,000 square feet of additional planned development potential in Sub-unit B-2, exclusive of bonus density, above that currently in the Plan.

Revising the planned development potential of Sub-unit B-2 to allow for a 0.35 FAR in the Sub-unit itself, rather than the current average across Sub-units B-2 and I-3 and Land Unit F, would result in approximately 2,041,341 square feet of total development potential in Sub-unit B-2. This would accommodate the development proposal of 307,000 square feet (exclusive of bonus density) and include an additional 50,000 square feet of development potential, allowing for

⁶ Per applicant's submission dated October 14, 2022.

modest adjustments to the current proposal, if necessary and appropriate. These calculations also assume that the land unit boundary between Sub-units B-2 and I-3 would be adjusted as discussed in the following section, to reflect the Plan as implemented.

This Plan amendment proposes no change to the recommended land uses, as residential use is already a component of the planned office mixed use designation. Any new residential use would need to be compatible with and mitigate impacts on the campus and surrounding area, per the Policy Plan, Land Use element Objectives 8 and 14 and the Fairfax Center Areawide Guidance. Given the adopted Plan guidance, new development in Sub-unit B-2 should include amenities to serve residents, employees, and visitors to the site. These ancillary uses may include parks and open space, community-serving uses, and other types of amenities appropriate to a multifamily residential development within the context of a broader public facility.

Future redevelopment should adhere to the Comprehensive Plan's Use Specific Performance Criteria for the Fairfax Center Area (Fairfax Center Area, page 89) as an integral consideration of approving a future entitlement. The criteria outline guidance for site planning, access and parking, open space, public uses, urban parks and recreational amenities, architectural design and building materials, landscaping, and other design-based elements that create a cohesive visitor experience throughout the Fairfax Center Area.

Administrative updates to Sub-unit B-2, Sub-unit I-3, and Land Unit F Recommendations

The Plan recommendations for Sub-units B-2 and I-3 and Land Unit F have been updated periodically to account for changes in development patterns, ownership, and land use. Sub-units I-3 and Land Unit F outside of the Government Center campus have been developed in conformance with the plan with non-public uses and densities/intensities. Accordingly, a single average development intensity for all three areas is no longer appropriate, and the Plan can be streamlined. Specifically, the land use recommendations for Sub-unit I-3 should reflect the current development at 12 dwellings units per acre for that portion of the sub-unit, rather than the office mixed use as adopted.

One primary issue is the division of the Government Center campus between Sub-units B-2 and I-3. Redefining this boundary to reflect the current property boundaries would separate the institutional and public uses from the private residential developments to the east. As shown in Figure 4, this would result in a smaller Sub-unit I-3; however, the Plan recommendations would mirror the existing development.

Modified Sub-Units (current)					
	Land Area (sf)*	Land Area (ac)	Approved DU	Approved GSF	FAR
Sub-Unit B2	5,832,402	133.9	270	1,770,680	0.30
Sub-Unit I3	2,208,716	50.7	596	733,180	0.33
Land Unit F	1,485,396	34.1	400	667,926	0.45
Total	9,526,514	218.7	1266	3,171,786	0.33
Planned Intensity				3,334,280	0.35
Difference (remaining Plan potential)				162,494	0.02

Modified Sub-Units (as proposed)								
	Land Area (sf)*	Land Area (ac)	Proposed DU	Proposed GSF	Proposed FAR	Planned GSF	Planned FAR	SF Difference
Sub-Unit B2	5,832,402	133.9	549	1,991,215	0.34	2,041,341	0.35	50,126
Sub-Unit I3	2,208,716	50.7	596	733,180	0.33	733,180	(12 du/ac)	0
Land Unit F	1,485,396	34.1	400	667,926	0.45	667,926	0.45	0
Total	9,526,514	218.7	1545	3,392,321	0.36	3,442,447	n/a	50,126

* Land areas include parcel areas plus road dedications, per the rezoning applicant's October 2022 submission.

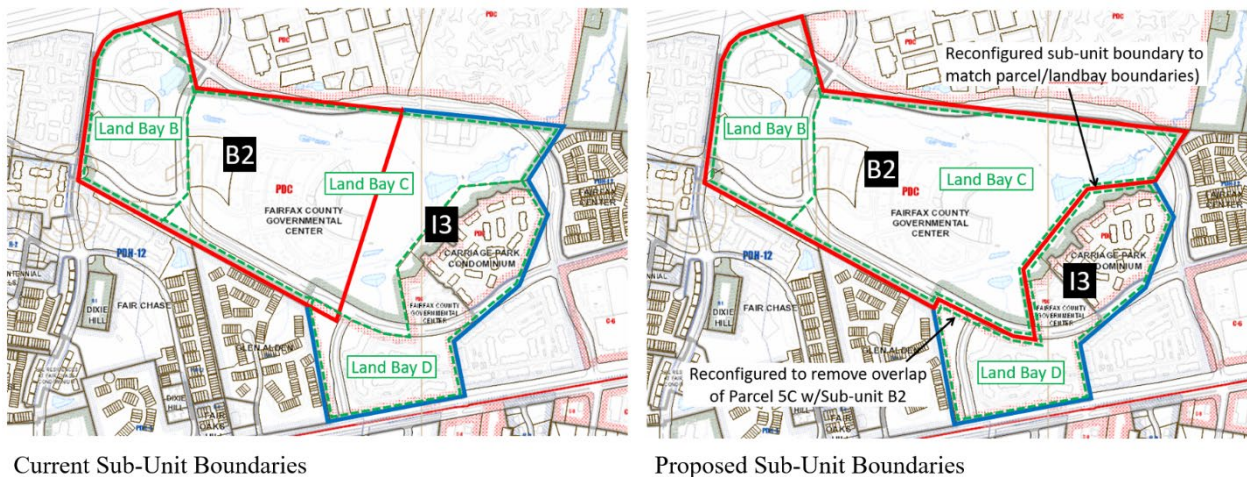


Figure 4: Land Unit quantifications (above) and current (left) and Proposed (right) Plan Land Unit Boundaries, in red, showing development potential and entitlement Land Bays B-D (green).

Urban Design

The Government Center's function, architectural design, and layout were designed and constructed to represent the campus' importance to the broader County. As such, any future development should not diminish the ceremonial character and grand vista of the main campus

building and its open landscape but should enhance and protect these elements of the Government Center campus.

Future plans should incorporate the highest quality of building materials and architectural design befitting the development's location on the Government Center campus. The proposed location is a prominent corner at Government Center Drive and Post Forest Drive, adjacent to the main campus entrance. Any development of this site would be visible to all visitors and passersby, and its appearance would influence the public's impression of the local government campus as a whole.

The public buildings immediately west of the site represent the character of a traditional 20th century office park, including multistory office buildings with glass facades and a modern architectural style. The Plan guidance for Sub-unit B-2 acknowledges that such use and design should provide buffering to minimize impacts on surrounding uses.⁷ Residential use at the proposed location is generally compatible; however, plans should consider the impacts between it and the public/institutional uses present at the Government Center such as, but not limited to, visual elements, site character, noise, and lighting.

Housing

It is a priority of the Board of Supervisors that the county is a “place where all people live in communities that foster safe, enjoyable, and affordable living experiences.”⁸ The availability of reasonably priced housing in desirable areas where employment, shopping, and community services are readily accessible to all is an essential element of maintaining the county's quality of life.

To this end, the strategies contained in the Neighborhood Livability Community Outcome Area of the Countywide Strategic Plan aim to increase equitable access to affordable housing. Among them:

- **HNL 1⁹.** Produce, preserve and improve affordable housing units through partnerships with traditional and innovative housing developers consistent with the recommendations in county policies and plans.
- **HNL 3.** Encourage mixed-income and diverse types of housing developments near transit hubs, transit routes and revitalization areas that meet affordability requirements for a range of income levels, especially units large enough to accommodate families.
- **HNL 4.** Identify and execute creative opportunities to develop affordable housing throughout the county and especially in revitalization areas, including flexible criteria for accessory dwelling units, building reuse and repurposing and establishing community land trusts in communities that feature mobility options and walkable neighborhood amenities.

⁷ Fairfax County Comprehensive Plan, Area III, Fairfax Center Area, Sub-unit B-2, as amended through October 19, 2021, page 47.

⁸ Fairfax Countywide Strategic Plan, October 2021, Housing and Neighborhood Livability Community Outcome Area, [Housing and Neighborhood Livability | Strategic Plan \(fairfaxcounty.gov\)](https://www.fairfaxcounty.gov/strategic-plan/housing-and-neighborhood-livability).

⁹ “HNL” is the designation given to Housing and Neighborhood Livability in the Strategic Plan.

- **HNL 5.** Leverage county/school/park/private business land and facilities (existing and new) and develop non-traditional partnerships to achieve efficiencies to produce more units.”¹⁰

The implementation of these strategies and others in the Strategic Plan will align with the County’s Housing Blueprint¹¹ and its Communitywide Housing Strategic Plan which, in part, speak to the importance of making vacant or underutilized publicly owned land available for mixed-income housing through public-private partnerships.¹²

Within the Comprehensive Plan, the Policy Plan¹³ cites the demand for price-appropriate rental housing for all income levels in Fairfax County, and particularly for persons of low- and moderate incomes. The gap between the insufficient supply of affordable housing and the demand of a growing workforce is further exacerbated by a shortage of available and appropriate land for development. However, increasing supply alone will not adequately address the current and future housing affordability needs; housing must be in accessible locations, convenient to employment, shopping, and mass transit. The Metropolitan Washington Council of Governments (MWCOC) (2019) estimates that more than 325,000 people commute daily into the region for work; families are having to move further from the region’s core and their jobs for more affordable homes and lifestyles.¹⁴ Those most cost-burdened are the lowest and middle income brackets: service workers, nurses, teachers, construction and trades, first responders, and others for whom the nature of their work is in-person and on-site.¹⁵

Fairfax County’s policies and programs support and encourage affordable housing in its activity centers, where higher development intensities, mixed land use, and access to public transit are available. The inclusion of affordable and accessible housing within the core of Fairfax Center Area would advance numerous local and regional policy and planning goals.

Stormwater Management

To ensure that water quality and water quantity are appropriately managed, the adopted Comprehensive Plan promotes site design and low impact development (LID) techniques that reduce stormwater runoff volumes and peak flows; increase groundwater recharge; and increase the preservation of undisturbed areas. Developments are expected to optimize stormwater management and water quality controls using innovative Best Management Practices and infiltration techniques, nonstructural Best Management Practices and bioengineering practices,

¹⁰ A complete list may be found at [Housing and Neighborhood Livability | Strategic Plan \(fairfaxcounty.gov\)](https://www.fairfaxcounty.gov/housing-and-neighborhood-livability/strategic-plan).

¹¹ Published annually, the Fiscal Year 2022 Blueprint is the most current as of this report: [FY 2022 \(fairfaxcounty.gov\)](https://www.fairfaxcounty.gov/fiscal-year-2022-blueprint)

¹² Full June 1018 Plan available: [Communitywide Housing Strategic Plan \(fairfaxcounty.gov\)](https://www.fairfaxcounty.gov/housing-and-neighborhood-livability/communitywide-housing-strategic-plan). The specific strategy cited is B4 on page 14.

¹³ Comprehensive Plan, 2017 Edition, Policy Plan, Housing Element, page 1, *et seq.*

¹⁴ Metropolitan Washington Council of Governments, “The Future of Housing in Greater Washington: A Regional Initiative to Create Housing Opportunities, Improve Transportation, and Support Economic Growth,” September 2019.

¹⁵ Ibid.

and infiltration landscaping.¹⁶

Parcel 14B, the location proposed for affordable housing, is located within the Difficult Run Watershed and, as mentioned previously, is currently developed with the Government Center, associated parking lots and some limited planting areas, including canopy trees and shrubs. Resource Protection Areas (RPA), designated Environmental Quality Corridor (EQC), floodplains, and stream valley vegetation are located to the north, east, and south of the property; however, none of these stream-related features extend onto Parcel 14B (Figure 5). The Fairfax County Department of Public Works and Environmental Services (DPWES) has several ongoing stormwater projects adjacent to this site, including a stream restoration (Difficult Run Tributary at Government Center) and a pond retrofit (DPWES project number 0592DP).



Figure 5: Floodplain and Water Features near the Government Center

Soils within the parking areas are classified as Type 95, Urban Land. This type of soil consists entirely of impervious surfaces, such as pavement, concrete, rooftop, or compacted soils that will not infiltrate stormwater and are shown in Figure 6. All precipitation landing on Urban Land is expected to be converted to runoff. This soil is considered severely degraded and measures should be taken to remediate this soil to increase its water infiltration capacity and ability to

¹⁶ Fairfax County Comprehensive Plan, 2017 Edition, Policy Plan, Environment, Amended through 11-9-2021, Pages 7-10

support plantings. There are a variety of other soils on the larger Government Center campus, primarily within areas to the north, east, and south of the site, typical of stream valleys and consistent with the vegetation, RPA, and floodplain noted previously.



Figure 6: Impervious surface at the Government Center and surrounding area

There is an opportunity with this Plan amendment and future redevelopment of the subject site to introduce new stormwater quantity and quality control measures and open space. Per countywide and Fairfax Center Area policy, these stormwater quantity and quality measures should incorporate environmentally friendly stormwater design, with an emphasis on the use of LID practices. Stormwater and site design features should seek to reduce the amount of existing impervious cover and incorporate runoff reduction strategies such as infiltration, stormwater reuse, and retention to improve downstream waters. Native plants should be used to provide habitat benefits while reducing fertilization, improving the soil, and minimizing maintenance. Pervious pavement, rainwater harvesting cisterns, and green roofs should be considered in order to enhance stormwater infiltration; increase the viability of tree, shrub, and perennial plantings; and reduce the heat island effect of any development proposal. These efforts would also help to implement the County's Sustainable Development Policy for Capital Projects,¹⁷ as amended on September 15, 2020, by the Board of Supervisors. This policy, applicable to projects greater than

¹⁷ Fairfax County Department of Public Works and Environmental Services, Sustainable Development Policy for Capital Projects, September 15, 2020, <https://www.fairfaxcounty.gov/publicworks/sites/publicworks/files/assets/documents/pdf/sdpolicy.pdf>

10,000 square feet, establishes that the County's capital facilities will be financed, planned, designed, constructed, operated, renovated, maintained, and ultimately decommissioned through environmentally sustainable means.

The adopted Fairfax Center Areawide guidance expects that proposed new development and redevelopment provide onsite measures for water quality and quantity controls.¹⁸ Any redevelopment, in partnership with the County, should identify additional stormwater management opportunities above the minimum requirements so that any proposed construction would not impact the existing downstream stormwater pond retrofit (0592DP) or the adjacent stream restoration project. Partnerships could address enhanced on-site water quality practices, additional stormwater quantity control or reuse, and right-of-way stormwater management improvements.

The level of specificity for environmental resource protection and management in the adopted Areawide Guidance provides a strong foundation for a future PCA; however, additional language is recommended to highlight need for stormwater management controls *above minimum requirements*. The future entitlement review should reflect the sensitivity of the Government Center campus's ecology and water resources.

Forest Resources and Natural Landscaping

The Comprehensive Plan anticipates that new development resulting from this Plan amendment would address urban forestry and be designed in a manner that retains and restores tree cover, consistent with planned land use and good silvicultural practices.¹⁹ For public facilities and sites, the Public Facilities Element of the Policy Plan anticipates that redevelopment on public facilities would be designed, retrofitted, and maintained in an environmentally-sensitive manner and that LID practices and natural landscaping methods would be applied "with the goal of minimizing resource consumption, reducing stormwater runoff, decreasing life-cycle maintenance requirements, increasing the habitat value of each site, and increasing soil and plant health." Factors to be considered include costs, health, safety/security, and the broader context of facility and site needs (e.g., recreational uses).²⁰ The Comprehensive Plan defines Natural Landscaping as:

"A landscaping approach through which the aesthetic and ecological functions of landscapes installed in the built environment are improved, and through which natural areas are restored by preserving and recreating land and water features and native plant communities. Sustainable landscapes are formed by protecting and restoring natural ecosystem components; maximizing the use of native plants; controlling invasive plant species; reducing areas of unnecessary mowing; reducing or eliminating synthetic fertilizers; protecting, creating, and maintaining healthy soils; and retaining rainwater on-site through low impact development practices. In natural areas, only locally native plant species are used to provide the greatest possible ecological benefits. In built landscapes, most of the plant cover is composed of native plant species that support wildlife and improve environmental conditions, although non-invasive non-native plants may be selectively used where

¹⁸ Comprehensive Plan, Area III, Fairfax Center Area-wide Recommendations, pages 18-20.

¹⁹ Comprehensive Plan, Policy Plan, Environment, pages 17-18.

²⁰ Ibid.

appropriate.”²¹



Figure 7: Tree Canopy, noting the canopy that was removed to construct the Residences and Government Center development

The Government Center campus has significant forest resources around its periphery, along access roads, and throughout its open spaces. Tree canopy is a predominant feature, as shown in Figure 7. Formal landscaping amongst the surface parking lots is provided to complement the built environment; it occurs as landscape islands and along Government Center Parkway and access roads. The existing imperviousness of the surface parking lots, their compaction, and lack of organic matter, along with potential limitations on planting areas following construction, could lead to high plant mortality, stunted plant growth, minimal water infiltration, and significant stormwater runoff from planting areas in the redeveloped areas.

Future repurposing of the surface parking lots based on this proposed Plan amendment would represent an opportunity to create meaningful, landscaped open spaces on the site and connect to the larger Government Center campus for the use of both future residents and the larger community.

As previously mentioned, the environmental elements of the Policy Plan and Fairfax Center Area

²¹Comprehensive Plan, Glossary, age 11.

Areawide guidance should guide any future development on the subject site, resulting from the Plan amendment. Shade trees and shade structures should be used throughout the site, including in outdoor recreation areas and within parking areas.

Tree canopy along Government Center Parkway and the main entrance to the Government Center should be preserved, enhanced, and restored, as applicable, with any redevelopment. Tree canopy should be evaluated to include information regarding species composition, tree health, and the presence of invasive species. Habitat value increased by using native overstory trees, understory trees, shrubs, and perennials.

Countywide policy and adopted Areawide guidance provide sufficient detail to inform the proposed Plan amendment and any resulting redevelopment. No additional Plan language is proposed.

Green Building

Within Suburban Centers, the Environment Element of the Policy Plan, Objective 13, Policy b ensures that any rezonings for multifamily development incorporate green building practices sufficient to obtain certification through the LEED-NC program or an equivalent program specifically incorporating multiple green building concepts.²²

The County's Sustainable Development Policy establishes LEED Gold as the standard for all new additions and major renovations with an occupied area greater than 10,000 square feet. In addition, the following sustainable features must be provided as a matter of policy:

- a. The facility must be designed to accommodate infrastructure for future installation of solar photovoltaic panels for renewable energy generation on-site.
- b. Infrastructure must be provided for future installation of electric vehicle (EV) charging stations.
- c. Provide an on-site renewable energy generation component, as practicable, with supplemental off-site renewable energy generation as required.

Capital projects must also provide for incremental energy performance improvements and reduction on Greenhouse Gas emissions with a goal towards achieving Net Zero energy (NZE). NZE buildings are those designed and constructed for optimum energy efficiency, use electricity-based space and water heating, and on-site renewable energy generation. A goal of a NZE project is to produce energy, via a renewable source, at or equal to the energy it consumes in a year.²³

Within the Comprehensive Plan, green building recommendations are covered in adopted policy, Fairfax Center Areawide Plan guidance, and in the applicable areawide guidance.

²² Comprehensive Plan, Policy Plan, Environment, page 21.

²³ See also: Fairfax County's Operation Energy Strategy, dated July 13, 2021. [Fairfax County Operational Energy Strategy-July 13, 2021](#).

Electric-Vehicle (EV) Charging

Fairfax County encourages the “provision of or readiness for charging stations and related infrastructure for electric vehicles within new development and redevelopment proposals, particularly for residential where other opportunities are not available.” The adopted Plan²⁴ addresses this goal at the policy level and is considered in development applications countywide.

Per the policy adopted guidance, Electric Vehicle (EV) charging stations should be installed for 2-percent or more of the proposed parking spaces, as part of a future zoning application. Such charging stations should be fully wired and functional, and open to all residents and visitors. Accommodation should be made for additional future charging stations in these areas. Site-specific language is not recommended in favor of existing policy guidance.

Transportation-Generated Noise

New development resulting from this proposed Plan amendment would be expected to protect people from unhealthful levels of transportation noise. “New development should not expose people in their homes, or other noise sensitive environments, to noise in excess of DNL 45 dBA [decibels, A-weighted], or to noise in excess of DNL 65 dBA in the outdoor recreation areas of homes. To achieve these standards new residential development in areas impacted by highway noise between DNL 65 and 75 dBA would require mitigation. New residential development should not occur in areas with projected highway noise exposures exceeding DNL 75 dBA.”²⁵ The subject property is adjacent to Government Center Parkway, which could be a source of unhealthful transportation-related noise exposure.

Adopted policy would be adequate to address impacts due to transportation-generated noise at the subject site. A noise study should be submitted with any future zoning application to determine the anticipated noise impacts of the proposed development and to determine possible mitigation measures so that noise is mitigated to DNL 45 dBA for interior spaces and DNL 65 dBA for outdoor recreation areas. The noise study should define the noise levels impacting the proposed uses as a measure of dBA DNL. The study should include noise contours for both current noise and future noise based on a minimum 20-year traffic volume projection for the applicable roadway noise sources. The noise study should also include noise mitigation measures needed to reduce the impacts of noise.

Parks and Recreation

An increase in development potential for residential use is anticipated to generate a need for parks and recreational opportunities for new residents. Existing nearby parks (Carney, Random Hills, Piney Branch Stream Valley, and Fairfax Villa Parks) meet only a portion of the demand for parkland in the service area of the subject site. In addition to parkland, the facilities of

²⁴ Comprehensive Plan, Policy Plan, Environment, page 22.

²⁵ Comprehensive Plan, Policy Plan, Environment, page 12.

greatest need in the Fairfax Planning District, which includes the subject site, includes basketball courts, youth and adult soccer fields, playgrounds, a skatepark, and trails.

The Comprehensive Plan defines the standards and criteria for the provision of parks and recreational amenities.²⁶ These per-population metrics are used to identify needs of both park acreage and target service levels for typical park facilities such as athletic fields, courts, and playgrounds. The Urban Parks Framework within the Policy Plan provides design guidance and demonstrates the forms, amenities, user experience, and management considerations of the desired urban park network.

The Fairfax Center Areawide guidance in the adopted Plan identifies pedestrian linkages to and within the subject site as essential to achieving the Plan's objectives for the Fairfax Center Area. The grounds around the Government Center Campus function as a park, and additional park amenities, either on site or elsewhere on the campus, should be considered for the benefit of residents and on-campus employees. Development of urban parks such as pocket parks, plazas, common greens, and recreation-focused urban parks should be encouraged with any redevelopment. Integration of publicly accessible urban parks in the overall development design would be critical to promoting healthy lifestyles, providing onsite public health benefits and recreational opportunities and helping to create a sense of place at the site.

Impacts to the existing trail network on the Government Center Campus grounds should be avoided or minimized with any redevelopment resulting from the proposed Plan amendment. Should the existing trail network be impacted by future development, impacts should be mitigated through enhancements and improvements to the trail network. Additionally, future development should seek to enhance the existing trail network on the Government Center campus by providing and improving connections to existing trails on- and off-site.

The adopted Plan guidance details the importance of parks and recreational opportunities in the Fairfax Center Area, and no additional guidance at the site level is recommended. However, at time of rezoning, it is the expectation that future development plans include the creation of usable open spaces such as pocket parks, plazas, common greens, and recreation-focused urban parks in accordance with the Urban Parks Framework.

Public Schools

While as noted, residential use is already permitted under the adopted Plan, the proposed Plan Amendment is intended to facilitate an affordable development, which may include a greater proportion of units suitable for families with school-aged children. For School Year (SY) 2021-22, the schools serving this area are Fairfax High School (HS), Katherine Johnson Middle School (MS), and Eagle View Elementary School (ES), some of which are located within the City of Fairfax.

²⁶ Comprehensive Plan, Policy Plan, Parks and Recreation, Appendices 2 and 3, amended through March 14, 2014, pages 15-22.

Based on the FCPS Adopted CIP FY 2023-27, the school system is considered to have sufficient capacity for current programs and future growth. The proposed Plan would result in a minimal increase to the potential student yield (between three and nine students).²⁷ The details of the types of multifamily units would be presented in the future rezoning application and conceptual development plans.

The Areawide guidance for the Fairfax Center Area specifically addresses developments' impact on the school system and recommends that any impacts be identified and mitigated by the developer(s) and the County. The specific impacts should be identified and mitigated at the time of rezoning, and no additional site-specific guidance is recommended.

Water and Sewer

Sewage generated within the subject property is treated at the Noman M. Cole, Jr., Pollution Control Plant. The Noman Cole plant is a 67 million-gallon per day (mgd) advanced wastewater treatment facility. The County's current total average flow is about 39.7 mgd, approximately 59.3% of total capacity. The treatment capacity at the Noman Cole treatment plant can handle the projected sewage flow through 2045.

A sanitary sewer capacity study would be required during the entitlement application review to ensure that the existing public sanitary sewers are adequate to serve the existing uses and the proposed residential use. Adopted Plan guidance is sufficient for this purpose.

Transportation

Road Network

Existing Conditions

The subject property fronts on Government Center Parkway, with Post Forest Drive, Random Hills Road, and Monument Drive nearby. Notably, all were designed and constructed as four-lane roads but carry traffic that could be accommodated with two lanes. The number of annual average daily traffic trips ranges from 5,500 to 9,700 on these roadways.²⁸ The existing infrastructure may be overbuilt for the current development.

Planned Conditions

The Comprehensive Plan's Transportation Map,²⁹ shown in Figure 8, has no specific guidance for the Government Center; however, it recommends several improvements near the site. Two new roadways (in orange) of the Government Center are recommended to be built as collectors or local streets as redevelopment occurs. These areas are developed with housing and Eagle View Elementary School, and it would not be possible to build these roads without redevelopment, as existing uses would be significantly impacted.

²⁷ FCPS, 2022 Countywide Student Yield Ratios, June 2022.

²⁸ Per VDOT: https://www.virginiadot.org/info/resources/Traffic_2019/AADT_029_Fairfax_2019.pdf

²⁹ Fairfax County Transportation Plan, amended through September 2, 2015. Available online at: [Transportation Plan Map - Fairfax County VA](#)

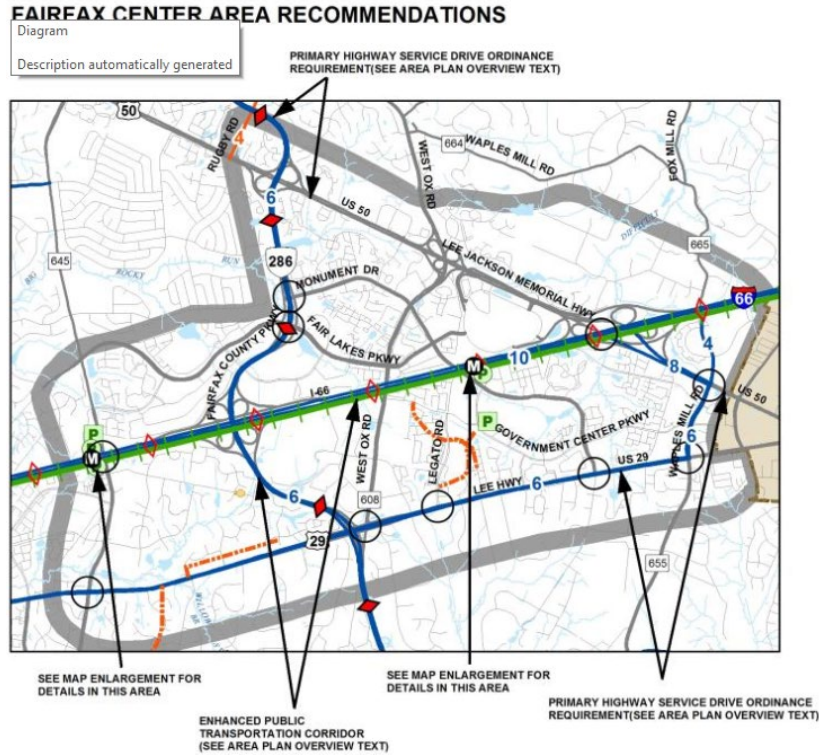


Figure 8: Transportation Plan Map for the Fairfax Center Area

Active Transportation: Pedestrian, Bicycle and Scooter Network

Existing Conditions

Pedestrian conditions around the subject property vary in maintenance, ease of access, and user experience. Sidewalks and trails are present along most roads, and crosswalks, ramps, and pedestrian beacons are present at most signalized intersections; however, block lengths of 1,000-2,000 feet, long crossing distances, and a general lack of street trees and other amenities make walking less convenient and comfortable. Fairfax Corner is located within walking distance from the subject parcel (less than 1/3 mile) and has restaurants, a movie theater, and other commercial uses, which may attract recreational and/or employment-type pedestrian trips from redevelopment that would result from the proposed Plan amendment.

Bicycle conditions in the area around the site vary in maintenance, availability, and user experience.³⁰ Buffered bicycle lanes have been striped through roadway repurposing on many roads, including Government Center Parkway, Post Forest Drive, and Forum Drive. However, these lanes are inconsistent and sometimes become standard bicycle lanes or disappear altogether mid-block or at intersections. Vehicle volumes and speeds in the adjacent vehicle travel lanes along some bike lanes also exceed 6,000 ADT and/or 30 miles per hour posted speeds. According to the Federal Highway Administration's (FHWA) *Bikeway Selection Guide*, the

³⁰ Fairfax County Bicycle Network Map, adopted 2014: <https://www.fairfaxcounty.gov/planning-development/sites/planning-development/files/assets/documents/maps/bicyclenetworkmap.pdf>

preferred bike facility for roads with higher volumes and/or speeds is a separated bike lane or shared use path.³¹

Asphalt trails with 8-foot widths are present along Monument Drive, Random Hills Road, and some of Legato Road. While these do not meet the current Virginia Department of Transportation's (VDOT) 10-foot Shared Use Path standard, they are important shared facilities, comfortable for cyclists of all ages and abilities.

Fairfax County has recently started to allow shared scooter rentals. Company data shared with FCDOT for March, April, and May of 2022 indicates minimal activity in the vicinity of the site.

Planned Conditions

The Fairfax Center Area Plan³² recommends improving pedestrian conditions throughout the area. General recommendations include building sidewalks and trails where they are missing, improving connectivity, landscape amenity panel buffering, as well as enhancements at intersections and bus stops. The overall vision is that the area should be a multimodal center where pedestrian travel is a priority.

The Countywide Trails Plan recommends minor paved trails along Monument Drive and Government Center Parkway.³³ The Fairfax County Bicycle Master Plan,³⁴ part of the Comprehensive Plan, recommends a buffered bike lane on Government Center Parkway and a shared use path along Monument Drive's north side. Nearby the subject property, a standard bike lane is recommended on Post Forest Drive, along with a shared use path along Legato Road's east side from Post Forest Drive to the connection with the Random Hills Road trail, underneath Monument Drive. Though the standard bike lane has been built, designs are currently in progress to upgrade both facilities as shared use paths, in keeping with current bicycle facility recommendations as recommended by the FHWA, through the I-66 project.

Public Transit

Existing Conditions

The Government Center campus is well-served by existing bus service within walking distance. Six routes³⁵ provide service both locally and regionally to destinations such as the Fair Oaks Mall, Reston Town Center, Chantilly Library, Inova Fair Oaks Hospital, Metrorail, and downtown Washington, DC. The Fairfax County Transit Development Plan (TDP),³⁶ recommends changes to the bus network to improve headways and service times.

³¹ U.S. Department of Transportation, Federal Highway Administration, "Bikeway Selection Guide," February 2019. https://safety.fhwa.dot.gov/ped_bike/tools_solve/docs/fhwasal8077.pdf.

³² Fairfax County Comprehensive Plan, Area III, Fairfax Center Area, Transportation Recommendations, page 10.

³³ Fairfax County Countywide Trails Plan, 2018. <https://www.fairfaxcounty.gov/planning-development/sites/planning-development/files/assets/documents/maps/trails-plan-map.pdf>.

³⁴ Fairfax County Countywide Bicycle Master Plan, October 2014:
<https://www.fairfaxcounty.gov/transportation/bike/master-plan>

³⁵ Fairfax Connector Routes 605, 621, 623, and 699 and Washington Metropolitan Area Transit Authority (WMATA) Metrobus routes 1C and 2B.

³⁶ Fairfax County Transit Development Plan, FY 2016-2022

Planned Conditions

The Monument Drive Parking Garage and Transit Center (Figure 9), located at the intersection of Monument Drive and Government Center Parkway, is a Virginia Department of Transportation (VDOT) project included in its Transform I-66 Outside the Beltway program. Development of the site is managed by FCDOT. Currently under construction and planned to open in 2023, the facility will include a garage with 820 spaces and a transit center with eight bus bays, a pickup/drop-off area, and bicycle storage amenities.³⁷ Numerically, the number of planned commuter spaces (820) exceed those existing at the Government Center (170). Specific assessment of parking needs at the Government Center will be included in the future re-visioning effort of the Government Center campus in 2023. Accordingly, no adjustment to parking availability at the Government Center outside of Lots G and H, is recommended at this time.



Figure 9: Future Monument Drive Parking Garage

County plans include the potential for Metrorail's Orange Line extension within the I-66 right-of-way, with a station across Random Hills Road from the Monument Drive parking garage. This station would be within walking distance of the site. As of this report, Metrorail has no immediate plans for the extension and has not identified project funding. As is the case with the Areawide guidance, future site development should not preclude access to Metrorail anticipated in a 20 to 30-year time horizon.

Transportation Recommendations

The foregoing analysis suggests the need for specific transportation improvements in the area, all of which are supported by adopted County plans and policies without the addition of site-specific Plan language, including direct improvements to transit, pedestrian, and bicycle/scooter conditions. As a general recommendation, pedestrian safety measures from VDOT's Pedestrian Safety Action Plan should be considered. Consideration of transportation improvements should be addressed in a future study of the whole Government Center campus and Active Transportation planning efforts.

CONCLUSION

This Plan amendment would revise the planned development potential of 0.35 FAR for Sub-unit B2, rather than the overall intensity for Sub-units B2 and I-3 and Land Unit F. This amendment would facilitate development of additional affordable housing within Sub-unit B-2 and would amend the guidance for Land Units F and Sub-units B-2 and I-3 to account for the planned and entitled development as implemented. Adoption of these recommendations would help to address

³⁷ Virginia Department of Transportation, Monument Drive Projects, [Transform 66 - Outside the Beltway - About the Project](#).

the County's need for affordable and workforce housing, support the County's strategic priorities, and create an opportunity to further the mixed-use, multi-modal vision for the core area of the Fairfax Center Area Suburban Area. The Plan's adopted Areawide recommendations and existing policies provide extensive detail to guide redevelopment.

RECOMMENDATION

Staff recommends the Comprehensive Plan be modified as shown below. Text proposed to be added is shown as underlined (text proposed to be added that would be underlined is shown as double-underlined) and text proposed to be deleted is shown with a ~~strike through~~. Text shown to be replaced is noted as such.

MODIFY: Fairfax County Comprehensive Plan, 2017 Edition, Area III, Fairfax Center Area, Land Use Plan Recommendation – Suburban Center Core Area, amended through October 19, 2021, page 47:

“Sub-unit B-2

Baseline: Office use up to .25 FAR; public facilities

Overlay: Office mixed use up to .35 FAR; public facilities

This sub-unit contains the Fairfax County Government Center Complex: the main Government Center Building, the Herrity and Pennino buildings, the Public Safety Headquarters, and the Residences at the Government Center. ~~Together with Land Unit F and Sub-unit I-3 this sub-unit is planned for office mixed use and the overall intensity should not exceed .35 FAR. Land Unit F was originally a non-contiguous portion of the Government Center tract planned for office mixed use at a maximum intensity of .45 FAR as part of a unified development with the rest of the tract in Sub-units B-2 and I-3. The .45 FAR intensity of development in Land Unit F is compensated for by a commensurate reduction in square footage in Sub-units B-2 and I-3 for an overall FAR of .35.~~

Buffering measures should be incorporated to mitigate potential impacts on adjacent residential communities. Pedestrian and bicycle linkages to the Fairfax Center core area are essential to the achievement of the objectives of the Plan. The grounds around the Government Center function as a park with open lawns, benches, stream valleys, and an extensive trail network. Additional park amenities and trail connections to serve health and wellness needs should be considered.”

Additional affordable and/or workforce multifamily residential development may be appropriate on Parcel 56-1((15)) 14B, provided that such development advances the Plan's vision for the Suburban Center Core Area. Bonus intensity may be calculated per countywide ADU/WDU policies. The parcel is located along Government Center Parkway at a prominent entrance to the Government Center campus. Redevelopment on the campus should utilize the highest quality building materials and design, integrate seamlessly into the existing campus, contribute to the sense of place, utilize compatible architecture, and ultimately enhance the quality life for the residents. Redevelopment should not encroach on the campus' amenities or natural areas. Additional stormwater management controls should be provided on the campus above the minimum standards, to the extent feasible, to mitigate the impacts of the development.

MODIFY: Fairfax County Comprehensive Plan, 2017 Edition, Area III, Fairfax Center Area, Land Use Plan Recommendation – Suburban Center Non-Core Areas, amended through October 19, 2021, page 60:

LAND UNIT F

...

Land Use

Baseline: Residential use at 1 dwelling unit per acre

Overlay: ~~Office~~ Residential mixed use up to .45 FAR

Land Unit F is planned and developed for .45 FAR with approximately 80,000 square feet of retail use and a maximum of approximately 600,000 square feet of residential use. ~~was originally a non-contiguous portion of the Government Center tract planned for office mixed use at a maximum intensity of .45 FAR as part of a unified development with the rest of the tract in Sub-units B2 and I3. The .45 FAR intensity of the development on this portion of the tract is compensated for by a concurrent square footage reduction in Sub-units B2 and I3 for an overall FAR of .35.~~

...

MODIFY: Fairfax County Comprehensive Plan, 2017 Edition, Area III, Fairfax Center Area, Land Use Plan Recommendation – Suburban Center Non-Core Areas, amended through October 19, 2021, page 67:

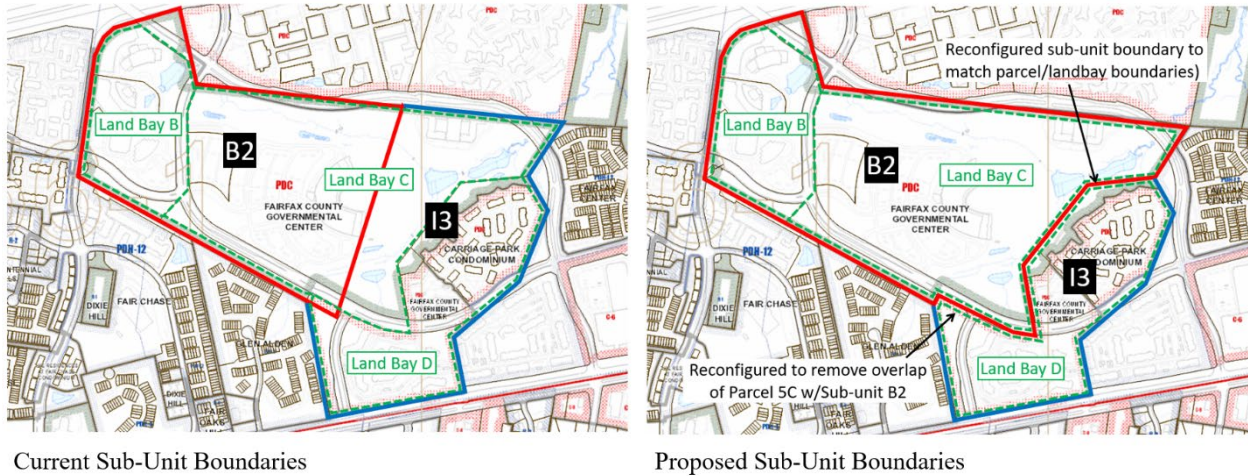
Sub-unit I-3

Baseline: Office use up to .25 FAR; public facilities use

Overlay: ~~Office mixed~~ Residential use up to .35 FAR; ~~public facilities use~~
approximately twelve (12) dwelling units per acre

This sub-unit is planned and developed for residential use at approximately 12 dwelling units per acre. ~~contains residential components of the Fairfax County Government Center development. Sub-unit I3 together with Sub-unit B2 and Land Unit F are planned for office mixed use and the overall FAR should not exceed .35. Buffering between Sub-units I-3 and B-2 measures should be incorporated~~ maintained to mitigate potential impacts ~~on adjacent~~ between residential communities and the Government Center campus. Pedestrian linkages to the Fairfax Center core area are essential to the achievement of the objectives of the Plan.

MODIFY FIGURE: Fairfax County Comprehensive Plan, 2017 Edition, Area III, Fairfax Center Area, amended through October 19, 2021, Figure 4 on page 15 of this report: to reflect the Land Unit boundary change between Sub-units B-2 and I-3, which would include all of Parcel 56-1 ((15)) 14A in Sub-unit B-2. Figure 4 is reproduced below for clarity:



MODIFY FIGURE: Fairfax County Comprehensive Plan, 2017 Edition, Area III, Fairfax Center Area, amended through October 19, 2021, Overlay Map, page 32: to reflect the aforementioned Land Unit boundary change.

MODIFY FIGURE: Fairfax County Comprehensive Plan, 2017 Edition, Area III, Fairfax Center Area, amended through October 19, 2021, Figure 11, page 46: to reflect the aforementioned Land Unit boundary change.

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.

APPENDIX 1
APPLICANT'S PROPOSED CONCEPT FOR AFFORDABLE HOUSING
PCA-86-W-001-14, CDPA-86-W-001-05 & FDPA-86-W-001-09
October 14, 2022



Applicant's Submission dated October 14, 2022, Sheet 14 – Landscape Plan (excerpt)

APPENDIX 2
ADOPTED LAND UNIT RECOMMENDATIONS FOR THE FAIRFAX SUBURBAN
CENTER, LAND SUB-UNITS B-2 AND I-3 and LAND UNIT F

Fairfax County Comprehensive Plan, 2017 Edition, Area III Plan, Fairfax Center Area Land Use Plan Recommendations – Suburban Center Core Area, amended through October 19, 2021, page 47:

“Sub-unit B2

Baseline: Office use up to .25 FAR; public facilities
Overlay: Office mixed use up to .35 FAR; public facilities

This sub-unit contains the Fairfax County Government Center Complex. Together with Land Unit F and Sub-unit I3 this sub-unit is planned for office-mixed-use and the overall intensity should not exceed .35 FAR. Land Unit F was originally a non-contiguous portion of the Government Center tract planned for office mixed-use at a maximum intensity of .45 FAR as part of a unified development with the rest of the tract in Sub-units B2 and I3. The .45 FAR intensity of development in Land Unit F is compensated for by a commensurate reduction in square footage in Sub-units B2 and I3 for an overall FAR of .35. Buffering measures should be incorporated to mitigate potential impacts on adjacent residential communities. Pedestrian linkages to the Fairfax Center core area are essential to the achievement of the objectives of the Plan. The grounds around the Government Center function as a park with open lawns, benches, stream valleys, and an extensive trail network. Additional park amenities and trail connections to serve health and wellness needs should be considered.”

Fairfax County Comprehensive Plan, 2017 Edition, Area III Plan, Fairfax Center Area Land Use Plan Recommendations – Suburban Center Non-Core Areas, amended through October 19, 2021, page 60:

“LAND UNIT F

CHARACTER

This land unit is located north of I-66, west of West Ox Road, and south and east of Land Unit E. It contains the East Market mixed-use development including multifamily residential uses and a retail center.

RECOMMENDATIONS

Land Use

Baseline: Residential use at 1 dwelling unit per acre
Overlay: Office mixed use up to .45 FAR

Land Unit F was originally a non-contiguous portion of the Government Center tract planned for office mixed-use at a maximum intensity of .45 FAR as part of a unified development with the rest of the tract in Sub-units B2 and I3. The .45 FAR intensity of the development on this portion of the tract is compensated for by a concurrent square footage reduction in Sub-units B2 and I3 for an overall FAR of .35.

This sub-unit is developed under two options at the overlay level. The first option recommended residential use not to exceed .45 FAR, with the two-to-one ratio of primary to residential uses recommended within office mixed-use areas modified to include a greater proportion of residential uses. The second option recommended a furniture, home furnishings, home décor, home-design center, apparel or general merchandise store or other retail use with similar trip generation characteristics on the western portion of the land unit subject to the following conditions:

- Retail development should be located on the western portion of the site in order to be oriented with existing retail uses to the west of the site.
- Retail development should be compatible with existing retail uses to the west of the site with respect to high-quality design, building height, building materials and signage. Inappropriate uses include but are not limited to: home improvement store with a nursery, lumber yard or other large raw building material components; high volume, large discount store (e.g., Costco, Sam's Club); and restaurant park.
- Retail development requiring uses in outside areas are not desirable and are not in keeping with the character of existing retail uses in the area. In the event retail development requires outside area(s) such as for storage, display and sales, the area(s) should be screened on all sides with walls which are similar in architecture and building materials as the principal structure.
- Retail use should not exceed 172,000 square feet.
- Office use should not exceed 75% of the gross square feet of development. • The total square feet of development should not exceed 668,000 square feet for an overall .45 FAR.
- Access is provided to the site from both Fair Lakes Parkway and the extension of Roger Stover Drive.
- Internal circulation improvements are provided to ensure access of all uses on the site to the median break at Fair Lakes Parkway.
- Reservation for future dedication of right-of-way along I-66 for planned improvements to I-66 is provided, including a flyover ramp from the HOV lanes to the mainline lanes.
- The following improvements are provided as deemed appropriate by the Fairfax County Department of Transportation:
 - Extension of the existing eastbound right turn lane between the primary site entrance and West Ox Road;
 - Extension of the existing left turn lane and addition of a second left turn lane at the Fair Lakes Parkway approach to West Ox Road;
 - Separate right turn lane northbound on Fair Lakes Circle at Fair Lakes Parkway; and
 - Turn lanes into the site as determined appropriate at the time of rezoning.”

Fairfax County Comprehensive Plan, 2017 Edition, Area III Plan, Fairfax Center Area Land Use Plan Recommendations – Suburban Center Non-Core Areas, amended through October 19, 2021, page 67:

“Sub-unit I3

Baseline: Office use up to .25 FAR; public facilities use

Overlay: Office mixed use up to .35 FAR; public facilities use

This sub-unit contains the residential component of the Fairfax County Government Center development. Sub-unit I3 together with Sub-unit B2 and Land Unit F are planned for office-mixed-use and the overall FAR should not exceed .35. Buffering measures should be incorporated to mitigate potential impacts on adjacent residential communities. Pedestrian linkages to the Fairfax Center core area are essential to the achievement of the objectives of the Plan.”