



PROPOSED COMPREHENSIVE PLAN AMENDMENT

ITEM: 2014-III-P1
November 24, 2014

GENERAL LOCATION: 9617 Burke Lake Road
SUPERVISOR DISTRICT: Springfield
PLANNING AREA: Area III
PLANNING DISTRICT: Pohick Planning District
SUB-DISTRICT DESIGNATION:
P2-Main Branch Community Planning Sector
PARCEL LOCATION: 78-3 ((1)) 4

PLANNING COMMISSION PUBLIC HEARING:
Thursday, December 11, 2014 @ 8:15 PM

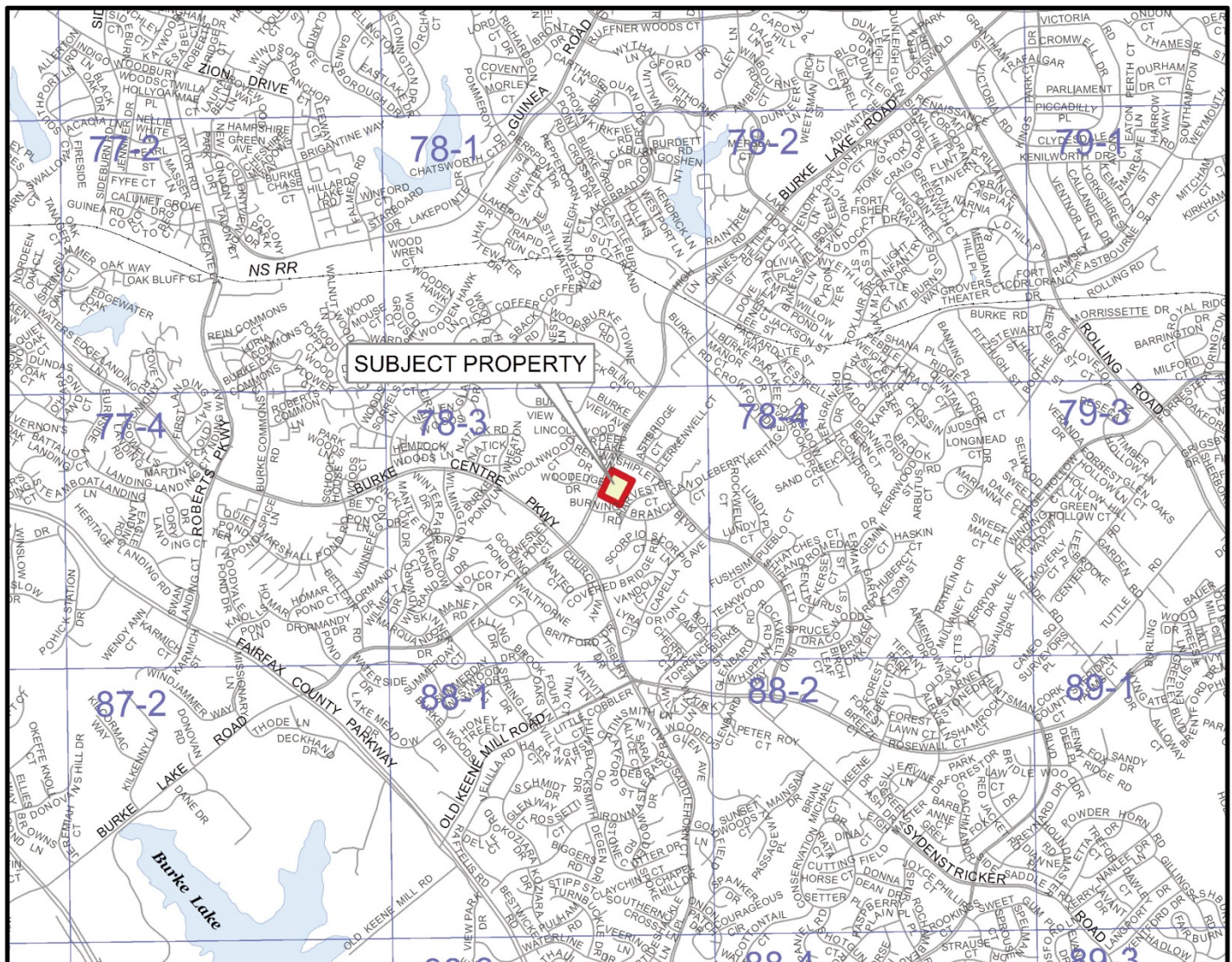
BOARD OF SUPERVISORS PUBLIC HEARING:
Tuesday, January 27, 2015 @ 4:00 PM

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

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



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



3000 FEET

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

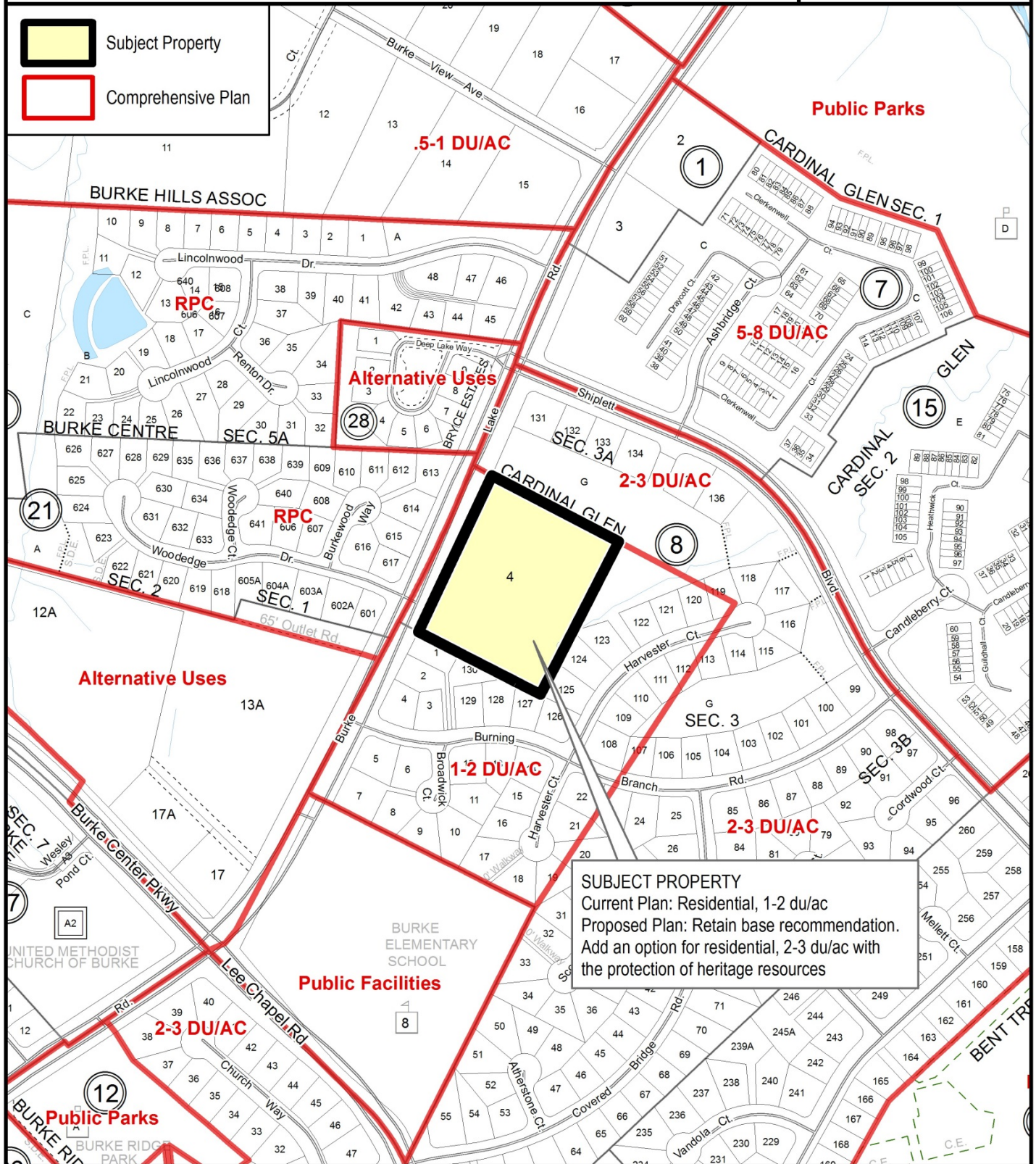
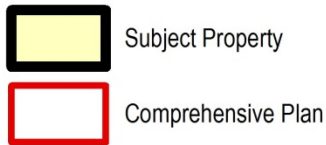


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CURRENT PLAN AND PROPOSED CHANGE

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

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STAFF REPORT FOR PLAN AMENDMENT 2014-III-P1

BACKGROUND

On May 13, 2014, the Fairfax County Board of Supervisors (Board) authorized Plan Amendment PA 2014-III-P1 for Tax Map Parcel 78-3 ((1)) 4, located at 9617 Burke Lake Road, Burke, VA, 22015. The authorization directed staff to consider the appropriateness of the parcel redeveloping as a medical care facility (assisted living facility) containing up to approximately 54,000 gross square feet. In addition, staff was directed to concurrently process this Plan amendment along with any rezoning or any other application necessary to permit the proposed assisted living facility on the subject property. The review of the Plan amendment is concurrent with pending Rezoning RZ 2014-SP-015 and Special Exception SE 2014-SP-060 to rezone the subject property from the R-1 to R-3 District and to permit the development of an 82-unit assisted living facility. This staff report for the Plan amendment does not reflect a staff position on the merits of the rezoning and special exception applications.

CHARACTER OF THE SITE

The approximately 4.95-acre subject parcel, zoned R-1, is located on the east side of Burke Lake Road between Shipplet Boulevard and Lee Chapel Road. The property currently is developed with the Silas Burke House (circa 1820 and rebuilt circa 1853), a 2 ½-story, gabled roofed frame building with a stone foundation. The smaller southern wing contains the original portion of the house. To the east of the house are two outbuildings and a windmill. With the realignment of Burke Lake Road, the rear of the house (the west elevation) now faces Burke Lake Road. The property is listed in the County's Inventory of Historic Sites and has been determined eligible for listing in the National Register of Historic Places. The subject property is planned for residential uses at 1-2 dwelling units per acre (du/ac).

CHARACTER OF THE AREA

The surrounding uses are residential and developed with single-family homes. To the north is private open space and single-family detached homes, which are planned for residential uses at 2-3 du/ac and zoned R-3. To the northwest and across Burke Lake Road is a single-family detached development planned for alternative uses. To the east and south are single-family homes planned for 1-2 du/ac and zoned R-3. To the southwest is the Heatherwood Retirement Community, zoned R-1, planned for alternative uses, and developed at a 0.138 floor area ratio (FAR). To the west is a single-family home subdivision, which is planned as residential planned community and zoned planned residential community (PRC).

PLANNING HISTORY

In the last 20 years, there have been no Plan amendments proposed for the subject property.

ADOPTED COMPREHENSIVE PLAN TEXT

There is no site-specific Comprehensive Plan recommendation for the subject property. However, the following Comprehensive Plan recommendations from the P-2 Main Branch Community Planning Sector and Heritage Resources Policy Plan are applicable.

Fairfax County Comprehensive Plan, 2013 Edition Area III, Pohick Planning District, amended through June 3, 2014, P2-Main Branch Community Planning Sector, Land Use and Heritage Resources Recommendations:

Land Use:

Page 30: “Infill development in these neighborhoods should be of a compatible use, type and intensity in accordance with the guidance provided by the Policy Plan under Land Use Objectives 8 and 14.”

Objectives 8 and 14 address encouraging land use patterns that protects, enhances and/or maintains stability in established residential neighborhoods and achieving a harmonious and attractive development pattern which minimizes undesirable visual, auditory, environmental and other impacts created by potentially incompatible uses.

Heritage Resources:

Page 42: “Any development or ground disturbance in this sector, both on private and public land, should be preceded by heritage resource studies, and alternatives should be explored for the avoidance, preservation or recovery of significant heritage resources that are found. In those areas where significant heritage resources have been recorded, an effort should be made to preserve them. If preservation is not feasible, then, in accordance with countywide objectives and policies as cited in the Heritage Resources section of the Policy Plan, the threatened resource should be thoroughly recorded and in the case of archaeological resources, the artifacts recovered.”

Fairfax County Comprehensive Plan, 2013 Edition, Policy Plan, Amended through April 29, 2014, Heritage Resources, page 4:

Policy Plan:

“Objective 3: Protect significant heritage resources from degradation, or damage and destruction by public or private action. . . .”

PROPOSED PLAN AMENDMENT

The proposed Plan amendment requests consideration on the appropriateness of the subject property redeveloping with a medical care facility (assisted living facility) with up to approximately 54,000 gross square feet.

ANALYSIS

Land Use

The subject property is zoned R-1 and the Comprehensive Plan recommends development at 1-2 du/ac. The Policy Plan and the Heritage Resource section of the Main Branch Community Planning Sector encourage preservation of heritage resources, such as the Silas Burke House. In the R-1 District, the subject property could redevelop by-right with 4 single family detached dwellings or with non-residential uses permitted with special exception or special permit approval. Such building could be designed at an intensity of up to a 0.15 FAR, a building height up to 60 feet, and a building size of approximately 32,343 square feet.

To develop a 54,000 gross square foot assisted living facility on the subject property requires a Plan amendment for residential development at 2-3 du/ac, a rezoning from the R-1 to R-3 District, and special exception approval to permit an assisted living facility in a residential district. In the R-3 District, such building could be designed up to a 0.25 FAR, up to 60 feet in height, and contain up to 53,900 square feet.

The pending rezoning and special exception applications propose an 82-unit assisted living facility in the R-3 District at a 0.25 FAR, a building height of 46 feet, and a building size of 53,900 square feet. The facility is proposed in the eastern portion of the site and retains the Silas Burke House, its outbuildings, and windmill. With the proposed assisted living facility and its associated parking area, a significant amount of open space that surrounds the house will be lost. The loss of open space and the proposed parking area may diminish the prominence of the Silas Burke House and its viewshed along Burke Lake Road. In addition, it is unclear what activities are planned in the Silas Burke House and how the use of the house will relate to the assisted living facility. Commitment to a long-term active reuse for the house is important as programmed activities or on-going habitation will help to avoid demolition by neglect. If a Plan amendment is approved by the Board of Supervisors, the site layout and reuse of the house should be addressed through the zoning process. The zoning process also would evaluate the design of the assisted living facility.

The assisted living facility is proposed to be compatible with the surrounding community through the scale, architecture, and massing of the building. The assisted living facility is proposed as a two to three-story, low-rise building, 46 feet in height. The architecture of the building is proposed to reflect the Victorian country farmhouse aesthetic of the Silas Burke House and the massing of the building is articulated into three sections to provide a more residential scale and appearance.

A Plan amendment for residential use at 2-3 du/ac or an assisted living facility would be consistent with the surrounding development, which are planned and developed at 2-3 du/ac and zoned R-3. An existing assisted living facility (Heatherwood Retirement Community) is located to the southwest of the subject property. For comparison, this facility is zoned R-1, planned for alternative uses, and developed with a 46,143 square foot building at a 0.138 FAR. As proposed, a 53,900 square foot assisted living facility at a 0.25 FAR would be slightly more intense. With the proposed Plan amendment, conditions to ensure the preservation and active reuse of the Silas Burke House are appropriate.

Heritage Resources

The Silas Burke House (circa 1820) is a heritage resource that has been listed in the County's Inventory of Historic Sites since 1969 and. In 2014, it was determined to be eligible for listing in the National Register of Historic Places and the retention of the approximately five acres of open space around the house was noted as a key aspect of its setting, feeling, and association. Redevelopment of the site would make the property ineligible for inclusion in the National Register of Historic Places since retention of the open space around the house would no longer remain.

In an effort to protect this heritage resource, conditions for the future redevelopment of the site would be appropriate to ensure the protection and preservation of the Silas Burke House. A condition to ensure the retention of the Silas Burke House and facade, historic, and open space conservation easements are recommended to prevent potentially losing a significant heritage resource. Retention and preservation of the Silas Burke House should be carried out in accordance with the Secretary of the Interior's Standards for the Treatment of Historic Properties, which provides concepts on maintaining, repairing, and replacing historic materials, as well as, designing new additions or making alterations. With the retention of the Silas Burke House, the long-term adaptive reuse of the house should be identified and integrated into the overall use of the site. Façade, historic, and open space conservation easements further ensure the continued preservation and protection of the house, accessory structures, and character of the immediate setting surrounding the house in perpetuity.

Transportation

The trip generation estimates, as shown in Table 1, indicate that there would be an increase in the overall daily trips and a minor increase in the AM and PM peak hour trips with a proposed Plan amendment of 2-3 du/ac compared to the current Plan. The daily trips would increase by 48, while the AM and PM trips increase by 3 and 5, respectively. Given the minimal increase in trips, the proposed Plan amendment would not require a Virginia Department of Transportation (VDOT) Chapter 870 study and review.

The trip generation estimates, as shown in Table 1, for the proposed 82-unit assisted living facility indicate that there would be an increase in the overall daily trips and a minor increase in the AM and PM peak hour. The daily trips would increase by 123, while the AM and PM trips

increase by 3 and 8, respectively. Given the minimal increase in trips, the proposed assisted living facility would not require a VDOT Chapter 870 study and review.

This site is situated east of Burke Lake Road in a primarily residential area. The VDOT Annual Average Daily Traffic volumes show 12,000 daily trips on Burke Lake Road. Since the proposed Plan amendment does not generate a high volume of traffic, it is anticipated to have minimal effect on the adjacent traffic.

Currently, there is no Fairfax Connector or other bus service serving this portion of Burke Lake Road. Considering that this site may accommodate an assisted living facility, adequate bus service is essential and should be considered in future planning efforts.

Table 1: Trip Generations

				AM			PM		
Development Type	Quantities		Daily	In	Out	Total	In	Out	Total
<u>Current Plan</u>									
<u>1-2 du/ac</u>									
Single Family	10	DU	95	2	6	8	6	4	10
Total Trips Generated			95	2	6	8	6	4	10
Total New, External Trips Generated			95	2	6	8	6	4	10
<u>Proposed Plan</u>									
<u>2-3 du/ac</u>									
Single Family	15	DU	143	3	8	11	9	6	15
Total New Trips Generated			143	3	8	11	9	6	15
<i>Impact Beyond Comprehensive Plan</i>			<i>48</i>	<i>1</i>	<i>2</i>	<i>3</i>	<i>3</i>	<i>2</i>	<i>5</i>
<u>Proposed Plan</u>									
Assisted Living	82	UNITS	218	7	4	11	8	10	18
Total Trips Generated			218	7	4	11	8	10	18
Total New Trips Generated			218	7	4	11	8	10	18
<i>Impact Beyond Comprehensive Plan</i>			<i>123</i>	<i>5</i>	<i>-2</i>	<i>3</i>	<i>2</i>	<i>6</i>	<i>8</i>

Notes: Trip Generation estimate is based on rates and equations from the Institute of Traffic Engineers (ITE) trip generation manual 9th edition 2012

CONCLUSION

The subject property is developed with the Silas Burke House, which is a significant heritage resource. Retaining the base plan with an option for residential use at 2-3 du/ac or an assisted living facility is consistent with the surrounding planned and developed densities. As part of the Plan option, conditions for active reuse, retention and preservation of the Silas Burke House, and façade, historic, and open space conservation easements would ensure the protection of this heritage resource. The Plan option could facilitate the development of an assisted living facility containing 54,000 gross square feet with a minimal increase in trip generation. Such

development would require a rezoning to the R-3 District and special exception approval, provided the proposed use does not have a negative impact on the compatibility of the subject property with the surrounding community, as determined as part of the evaluation of the zoning applications.

RECOMMENDATION

Staff recommends the Comprehensive Plan be modified, as shown below, to add an option for an increase in density for the subject property with the protection of the Silas Burke House. Text proposed to be added is shown as underlined.

ADD: Fairfax County Comprehensive Plan, 2013 Edition Area III, Pohick Planning District, Amended through October 28, 2014, P2-Main Branch Community Planning Sector, Land Use Recommendations, a new recommendation (#19), page 34:

“19. Parcel 78-3 ((1)) 4 is planned for residential use at 1-2 dwelling units per acre. As an option, residential use at 2-3 dwelling units per acre or a medical care facility (assisted living facility) may be appropriate, subject to the following conditions:

- The Silas Burke House should have an active adaptive reuse and be retained and preserved in accordance with The Secretary of the Interior’s Standards for the Treatment of Historic Properties.
- Façade, historic, and open space conservation easements should be placed on the property to protect the house, accessory structures, and character of the immediate setting surrounding the house in perpetuity.
- The design, scale, mass, orientation, and architecture of additional development should be compatible with the Silas Burke House and its surrounding area.”

MODIFY

FIGURE: Fairfax County Comprehensive Plan, 2013 Edition Area III, Pohick Planning District, Amended through October 28, 2014, P2-Main Branch Community Planning Sector, Figure 13, “P-2 Main Branch Community Planning Sector, Land Use Recommendations, General Locator Map,” page 31, to add the new recommendation #19 to the figure.

LAND USE

PLAN MAP: There will be no change to the Comprehensive Plan map.

TRANSPORTATION

PLAN MAP: There will be no change to the Countywide Transportation Plan map.