



# PROPOSED COMPREHENSIVE PLAN AMENDMENT

ITEM: PA 2017-III-P1  
October 4, 2018

**GENERAL LOCATION:** South of the intersection of Braddock Road and Burke Station Road.

**SUPERVISOR DISTRICT:** Braddock

**PLANNING AREA:** Area III

**PLANNING DISTRICT:**  
Pohick Planning District

**SUB-DISTRICT DESIGNATION:**  
P2-Main Branch Community Planning Sector

**PARCEL LOCATION:** 69-1 ((1)) 34, 34A

**PLANNING COMMISSION PUBLIC HEARING:**  
Thursday, October 18, 2018 @ 7:30 PM

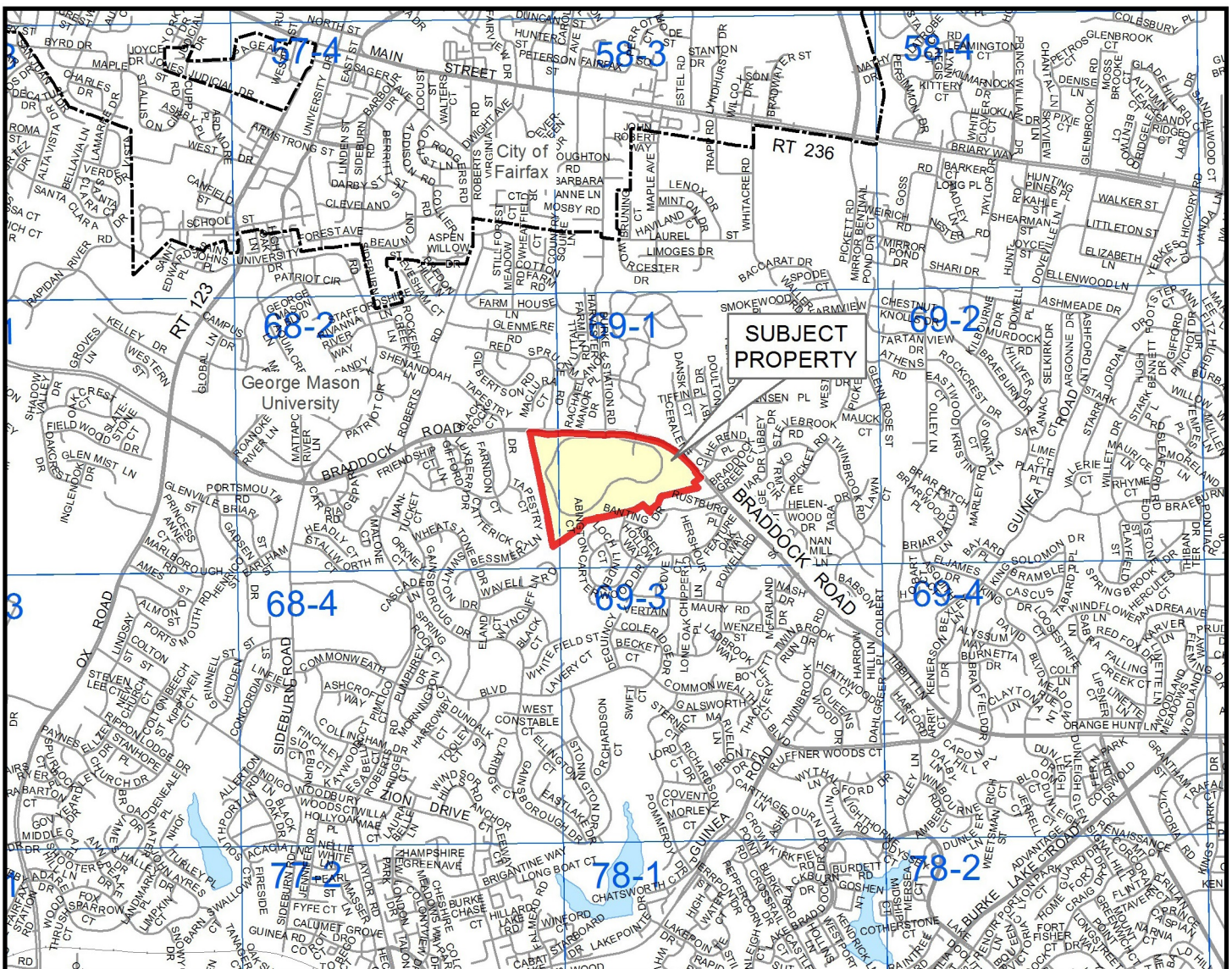
**BOARD OF SUPERVISORS PUBLIC HEARING:**  
Tuesday, November 20, 2018 @ 4:00 PM

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



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

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



3000 FEET

PREPARED BY THE DEPARTMENT OF PLANNING AND ZONING USING FAIRFAX COUNTY GIS  
Northern Virginia Training Center and State Police Site

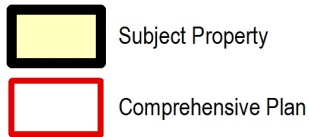


**THIS PAGE INTENTIONALLY LEFT BLANK**



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

ITEM:  
PA 2017-III-P1



SUBJECT PROPERTY (Tax Map 69-1((1))34A)  
Current Plan: Public Facilities, Governmental and Institutional Use  
Proposed Plan: Add options for Residential use at 2-3 du/ac and Public Parks.

SUBJECT PROPERTY (Tax Map 69-1((1))34)  
Current Plan: Public Facilities, Governmental and Institutional Use;  
Public Park use  
Proposed Plan:

- 1) For approximately 82-acre portion: Residential use up to density of 2-3 du/ac with option for continuing care facility.
- 2) For 4-acre portion, add options for Residential use up to density of 2-3 du/ac; Continuing Care Facility with consolidation; Public Park use.

**600 FEET**

PREPARED BY THE DEPARTMENT OF PLANNING AND ZONING USING FAIRFAX COUNTY GIS  
PARCEL INFORMATION CURRENT TO AUGUST 2018

Document Path: G:\projects\ocp\pd\OTPA\_GRAPHICS\IS17\_items\2017-III-P1 Northern Virginia Training Center and State Police Site\2017-III-P1 Northern Virginia Training Center and State Police Site CURRENT & PROPOSED.mxd



**THIS PAGE INTENTIONALLY LEFT BLANK**



## **STAFF REPORT FOR PLAN AMENDMENT 2017-III-P1 (NORTHERN VIRGINIA TRAINING CENTER AND STATE POLICE SITE)**

### **BACKGROUND**

On October 24, 2017, the Fairfax County Board of Supervisors authorized Plan Amendment 2017-III-P1 for the former Northern Virginia Training Center (NVTC) located at 9901 Braddock Road (Tax Map Parcel 69-1((1))34); and the adjacent Virginia State Police site, located at 9801 Braddock Road (Tax Map Parcel 69-1((1))34A). A portion of the former NVTC site (approximately 79 acres) was sold by the Commonwealth of Virginia to Erickson Living in November, 2017. Erickson Living proposes to build a continuing-care facility. The remainder of the former NVTC property remains in Commonwealth of Virginia ownership for use as a future Department of Motor Vehicles location. The State Police site is owned by the Commonwealth of Virginia.

The Board authorization indicated that the Plan Amendment should consider all potential future uses and the impacts of such uses on transportation and other infrastructure. The Board authorization further directed staff to engage the community in a planning process to identify future land uses for the site.

### **CHARACTER OF THE SITE**

The combined properties constituting the subject area are approximately 91 acres in size (Figure 1). The former NVTC site and the State Police site are located on the south side of Braddock Road, at the intersection of Burke Station Road and Braddock Road. The NVTC site is developed with 11 vacant structures that served as the Northern Virginia Training Center, which was established in 1973 to serve individuals with intellectual and physical disabilities. The 11 structures are located inward of a circular access road. Two additional structures, located outside of the circular road, in the northwestern portion of the property, served as a group home facility for residents. The State Police site is developed with two buildings occupied by the 7<sup>th</sup> Division, Area 9 Virginia State Police Office and the National Guard George Mason University Recruiting Office. The Comprehensive Land Use Plan Map designates the subject area as primarily planned for Public Facilities, Governmental and Institutional uses. An area in the southwest portion of the site is within the Rabbit Branch Stream Valley and associated Environmental Quality Corridor (EQC) and is planned for Public Parks and is adjacent to Pohick Run Stream Valley Park. The entire subject property is zoned R-1.

**North:** With the exception of the Fairfax Memorial Park Cemetery, the area north of Braddock Road is predominantly planned for Residential use at a density of 2-3 dwelling units per acre (du/ac), and is developed within this density range with single family detached houses. Tax Map Parcels 69-1((1))5,6,7,9,10,11 located in the northwest quadrant of the Burke Station and Braddock Roads, are also planned for Residential use at a density of 1-2 du/ac, with an option for 2-3 du/ac with conditions addressing access and compatibility but these parcels are zoned R-1. To the east of the residential neighborhood is the Fairfax Memorial Park Cemetery (Tax Map Parcels 69-1 ((1)) 1, 12 and 12A), which

is planned for Public Facilities, Governmental and Institutional use as shown on the Comprehensive Land Use Plan Map. The Somerset South subdivision located to the northeast is planned for Residential use at 2-3 du/ac and zoned R-2.

**East:** The area to the east is planned for Residential use at 2-3 du/ac, zoned R-1, R-3 and PDH-3 and is developed with single-family detached housing.

**South:** The area to the south is planned for Residential use at a density of 2-3 du/ac and generally zoned R-3, except for the portion of the Rabbit Branch Stream Valley and associated EQC to the southwest, which is planned for Public Parks. Immediately to the south, along the property line, is the Colonial Gas pipeline.

**West:** To the west of the NVTC site is the Rabbit Branch Stream Valley and associated EQC which is planned as Public Parks. The area beyond the park is planned for Residential use at a density of 5-8 du/ac, zoned PDH-3 and is developed with single-family detached housing.

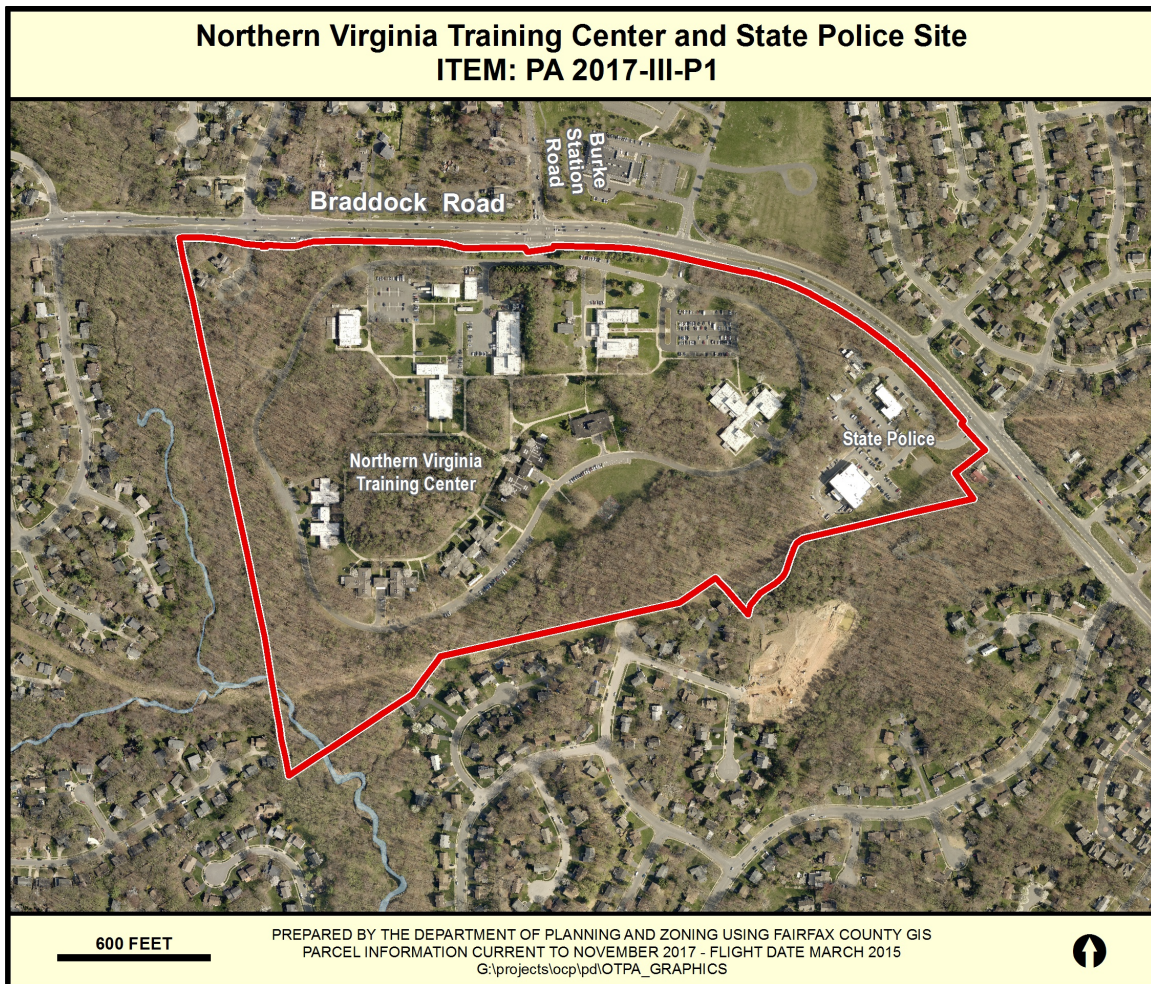


Figure 1. Aerial View of Subject Property

## **PLANNING HISTORY**

The Comprehensive Land Use Plan Map, dating back to 1975, reflects the current development and indicates that the subject property is planned for Public Facilities, Governmental and Institutional use. There have been no Plan amendments proposed for the subject property in the last 10 years.

There is no site specific plan guidance for the subject property. The Northern Virginia Training Center is listed as an existing public facility, in Figure 6, in the Pohick Planning District Overview in the Comprehensive Plan. Plan language referring to infill development guidance in the surrounding residential areas, was added during the Planning Horizons Plan text update and added to the 1991 Fairfax County Comprehensive Plan.

## **ADOPTED COMPREHENSIVE PLAN TEXT**

The Comprehensive Plan Map identifies the subject property as planned for Public Facilities, Governmental and Institutional use, and Public Parks. The subject property is located in the P2-Main Branch Community Planning Sector section of the Comprehensive Plan. The Comprehensive Plan characterizes this sector as having been stable for decades with residential, commercial and institutional uses. The Plan addresses the appropriate range for infill development in surrounding areas of this sector planned for residential uses:

### **Fairfax County Comprehensive Plan, 2017 Edition, Area III, Pohick Planning District as amended through 7-31-2018; P2-Main Branch Community Planning Sector, Recommendations, Land Use, beginning on page 29:**

#### **“Land Use**

The Main Branch Community Planning Sector is largely developed as stable residential neighborhoods. 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.

Further infill development in the vicinity of the Pohick Creek tributaries should be compatible with adjacent residential development as well as provide a balance between the built and natural environments.

Where substantial parcel consolidation is specified, it is intended that such consolidations will provide for projects that function in a well-designed, efficient manner and provides for the development of unconsolidated parcels in conformance with the Area Plan.

Figure 13 indicates the geographic location of land use recommendations for this sector. Where recommendations are not shown on the General Locator Map, it is so noted.

...



11. Infill development south of Braddock Road, north of Zion Drive, between Route 123 and Guinea Road, should be developed as single-family detached dwellings at a density of 2-3 dwelling units per acre. The southeastern quadrant of the intersection of Braddock and Twinbrook Roads, Tax Map 69-3((1))23,26,27,28,29,29A, and 69-3((10)) C, is planned for residential use at 2-3 dwelling units per acre with screening and buffering from Braddock Road and no access to Braddock Road. To reach the upper end of the density range, consolidation of parcels 23,26,27,28 and C should be provided with access limited to Twinbrook Road. It is desirable, but not required, that parcels 29 and 29A be consolidated if the church use does not continue. If only parcels 27 and 28 are consolidated, they may be considered at the lower end of the density range and access should be limited to Twinbrook Road. If only parcels 23 and 26 are consolidated, they may be considered at the lower end of the density range and access should be limited to Harrowhill Lane with no provision for interparcel access or road connections to either Braddock or Twinbrook Roads.”

**Fairfax County Comprehensive Plan, 2017 Edition, Policy Plan, Land Use, amended through 5-1-2018; Objective 14, beginning on page 9:**

**“Objective 14: Fairfax County should seek to achieve a harmonious and attractive development pattern which minimizes undesirable visual, auditory, environmental and other impacts created by potentially incompatible uses.**

- Policy a.      Locate land uses in accordance with the adopted guidelines contained in the Land Use Appendix.
- Policy b.      Encourage infill development in established areas that is compatible with existing and/or planned land use and that is at a compatible scale with the surrounding area and that can be supported by adequate public facilities and transportation systems.
- Policy c.      Achieve compatible transitions between adjoining land uses through the control of height and the use of appropriate buffering and screening.
- Policy d.      Employ a density transfer mechanism to assist in establishing distinct and compatible edges between areas of higher and areas of lower intensity development, to create open space within areas of higher intensity, and to help increase use of public transportation at Transit Station Areas.
- Policy e.      Stabilize residential neighborhoods adjacent to commercial areas through the establishment of transitional land uses, vegetated buffers and/or architectural screens, and the control of vehicular access.
- Policy f.      Utilize urban design principles to increase compatibility among adjoining uses.
- Policy g.      Consider the cumulative effect of institutional uses in an area prior to

allowing the location of additional institutional uses.

- Policy h. Utilize landscaping and open space along rights-of-way to minimize the impacts of incompatible land uses separated by roadways.
- Policy i. Minimize the potential adverse impacts of the development of frontage parcels on major arterials through the control of land use, circulation and access.
- Policy j. Use cluster development as one means to enhance environmental preservation when the smaller lot sizes permitted would complement surrounding development.
- Policy k. Provide incentive for the preservation of EQCs by allowing a transfer of some density potential on the EQC area to less sensitive portions of a site. The development allowed by the increase in effective density on the non-EQC portion of the site should be compatible with surrounding area's existing and/or planned land use. It is expressly intended that in instances of severely impacted sites (i.e. sites with a very high proportion of EQC), density/intensity even at the low end of a range may not be achievable.
- Policy l. Regulate the amount of noise and light produced by nonresidential land uses to minimize impacts on nearby residential properties.”

The Policy Plan also contains specific guidance in reference to guidelines for multifamily residential development for elderly housing. Appendix I of the Fairfax County Comprehensive Plan Policy Plan Land Use section states:

**Fairfax County Comprehensive Plan, 2017 Edition, Policy Plan, Land Use – Appendix 1, amended through 5-1-2018; beginning on page 13:**

“Guidelines for Multifamily Residential Development for the Elderly:

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

1. Public transportation and community services should be located within a reasonable walking distance and should be accessible via paved walkways that are lighted, secure, and well maintained. Crosswalks should be delineated, and adequate provisions should be made for crossing heavy traffic (e.g., pedestrian crossing signals). If neither public transportation nor community services are located within a short walking distance (i.e.,

- a 5-7 minute walk), the elderly housing development should provide shuttle bus service which can offer residents comparable access to community services.
2. The topography of the site, and that between the site and nearby destinations, should be taken into consideration when siting residential development for the elderly. Pedestrian facilities should not be located on slopes greater than 5-8%, and such maximum slopes should not be continuous for more than 75 feet.
  3. Safety and security are of particular concern to the elderly. To the extent possible, the architecture and site design for multifamily residential development for the elderly should incorporate features which reduce the potential for crime and enhance the security of residents.”

The Fairfax County Comprehensive Plan Policy Plan Housing section contains specific guidance in reference to low-income elderly housing. Objective 5 of the countywide Policy Plan states:

**Fairfax County Comprehensive Plan, 2017 Edition, Policy Plan, Housing, amended through 3-14-2017; Objective 5, beginning on page 6:**

**“Objective 5: The county should increase the supply of housing available to special populations, including the physically and mentally disabled, the homeless, and the low-income elderly.**

- |           |   |
|-----------|---|
| Policy a. | Locate housing resources for special populations in all parts of the county as a way of improving accessibility to employment opportunities, county services, as well as cultural and recreational amenities. ... |
| Policy c. | Enforce fair housing laws and nondiscriminatory practices in the sale and rental of housing to all citizens.  |
| Policy d. | Promote multifamily housing for the elderly and the handicapped that is conveniently located to public transportation and community services.   |
| Policy e. | Encourage the creation of handicapped accessible housing units or units that can be easily modified for use by the disabled.”   |



## **PROPOSED PLAN AMENDMENT**

On October 24, 2017, the Board of Supervisors authorized staff to consider a Plan amendment for Tax Map Parcels 69-1 ((1)) 34 and 69-1 ((1)) 34A to consider all potential uses and consider the impacts of such uses on transportation and other infrastructure.

## **TASK FORCE**

Braddock District Supervisor John C. Cook appointed a group of citizens to serve as a Training Center Site Task Force (Task Force) to seek community input, evaluate alternatives, and make recommendations about future land uses for the subject property. In addition, Supervisor Cook held three community meetings to inform the public and record comments with regard to the planning of the subject area. Task Force discussions centered on land use compatibility, consideration of public facility impacts and meeting community needs. The Task Force began meeting in January 2018 and concluded their work on June 4, 2018 after having met 11 times. They presented their recommendations at a June 25, 2018 community meeting.

The Task Force recommended replanning the former NVTC property for residential use at 1 du/ac, public parks in the EQC and additional recreational uses. Another recommended option for the site was a continuing care facility with public parks in the EQC and additional recreation uses. The Task Force recommended the DMV portion of the site remain planned for Public Facilities, Governmental and Institutional use with recommended options of residential use up to 1 du/ac or a public park use. The Task Force recommended the State Police property remain planned for Public Facilities, Governmental and Institutional uses, specifically for the current public uses with an option for public parks. Finally, the Task Force supported additional Plan guidance to address compatibility with the surrounding community and consistency with Countywide policies. These include:

- Generally, limit development on the former NVTC site to the area inside the ring road;
- Limit building heights to five stories;
- Provide a landscaped buffer where appropriate;
- Provide a 4-6 acre recreational use that serves all abilities and includes an intergenerational gathering space;
- Align and limit access on the former NVTC site to Burke Station Road and to the private cemetery entrance; and
- Provide for affordable housing consistent with general county affordable housing goals.

For more detail on the Task Force recommendations refer to (Attachment I).

## ANALYSIS

During the course of this Plan amendment, the community and task force narrowed the focus to consideration of residential uses, a continuing care facility and public park uses. The task force discussed and reviewed the compatibility of these uses with the surrounding area, as well as the potential impacts on the transportation network, schools, parks and recreation and the environment. While the Task Force recommended a maximum residential density of 1 du/ac, staff recognized that the adjacent areas are largely planned and developed with residential use at a density of 2-3 du/ac. Staff evaluated residential density up to 3 du/ac in this analysis, which would be consistent with the character of the surrounding neighborhoods. The following tables, Figures 2 and 3, quantify existing development, development under the current Comprehensive Plan, and proposed base plan and optional plan land uses associated with this Plan amendment.

	Existing Development	Current Comprehensive Plan	Proposed Residential 3 du/ac (Base Plan)	Proposed Continuing Care Facility (Option)
<b>NVTC Site (82.2 ac)</b>	142,879 sq.ft. Institutional (Vacant)	Public Facilities, Governmental & Institutional	246 dwelling units (Single-Family Detached)	1,100 Independent Accommodations  150 Assisted/Skilled Nursing Beds  575 Employees (275 full time, 300-part time)

**Figure 2. NVTC Site: Comparison of Potential Proposed Plan Recommendations**

	Existing Development	Current Comprehensive Plan	Proposed to Retain Current Base Plan	Proposed Residential 3 du/ac (Option)
<b>DMV &amp; State Police Sites</b>  <b>Total (12.8 ac)</b>	59,122 sq.ft. Public Facilities, Governmental and Institutional	Public Facilities, Governmental & Institutional	59,122 sq.ft. Public Facilities, Governmental & Institutional as the current public uses	38 dwelling units (Single-Family Detached) or Public Park

**Figure 3. DMV & State Police Sites: Comparison of Potential Proposed Plan Recommendations**

## Land Use

The majority of the area surrounding the former NVTC and current State Police properties is developed with stable residential neighborhoods, with the exception of the Fairfax Memorial Park Cemetery located to the north of the subject area. The residential neighborhoods to the north, south, east and west are predominantly developed at a density of 2-3 du/ac. The Fairfax County Concept for Future Development indicates that this area is designated as part of the Suburban Neighborhood area which contains the county's established residential neighborhoods. Suburban Neighborhoods may be appropriate for supporting neighborhood serving commercial services, public facilities, and institutional uses as long as the intensities and character are compatible. The residential use and continuing care facility that are proposed would provide land uses compatible with the existing character of development as well as opportunities for accommodations and services for older adults or persons with disabilities, which are identified as needed initiatives in the Fairfax County 50 Plus Community Action Plan. Further, the Board of Supervisors' Economic Success Strategic Plan includes goals to create places where people want to be which includes supporting people of a variety of ages and abilities and providing a variety of accommodation opportunities.

The current Plan designates the southwest portion of the former NVTC parcel that is located in the Rabbit Branch Stream Valley as Public Parks. The Rabbit Branch Stream Valley and associated EQC provides a natural buffer between the former NVTC site and the Kings Park West subdivision. The potential for a future on-site trail running north to south along the existing creek in the Rabbit Branch Stream Valley was discussed during the Task Force process. This trail could connect to the larger trail system that is delineated on the Countywide Trails Plan Map. The former NVTC site's development is located within a circular road on the site, with the exception of two former group homes located in the northwestern corner of the property. The property is surrounded by dense tree cover within its western, southern, and eastern boundaries, which provides a natural buffer to the surrounding neighborhoods. The State Police site also has areas of dense tree coverage that provide screening for the adjacent residential neighborhoods.

The proposed option for a continuing care facility, comprised of both independent and assisted accommodations, supports Fairfax County initiatives for older adults. The Fairfax County Policy Plan also offers guidelines for the development of multifamily housing for the elderly. Drawing on these may be useful in terms of identifying site design, architectural and mobility considerations for this population. The guidelines suggest minimizing distance to public transportation and community services with emphasis on proper wayfinding elements to ease pedestrian navigation in the immediate area or provision of shuttle services. The guidelines also recommend that facilities not be located in areas with steep slopes. Safety and security treatments are also encouraged under the policy plan guidance.

Throughout the Task Force process, continuation of the public uses on the State Police site was evaluated and ultimately recommended. Both the State Police and National Guard George Mason University Recruiting Office serve important public functions that should be acknowledged and encouraged by the Comprehensive Plan. The four-acre DMV site is owned by the Commonwealth of Virginia and should be designed with consideration given to compatibility with adjacent uses and shared access from Braddock Road. If the property were to be sold into private ownership,



there is an opportunity for the four acres to be consolidated with a potential continuing care facility development.

## **Transportation**

Access to the subject property is from Braddock Road, which is a four-lane east to west road. Primary access to the NVTC property is at the Braddock Road intersection with Burke Station Road. There is a second access that creates an intersection at the Fairfax Memorial Park cemetery entrance. The State Police property has one access point on Braddock Road across from Herend Place in the Somerset South subdivision.

### *Trip Generation for the NVTC Site*

A summary of vehicular trips generated by the current Comprehensive Plan and the proposed land use scenarios is provided in Figures 4 and 5. The summary reflects estimates for each land use for comparison purposes only. The estimates do not account for trip reductions associated with internal capture or transit.

The former NVTC was developed at a relatively low intensity compared to residential use at 3 du/ac or the continuing care facility land use scenarios. As shown in the following figures, the land use scenarios would generate a significantly greater number of vehicle trips than the adopted Comprehensive Plan assumptions associated with the former NVTC, which was estimated to produce 623 daily weekday trips, 83 trips during the AM peak, and 72 trips during the PM peak. By comparison, residential use at a density of 3 du/ac, would increase daily trips by 1,781, while AM peak hour trips increase by 98, and PM peak hour trips increase by 164. In the case of the continuing care facility option, daily trips increase by 2,377, AM peak hour trips by 155, and PM peak hour trips by 240 as compared to the former lower intensity institutional uses.

	Use (ITE Code)	Quantiles	Daily Trips	AM			PM		
				In	Out	Total	In	Out	Total
Current Comprehensive Plan									
Northern Virginia Training Center Site	Junior/Community College (540)	150 Students	265	33	18	51	11	9	20
	Assisting Living (254)	140 Beds	358	23	9	32	20	32	52
Total Trips Generated			623	56	27	83	31	41	72
Proposed Plan Amendment (Base Plan): Residential 3 du/ac									
Northern Virginia Training Center Site	Single-Family Detached Housing (210)	246 DU	2,404	45	136	181	149	87	236
Total Trips Generated			2,404	45	136	181	149	87	236
Gross Impact Over Current Plan			1,781	(11)	109	98	118	46	164
Proposed Plan Amendment (Optional Plan): Continuing Care Facility									
Northern Virginia Training Center Site	Continuing Care Retirement Community (255)	1,250 Units	3000	126	112	238	156	156	312
Total Trips Generated			3,000	126	112	238	156	156	312
Gross Impact Over Current Plan			2,377	70	85	155	125	115	240

**Figure 4. Trip Generation Comparison of Potential Proposed Plan Recommendations**

*Trip Generation for DMV and State Police Site*

The State Police property and the future DMV site are planned for Public Facilities, Governmental and Institutional uses. The existing governmental uses total 59,122 square feet of office space and are estimated to generate 286 daily weekday trips, 42 trips during the AM peak, and 82 trips during the PM peak (Figure 5).

When compared to the government office use, residential uses at a density of 3 du/ac have an estimated increase in the number of daily vehicle trips, but a decrease in morning and evening peak hour vehicle trips. Daily trips increase by 145 trips, AM peak hour trips decrease by 6, and PM peak hour trips decrease by 38. The increase of daily trips is due to the proposed residential use density, although the government office use is estimated to generate more vehicle trips during the AM and PM peak hours.

	Use (ITE Code)	Quantiles	Daily Trips	AM			PM		
				In	Out	Total	In	Out	Total
Current Comprehensive Plan									
DMV and State Police Sites	General Office Building (710)	59,122 SQ. FT.	286	37	5	42	14	68	82
Total Trips Generated			286	37	5	42	14	68	82
Proposed Plan Amendment (Optional Plan): Residential 3 du/ac									
DMV and State Police Sites	Single-Family Detached Housing (210)	38 DU	431	9	27	36	28	16	44
Total Trips Generated			431	9	27	36	28	16	44
Gross Impact Over Current Plan			145	(28)	22	(6)	14	(52)	(38)

**Figure 5. Trip Generation Comparison of Potential Proposed Plan Recommendations**

The proposed land use scenarios for the NVTC, DMV and State Police sites vary in their transportation impacts. The scenarios for the NVTC site alone all significantly increase the number of trips generated over the current planned uses. The scenarios for the DMV and State Police sites would have modest impacts, either slightly increasing or slightly decreasing the number of weekday trips. Transportation issues associated with redevelopment of the subject area, particularly those associated with access and multimodal options, will need to be adequately addressed as part of the rezoning review process. The development plan should address overall circulation patterns, turning movements, signalization, bicycle and pedestrian amenities, safety issues, and transit amenities.

## Parks

The area around the subject property is served by parks that are owned and maintained by the Fairfax County Park Authority (FCPA). Parks in the vicinity of the site are largely resource-based and contain a number of paved, unpaved and multipurpose trails. The impact analysis for the proposed residential uses assumed 284 single-family detached units with an average household size of 3.4 residents, resulting in the projected population of 887 people. For the proposed continuing care facility, analysis of 1,100 independent units assumed an average size of 1.5 persons per unit resulting in a population of 1,650 people. By using a few examples of park facilities, and applying FCPA Service Level Standards found in the Comprehensive Plan's Policy Plan, it is estimated that 887 people generate the need for approximately 30% of a rectangle field, 40% of a basketball court and 30% of a playground. For 1,650 people, it is estimated that 887 people generate the need for 60% of a rectangle field, 80% of a basketball court and 60% of a playground. When considering the type of park users that may result from proposed development, the Task Force identified the opportunity to have new parks and recreation facilities that serve a variety of ages and abilities.



A portion of the site that is within the RPA and directly adjacent to Pohick Creek Stream Valley Park may be desirable for both protection and restoration due to the habitat it supports. This area and forested portions of the site along the southern boundary would need to have their conditions field verified prior to the Park Authority providing recommendations or support for any portion of this parcel to be planned for future management by (or in cooperation with) the Fairfax County Park Authority.

### **Heritage Resources and Archaeology**

The Northern Virginia Training Center, established in 1973, was the first of ultimately five regional training centers created by what was then known as Virginia's Department of Mental Health and Mental Retardation to provide services for the Commonwealth's citizens with "mental retardation as a severe primary handicapping condition" (Commonwealth of Virginia: 1986) residing in the counties of Arlington, Fairfax, Loudoun, and Prince William, and the cities of Alexandria, Fairfax, Falls Church, Manassas, and Manassas Park. The subject property is not listed on the Fairfax County Inventory of Historic Sites nor listed on The National Register of Historic Places, within a Historic Overlay District, or given any other official historic designation.

The NVTC stood as an important regional institution for over 40 years, implementing the humanitarian policy interests of the state and serving the needs of its most vulnerable citizens. There is an opportunity to document the complex with exterior photos of all structures as well as a labeled sketch map showing the circulation networks and the spatial relation of the buildings to one another and to other features such as recreation areas, open space, and gardens. It has not been determined if the former NVTC qualifies for inclusion on The Fairfax County Inventory of Historic Sites or The National Register of Historic Places. For either designation, it is a good practice to document those buildings or sites that may have historic significance.

Archival review suggests the subject property has high potential for historic, Native American, and Civil War archaeological sites. For undisturbed portions of the parcels, a Phase I archaeological survey should be completed in order to determine the presence or absence of sites. If significant sites are found, it would be recommended that the property undergo Phase II archaeological testing in order to determine county significance and if the site is eligible for inclusion onto the National Register of Historic Places or of county significance. If sites are found significant or eligible, avoidance or additional archaeological work may be required. If Federal funding or permitting are required, consultation with the Virginia Department of Historic Resources would be recommended. All cultural resources assessment and site work should conform to Virginia Department of Historic Resources standards and in consultation with FCPA and county staff.

### **Schools**

The schools serving this area are Robinson High School (HS), Robinson Middle School (MS), and Laurel Ridge Elementary School (ES). The following projections were published earlier this year by Fairfax County Public Schools (FCPS) and do not reflect the increase in the numbers of students resulting from this proposed plan amendment.

School	Program Capacity SY 2017-18	Membership (9/30/17)	Program Capacity Utilization SY 2017-18	Projected Membership SY 2022-23	Capacity Utilization SY 2022-23
Robinson HS	2,750	2,673	97%	2,711	99%
Robinson MS	1,310	1,209	92%	1,233	94%
Laurel Ridge ES	933	848	91%	771	83%

**Figure 6. Capacities and Projected Enrollments based on the adopted FY 2019-23 Capital Improvement Program (January 2018).**

Figure 6 shows a snapshot in time (as of January 2018) for student membership and school capacity balances. The five-year student membership projections and individual school capacity evaluations are updated annually by FCPS. At this time, Robinson HS, Robinson MS, and Laurel Ridge ES are under capacity. If development occurs under the existing zoning, these schools are projected to remain under capacity. Beyond the five-year projection horizon, enrollment projections are not available.

#### Northern Virginia Training Center Site

For the NVTC site, excluding the 4-acre DMV portion, impacts to schools were evaluated for residential use at a density of 3 du/ac. The option for a continuing care facility would not generate any students and would not have an impact on FCPS. Based on the number of residential units proposed, Figure 7 shows the number of anticipated students by school level based on the current countywide student yield ratio.

School Level	Proposed Number of Units	Proposed Student Yield
High	246	44
Middle	246	22
Elementary	246	65
<b>Total Student Count</b>		<b>131</b>

2015 countywide student yield ratios (November 2016)

**Figure 7: Residential at 3 du/ac (246 single-family detached dwelling units)**

#### Department of Motor Vehicles and State Police Sites

For the Department of Motor Vehicles and State Police sites, impacts to schools were also evaluated for residential use at 3 du/ac. Based on the number of residential units proposed, Figure 8 shows the number of anticipated students by school level based on the current countywide student yield ratio.

School Level	Proposed Number of Units	Proposed Student Yield
High	38	7
Middle	38	3
Elementary	38	10
<b>Total Student Count</b>		<b>20</b>

2015 countywide student yield ratios (November 2016)

**Figure 8: Residential at 3 du/ac (38 single-family detached dwelling units)**

As the charts indicate, 246 single-family attached dwelling units on the NVTC site is estimated to result in an increase of 131 students above what would result from the current Plan – a total of 44 high, 22 middle, and 65 elementary school students. In addition, 38 single-family attached dwelling units on the DMV and State Police sites would result in, with an estimated increase of 20 students above the current Plan – a total of 7 high, 3 middle, and 10 elementary school students.

Fairfax County Public Schools that currently serve the subject property are under capacity with current enrollments. The high and middle schools are being monitored due to approaching capacity deficit, and the elementary school is considered to have sufficient capacity for projected programs and growth. Increased residential development on the subject property would necessarily result in increased enrollment at these schools.

Recommended boundary adjustment options, program changes and potential school expansions and new schools are included in the Capital Improvement Plan (CIP) for future consideration based on the most recent five-year projections and SY 2017-18 capacity evaluations. Any options chosen for potential implementation will be discussed and decided through a transparent process that engages the community, in accordance with School Board Policy and Regulations. This includes adjustments needed for Advanced Academic Program centers at existing facilities and newly identified locations for such programs.

## **Fire and Rescue**

The Northern Virginia Training Center site would primarily be served by four fire stations that are proximate to the subject area. The Fairfax City Volunteer Fire Station 403 located at 4081 University Drive in Fairfax City is the closest fire station. The Burke Volunteer Fire Station 414 located at 9501 Burke Lake Road is the second nearest station followed closely by the West Annandale Volunteer Fire Station 423 at 8914 Little River Turnpike, and the Fairview Fire Station 432 at 5600 Burke Center Parkway. The Fairfax City fire station is staffed 24/7 by Fairfax City Fire Department personnel. The Burke and West Annandale fire stations are owned and maintained by their respective Volunteer Fire Departments but are staffed 24/7 with Fairfax County Fire and Rescue Department (FRD) personnel.

FRD reviewed the proposed land use scenarios in the referenced plan amendment and determined that a continuing care facility with 1,100 independent and 150 assisted accommodations on the NVTC site would have a significant impact on emergency response resources. Specifically, FRD analyzed historical emergency call data generated from the Greenspring Village Retirement Community in Springfield, VA, which is a similar size and type of development. At proposed buildout of the continuing care facility, FRD estimates approximately three emergency medical service (EMS) incidents per day from this facility. Most likely, over half of these EMS incidents would be from 9:00am – 4:00pm. The average time on each medical incident would be about 48 minutes with nearly half the incidents lasting over 80 minutes due to transport time to local hospitals.

For calendar year 2017, the EMS transport units from Fairfax City and all three county fire stations (Burke, West Annandale and Fairview) ran an average of 4-6 incidents per day. The chart below Figure 9 summarizes the EMS transport unit activity.

Fire Station	Travel time to NVTC (minutes)	EMS Transport Unit CY2017 Daily Volume
Fairfax City 403	4.8	About 5
Burke 414	5.3	5.55
West Annandale 423	5.7	4.98
Fairview 432	5.8	4.19

**Figure 9. Emergency Medical Service (EMS) Transport Unit Activity**

The population growth generated from the proposed plan option for a continuing care facility, at full build out, is projected to significantly increase the number of emergency medical calls. Furthermore, multiple incidents occurring simultaneously in an area will impact availability of units at the closest fire stations resulting in longer response times as units travel from fire stations located farther away. FRD's goal is to plan for additional resources to insure that future development will not negatively impact response times to any emergency incident in Fairfax County.

## **Environment**

The subject property is located in the Pohick Creek watershed and contains over 7 acres of Resource Protection Area (RPA). Environmental Quality Corridor (EQC) runs along the western boundary of the property. The EQC would include all of the RPA, steep slopes of 15 percent or greater in this same area as well as a small stream channel that extends from the mapped RPA on the western side of the property east and north into the property which may be EQC with hydric soils. The presence of hydric soils may indicate the presence of wetlands. If wetlands are determined to be present and they are connected to any defined EQC, then the wetlands would also be part of this EQC area. Further study and field verification would be required in order to determine if this area would be designated as an EQC.

The redevelopment of the subject property presents an opportunity to include updated stormwater management measures in order to promote water quantity and quality controls within the Pohick Creek watershed. In order to achieve the greatest benefit, any proposed measures are recommended to meet current standards for new development as opposed to redevelopment standards, which provide for only limited measures to be imposed.

As part of any proposal to redevelop the subject property, green building measures should be strongly encouraged. For any new development, green building measures may include LEED or an appropriate equivalent.

Because the property is adjacent to and has a lengthy frontage along Braddock Road, a noise study would help determine what transportation generated noise impacts may exist for this property. Any new development should meet the recommended 45 decibel interior standard and outdoor recreation areas should not exceed 65 decibels for noise generated from roadways.

## **CONCLUSION**

The Plan amendment considers new recommended residential and institutional land uses for the subject property. The residential options are consistent with the character of the surrounding neighborhood at a density of 2-3 du/ac. The option for a continuing care facility may be appropriate if designed to be sensitive to the residential character of the surrounding community and may advance County goals to create more accommodation options for older adults. For the DMV and State Police sites, the Plan amendment proposes to support the continuation of these important public services and retain the adopted plan recommendation for Public Facilities, Governmental and Institutional uses. Should the State property be sold into private ownership, the proposed Plan amendment adds options for residential uses at a density of 2-3 du/ac. The Plan also offers the additional option of Public Park use.

The analysis indicates that each type of land use comes with greater impacts to some public facilities when compared to other land uses. The degree of the impact also depends on the mix of uses and amount of development. The proposed new residential and institutional land uses have greater transportation impacts than the existing and former institutional uses that are recommended in the adopted Comprehensive Plan. Residential uses have the greatest impacts to schools and some impacts to parks. A continuing care facility has the greatest impact to fire and rescue services and to parks and recreation facilities. The Plan option that is pursued should appropriately address the impacts to public facilities and be designed to be compatible with the surrounding residential neighborhood and minimize the impact to the natural environment.

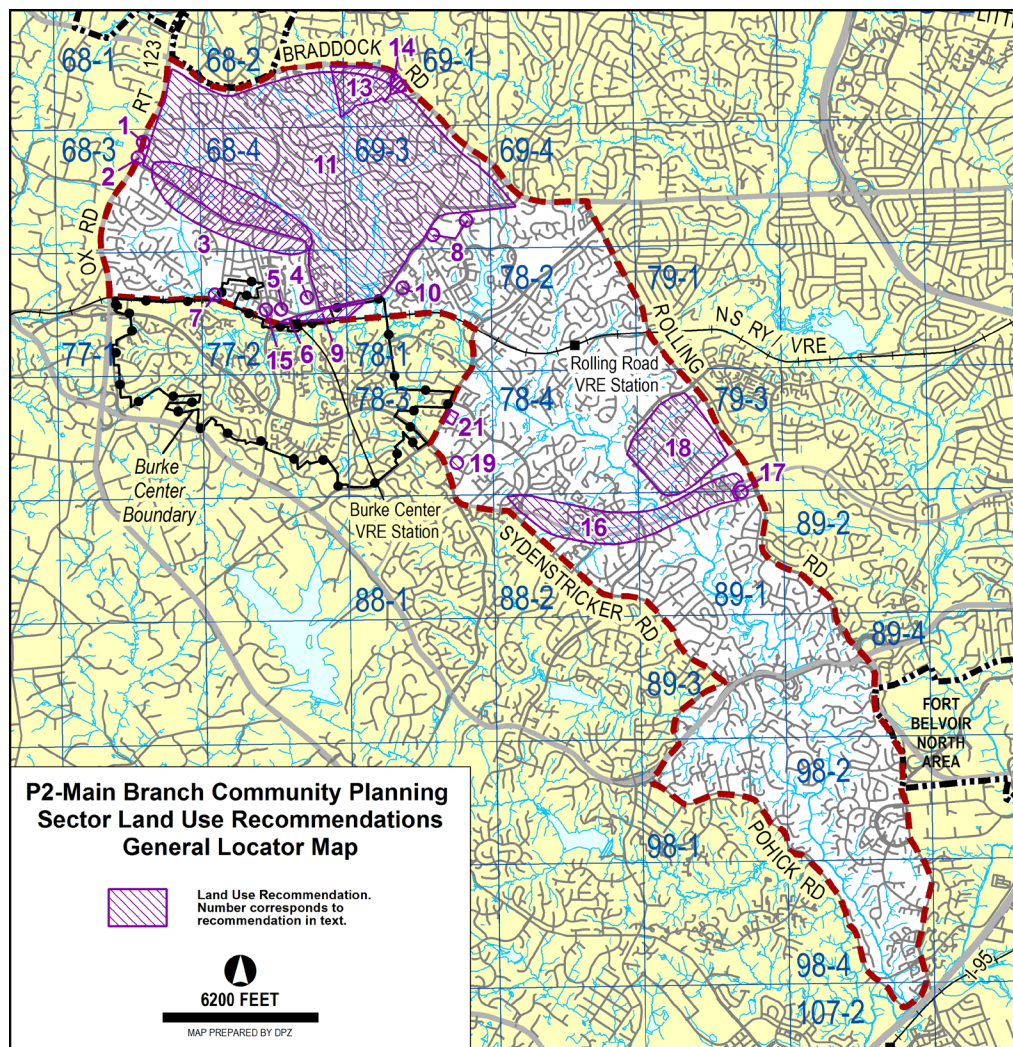


## RECOMMENDATION

Staff recommends that the Comprehensive Plan be modified as shown below. Text proposed to be added is shown as underlined and text proposed to be deleted is shown as a ~~strike through~~.

## MODIFY

**FIGURE:** Fairfax County Comprehensive Plan, 2017 Edition, Area III, Pohick Planning District as amended through 7-31-2018; P2 Main Branch Community Planning Sector, Land Use, Figure 13, “Land Use Recommendation General Locator Map”, page 31. Revise Figure, as shown, to insert new recommendations #13 and #14. Renumber subsequent recommendations.



**FIGURE 13**

**ADD:** Fairfax County Comprehensive Plan, 2017 Edition, Area III, Pohick Planning District as amended through 7-31-2018; P2 Main Branch Community Planning Sector, Land Use, pages 32-34, insert new recommendations #13 and #14 after existing recommendation #12. Renumber subsequent recommendations.

13. Tax Map Parcel 69-1((1))34 is approximately 83 acres in size. A 4-acre portion is a future Department of Motor Vehicles site and is planned for public facilities, governmental and institutional uses. The remaining 79 acres of parcel 69-1((1))34 is planned for residential use at 2-3 du/ac except for the Environmental Quality Corridor (EQC) located on the southwest portion of the site, which is planned for public park. Special consideration should be given to preserving the existing mature tree canopy around the perimeter of the property.

As an option, the approximately 79 acres may be appropriate for a continuing care facility at an intensity up to .60 FAR, inclusive of bonus intensity, if the following conditions are met:

- The continuing care facility should be compatible with the character of the surrounding communities;
- Building heights should be limited to five stories with some flexibility for six stories toward the center of the site;
- Appropriate landscaped screening and buffering should be preserved or augmented to provide a transition to residential areas;
- The existing mature tree canopy around the perimeter of the property should be preserved to the extent feasible;
- Stormwater management measures should be provided to promote water quantity and quality controls for the site;
- Affordable accommodations should be provided consistent with adopted Policy Plan guidance; and
- A publically accessible park space should be provided that includes active and all-abilities recreational uses as well as intergenerational gathering spaces.

If no longer in state ownership, the future DMV four-acre area may be appropriate for residential use up to 2-3 du/ac or public park. As an alternative, the area may be considered for a continuing care facility if included in a unified plan with the remainder of parcel 69-1((1))34.

14. Tax Map Parcel 69-1((1))34A is planned for public facilities, governmental, and institutional use. If no longer in state ownership, residential use up to 2-3 du/ac or a public park may be appropriate.

Fairfax County Comprehensive Plan, 2017 Edition, Area III, Pohick Planning District as amended through 3-14-2017; Overview, Public Facilities, Figure 6, Pohick Planning District Existing Public Facilities, page 16:

**DELETE:** “Cluster Residences for Mentally Retarded Adults, \*No. Va. Training Center (State)” from the P2 section of the table.

**COMPREHENSIVE LAND USE PLAN MAP:**

The Map should change to show the portion of Tax Map Parcel 69-1 ((1)) 34 that excludes the 4-acres owned by the State of Virginia and that is planned for institutional use as planned for residential use at 2-3 du/ac. The portion of the property that is planned for Public Park should remain as planned for Public Park.

**TRANSPORTATION PLAN MAP:**

The Countywide Transportation Plan Map will not change.

## **Training Center Site Task Force Final Recommendations**

### **6/25/2018**

**Task Force Members:** Nancy Mercer (Chair), Cary Adams, Leeann Alberts, Frank Cumberland, Denis Gulakowski, Heather Villavicencio, Mark O'Meara, Bill Parmentier, John Rephlo, Jill Hilliard, Melvin Russell, Steve Bergstrom

#### **Brief History and Introduction**

The Task Force presents the following recommendations to the community on future development of the former Northern Virginia Training Center site on Braddock Road, the adjacent State Police and National Guard sites, and land reserved for a future DMV facility.

The group has been meeting since January to identify issues, collect data and other information, review community input, evaluate alternatives, and produce possible development scenarios. These scenarios were discussed at a community meeting in late April and an online survey was conducted to gather additional community response.

#### **Task Force Recommendations**

The Task Force Comprehensive Plan recommendation for the **State Police Property** is a base of Public Facilities, Governmental and Institutional use, specifically for the current public uses. As an option, a public park use may be appropriate.

The Task Force Comprehensive Plan recommendation for the **DMV Site** is a base of Public Facilities, Governmental and Institutional use. As an option, residential use up to 1 du/ac or a public park use may be appropriate.

The Task Force Comprehensive Plan recommendation for the **former NVTC Property** is a base of Public Park in the Environmental Quality Corridors, additional recreation uses and 1-2 dwelling units per acre. The Plan text should specify that the bottom end of the range (1 du/ac) is appropriate. As an option, Public Park in the Environmental Quality Corridors, additional recreation uses and a continuing care facility may be appropriate.

### **Additional Plan Guidance**

- The Continuing Care Facility should be compatible with the character of the surrounding community.
- Development should be limited to the area inside the ring road and the additional northwestern area of the property that is already developed.
- Building height should be limited to 5 stories including any levels of parking and the peak of roofs.
- There should be provision of a landscaped buffer where appropriate.
- The recreational use should be at least 4-6 acres and include an all abilities recreation use and intergenerational gathering space.
- There should be provision of affordable housing consistent with general county affordable housing goals.
- Access should be consolidated to two access points- the access across Burke Station Road and the private cemetery entrance.

### **In Closing:**

The Task Force has appreciated being able to play a role in facilitating the discussion to help formulate a Comprehensive Plan for the NVTC property that best meets the needs and desires of our community for many years to come.

**Task force meeting agendas, handouts, PowerPoints, and minutes are available at: <https://www.fairfaxcounty.gov/braddock/training-center-and-state-police-site>.**