



PROPOSED COMPREHENSIVE PLAN AMENDMENT

ITEM: PA 2021-IV-S2
March 29, 2023

GENERAL LOCATION: Generally located on the south side of Villa Park Road and west of the ramps between Backlick Road and westbound Franconia-Springfield Parkway.

SUPERVISOR DISTRICT: Franconia

PLANNING AREA: Area IV

PLANNING DISTRICT: Springfield Planning District

PLANNING SECTOR:
S4 Springvale Community Planning Sector

PARCEL LOCATION: 90-2 ((4)) 19 and 20

PLANNING COMMISSION PUBLIC HEARING:
Wednesday, May 10, 2023 at 7:30 PM

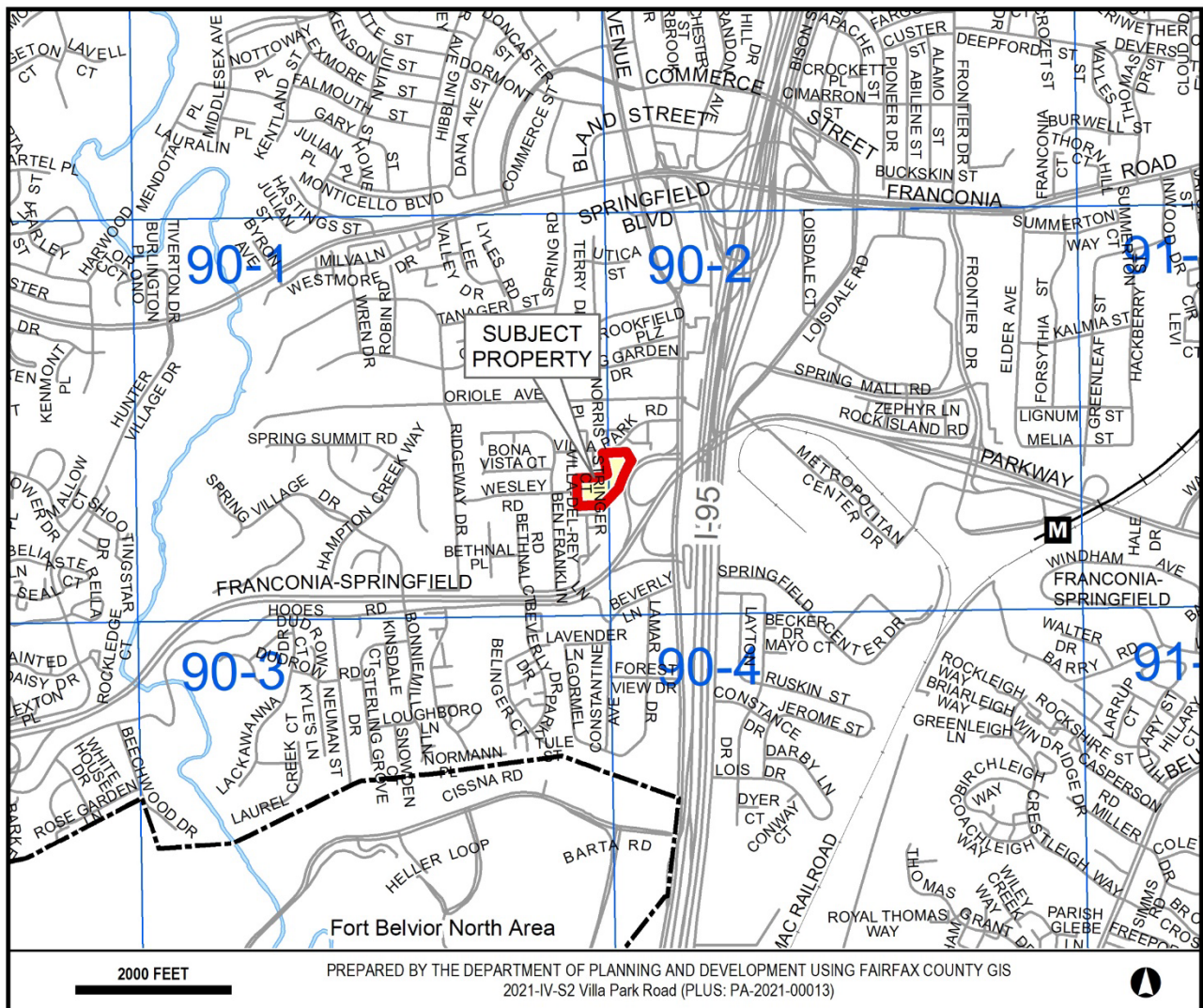
BOARD OF SUPERVISORS PUBLIC HEARING:
Tuesday, June 6, 2023 at 4:00 PM

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.





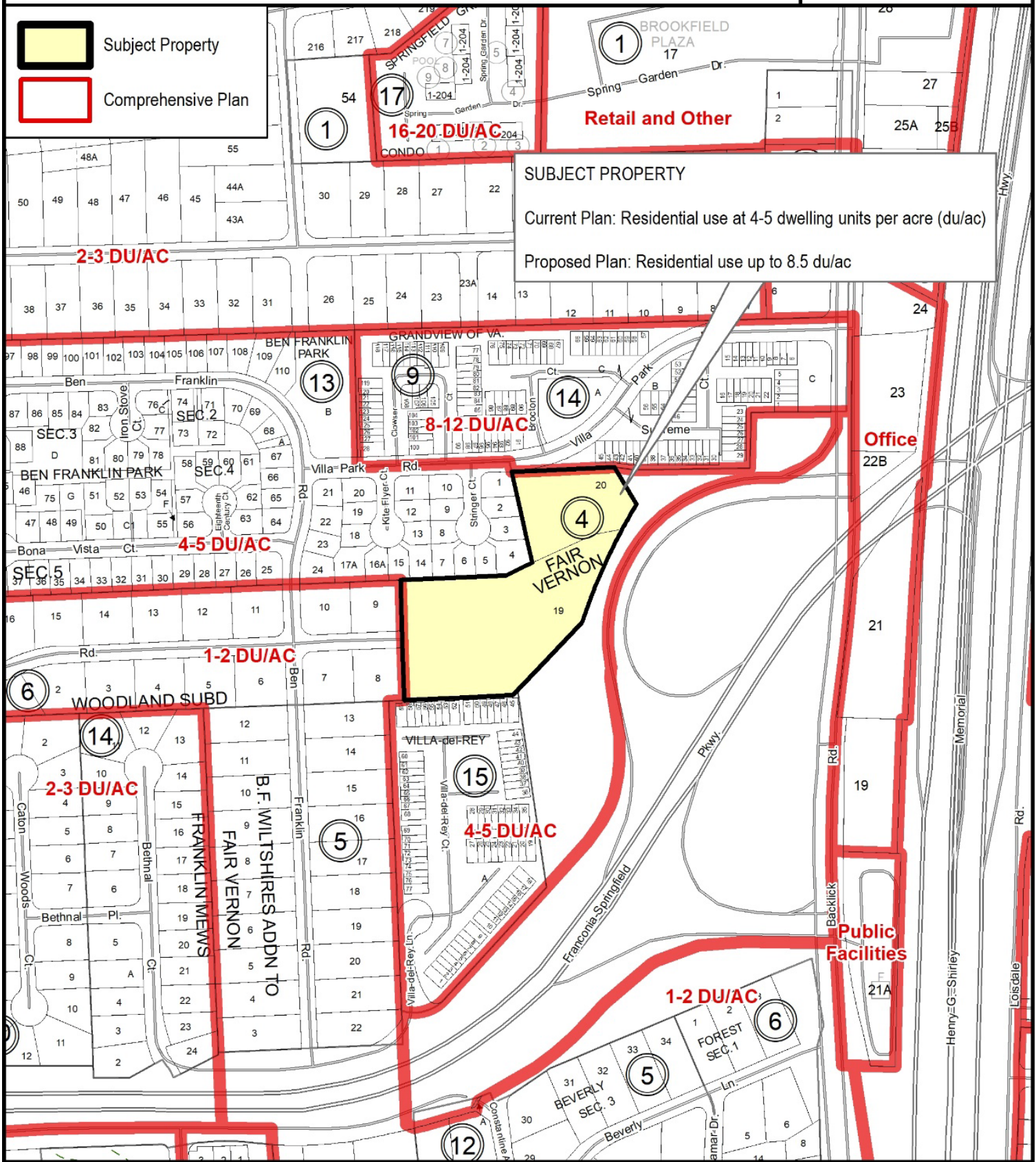
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CURRENT PLAN AND PROPOSED CHANGE

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

**ITEM:
PA 2021-IV-S2**

-  Subject Property
-  Comprehensive Plan



SUBJECT PROPERTY
 Current Plan: Residential use at 4-5 dwelling units per acre (du/ac)
 Proposed Plan: Residential use up to 8.5 du/ac

400 FEET

PREPARED BY THE DEPARTMENT OF PLANNING AND DEVELOPMENT USING FAIRFAX COUNTY GIS
 PARCEL INFORMATION CURRENT TO DECEMBER 2021



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STAFF REPORT FOR PLAN AMENDMENT 2021-IV-S2

BACKGROUND

On March 23, 2021, the Board of Supervisors (Board) authorized Plan Amendment (PA) 2021-IV-S2¹ on Tax Map Parcels 90-2 ((4)) 19 and 20, generally located on the south side of Villa Park Road and west of the ramps between Backlick Road and westbound Franconia-Springfield Parkway in the Franconia District. This proposed Plan amendment considers adding an option for residential use up to an overall density of 8.5 dwelling units per acre (du/ac), consisting of townhouse residential units.

The review of the Plan amendment is concurrent with Rezoning application [RZ 2021-LE-00019, Towns at Villa Park](#), which proposes at the time of this staff report publication to rezone the property from R-1 to R-8 to accommodate up to 42 dwelling units at a density of 7.2 du/ac. The proposed concept from the rezoning application, dated December 7, 2022, is shown in Appendix 1. The rezoning concept is included as an illustrative and is not meant to represent an appropriate implementation of the proposed Plan amendment. Any recommendation for this Plan amendment should not be construed as a favorable recommendation by the Board, the Planning Commission, or staff on the proposed zoning application and does not relieve the applicant from compliance with the provisions of all applicable ordinances, regulations, and adopted standards.

CHARACTER OF THE SITE

The subject property is planned for residential development at a density of 4-5 du/ac within the S4 Springvale Community Planning Sector, Springfield Planning District, Area IV volume of the Comprehensive Plan, and consists of two parcels that are located south of Villa Park Road and west of the ramp between Backlick Road and westbound Franconia-Springfield Parkway. Interstate 95 (I-95) is situated to the east of Backlick Road. The subject property is approximately 5.81 acres and is currently undeveloped. There is significant tree cover on the site. The site has a high point in the northwest corner and generally slopes down to the southwest, where it slopes up again. There is limited frontage on Villa Park Road. The subject property is zoned R-1 District, residential use not to exceed one du/ac.

CHARACTER OF THE AREA

As mentioned, the site is located in the Springfield Planning District. The planning district is generally characterized by stable residential neighborhoods and community-serving commercial areas. The Springfield Community Business Center (CBC) and the Franconia Springfield Transit Station Area (TSA) mixed use development centers are located within the planning district. The planning district is also developed with single-family detached residential units, with scattered

¹ This Plan Amendment is entered as PA-2021-00013 in Fairfax County's Planning and Land Use System (PLUS).

townhouses and multifamily residential units. The site and the surrounding area are shown on Figure 1.

Figure 1: Aerial view of the site and the surrounding area



The areas adjacent to the subject property are planned and developed as follows:

North: The Grandview townhouse community borders the site to the north and is planned for residential development at a density of 8-12 du/ac and zoned R-8 (residential use not to exceed 8 du/ac). A small portion of the townhouse community open space separates the subject property from Villa Park Road.

South: Roadway right-of-way and the Villa Del Ray townhouse community borders the site to the south. Villa Del Ray is planned for residential development at a density of 4-5 du/ac and is zoned R-8. The Villa Del Ray development was approved in 1977. At the time of approval, the subject property had a Plan option for residential use up to 8 du/ac subject to conditions that included parcel consolidation and dedication of right-of-way for what would become the Franconia-Springfield Parkway.

West: The land to the west of the site is developed with single-family detached residences in the Ben Franklin Park and Woodlawn subdivisions and is planned for residential development at a density of 4-5 du/ac and 1-2 du/ac, and zoned R-5 (residential use not to exceed 5 du/ac) and R-1, respectively.

East: The land to the east of the site is the roadway right-of-way and the ramp from Backlick Road to westbound Franconia-Springfield Parkway.

PLANNING HISTORY

There have been no Comprehensive Plan amendments on the site in the past ten years related to the land use recommendation. The plan recommendation was modified in 2007 to reflect the construction of the Franconia-Springfield Parkway.

ADOPTED COMPREHENSIVE PLAN TEXT

The Comprehensive Land Use Plan Map identifies the site as planned for residential use at a density of 4-5 du/ac. The Springvale Community Planning Sector, Springfield Planning District, Area IV volume of the Comprehensive Plan contains the following guidance pertaining to this site:

Fairfax County Comprehensive Plan, 2017 Edition, Area IV, Springfield Planning District as amended through 11-9-2021; S4-Springvale Community Planning Sector, page 48:

“CONCEPT FOR FUTURE DEVELOPMENT

The Springvale Community Planning Sector is recommended to develop as Suburban Neighborhoods in the Concept for Future Development.

RECOMMENDATIONS

Land Use

The Springvale Community Planning Sector is largely developed as stable residential neighborhoods. Infill development should be of a compatible use, type, and density and in accordance with the guidance provided by the Policy Plan under Land Use Objectives 8 and 14.”

The Plan includes the following site-specific recommendation:

Fairfax County Comprehensive Plan, 2017 Edition, Area IV, Springfield Planning District as amended through 11-9-2021; S4-Springvale Community Planning Sector, page 51:

“3. The vacant parcels north of the Franconia-Springfield Parkway should be developed in residential uses in accordance with the Plan map.”

Fairfax County Comprehensive Plan, 2017 Edition, Policy Plan, Land Use Element, Land Use Pattern, Preservation and Revitalization of Neighborhood and Community Serving Uses, as amended through 6-28-2022, page 5-6:

“Objective 8: Fairfax County should encourage a land use pattern that protects, enhances and/or maintains stability in established residential neighborhoods.

Policy a. Protect and enhance existing neighborhoods by ensuring that infill development is of compatible use, and density/intensity, and that adverse impacts on public facility and transportation systems, the environment and the surrounding community will not occur.”

Fairfax County Comprehensive Plan, 2017 Edition, Policy Plan, Land Use Element, Land Use Compatibility, as amended through 6-28-2022, pages 9-10:

“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 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 f. Utilize urban design principles to increase compatibility among adjoining 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.”

Fairfax County Comprehensive Plan, 2017 Edition, Policy Plan, Environment Element, Amended through 6-28-2022. Pages 7-9, 12, and 19.

“Objective 2: Prevent and reduce pollution of surface and groundwater resources. Protect and restore the ecological integrity of streams in Fairfax County.

...

Policy k [part]. Encourage fulfillment of tree cover requirements through tree preservation instead of replanting where existing tree cover permits. Commit to tree preservation thresholds that exceed the minimum Zoning Ordinance requirements.”

“Objective 4: Minimize human exposure to unhealthy levels of transportation generated 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 will require mitigation. New residential development should not occur in areas with projected highway noise exposures exceeding DNL 75 dBA.”

“Objective 10. Conserve and restore tree cover on developed and developing sites. Provide tree cover on sites where it is absent prior to development.

Policy a. Protect or restore the maximum amount of tree cover on developed and developing sites consistent with planned land use and good silvicultural practices.

...

Policy c. Use open space/conservation easements as appropriate to preserve woodlands, monarch trees, and/or rare or otherwise significant stands of trees, as identified by the county.”

Fairfax County Comprehensive Plan, 2017 Edition, Policy Plan, Housing Element, Amended through 2-23-2021, Countywide Objectives and Policies, pages 3-4:

“Higher densities can help to support housing affordability as the prices of new homes and the rents of new apartments are directly related to allowable density. Determining acceptable locations for higher density residential development is necessary as part of a strategy to provide more units addressing a range of affordability. In addition, older, more affordable, residential communities will need to be enhanced and protected from the encroachment of new commercial development and redevelopment.

...

The county has steadily increased its role in providing low- and moderate-income housing. Despite this continuing effort, there remains a significant need for housing assistance in the county.”

PROPOSED PLAN AMENDMENT

The Board requested that staff consider an amendment for residential use up to a density of 8.5 du/ac, which would result in the development of up to 49 dwelling units inclusive of workforce

dwelling units and any associated bonuses. Considerations that are identified in the Board authorization include, but are not limited to, vehicular access, site layout, pedestrian circulation, noise mitigation, usable open space, tree preservation, topography constraints, and the compatibility with the adjacent communities. Through the review of this Plan amendment and the concurrent rezoning, staff has determined that a density of 5-8 du/ac could be appropriate, if certain conditions are met, due to the environmental characteristics of the site. The recommendation is shown in the Recommendation section of the staff report.

ANALYSIS

Land Use

This Plan amendment considers the subject property in the context of the surrounding area, which is comprised primarily of residential uses at a variety of densities, ranging from single family detached homes at 1-2 du/ac to townhouses up to 8-12 du/ac.

Land Use Pattern

The Concept for Future Development in the Comprehensive Plan designates the subject property and the surrounding area as Suburban Neighborhoods. Suburban Neighborhood areas are typically residential in character, with little or no change envisioned, and contain a mixture of residential densities. Infill development in Suburban Neighborhoods should be compatible in use, type, and intensity with the surrounding areas. The predominant residential character of the area should be maintained by promoting compatible land uses and land use densities.

The subject property is planned for residential use at 4-5 du/ac but is surrounded by several different residential densities. The townhouses to the north are planned for 8-12 du/ac; the density of the townhouse developments to the south of the site is approximately 8 du/ac (note that while the townhouses to the south are planned at a residential density of 4-5 du/ac, the site is developed at approximately 8 du/ac), and is greater than the density to west, which is planned for 1-2 and 4-5 du/ac. The lower density to the west of the site would warrant appropriate transitions, such as screening and buffering to mitigate the impacts of the proposed higher density development or other mechanisms to ensure land use compatibility.

Residential development up to a density of 8.5 du/ac as authorized by the Board would be greater than the developed densities to the west and south and would likely have an adverse impact on the existing environmental resources on the site, as described in the environmental analysis within this report. A residential density of approximately 5-8 du/ac, or 29 to 46 units, would be more consistent with the density of the existing townhouses to the south and provide a transition between the density to the north and the west.

Land Use Compatibility

Objective 14 of the Land Use element recommends that new development or redevelopment be harmonious with surrounding uses and minimize undesirable visual, auditory, environmental and other potential impacts. Infill development should be at a scale that is compatible with the surrounding area and that can be supported by adequate public facilities and transportation

systems (policy b). Compatible transitions between differing uses are encouraged through control of building mass and height (policy c), and the use of appropriate buffering, screening, landscaping and open space is encouraged, especially along rights-of-way (policy h), to minimize impacts of potentially incompatible land uses. Neighborhood stability is further promoted through sound planning principles addressing appropriate transitions between adjoining land uses, access control, environmental and heritage resource protection, and other appropriate public facility and transportation guidelines (Objective 8, policy a).

The neighboring townhouse communities to the north were built in the mid-1970s, and the community to the south was built in the mid-1980s. The building form of the townhouses consists of 2-3 story buildings, characterized by smaller footprints, whereas contemporary townhouses tend to be larger both in terms of the footprint and tend to be 3-4 stories instead of 2-3 stories. As a result, newer townhouse developments can be more land consumptive than older townhouse communities that were built at a similar density. The homes to the west are single-family detached homes that are approximately 2 stories tall.

In order to be harmonious with the surrounding uses and minimize undesirable visual, auditory, environmental and other impacts, any development on this site should consider the relationship between the existing residential development and the proposed development, particularly related to screening, buffering, location of the on-site amenities and open spaces, and building heights. Transitions between the existing development and the proposed development is especially important when considering that the site is currently both undeveloped and heavily wooded. Preserving mature and healthy trees would serve to buffer new development, as well as other environmental purposes.

Open Space, Tree Canopy, and Tree Preservation

Maintaining a canopy of trees and providing adequate open space on the subject would achieve many of the Plan objectives expected with the development of the site, as outlined in the Environment element of the Policy Plan. A healthy tree canopy improves air quality, reduces stormwater runoff, protects valuable watershed resources, preserves scenic value, and, as previously mentioned, provides screening and buffering. With the concurrent rezoning, staff examined the Zoning Ordinance requirements for open space and tree canopy for the existing zoning on the site, R-1, the current Plan recommendations for residential use at 4-5 du/ac, which would result in an R-5 District – residential use not to exceed five du/ac, if implemented; and the zoning district proposed by the applicant, R-8. These various requirements are shown in Table 1.

The amount of open space required in the development decreases as the density increases under the Zoning Ordinance provisions. Under the current R-1 zoning district, the development would be expected to provide a minimum of 30% open space. The proposed R-8 zoning district requires a minimum of 25% open space, a decrease of 5% over the current zoning. It is expected that a significant amount of the required open space would be in the form of areas that are available for residents of the proposed townhouse community to use as outdoor recreation space.

The Zoning Ordinance provides a target for a minimum percentage of post-development tree canopy to achieve environmental objectives within development. A percentage of that tree

canopy requirement must be met through tree preservation, based on the amount of pre-development tree canopy existing on the site. Similar to the open space requirements, the minimum required tree canopy percentage generally decreases as development density increases, as shown in Table 1.

Table 1: Minimum Zoning Ordinance requirements for 10-year tree canopy and open space at different residential densities, related to the existing zoning of the site, the base plan, and the proposed plan density.

Zoning District	Maximum Residential Density	Minimum Tree Canopy Requirement	Minimum Open Space Requirement
R-1	1 du/ac	30%	30%
R-5/R-8	5 du/ac	20%	25%

Development of the subject property under its current zoning (R-1) would target a minimum post-development tree canopy coverage of 30 percent of the site, whereas development at the proposed density of the staff-recommended 5-8 du/ac which would seek the R-8 zoning district would only have a minimum of 20 percent tree canopy requirement. Since the subject property is currently nearly completely forested (approximately 94 percent of the site consists of tree cover in fair condition), it would be expected that a significant amount of the tree canopy requirement would be in the form of tree preservation areas as a part of any development on the site. The existing neighboring development, particularly the single-family neighborhood to the west, has a significant number of mature trees; as such, the minimum Ordinance requirement at the proposed higher density on the subject property would not be sufficient to ensure a level of tree canopy coverage and tree preservation that similarly contributes to the character of neighborhood and supports the environmental objectives of the Plan.

Without specific plan guidance, development at the planned density on the subject property, as authorized for consideration by the Board, would likely result in less tree preservation area and open space than development at the current planned density and the current zoning. The proposed increase in Plan density could provide a benefit to the area if the recommendation suggests an equal or higher level of tree canopy preservation and open space than the current plan and provide an opportunity to design the site for maximum tree canopy and open space.

An increase in density should only be considered if it can be demonstrated that the site will be designed to thoughtfully integrate tree preservation, open spaces, buffering, and screening. As part of the rezoning application, tree canopy should be evaluated to include information regarding species composition, tree health, and the presence of invasive species. An invasive species management plan should be completed. Shade trees should be used to the maximum extent possible in parking lot areas to reduce the heating of parked vehicles and the associated evaporative fuel emissions. The limits of clearing and grading should avoid impacts to trees on all neighboring properties.

Transportation

Trip Generation

A trip generation comparison analysis was conducted to compare the current Plan recommendation for 4-5 du/ac to the Board authorization of up to 8.5 du/ac (49 units). If the site were to develop under the current Plan guidance, single-family detached homes would likely be constructed while development under the maximum potential of 8.5 du/ac would result in townhouse construction. The estimated trip generation for both the current Plan and the proposed Plan is provided in Table 2. The trip generation analysis was conducted using 8.5 du/ac; with the reduction to 5-8 du/ac (29-46 units), the number of trips generated by a potential development would be lower.

The trip generation estimates indicate that the proposed plan, when compared to the current Comprehensive Plan, would result in a decrease in daily trips by 68, as well as decreases in morning (AM) and evening (PM) peak hour trips by 7 and 29, respectively. Townhouses historically have fewer residents and therefore generate fewer trips when compared to single-family detached homes.

Table 2: Trip Generation Comparison

Land Use (ITE Code)	Quantities	Daily Trips	AM			PM		
			In	Out	Total	In	Out	Total
Current Plan								
Single Family (210)	29 DU's	333	6	19	25	32	19	51
Total Trips Generated		333	6	19	25	32	19	51
Proposed Plan								
Town Homes (221)	49 DU's	265	5	13	18	13	9	22
Total Trips Generated		265	5	13	18	13	9	22
Gross Impact Over Comprehensive Plan		-68	-1	-6	-7	-19	-10	-29

Trip Generation is derived from the Institute of Traffic Engineers (ITE), web-based app. Trip generation estimates for general order-of-magnitude comparisons only, and do not account for pass-by, internal capture or trip reductions due to proximity to transit stations.

Access

The subject property, situated south of Villa Park Road, west of Backlick Road and the ramp that connects Franconia Springfield Parkway with Backlick Road, cannot be accessed from neighboring streets because the site does not have adequate frontage on Villa Park Road to create a new street, and Wesley Road on the west side of the property terminates at the property line. Should this area develop with residential uses, access to the surrounding local residential streets should be provided to facilitate proper connectivity and traffic circulation. An access easement would be needed from Villa Park Road through Tax Map Parcel 90-2 ((14)) C to the subject property. Adequate connection to Villa Park Road would be needed to ensure easy access to Backlick Road. A secondary connection to Wesley Road would promote better neighborhood connectivity, pedestrian and bicycle circulation, better and more balanced dispersal of trips based on origins and destinations, and quicker emergency response.

Transit Services

The subject property is near the Backlick Road North Park and Ride lot, which is located to the east between Backlick Road and I-95 and is served by Fairfax Connector Routes 310, 394 and 396. Route 310 operates weekdays and weekends and connects to the Franconia-Springfield Metro Station and the Huntington Metro Station, with an average headway of 20 minutes during peak periods and 30 minutes during off-peak periods. Route 394 operates during weekday peak periods and connects to the Saratoga Park & Ride, located just south of Fort Belvoir North, and the Pentagon Metro Station, with an average headway of 40 minutes. Route 396 operates during weekday peak periods and connects to Backlick North Park & Ride and the Pentagon Metro Station, with average headways of 15 to 25 minutes.

Pedestrian and Bicycle Connections

Providing pedestrian infrastructure and access would ensure adequate access to transit, pedestrian safety, and a high quality of life. There are existing sidewalks on both sides of Villa Park Drive in the areas adjacent to the subject area. There are no pedestrian facilities on Wesley Road. Enhanced pedestrian facilities are recommended with development to help facilitate walking trips and recreational activities. There is pedestrian flyover bridge on Backlick Road across I-95 (Backlick Road to Loisdale Road) that connects in the vicinity of the GSA-Parr Warehouse site, near the Metrorail/Virginia Railway Express (VRE) station area to the east of I-95. This bridge is over approximately 1000 feet south of the intersection of Villa Park Road and Backlick Road.

The interactive Fairfax County Bicycle Map depicts current biking conditions with respect to the level of comfort and safety issues on all the roadways within the County. The interactive Bicycle Map (<https://www.fairfaxcounty.gov/transportation/bike/map>) shows that currently it is somewhat comfortable to ride along Villa Park Road, which is a shared road. Wesley Road is identified as a comfortable bike route. The map also shows that currently there is a bikeable sidewalk running along Backlick Road.

The Fairfax County Bicycle Master Plan provides guidance and recommendations for accommodating bicycle friendly roadways and facilities, compliant with safety standards. The Plan recommends a bike lane on Backlick Road, which intersects with Villa Park Road just west of the site. Any development of the subject area should facilitate safe pedestrian and bicycle connections to the surrounding street network.

Public Facilities

The proposed Plan amendment was assessed for impacts to county facilities, including wastewater and schools. Sewer lines within the study area have adequate capacity to handle the projected flow with the proposed Plan density increase.

The schools serving this area are Lewis High School (HS), Key Middle School (MS), and Garfield Elementary School (ES). Table 3 includes five-year student projections for these schools and does not reflect the increase in the number of students resulting from the proposed Plan amendment.

The net potential student yield from 49 townhouses compared to the adopted plan of approximately 29 units would be 4 elementary school students, no middle school students, and 2 high school students. Table 3 indicates that the available capacity of the nearby schools is likely adequate to accommodate the nominal increase in students that the proposed density increase would yield. As this analysis was conducted using the originally proposed 8.5 du/ac, the actual number of students projected under the recommended density of 5-8 du/ac (29-46 du/ac) would be less. Projections are calculated in five-year increments. Any future development application would need to be analyzed to determine the future impact to capacity at the schools serving the development.

Table 3: School Capacity

School	Program Capacity SY 2019-20	Membership (9/30/19)	Capacity Utilization SY 2019-20	Projected Membership SY 2024-25	Projected Capacity Utilization SY 2024-25
Lewis HS ¹	2,028	1,763	87%	1,769	87%
Key MS	1,026	815	79%	811	79%
Garfield ES	448	350	78%	341	76%

¹ Effective SY 2020-21, Lee HS was renamed to Lewis HS.
 Source: FCPS, FY 2021-25 Capital Improvement Program, January 2020.

Parks and Recreation

Policy objectives address mitigating impacts of development, including those on parks and recreational facilities. The addition of new residents resulting from development of the site would also increase the need for areawide public parks and recreational facilities, which would be addressed during the rezoning review process.

Green Buildings

Per Objective 13 of the Environment element of the Policy Plan, all residential developments in the county are encouraged to incorporate green building practices that use energy and water resources efficiently and minimize short-and-long-term negative impacts on the environment and building occupants. The Plan encourages residential development to implement such measures sufficient to attain certification for new homes through an established green building rating system, and to exceed base requirements when seeking development at the higher end of the Plan density range for the area. This would be addressed during the review of the rezoning application.

Water Quality and Stormwater Management

To ensure that water quality and water quantity are appropriately managed, the 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 through the use of innovative Best Management Practices and infiltration techniques, nonstructural Best Management Practices and bioengineering practices, and infiltration landscaping (Environment Element Objectives 2 and 9).

The subject property is located within the Accotink Creek Watershed and is almost entirely wooded, as previously mentioned. The site contains no Resource Protection Area (RPA), Environmental Quality Corridor (EQC), wetlands, or floodplain areas.

Development on the site should provide stormwater quality and quantity controls above the minimum requirements to minimize impacts to Accotink Creek and to the downstream stormwater management pond that was recently retrofit by Fairfax County to address flooding and erosion concerns. Stormwater solutions should incorporate environmentally-friendly stormwater design, with an emphasis on the use of LID practices. Stormwater and site designs should minimize the amount of 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 the proposal. Enhanced stormwater management and erosion and sediment control practices should be provided to ensure that the proposed construction does not impact the existing downstream stormwater pond retrofit. Tree preservation areas should be incorporated into any design to filter and infiltrate stormwater before it reaches Accotink Creek.

Noise

New development is expected to protect people from unhealthful levels of transportation noise, as outlined in Objective 4 of the Environment element of the Policy Plan. The subject property is proximate to Franconia-Springfield Parkway, I-95, Backlick Road, and access ramps connecting Franconia-Springfield Parkway and Backlick Road. Any future development on the subject property is expected to experience transportation-related noise impacts. A noise study should be submitted with the rezoning 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. This would be addressed during the rezoning review.

Housing

The Board authorization included considerations for workforce housing on the site. As noted in the Adopted Plan section of this report, the Housing Element of the Policy Plan states that there is “[...] a significant need for housing assistance in the county” and that “Determining

acceptable locations for higher density residential development is necessary as part of a strategy to provide more units addressing a range of affordability.” For private developments, the two main tools the County has for securing commitments to affordable housing are the Affordable Dwelling Unit (ADU) Ordinance and the Workforce Dwelling Unit (WDU) policy. However, the ADU Ordinance exempts developments of less than 50 units from the provision of on-site units in favor of a Housing Trust Fund contribution, and as a result, on-site ADUs would not be required with development on the subject site. The development would be expected to contribute to the Housing Trust Fund based on current policies, should the site be rezoned for townhouses in line with the proposed amendment. Moreover, the WDU policy applies to developments located in activity centers and where higher densities (multifamily and stacked townhouse unit types) above the base plan are proposed. As a result, WDUs would not be expected for this site but the development could still offer them. Additional affordable housing would contribute to affordable housing goals. Commitments for such units would be addressed during the rezoning.

CONCLUSION

Development of the subject property under the current Plan recommendation or in the by-right condition would yield single-family detached units and would be generally consistent with development to the west. Development under the existing zoning would be subject to the development standards applicable to the R-1 district, including a 30% 10-year tree canopy target and a minimum 30% open space requirement. The proposed townhouse development would be of a slightly higher density than the existing townhouse communities to the north and south of the site, zoned R-8. At the proposed density, a planned townhouse development on the subject property, which includes a similar level of open space and tree canopy, tree preservation, and coordinated access from Villa Park Road, would be generally consistent with the established development pattern of neighboring properties. Meeting or exceeding the base Plan expectations for the provision of open space, tree canopy, tree preservation, and buffering would provide the necessary justification for an increase in planned density above the base Plan density for the area.

RECOMMENDATION

Given these considerations, staff recommends that the current base Plan recommendation for residential development at 4-5 du/ac be maintained for the site, and that an option for increased density up to 5-8 du/ac be added, conditioned upon the development remaining consistent in character, appearance, and functionality with the surrounding established residential neighborhoods and exceeding the expectations for the provision of open space, tree canopy and preservation, stormwater management, and buffering that would be expected at the base Plan level. Any development of the subject property in excess of that permitted by its current zoning designation should be conditioned upon obtaining an appropriate access point from Villa Park Road and Wesley Road.

Staff recommends the Comprehensive Plan be modified as shown below. Text proposed to be added is shown as underlined and text proposed to be deleted is shown with a ~~strikethrough~~. Text shown to be replaced is noted as such.

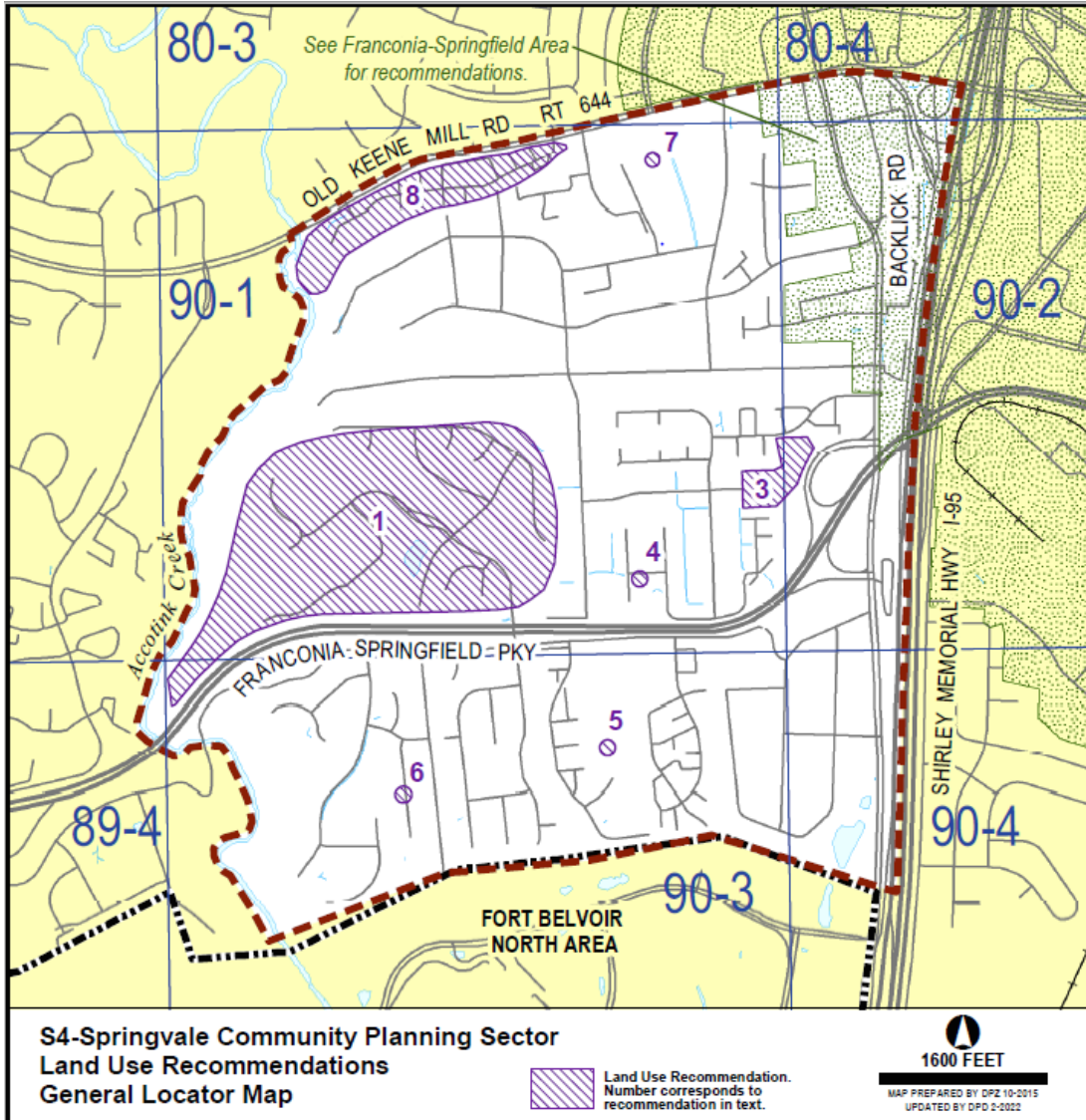
MODIFY: Fairfax County Comprehensive Plan, 2017 Edition, Area IV, Springfield Planning District as amended through 11-9-2021; S4-Springvale Community Planning Sector, page 51:

“3. The vacant parcels north of the Franconia-Springfield Parkway should be developed in residential uses in accordance with the Plan map.

As an option on Tax Map Parcels 90-2 ((4)) 19 and 20, residential development up to a density of 5-8 dwelling units per acre may be appropriate if the following conditions are met:

- A 10-year post development tree canopy of at least 20 percent should be provided, supplemented through native plantings and management of invasive species, and fully meet the tree preservation target;
- Stormwater management controls should be provided on-site and above the minimum standards to the extent possible. Additional measures may be considered to exceed minimum standards in consultation with DPWES;
- Vehicular access should be provided from Villa Park Road. Secondary access should be provided from Wesley Road.”

MODIFY FIGURE: Fairfax County Comprehensive Plan, 2017 Edition, Area IV, Springfield Planning District as amended through 11-9-2021; S4 - Springvale Community Planning Sector, Figure 19, Land Use Recommendations General Locator Map, page 49 to relocate the dot for land use recommendation #3 from the current location on the on-ramp from Backlick Road to Franconia Springfield Parkway to Tax Map Parcels 90-2 ((4)) 19 and 20 as shown below.



COMPREHENSIVE LAND USE PLAN MAP:

The Comprehensive Land Use Plan Map will not change.

COUNTYWIDE TRANSPORTATION PLAN MAP:

The Countywide Transportation Plan Map will not change.

Appendix 1: Proposed Rezoning Concept dated December 7, 2022

