



PROPOSED COMPREHENSIVE PLAN AMENDMENT

ITEM: PA 2016-III-P1
April 6, 2017

GENERAL LOCATION: North side of Workhouse Road, east of Ox Road, and south of Lorton Road.

SUPERVISOR DISTRICT: Mount Vernon

PLANNING AREA: Area III

PLANNING DISTRICT: Pohick Planning District

SUB-DISTRICT DESIGNATION:

P5-Dominion Community Planning Sector

PARCEL LOCATION: 106-4 ((1)) 29-38, and 55

PLANNING COMMISSION PUBLIC HEARING:
Wednesday, September 27, 2017 @ 8:15 PM

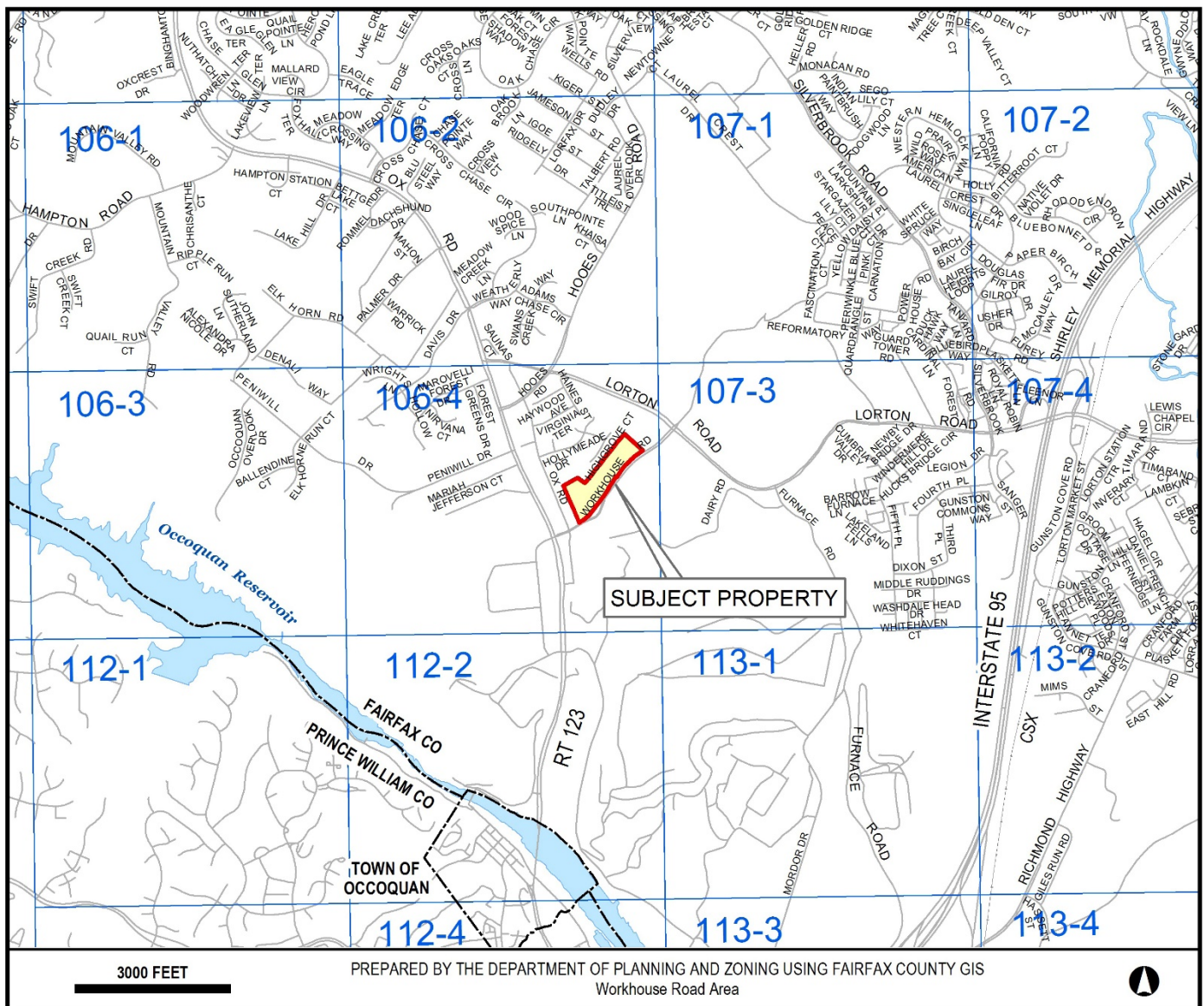
BOARD OF SUPERVISORS PUBLIC HEARING:
Tuesday, October 24, 2017 @ 4:00 PM

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



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

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

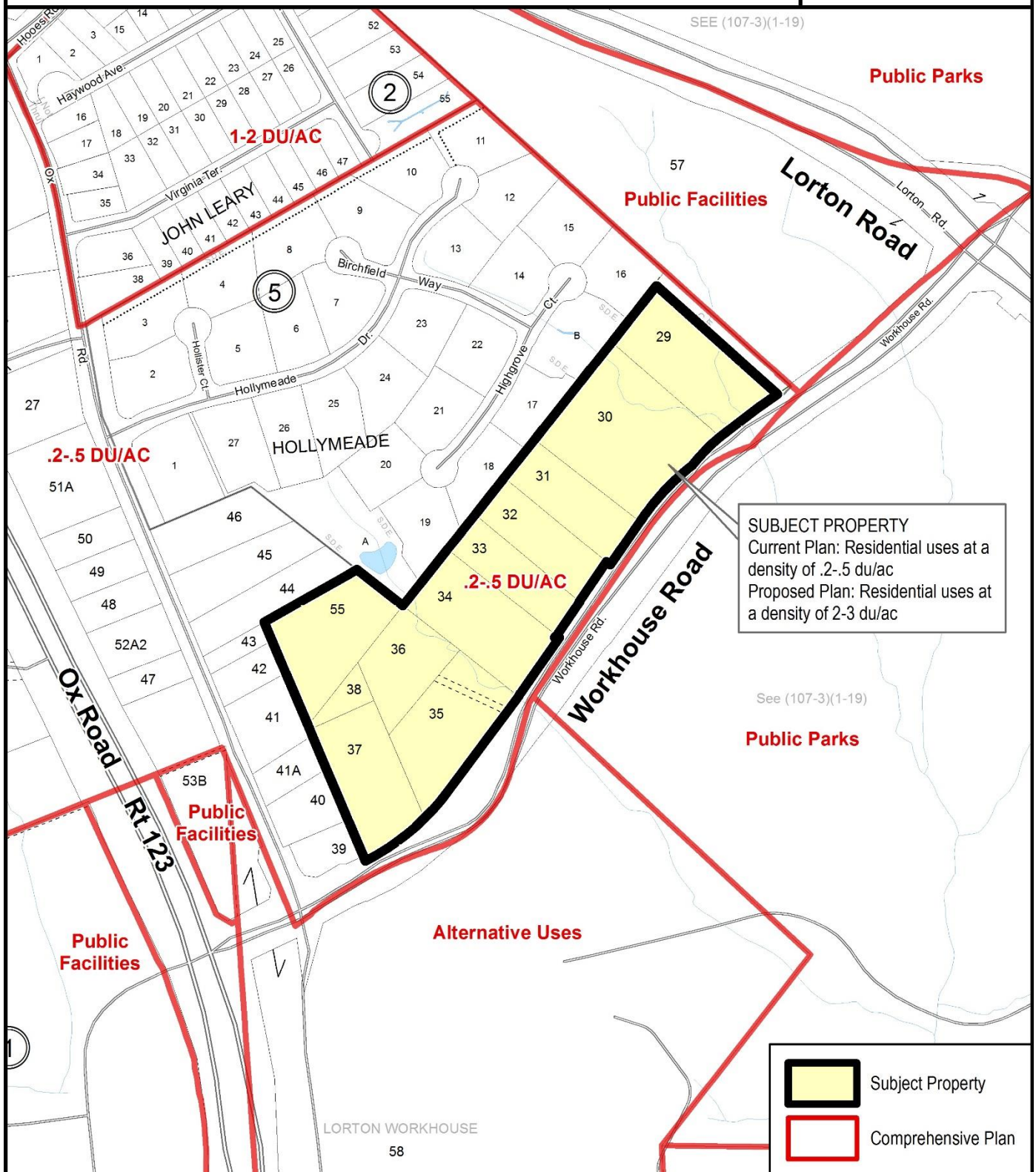


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CURRENT PLAN AND PROPOSED CHANGE

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

ITEM:
PA 2016-III-P1



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STAFF REPORT FOR PLAN AMENDMENT 2016-III-P1

BACKGROUND

On September 20, 2016, the Fairfax County Board of Supervisors (Board) authorized Plan Amendment (PA) 2016-III-P1 for Tax Map Parcels 106-4 ((1)) 29-38, and 55, comprising 18.6 acres on the north side of Workhouse Road, east of Ox Road, and south of Lorton Road. The subject parcels are located within the P5-Dominion Community Planning Sector of the Pohick Planning District, along the southernmost edge of Planning Area III. The site is located in the Mount Vernon supervisor district.

The Board authorized staff to consider an amendment to the current Comprehensive Plan (Plan) to evaluate the need for, and substance of, revised land use recommendations for the site at a density not to exceed 2-3 dwelling units per acre (du/ac). The motion included encouragement to identify a density and land use pattern that generally serves as a transition from the Workhouse Arts Center to existing residential uses. A rezoning application (RZ/FDP 2016-MV-028) for the subject properties was filed on June 30, 2016, prior to the effective date of VA Code Section 15.2-2303.4. The rezoning application, therefore, is not subject to the limitations on proffers pursuant to this new code section. The applicant for the rezoning proposes to rezone the parcels from the current R-1 zoning district to the PDH-3 zoning district, for the development of 46 single-family detached dwelling units. An amendment to the Comprehensive Plan will facilitate the review of the rezoning request.

CHARACTER OF THE SITE

The component parcels that comprise the 18.6-acre subject site are all zoned R-1 and are planned for residential uses at a density of .2-.5 du/ac. The site, shown in Figure 1, is developed with seven single-family detached dwellings, with associated accessory structures. Parcels 31, 33, 38 and 55 are currently vacant lots. Driveways for the existing dwellings are accessed directly by Workhouse Road, which has recently been re-aligned as a four-lane divided roadway. The site is heavily forested.

CHARACTER OF THE AREA

The Pohick Planning District is located in the southwest portion of Fairfax County and is generally bounded by Braddock Road, Rolling Road, Hooes Road, the Occoquan River, Union Mill Road and Compton Road. The subject area of this proposed Plan Amendment is located in the southernmost portion of the Pohick Planning District. Property on the southern side of Workhouse Road and the triangular parcel directly northeast of the subject site fall in the Lower Potomac Planning District of Area IV.

North and West: The areas immediately to the north and west of the site are also planned for residential use at .2-.5 du/ac, zoned R-1, and developed with single-family detached dwellings. The John Leary subdivision further north, also known

as Cavanaugh Crossing, is planned for residential uses at 1-2 du/ac and is similarly zoned R-1 and developed with single-family detached dwellings.

Northeast: The Board of Supervisors' owned triangular parcel immediately to the northeast, Tax Map 106-4 ((1)) 57, is planned for public facilities, is zoned R-C, and is developed with a historic structure in its southernmost portion, in proximity to the northernmost extent of the subject site.

East: The area immediately to the east is planned for public parks and is zoned R-C. This park land is part of the DC Workhouse and Reformatory National Register Historic District.

South: The area immediately to the south is planned for alternative uses, is zoned PDC, and is developed with the historic Occoquan Workhouse facility and its associated administrative offices. These facilities are planned for preservation and adaptive reuse, primarily as an arts center.

Southwest: The area to the southwest, west of Ox Road, is planned for public facilities, is zoned R-1, and is developed with Fairfax County Water Authority treatment facilities.



Figure 1: Aerial View of Subject Property

PLANNING HISTORY

Plan guidance for the P5-Dominion Community Planning Sector within the Pohick Planning District was written into the Plan beginning with the 1984 Edition. The planning sector is predominantly developed with large lot residential uses, private open space, public facilities, and public parks. The area of the sector that is west of Ox Road is almost exclusively planned for regional parks or very low density residential uses at .1-.2 du/ac. The highest density in the sector is residential uses at 2-3 du/ac, planned only for a clusters of parcels adjacent to the Burke Centre Residential Planned Community, and two small subdivisions directly north of Laurel Hill Park. There is no site-specific Plan guidance for the subject property.

During the 2005-2006 APR (Area Plans Review) cycle, a nomination was considered for a 27.05 acre area that included the subject property and an additional nine parcels along Old Ox Road (the previous alignment of Ox Road). APR #05-III-3P proposed a residential use at a density of 3 du/ac over 20.3 acres, a residential use at 20 du/ac over 6.4 acres, and 15,000 square feet of retail use. Staff recommended retaining the adopted plan, citing the Plan's recommendation of preserving low density residential use to preserve the character of the area and to protect the Occoquan watershed. Staff analysis further stated that development at the Occoquan Workhouse did not warrant a change in land use that justified encroachment of high density residential and commercial uses into a low density residential area. APR #05-III-3P went before the Planning Commission on May 31, 2006, but was indefinitely deferred.

Staff issued a memo dated January 15, 2015 to the Mount Vernon District Supervisor's office, in response to a November 2014 request for an assessment of conditions in the subject area. The request sought to determine if re-planning and possibly rezoning the area to mixed-use were justifiable given current conditions. The staff memo opined that re-planning the subject area was not recommended due to insufficient change in the area's condition of low-density residential use and the long term timing of expected development in the vicinity on the Workhouse and Park Authority properties. Staff stated that should circumstances change in a manner that would materially alter the area's character, it would be prudent to revisit the possibility of re-planning.

ADOPTED COMPREHENSIVE PLAN TEXT

The Comprehensive Plan Map shows that this property is planned for residential uses at a density of .2-.5 du/ac. There is no site-specific Plan text for the subject property. Relevant Plan text is cited below.

Fairfax County Comprehensive Plan, 2013 Edition, Area III, Pohick Planning District, as amended through September 20, 2016, P5-Dominion Community Planning Sector, Character, page 54:

“...The majority of the sector is located within the watershed of the Occoquan Reservoir. The county has committed to maintain much of this area as very low density residential development to protect the Occoquan Reservoir water quality. This commitment is reflected in the distribution of land uses in the sector, with predominant uses being large lot residential, private open space, and public parks. While some

housing in the sector consists of subdivisions with lots smaller than one acre, the predominant land use is houses on five acre lots or larger, reflecting the area's rural character...”

Fairfax County Comprehensive Plan, 2013 Edition, Area III, Pohick Planning District, as amended through September 20, 2016, P5-Dominion Community Planning Sector, Recommendations, Land Use, page 54:

“Land Use

A portion of the Dominion Planning Sector is 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.

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.”

Fairfax County Comprehensive Plan, 2013 Edition, Policy Plan, Land Use, as amended through December 6, 2016, Preservation and Revitalization of Neighborhood and Community Serving Uses, pages 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

...

Policy c. Discourage the consolidation of residential neighborhoods for redevelopment that is incompatible with the Comprehensive Plan...”

Fairfax County Comprehensive Plan, 2013 Edition, Policy Plan, Land Use, as amended through December 6, 2016, Land Use Compatibility, 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 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 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...”

PROPOSED PLAN AMENDMENT

As stated previously, the Board authorized staff to consider an amendment to the current Comprehensive Plan guidance for the subject properties for residential uses, with a density not to exceed 2-3 du/ac. Table 1 quantifies the existing development, current Plan recommendation, proposed alternative Plan densities, the current zoning potential, and the proposed rezoning density for the site.

Table 1: Quantification Table

Planning/Zoning Conditions	Residential Units
Base Plan / Existing Development: Residential uses at a density of .2-.5 du/ac	7 existing 9 max. potential
Proposed Plan Amendment: 2 – 3 du/ac	36-54 du
Proposed Plan Amendment: 1 – 2 du/ac	18-36 du
Existing Zoning: R-1 (max. 1 du/ac)	18 du
Proposed Rezoning: PDH-3 (±2.48 du/ac)	46 du

ANALYSIS

This Plan amendment considers the subject property in the context of the surrounding development and planned uses in the Dominion Community Planning Sector. Preservation of the area's rural character and stable residential communities also inform the analysis on appropriate infill development. Other considerations include the potential impact of additional residential uses on the transportation network, schools, parks and recreation, the environment, and heritage resources.

Land Use

The Comprehensive Plan's Concept for Future Development envisions the Pohick Planning District as a mix of Suburban Neighborhoods and Low Density Residential Areas. The Low Density Residential Areas, located primarily west of Ox Road, are intended to protect the environmentally sensitive areas such as the Occoquan Reservoir and South Run watersheds. The Plan generally limits these areas to residential uses at densities of .1-.5 du/ac. The subject property is located just east of Ox Road and is currently planned for residential uses at a density of .2-.5 du/ac. However, due to the existing neighborhood along Old Ox Road and subdivisions immediately to the north, the subject property is in an area more closely characterized as a Suburban Neighborhood. Pohick District objectives include preserving the semi-rural, treed suburban character of residential areas, discouraging potentially incompatible land uses or intensities. Sector-wide land use recommendations for the Dominion Planning Sector state that infill development in these suburban 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.

Land Use Objective 8 in the Policy Plan encourages land use patterns that stabilize existing neighborhoods. Policy A of Objective 8 tasks the County with ensuring that infill development is of a compatible use and density to existing neighborhoods. Nearby planned residential densities range from .1-.2 du/ac at the low end, to 1-2 du/ac on the high end. The Board motion allowed for a maximum recommended density of 2-3 du/ac. The motion maximum density would represent the highest planned density in the Dominion Community Planning Sector. Staff determined that this density is inconsistent with long-standing Plan guidance, which recommends the immediate area for a maximum density of 2 du/ac. Exacerbating this conflict are the topographic and environmental features of the site, which constrict dwelling unit placement and magnify the visual impact of greater density. Policy C of Objective 8 discourages neighborhood consolidation that is incompatible with the Plan.

Land Use Objective 14 in the Policy Plan recommends compatible scale, transitions and urban design principles for infill development to achieve a harmonious and attractive development pattern. Considering the proximity to Cavanaugh Crossing, planned at a density of 1-2 du/ac, and the underlying R-1 zoning district of the subject property, a recommended change in density to 1-2 du/ac is more appropriate. A modest increase in density would reflect more harmony of land use pattern than a proposed density of 2-3 du/ac, or mixed uses as proposed in APR #05-III-3P. For further consistency with the Objective 14 recommendations, any residential development layout on the site should logically provide appropriate transitions to the surrounding residential

neighborhoods and protect environmentally sensitive areas, with consideration to minimizing adverse impacts new development would incur on frontage along Workhouse Road.

Transportation

The transportation analysis for the Plan amendment compared vehicle trip generation for the site's current planned maximum of .5 du/ac (9 single-family detached dwelling units) with alternative densities of 2-3 du/ac (54 units) and 1-2 du/ac (36 units). As shown in Table 2, an alternative density of 2-3 du/ac is estimated to generate approximately 481 more vehicle trips per day than that of the current planned density, an increase in excess of 400 percent. AM peak hour trips would increase by 32, and PM peak hour trips would increase by 48. In contrast, an alternative density of 1-2 du/ac would generate 295 additional trips over the current plan, with 19 additional AM peak trips and 30 PM peak trips. The widening project on Workhouse Road provides roadway capacity to support the additional trips generated by redevelopment. There are no existing or planned transit services in the vicinity.

It is important to note that a by-right development of the site could yield up to 18 dwelling units on the site, given a subdivision design that could maximize density and comply with all relevant ordinances. Thus, a by-right redevelopment of the site could occur without a Plan amendment or rezoning and still incur a modest increase in trip generation.

Table 2: Vehicle Trip Generation Comparison

			AM Peak Hour			PM Peak Hour		
Land Use (ITE Code)	Quantities	Daily Trips	AM In	AM Out	Total	PM In	PM Out	Total
Current Plan								
Single Family DU (210)	9 DU	115	4	12	16	8	4	12
Total Trips Generated		115	4	12	16	8	4	12
Proposed Plan (1)								
Single Family DU (210)	54 DU	596	12	36	48	38	22	60
Gross Impact Over Comp Plan		481	8	24	32	30	18	48
Proposed Plan (2)								
Single Family DU (210)	36 DU	410	9	26	35	26	16	42
Gross Impact Over Comp Plan		295	5	14	19	19	11	30

Notes: Trip Generation is derived from the Institute of Traffic Engineers (ITE), Trip Generation, 9th edition (2013). Trip Generation estimates are provided for general order-of-magnitude comparisons only, and do not account for pass-by, internal capture, or traffic reductions as result of proximity to transit stations

The site is accessed by Workhouse Road, formerly Lorton Road. Widening of Workhouse Road was recently completed and it now functions as a four-lane divided arterial, connecting Ox Road to Lorton Road. Ox Road and Lorton Road are major roadways with average daily traffic of 44,000 and 4,300 trips, respectively. The connection to Ox Road and Lorton Road via Workhouse Road creates cut-through traffic, especially trucks, in the existing residential area. Removal of the existing driveways, facilitated by redevelopment, would represent a safety improvement. The Fairfax County Bicycle Master Plan calls for bike lanes on Workhouse Road to connect to an existing shared use path along Ox Road, as shown in Figure 2. Adequate right-of-way for these bike lanes should be preserved at the time of development. New development

should incorporate safe bicycle connections from the residential development to the planned bike lanes, in accordance with Transportation Objective 9 of the Policy Plan and the recommendations found in the Bicycle Master Plan. Similarly, residential development should provide pedestrian connectivity to the existing sidewalk along Workhouse Road, and to the extent feasible, facilitate access to the nearby Potomac Heritage National Scenic Trail/Gerry Connolly Cross County Trail and the Workhouse Arts Center.

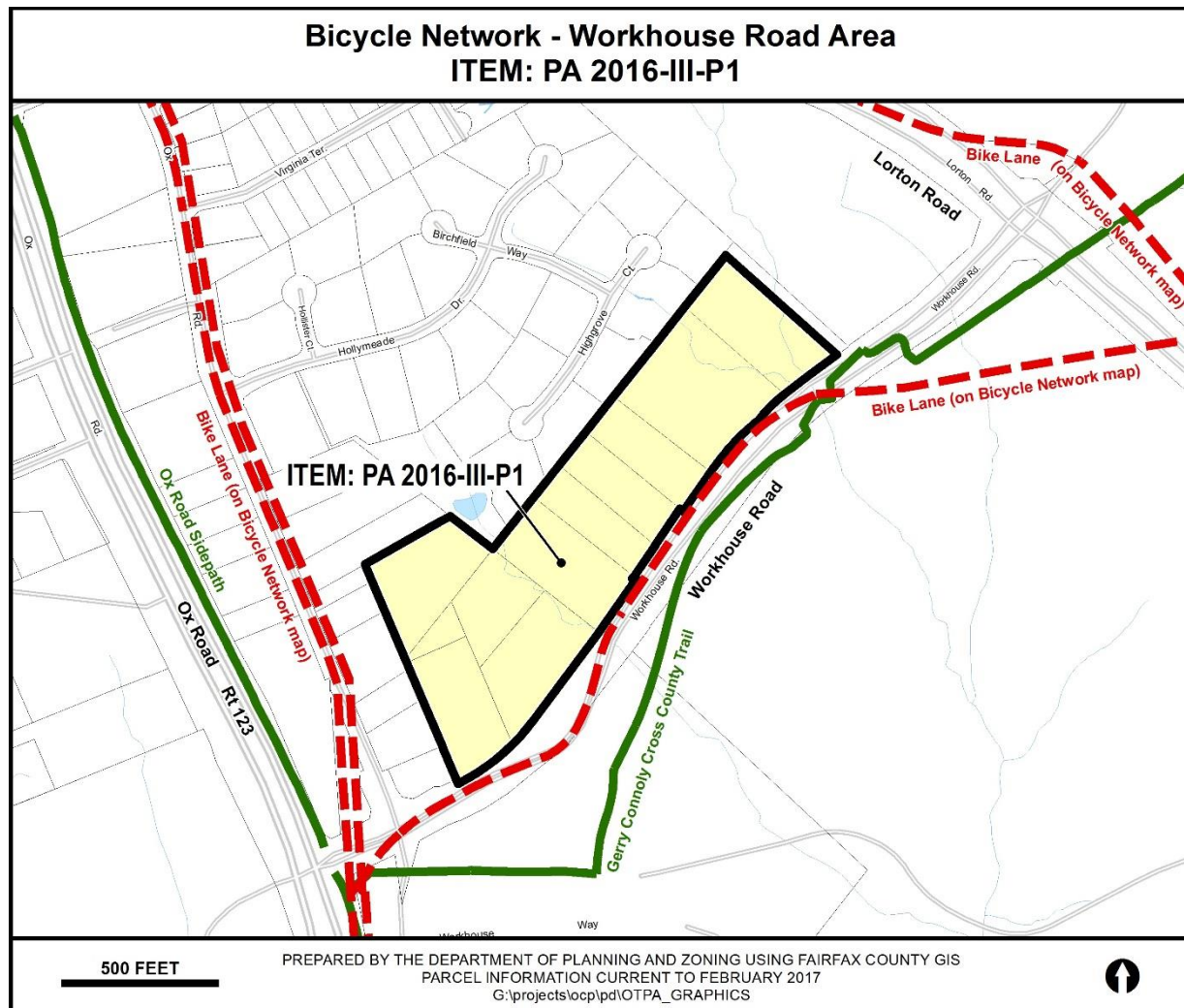


Figure 2: Planned Bike Lanes

Schools

The schools servicing the subject area are South County High School, South County Middle School, and Halley Elementary School. The FY2018-22 Fairfax County Public School Capital Improvement Program includes an Advanced Academic Program Center, potentially to be sited at Halley Elementary. All three schools have surplus capacity and are currently projected to continue that surplus capacity through the next five years. As indicated by the charts in Table 3, a total of 25 additional students would be expected if the subject property were developed to a

density of 3 du/ac. This number drops to 16 additional students with a density of 2 du/ac. Staff notes that with the seven existing single-family detached dwellings, the student yield is expected to be 2, and a maximum density, by-right redevelopment in the R-1 district would yield an additional 6 students.

Table 3: Projected School Enrollment Impact

Existing (.2-5 du/ac)

School Level	Single-Family Detached Ratio	# of Units	Proposed Student Yield
High	.179	7	1
Middle	.088	7	0
Elementary	.266	7	1
Total Student Count			2

2015 countywide student yield ratios (November 2016)

Proposed

One dwelling unit per acre (1 du/ac)

School Level	Single-Family Detached Ratio	# of Units	Proposed Student Yield
High	0.179	18	3
Middle	0.088	18	1
Elementary	0.266	18	4
Total Student Count			8

2015 countywide student yield ratios (November 2016)

Two dwelling units per acre (2 du/ac)

School Level	Single-Family Detached Ratio	# of Units	Proposed Student Yield
High	0.179	36	6
Middle	0.088	36	3
Elementary	0.266	36	9
Total Student Count			18

2015 countywide student yield ratios (November 2016)

Three dwelling units per acre (3 du/ac)

School Level	Single-Family Detached Ratio	# of Units	Proposed Student Yield
High	0.179	54	9
Middle	0.088	54	4
Elementary	0.266	54	14
Total Student Count			27

2015 countywide student yield ratios (November 2016)

Net students at 1 du/ac

School Level	Proposed Student Yield
High	2
Middle	1
Elementary	3
Total Student Count	6

Net students at 2 du/ac

School Level	Proposed Student Yield
High	5
Middle	3
Elementary	8
Total Student Count	16

Net students at 3 du/ac

School Level	Proposed Student Yield
High	8
Middle	4
Elementary	13
Total Student Count	25

Parks and Recreation

New residents of the proposed dwelling units accompanying an increase in density would need access to nearby park and recreation facilities. Nearby Laurel Hill Park, owned and operated by the Park Authority, meets only a portion of the demand for parkland generated by residential development in the service area of the subject site. Most of Laurel Hill Park is resource-based and features an extensive trail network. However, resource-based parkland cannot support recreational facility needs. In addition to parkland, the recreational facilities in greatest need in

the Pohick Planning District include basketball courts, softball fields, and playgrounds. Redevelopment should incorporate recreational facilities on site. Staff notes that such on-site facilities are a requirement for any Planned Development District, as is being sought by rezoning application RZ/FDP 2016-MV-028. Off-sets to park and recreation needs generated by additional residents are also required for rezoning applications.

Any new development should include measures to protect Laurel Hill Park water resources from stormwater runoff and excessive flows, consistent with Parks and Recreation Objective 2 of the Policy Plan. Additionally, all plant materials to be installed for landscaping and bio-retention should consist of locally common, native species to Fairfax County. Non-native invasive species should not be planted in proximity to Park Authority property.

Several parcels included in the proposal are directly adjacent to the District of Columbia Workhouse and Reformatory National Register Historic District, which is characterized as having rolling topography and open meadows that provide an ever-changing sequence of views and connections to spaces within the district. Development adjacent to the district has the potential to compromise the district's integrity by impacting the view shed, setting, and rural character of the area. Although the subject site is not located within the district, the Park Authority recommends orienting or limiting development density in a way that preserves the rural, agrarian character and landscape of the historic district and surrounding area.

Environment

The subject property is located in a portion of the Mill Run watershed, just beyond the boundary of the Occoquan watershed. There is a small stream channel crossing a portion of the property between lots 34, 35, and 36. As shown in Figure 3, steep slopes in excess of 15% slope are on both sides of this stream. A site investigation of this area revealed that, while the channel might typically be classified as meeting some measures for consideration as an environmental quality corridor (EQC), other present factors likely disqualify it as such. While the stream has a small, defined channel with base flow, there is considerable intrusion into the buffer from existing lots on either side of the channel. There is an in-line stormwater management pond just offsite upstream of these properties. The stream channel crosses under Workhouse Road and resurfaces on the south side in an area recently disturbed to accommodate a stormwater management pond. Just beyond this area, the stream enters a pipe which runs under the landfill site for some distance before resurfacing. Given these factors, it is difficult to categorize this channel as an EQC in its current condition. A significant preservation or restoration effort may not provide benefits consistent with EQC policy guidance. However, staff notes that site design for a future redevelopment could incorporate efforts to preserve the channel and develop passive open space along its banks, consistent with Policy k. of Environment Objective 2 of the Policy Plan.

The existing residential developments consist primarily of older structures, prior to stormwater management requirements. Any proposed redevelopment would represent an opportunity to improve conditions in this portion of the watershed. Water quantity and quality controls should be encouraged as part of any proposed redevelopment. While the subject site is not located within a mixed use area, consistent with Environment Objective 13 of the Policy Plan, new

residential development is encouraged to include a commitment to green building measures such as LEED-Homes, Earthcraft, or National Green Building Standard.

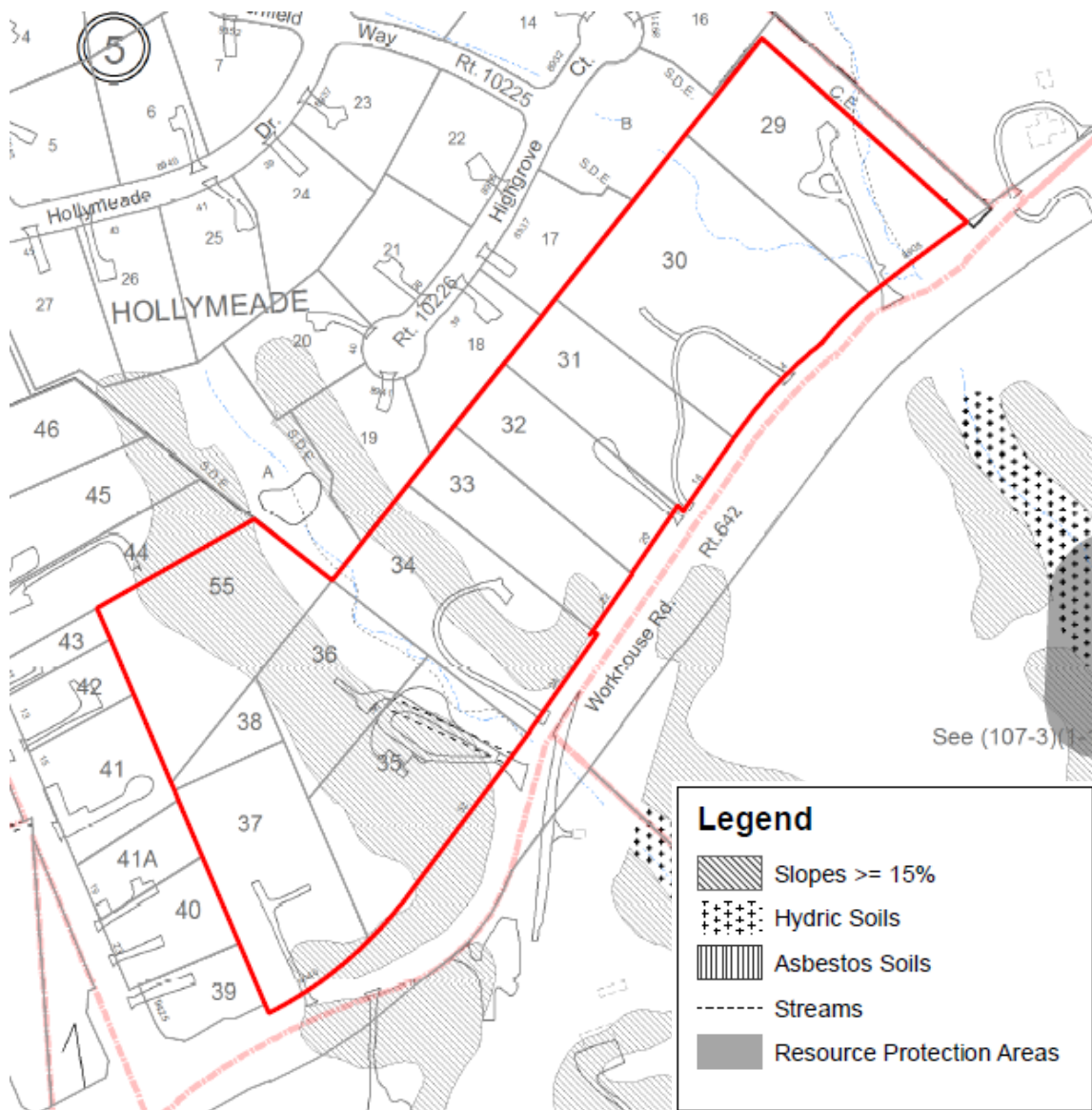
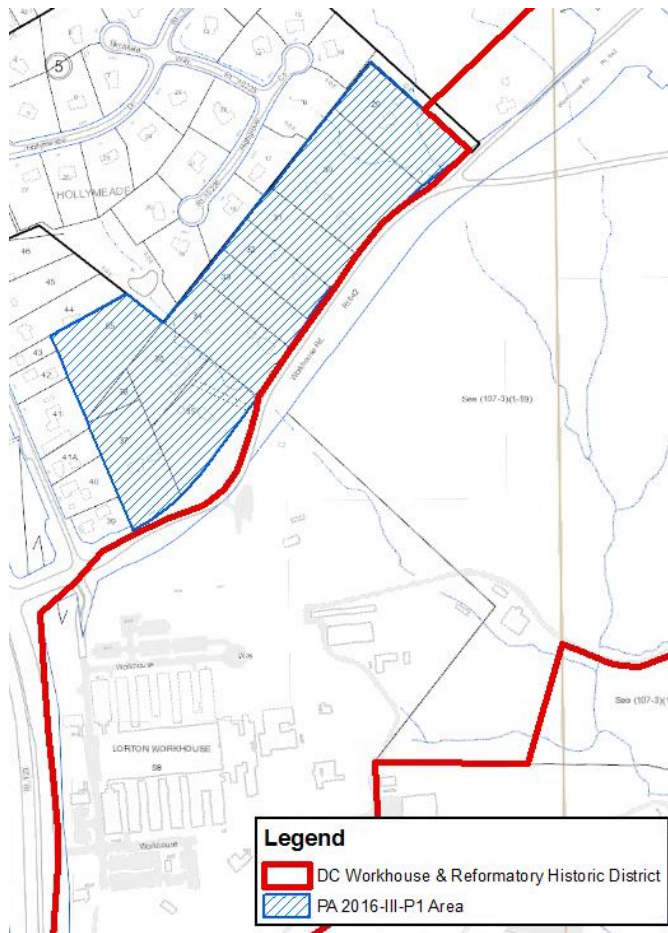


Figure 3: Environmental Assessment Map

Heritage Resources

The subject properties are not included in any known heritage resource study and are not listed in *The Fairfax County Inventory of Historic Sites*. The *Heritage Resource Management Plan* adopted by the Board of Supervisors in 1988 identifies Study Units of Early Suburbanization and Urbanization. In this case, Parcels 29 and 34 may have had a connection to the Occoquan Workhouse. The role that these properties may have played in the changing character and development of Fairfax County, resulting from the growth of the prison and the surrounding



community from the early to late 20th century, appears to warrant research and documentation, consistent with Heritage Resources Objective 1 in the Policy Plan.

As seen in Figure 4, the subject area is located just outside the boundaries of the District of Columbia Workhouse and Reformatory National Register Historic District. However, because the area is adjacent to and abutting this district, proposed development is subject to Section 7-210 of the Fairfax County Zoning Ordinance, Archaeological Survey Requirements. The purpose of this section is to identify potential archaeological resources prior to preparing development plans and to use that information to avoid identified resources during development. In keeping with the Heritage Resources recommendations for the Dominion Community Planning Sector, the Cultural Resource Management and Protection Branch of the Park Authority should also be consulted prior to any ground disturbing activity.

Figure 4: Proximity to Historic District

Any revision of land use recommendations for the subject area should consider the impact of increased density on the historic district. Consistent with Heritage Resources Objective 3 of the Policy Plan, new development and land use patterns around the historic district are encouraged to avoid adverse impacts and to enhance its value.

CONCLUSION

The Plan amendment considers a baseline recommendation change to the planned land use of the subject property from residential uses at a density of .2-.5 du/ac to a density of 1-2 du/ac. Due to increased use of the Workhouse properties and realignment of Workhouse Road as a four-lane divided arterial, the area has materially changed to a degree that warrants a modest increase in residential density. A residential redevelopment at a recommended density of 1-2 du/ac would be compatible with the surrounding residential neighborhoods, serve as an improved transition from the Workhouse Arts Center, and would limit adverse impacts to nearby historic and park properties.

RECOMMENDATION

Staff recommends that the Comprehensive Plan be modified as shown below. No text is proposed to be added, removed, or modified. As referenced throughout this staff report, there is sufficient existing guidance in the Dominion Community Planning Sector recommendations and Policy Plan objectives to adequately address the potential impacts of redevelopment in an application to rezone the subject property.

COMPREHENSIVE LAND USE PLAN MAP:

This Plan amendment proposes to revise the Comprehensive Land Use Plan Map, adopted June 30, 1975 and as Amended through June 21, 2016, for Tax Map Parcels 106-4 ((1)) 29-38, and 55, currently planned for residential use at .2 – .5 dwelling units per acre, to 1 – 2 dwelling units per acre, to reflect the new baseline recommendation.

TRANSPORTATION PLAN MAP:

The Countywide Transportation Plan Map will not change.