



APPLICATION FILED: October 14, 2005
APPLICATION AMENDED: March 23, 2006
PLANNING COMMISSION: May 4, 2006
BOARD OF SUPERVISORS: May 15, 2006 at 3:30 PM

County of Fairfax, Virginia

April 19, 2006

STAFF REPORT

APPLICATION RZ 2005-MV-029

MOUNT VERNON DISTRICT

APPLICANT: Inova Health Care Services

PRESENT ZONING: R-1 (2.53 acres), C-8 (12.02 acres)

REQUESTED ZONING: C-3

PARCEL(S): 107-4 ((1)) 75A, 77, 78, 79, 80, 81 and 82

ACREAGE: 14.55 acres

FAR: 0.20

OPEN SPACE: 63% (8.10 acres)

PLAN MAP: Office and Private Open Space

PROPOSAL: To rezone the subject site from R-1 and C-8 to C-3 to permit a medical office building

WAIVERS/MODIFICATIONS: Modification of the transitional screening requirements along the southern and western property lines to the existing vegetation and proposed landscaping as depicted on the GDP

Waiver of the barrier requirements along the southern and western property lines

Modification of the loading space requirement from five to three spaces

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Waiver of 75-foot setback from an interstate highway to permit the structure to be located 40 feet from the right-of-way of Interstate 95

STAFF RECOMMENDATIONS:

Staff recommends denial of RZ 2005-MV-029; however, if it is the Board of Supervisors' intent to approve RZ 2005-MV-029, staff recommends that it be approved subject to the execution of proffers consistent with those found in Appendix 1.

It should be noted that it is not the intent of staff to recommend that the Board, in adopting any conditions proffered by the owner, relieve the applicant/owner from compliance with the provisions of any applicable ordinances, regulations, or adopted standards.

It should be further noted that the content of this report reflects the analysis and recommendation of staff; it does not reflect the position of the Board of Supervisors.

For information, contact the Zoning Evaluation Division, Department of Planning and Zoning, 12055 Government Center Parkway, Suite 801, Fairfax, Virginia 22035-5505, (703) 324-1290.



Americans with Disabilities Act (ADA): Reasonable accommodation is available upon 7 days advance notice. For additional information on ADA call (703) 324-1334 or TTY 711 (Virginia Relay Center).

**A GLOSSARY OF TERMS FREQUENTLY
USED IN STAFF REPORTS WILL BE
FOUND AT THE BACK OF THIS REPORT**

DESCRIPTION OF THE APPLICATION

The applicant, Inova Health Care Services, is seeking to rezone the subject 14.55-acre site from the R-1 and C-8 Districts to the C-3 District for a medical office building and five-story parking structure for a total floor area ratio (FAR) of 0.20 and 63% open space.

The applicant is also seeking the following waivers and modifications:

- Modification of the transitional screening requirements along the southern and western property lines to the existing vegetation and proposed landscaping as depicted on the GDP;
- Waiver of the barrier requirements along the southern and western property lines;
- Modification of the loading space requirement from five to three spaces; and
- Waiver of 75-foot setback from an interstate highway (Sect. 2-414 of the Zoning Ordinance) to permit the structure to be located 40 feet from the right-of-way of Interstate 95

The applicant may also needs to request a waiver of Sect. 2-414 of the Zoning Ordinance, which requires that all commercial buildings be setback 75 feet from the right-of-way of an interstate highway. However, the location of the right-of-way for Interstate 95 in this particular location needs to be verified.

LOCATION AND CHARACTER

The subject site is bounded by Interstate 95 (I-95) to the south and east, Lorton Road to the north and Sanger Street to the west. The majority of the property is currently vacant with a dense tree cover. The site is characterized by rolling topography and steep slopes. The former Lorton Elementary School is situated on Tax Map Parcel 107-4 ((1)) 74, at the southwest corner of the intersection of Lorton Road and I-95; this property is not included in this application.

Direction	Use	Zoning	Plan
North (across Lorton Road)	Retail; Lorton Administrative Center	C-8 and C-5; R-1	Retail and Other; Public Facilities
South	Interstate 95	ROW	-----

West (across Sanger Street)	Multifamily, single-family attached and single-family detached residences (Shirley Acres, Gunston Commons)	PDH-16; R-1	Residential, 1-2 du/ac; Private Open Space
East	Interstate 95; Lorton Administrative Center	ROW; R-1	Public Facilities

BACKGROUND

On September 27, 1975, the Board of Supervisors (BOS) approved Rezoning Application C-576 to rezone Tax Map Parcels 107-4 ((1)) 75, 76 and 77 from the RE-1 District to the C-DM District (now known as the C-8 District) to allow for a motel and restaurant use. There are no proffers associated with this rezoning.

On December 18, 2001, a rezoning application, RZ 01-MV-057, was submitted seeking to rezone the subject site from the R-1 and C-8 Districts to the C-8 and R-30 Districts for a hotel and office use at 0.43 FAR and multifamily residences at approximately 25 dwelling units per acre. This application was withdrawn on July 17, 2002.

On August 1, 2005, the BOS authorized Out-of-Turn Plan Amendment (OTPA) S05-IV-LP4 for Tax Map Parcels 107-4 ((1)) 75A, 77, 78, 79, 80, and 81. The motion was amended on February 6, 2006, to include Parcels 107-4 ((1)) 74 and 82. The subject property is located within Lorton-South Route 1 Community Planning Sector in the Lower Potomac Planning District. The area is planned for private open space, public facilities, governmental, and institutional uses. An option exists for mixed-use consisting of office, hotel, community serving retail, and restaurant uses at an intensity up to 0.50 FAR if certain conditions related to visual screening and transportation improvements are met. The area is zoned R-1 and C-8. The proposed Plan Amendment sought to consider allowing a medical office use.

On March 27, 2006, the Board of Supervisors (BOS) approved Out-of-Turn Plan Amendment (OTPA) OTPA S-5-IV-LP4. The approved Plan text is provided below.

COMPREHENSIVE PLAN PROVISIONS (Appendix 4)

Plan Area:	IV
Planning District:	Lower Potomac Planning District
Planning Sector:	Lorton- South Route 1 Suburban Center
Plan Map:	Office and Private Open Space
Plan Text:	

On March 27, 2006, the Board of Supervisors (BOS) approved Out-of-Turn Plan Amendment (OTPA) OTPA S-5-IV-LP4 which amended the Fairfax County Comprehensive Plan, Area IV, 2003 edition, Lower Potomac Planning District as amended through June 20, 2005, LP2-Lorton- South Route 1 Community Planning Sector, Land Use Recommendations, page 67 as follows:

Sub-unit B2

Sub-unit B2 is located south of Lorton Road between I-95 and Sanger Street and contains the former Lorton School site. The area contains approximately 20 acres. The Lorton Road/I-95 interchange is planned to be improved. Except for parcel 74, which is the former Lorton Elementary School site and planned for public facilities, Sub-unit B2 is planned for office use at an intensity up to 0.25 FAR that would accommodate medical office use with urgent care and outpatient services. Any development should meet the following site-specific conditions:

- *Full consolidation should be achieved with the exception of parcel 74;*
- *Development on the site, including building placement, should be located near Lorton Road, to the extent possible, recognizing the existing utility easements. The design should not impede future transportation improvements and should minimize surface parking;*
- *A substantial landscaped buffer along all property lines adjacent to existing and planned residential uses should be provided in order to effectively screen these uses from noise, lighting, and other impacts. Any retaining walls should be attractive in appearance and effectively landscaped to minimize any negative visual impacts.*
- *Development, to the extent possible, should preserve the existing slopes and their associated vegetation, provide revegetation where necessary, and minimize clearing and grading;*
- *Any development which generates noise or lighting impacts on the adjacent residential neighborhoods should attenuate the disturbance through mitigation techniques such as appropriate design, buffering, and sensitive operation;*
- *Substantial contribution towards transportation improvements should be provided, including TDM commitments. Land should be dedicated for transportation improvements along Lorton Road and Sanger Street and the interchange improvements along Interstate-95. Sidewalks should be provided along Sanger Street and Lorton Road.*

ANALYSIS

Generalized Development Plan (Reduction at front of staff report)

Title of GDP:

INOVA Lorton Healthplex

Prepared By:

Dewberry & Davis LLC

Original and Revision Dates:September 28, 2005 as revised
through April 6, 2006

GDP - INOVA Lorton Healthplex	
Sheet #	Description of Sheet
1 of 5	Title Sheet with vicinity map and index
2 of 5	Notes, Tabulations, Bird's Eye View of the Site, South Elevation
3 of 5	Site Layout, Landscaping Legend
4 of 5	Stormwater Management Narrative, Pre- and Post-Outfall Conditions, Cross-Sections
5 of 5	Map of the Pre-Development and Post-Development Drainage Divides, BMP Calculations

Site Layout. The applicant proposes to construct a five-story (70 feet high) medical office building with a five-level parking structure. The proposed site will be known as the "INOVA Lorton HealthPlex". It will be similar in function to the Inova HealthPlex in Franconia/Springfield, which opened in April 2001. The proposed building would contain physician offices and 24-hour-a-day emergency room, as well as outpatient surgery. There would be no overnight stays; patients of the emergency room needing further care would be transferred to surrounding hospitals. The HealthPlex building is proposed initially at 107,000 square feet of gross floor area, but could expand up to 128,600 square feet with some additional build-out, including a two-story addition to the south of the office building and to the east of the parking structure.

Vehicular Access. Access to the property is proposed from two locations along Sanger Street. The northernmost entrance would be located slightly north from the intersection of Legion Drive and Sanger Street. A separate left turn lane into this entrance would be provided. The second entrance would be located south of the intersection of Springwood Meadow Court and Sanger Street. The applicant has proffered frontage improvements along Sanger Street, to include curb and gutter and sidewalk. The GDP depicts the addition of separate right and left turn lanes on Sanger Street at its intersection with Lorton Road.

Pedestrian Access. A five (5) foot wide sidewalk is proposed along the site's Sanger Street frontage (from Lorton Road to the site's southernmost site entrance). A trail is being constructed along the site's Lorton Road frontage as part of Virginia Department of Transportation (VDOT) improvements to Lorton Road. Pedestrian access into the site would be located along one side of the northernmost site entrance.

Parking. The parking requirement for the site with the proposed future expansion is 386 parking spaces. A total of 558 parking spaces is proposed on the site, including 58 surface parking spaces in the front of the building and a five-level

parking structure behind the building. The parking structure could contain between 400 to 500 parking spaces. A note on the GDP indicates that there could be more or less than 558 parking spaces without a proffered condition amendment or interpretation so long as the minimum Zoning Ordinance parking requirement is satisfied. "Possible" planters are depicted along the western side of the parking structure (that side facing the residences along Sanger Street). A note on the GDP indicates that these planters could either be stepped back or along the structure face.

Open Space, Tree Save and Landscaping. Sixty-three percent (63%) of the site is open space. The majority of the site will be cleared and graded with the exception of the proposed tree save areas along Lorton Road and in the southern portion of the site. Replacement landscaping is proposed within the site, including along the site's Sanger Street frontage.

Stormwater Management. A stormwater management (SWM) dry pond detention facility is located on the southern end of the property, adjacent to Sanger Street. This facility, which is depicted to be approximately six feet deep, will serve 4.33 acres of on-site drainage. A bioretention/infiltration area is also proposed to accommodate runoff from 2.42 acres of impervious surface created by the entrance and surface parking for the site.

Land Use Analysis (Appendix 4)

The Comprehensive Plan notes that the subject site is planned for office use at an intensity up to 0.25 FAR that would accommodate medical office use with urgent care and outpatient services. The application is consistent with these use and intensity guidelines. The application consolidates all parcels within Sub-unit B-2, with the exception of Parcel 74.

The recently-adopted Comprehensive Plan text for this site provides specific recommendations which seek to ensure that the site is developed in a manner which is clearly sensitive to the adjacent residential uses. The property presents a number of constraints, including steep topography and existing easements. Specifically, the property is steeply rolling and comprised largely of problem soils. There is a plan for significant interchange improvements from Lorton Road to I-95 immediately adjacent to the property. There is an existing 33-inch water distribution line in a 30-foot wide easement that crosses the northern portion of the property and there are existing residential areas to the west which must be addressed appropriately as noted in the Plan text. While the applicant has made efforts to meet the recommendations of the adopted Plan text, staff feels that some elements of the Plan guidance have not been met with the application as proposed, as discussed below.

Issue: Building Orientation

The Comprehensive Plan text states that development on the site, including building placement, should be located near Lorton Road, to the extent possible, recognizing the existing utility easements. In this way, the non-residential development can be concentrated away from the residences along Sanger and closer to the existing commercial areas along Lorton Road. Furthermore, orientation of the building toward Lorton Road will also help preserve the existing slopes and their associated vegetation in the southern portion of the site and minimize clearing and grading in this area, as also recommended by the Plan.

Under the current site layout, the proposed building would be located in the center of the site, approximately 500 feet away from Lorton Road. The building has been turned slightly to face Lorton Road. However, the main entrance to the building is clearly oriented to Sanger Street and the adjoining residential areas. Furthermore, an excessive amount of clearing and grading is proposed particularly in the southern half of the site in order to accommodate the second entrance into the site and a stormwater management facility.

While staff recognizes the impediments and challenges presented by the subject property, staff does not believe that the applicant has fully explored all opportunities for modifying the current layout to reorient the building closer to Lorton Road and to retain the existing slopes in the southern half of the site, including:

- Reorienting the building more to Lorton Road;
- Moving the southernmost entrance on the site northward;
- Placing retaining walls behind the parking garage to preserve the grade; and
- Providing underground stormwater management detention.

By taking these steps, staff believes that the applicant can significantly reduce the excessive clearing and grading necessary on the high point of the area, which lies within the VDOT right-of-way between I-95 and the subject property, while retaining the distance of the building from the neighborhood. Preserving this slope would not only retain a large amount of the existing vegetation on the site but would also help retain the current topography which has helped provide a noise barrier between the residences along Sanger Street and I-95.

Resolution:

The applicant has argued that staff's suggestions would result in the building and parking garage moving closer to Sanger Street. However, staff believes that by reorienting the building so that the entrance faces Sanger Street would allow the current distance to be maintained. Furthermore, staff believes that its suggested changes in site layout would reduce the ground floor elevation of the building such that the proposed building would not tower over the adjacent residences.

More importantly, however, staff believes that the adjacent residences will be adversely impacted if the site is cleared and graded as severely as currently proposed. Staff believes that the changes in the topography and resulting loss of vegetation will have an adverse impact on the abutting residences both visually and audibly.

This issue remains unresolved.

Issue: Landscaping

The Plan text recommends that a substantial landscaped buffer be provided along all property lines adjacent to existing and planned residential uses in order to effectively screen these uses from noise, lighting, and other impacts. A 25-foot wide strip of landscaping is proposed along Sanger Street to provide some screening for adjacent residences. The applicant is seeking a modification of the transitional screening requirement along this property line in order to permit use of the existing and proposed vegetation as depicted on the GDP. However, staff is concerned that no details have been provided on the proposed species of planting, which precludes staff from determining whether or not the proposed and existing landscaping will provide effective year-round screening. Furthermore, because the areas along Sanger Street have not been designated as tree save, there is no commitment that any of the existing vegetation will be preserved. Staff also believes that there are areas in which the landscaping could be improved. In particular, staff believes that the landscaping along the internal drive of the site could be enhanced. Finally, staff recommends that the applicant should make a firm commitment to the proposed planters along the parking garage in order to ensure that the view of the parking structure from the adjacent residences is softened.

Outside of the proposed landscaping, staff also believes that the loss of existing mature vegetation created by the extensive clearing and grading of the site will also have an adverse impact on the adjacent residences. Staff does not believe that the proposed landscaping compensates for the loss of the existing vegetation. For that reason, staff strongly recommends that the applicant continue to explore site layouts which require less clearing and grading of the site.

Resolution:

This issue remains unresolved.

Environmental Analysis (Appendices 5 and 6)

Issue: Tree Save

As stated previously, the property is heavily wooded with a mixture of mature trees and a clear understory. The northern and southern portions of the property are outside the limits of clearing and grading and have been designated as tree save areas; however, landscaped areas along Sanger Street are not labeled as tree

save. Because of the slope leading from Sanger Street up to the I-95 corridor on the east side of the site, the property has likely provided some noise mitigation for the residential development on the west side of Sanger Street. The applicant proposes to clear and grade the site from Sanger Street up through the high point of the property, removing the noise mitigating effect of the topography. While the proposed building and parking structure will replace some of this mitigating effect, preservation of the existing tree canopy and natural topography to the extent possible on the southeastern side of the parking structure would help to maintain the natural buffer.

Staff strongly recommends that the applicant configure the site layout such that clearing and grading is reduced even if this results in the need to provide retaining walls. Limiting the removal of mature trees in areas outside the limits of clearing and grading along Sanger Street would also supplement a natural buffer between the facility and the residential areas across the street.

Resolution:

This issue remains unresolved.

Issue: Topography and Soil

The site is characterized by Lunt, Loamy and Gravelly Sediments soil types. Both are classified as Class 'A' problem soils which include problems such as unstable slopes and poor foundation support. The steep slopes add to the instability of poor soils. The GDP proposes clearing and grading of the central portion of the subject property with the use of two potential retaining walls on the western side of the parking circle and the northeastern side of the proposed office building. The applicant proposes to clear and grade the central portion of the site, including the high point of the area, which lies within the VDOT right-of-way between I-95 and the subject property.

Due to the presence of Class 'A' problem soils, the Comprehensive Plan states that, to the extent possible, the site layout should preserve the existing slopes and their associated vegetation and minimize clearing and grading. As noted above, staff believes that the applicant should explore alternative site layouts in order to minimize what appears to be an excessive amount of grading as proposed on the site. As discussed previously in this report, minimization of grading would also allow for the preservation of existing vegetation and topography which would also help mitigate highway noise.

The applicant has previously submitted a preliminary grading plan to address the potential locations and heights of the proposed retaining walls; however, an updated grading plan based on the latest site layout has not been provided. It should be noted that the applicant will be required to submit a geotechnical engineering study addressing the proposed structures for review and approval prior to site plan approval.

Resolution:

This issue remains unresolved.

Issue: Stormwater Management (Appendix 11)

As noted earlier in this report, the applicant proposes a 20,000 cubic foot stormwater management dry pond detention facility on the southern end of the property, adjacent to Sanger Street. This facility will serve 4.33 acres of on-site drainage. A bioretention/infiltration area is also proposed to accommodate runoff from 2.42 acres of impervious surface created by the entrance and surface parking for the site. An earlier version of the GDP showed underground detention rather than the dry pond and bioretention facilities. Staff strongly encourages the use of underground detention, in conjunction with the relocation of the southern site entrance in order to reduce impervious surface, significantly increase tree preservation opportunities and limit the amount of clearing and grading on the property.

The applicant has proposed to tier the western face of the proposed parking garage in order to provide stepped-back planters on five levels. While the applicant has indicated that it may be necessary to cut back on planters on some parking levels in order to meet parking needs for the facility, the addition of these planters contributes to reducing runoff from the garage roof as well as adds additional screening to minimize visual impacts of the garage as it faces Sanger Street. Staff strongly recommends that the applicant to fully commit to the construction of these planters. Staff also encourages the applicant to include planters on all tiers of the garage.

The applicant seeks to divert runoff between smaller outfall subareas. As such, prior to final site plan approval, the applicant will be required to demonstrate that the diversion will not have an adverse effect on downstream properties and that the flows will be reduced to below predevelopment discharge rates to each outfall.

Resolution:

The applicant continues to propose a dry pond along Sanger Street. No firm commitment has been made to the tiered planters along the western edge of the parking structure. No rooftop landscaping is proposed on the top of the parking structure or on other edges of the parking structure. Therefore, these issues remain unresolved.

Issue: Highway Noise

Federal guidelines for maximum levels of noise exposure as recommended in the Comprehensive Plan are DNL 50 dBA for office environments. The 24-hour medical office facility proposed for the subject property is for outpatient care only and therefore noise guidelines are addressed as they would be for office use. Facilities which do accommodate overnight stays are subject to the more stringent

noise guidelines of DNL 45 dBA for interior noise levels. Because the property is subject to transportation generated noise from I-95, staff recommended that the applicant commit to construct the office building with building materials that are sufficient to provide a level of acoustical mitigation for interior noise to DNL 50 dBA.

As noted previously in this report, staff believes that the existing topography of the site has helped to protect the residences to the west of Sanger Street from the impact of I-95. While the proposed building and parking structure will replace some of this mitigating effect, preservation of the existing tree canopy and natural topography to the extent possible on the southeastern side of the parking structure would help to maintain the natural buffer. Staff recommended that the applicant explore alternative site layouts in order to minimize the clearing and grading to the site.

Resolution:

The applicant has proffered to utilize building materials which will mitigate interior noise levels to 50 dBA. However, the applicant continues to propose extensive clearing and grading to the site. Therefore, this issue remains unresolved.

Issue: Lighting and Noise Impacts

The Comprehensive Plan recommends that any development which generates noise or lighting impacts on the adjacent residential neighborhoods should attenuate the disturbance through mitigation techniques such as appropriate design, buffering, and sensitive operation.

Resolution:

The applicant has proffered the lights in the parking structure will be located in the ceilings to prevent glare and that a three foot high wall will be placed on each above ground level on the side of the parking structure facing Sanger Street in order to block light from the headlights of vehicles. The proffer also states that all exterior pole-mounted lighting fixtures will be no taller than 15 feet from the ground to the top of the fixture. Finally, the applicant has also proffered that emergency medical service vehicles coming to the subject site will be instructed not to use sirens on Sanger Street.

Issue: Countywide Trails Plan

The Countywide Trails Plan Map depicts a minor paved trail (defined as asphalt or concrete, four feet to seven feet eleven inches in width) along the subject property's Lorton Road frontage. Lorton Road is also depicted as part of the Major Regional Trail System on the Countywide Trails Plan Map. The GDP indicates that the trail along Lorton Road will be constructed "by others." While this trail will be constructed as part of VDOT's ongoing improvements to Lorton Road, staff believes that the applicant should reimburse VDOT for the expense of installing this trail or contribute an equivalent amount to trails in the area.

Transportation Analysis (Appendix 7)

Issue: Access

The application proposes two access points to the site along Sanger Street. The impact that such access might have on the surrounding residences along and around Sanger Street and revisiting site access along Lorton Road were explored by staff.

Analysis of these two access alternatives was reviewed by staff. Staff has concluded that access to the site should not occur from Lorton Road because such an access would conflict with the future on-ramp from Lorton Road to southbound Interstate 95 (I-95), particularly if the Lorton Road/Interstate 95 intersection was improved to a full interchange. Staff does not believe that the northernmost Sanger Street access for this use will result in an adverse impact on Sanger Street. First, because the proposed use is a medical office use, the majority of site-generated traffic will be arriving and departing counter to the peak hour Sanger Street flow from nearby residences. Second, because Sanger Street is the westernmost traffic signal in a grouping of signals, there is flexibility for modifying the Lorton Road signal timings to improve side street and site access to Lorton Road. Finally, the GDP depicts that the Sanger Street approach to Lorton Road will be improved from one northbound lane to three northbound lanes, which staff believes will further mitigate traffic impacts from the proposed use, as well as improve any existing problems along Sanger Street.

As noted previously in this report, staff believes that the southern entrance of the site should be relocated northward in order to reduce the amount of clearing and grading to the site. Under the current site layout, an extensive amount of clearing and grading is proposed in order to create a second entrance to the site. Staff believes that the clearing and grading proposed under the current site layout will have an adverse impact on the surrounding neighborhoods in terms of loss of mature vegetation and possible increased noise from I-95. For that reason, staff recommends that the applicant relocate the southern entrance further north in order to reduce the proposed clearing and grading.

Resolution:

The southernmost entrance has not been relocated. Therefore, this issue remains unresolved.

Issue: Interstate 95

The adopted Comprehensive Plan states that land should be dedicated for the interchange improvements along Interstate 95 (I-95). Currently, no direct access is provided between Lorton Road and southbound I-95. Both the Fairfax County Department of Transportation (FCDOT) and the Virginia Department of Transportation (VDOT) have requested that right-of-way be preserved for direct ramp connections should such improvements be deemed appropriate in the future.

Resolution:

The GDP depicts a future interchange across the site from Lorton Road to southbound I-95. This layout has been reviewed by VDOT, who has determined that the proposed right-of-way and the siting of the building will accommodate ramp construction in the future. The applicant has proffered to provide dedication of the right-of-way for this future ramp. As such, this issue is resolved.

Issue: Transportation Demand Management

The Comprehensive Plan states that substantial contribution towards transportation improvements should be provided, including TDM commitments and the provision of sidewalks along Sanger Street and Lorton Road.

The applicant has proffered to implement, in coordination with the Fairfax County Department of Transportation, transportation demand management measures to reduce trip generation from the site. Specifically, the proffer commits:

- To explore and implement the use of mass transit and/or ridesharing techniques for the employees of the development;
- To conduct a survey to identify which travel demand strategies may be most effective;
- To promote ride-sharing and transit use by displaying information material in areas where such information is likely to be seen by the various users of the development, including the general public; and
- To designate an employee transportation coordinator to coordinate the TDM program for the development.

However, the proffer lacks any detail with regard to the proposed elements of the TDM program or on proposed trip reduction goals. Staff believes that more specific details regarding the program and the trip reduction goals should be provided in order to ensure that any localized impacts will be truly mitigated.

The applicant has proffered to install a sidewalk along the site's Sanger Street frontage as discussed previously. Staff believes that the applicant should contribute the cost of this sidewalk being constructed along Lorton Road by VDOT.

Finally, the applicant has also proffered to provide a bus shelter adjacent to the Lorton Road frontage. Staff had also urged the applicant to provide a direct walkway between the building and the proposed transit shelter. However, due to the existing topography within the tree save area along the site's Lorton Road frontage, the applicant does not believe that such a walkway is feasible.

Resolution:

No additional details on the TDM program or trip reduction goals have been proffered. Furthermore, the applicant has not proffered to contribute the cost of the installation of the Lorton Road trail. Therefore, these issues remain unresolved.

Issue: Transportation Improvements

The Plan text for this site recommends that substantial contribution towards transportation improvements be provided. The applicant has committed to provide full frontage improvements including curb, gutter and sidewalk along both the Sanger Street, as well as improvements to those portions of the site's Lorton Road frontage which are not part of the VDOT Lorton Road project now under construction. However, though the GDP indicates that the addition of separate right and left turn lanes on Sanger Street at the intersection with Lorton Road, no proffer commitment has been made to that improvement. The applicant has proffered to construct a sidewalk along the site's Sanger Street frontage but the applicant has not proffered to contribute the cost of construction of the trail along the site's Lorton Road frontage. No other contributions toward transportation improvements have been requested or made. Staff believes that the proffered commitments do not adequately satisfy the Plan recommendation or resolve the identified transportation issues.

Resolution:

This issue remains unresolved.

Public Facilities Analysis (Appendices 8 – 10)Park Authority Analysis (Appendix 8)

The Park Authority is concerned that an increase in stormwater runoff into Giles Run will potentially cause erosion problems downstream along channels that run through Park Authority property. As such, the Park Authority would like assurance that the stormwater management proposed with this plan will be adequate to maintain predevelopment outfall levels from all of the drainage divisions in order to protect the Giles Run watershed area. Prior to final site plan approval, the applicant will be required to demonstrate to DPWES that the drainage will not have an adverse effect on downstream properties and that the flows will be reduced to below predevelopment discharge rates to each outfall.

Fire and Rescue Department Analysis (Appendix 9)

This property is serviced by Station #419, Lorton and this service currently meets fire protection guidelines.

Water Service Analysis (Appendix 10)

The property is located in the service area of the Fairfax County Water Authority. Adequate domestic water service is available from the existing 30- and 8-inch mains located on the property. Depending on the configuration of the onsite water mains, additional water main extensions may be necessary.

Health Care Advisory Board (Appendix 12)

The Fairfax County Zoning Ordinance requires that the Health Care Advisory Board (HCAB) review all special exception and zoning applications for medical care facilities. While it has been determined that this complex is an office building, and therefore does not fall under the HCAB's purview, the HCAB felt strongly that it should review and comment on the application given its proposed use as a comprehensive medical facility. On February 13, 2006, the Health Care Advisory Board (HCAB) held a meeting to review the proposed rezoning application.

The Zoning Ordinance outlines factors which the HCAB should specifically consider during its review of an application. Below is a list of these factors and how the rezoning application addresses each of them:

- *Demonstrated need for the proposed facility.* Based on data provided by Inova, the Lorton area is projected to grow by 21% between 2005 and 2010, adding an additional 28,000 people living in the community. Base realignment and closure plans could bring tens of thousands of new jobs to Fort Belvoir. Additionally, the closure of Lorton Prison has led to the development of new communities with over 1,500 new homes. As such, improved access to health care by a growing community and available office space for physicians seeking to serve the Southeastern portion of the County will be made available by the building of this HealthPlex.
- *Financial accessibility.* One of the HCAB's most important review criteria is the financial accessibility of patients to be served by the proposed facility. As such, INOVA stated that all hospital based services within the HealthPlex will participate in the established INOVA Charity Care Policy.
- *Working Relationship with a General Hospital.* The new HealthPlex will include signage acknowledging the connection between the HealthPlex and the Mount Vernon Hospital, noting that the facility is a division of the local hospital.

For the reasons cited above, the HCAB has recommended that the proposed rezoning application be approved.

ZONING ORDINANCE PROVISIONS

Bulk Standards (C-3)		
Standard	Required	Provided
Lot Size	40,000 SF.	14.55 acres
Lot Width	200 feet	455 feet
Building Height	90 feet	70 feet
Front Yard	40 feet	500 feet (building from Lorton Road) 40 feet (building from I-95)

Bulk Standards (C-3)		
Standard	Required	Provided
		130 feet (parking structure from Sanger Street) 220 feet (building from Sanger Street)
Rear Yard	20 feet	Not applicable
Floor Area Ratio (FAR)	1.0	0.20
Open Space	15 %	63%
Parking Spaces	386 spaces	558 spaces

Waivers and Modifications

Modification of the Transitional Screening Requirement

The applicant is seeking a modification of the transitional screening requirement along the southern and western property lines, where the subject site abuts single-family detached, single-family attached and multifamily residences. Where the subject site abuts single-family detached and attached units, Transitional Screening 2 (35-foot wide planting strip) is required. Where the site abuts multifamily residences, Transitional Screening 1 (25-foot wide planting strip) is required. The applicant seeks to modify these requirements to permit an approximately 25-foot wide strip containing existing and proposed vegetation. However, as noted previously in this report, staff does not believe that enough details have been provided about the proposed landscaping for staff to determine if it will provide effective year-round screening. Furthermore, because the areas along Sanger Street have not been designated as tree save, there is no commitment that any of the existing vegetation will be preserved. For these reasons, staff cannot support the requested modification.

Waiver of the Barrier Requirement

The applicant seeks a waiver of the barrier requirement along the southern and western property lines, where the subject site abuts single-family detached, single-family attached and multifamily residences. Barrier D, E or F (6-foot high fence or wall) is required along these property lines. Par. 12 of Sect. 13-304 states that the barrier requirements may be waived where the topography of the lot providing the transitional screening and the lot being protected is such that a barrier would not be effective. As noted previously in this report, the subject site is characterized by rolling topography and steep slopes. The subject site is at a higher elevation than the surrounding residences. For that reason, staff does not believe that a barrier would be effective along these property lines. Therefore, staff supports the requested waiver.

Modification of the Loading Space Requirement

Par. 4 of Sect. 11-203 sets forth a schedule for the minimum off-street loading spaces to serve various uses. Under this schedule, the applicant would be required to provide a total of five loading spaces for the subject site. The applicant is seeking a modification of the loading space requirement to permit three loading spaces. A note on the GDP states that *“experience with other similar-sized office buildings suggest a demand for no more than three (3) loading spaces.”* Without knowing the specific examples which the applicant is citing, staff does not feel that it has enough information upon which to make a determination on this modification request. Therefore, staff recommends that any decision on this requested modification be made at the time of site plan review.

Waiver of the 75-foot Setback from Interstate 95

Par. 1 of Sect. 2-414 of the Zoning Ordinance states that all commercial buildings shall be setback 75 feet from the right-of-way of interstate highways. Per Par. 3 of Sect. 2-414, the applicant is seeking a waiver of this requirement in order to permit the building to be setback 40 feet from the right-of-way of I-95 as shown on the GDP. Par. 3 of Sect. 2-414 states that the Board may approve deviations from the provisions of Par 1 if the Board finds that such deviates will further the intent of the Zoning Ordinance, adopted Comprehensive Plan and other adopted policies. In this particular instance, the proximity of the subject site to the right-of-way is created by a "bulge" in the I-95 right-of-way in the vicinity of the site. This "bulge" contains the highest point of the area and the applicant has speculated this high point may have been created by fill from Interstate 95. Nevertheless, because this bulge is an anomaly within I-95 right-of-way, the applicant has asked that a waiver of the setback requirement be granted. As noted previously in this report, staff believes that the site should be shifted forward to eliminate any grading within the high point. However, should the Board decide to approve the layout as shown, staff would not object to the requested waiver.

Summary of Zoning Ordinance Provisions

The pending application conforms with the requirements of the C-3 District. However, staff does not support the requested transitional screening yard modifications. Furthermore, staff believes that the requested loading space modification should be requested at the time of site plan review.

CONCLUSIONS AND RECOMMENDATIONS

Staff Conclusions

The Comprehensive Plan text recommends that development on the site, including building placement, should be located near Lorton Road, to the extent possible, recognizing the existing utility easements. It further recommends that development, to the extent possible, should preserve the existing slopes and their associated

vegetation and minimize clearing and grading. Staff is not persuaded that the applicant has fully explored all opportunities to reconfigure the layout to minimize the clearing and grading particularly within the southern portion of the site. In particular, staff believes that clearing and grading on the site could be significantly reduced if the applicant could move the building away from the high point of the site which lies within the VDOT right-of-way between I-95 and the subject property and relocate the southern entrance to the site and the proposed stormwater management pond.

The Plan text also recommends that a substantial landscaped buffer along all property lines adjacent to existing and planned residential uses should be provided in order to effectively screen these uses from noise, lighting, and other impacts. In particular, staff is concerned about any impacts that the proposed use will have on the adjacent residences on the other side of Sanger Street. To that end, staff believes that detailed information on the proposed landscaping materials needs to be provided in order for staff to determine whether or not the proposed species used in the buffer along Sanger Street will provide adequate screening for the residences along Sanger Street on a year-round basis. Staff also would like the applicant to make a firm commitment to the tiered planters along the western edge of the parking structure and to further landscape the internal drive of the site. Without these commitments, staff does not believe that the proposed landscaping satisfies this site-specific Plan text.

The Plan text for this site recommends that substantial contribution towards transportation improvements be provided, including TDM commitments and sidewalks along Lorton Road and Sanger Street. Though the GDP shows the addition of separate right and left turn lanes on Sanger Street at the intersection with Lorton Road, no proffer commitment has been made to that improvement. The applicant has proffered to construct a sidewalk along the site's Sanger Street frontage but the applicant has not proffered to contribute the cost of construction of the trail along the site's Lorton Road frontage. Finally, staff believes that more detail should be provided with regard to proposed elements of the TDM program and that the applicant should commit to a specific trip reduction goal.

Without a resolution to the issues listed above, staff does not believe that the proposed application conforms with the site-specific language of the Comprehensive Plan.

Recommendation

Staff recommends denial of RZ 2005-MV-029; however, should the Board vote to approve RZ 2005-MV-029, staff recommends that it be approved subject to the execution of proffers consistent with those found in Appendix 1.

It should be noted that it is not the intent of staff to recommend that the Board, in adopting any conditions proffered by the owner, relieve the applicant/owner from compliance with the provisions of any applicable ordinances, regulations, or adopted standards.

It should be further noted that the content of this report reflects the analysis and recommendations of staff; it does not reflect the position of the Board of Supervisors.

APPENDICES

1. Draft Proffers
2. Affidavit
3. Statement of Justification
4. Plan Citations and Land Use Analysis
5. Environmental Analysis
6. Urban Forest Management Analysis
7. Transportation Analysis
8. Park Authority Comments
9. Fire and Rescue Analysis
10. Water Service Analysis
11. Stormwater Planning Division, DPWES
12. Health Care Advisory Board Recommendations
13. Glossary of Terms

PROFFERS

RZ 2005-MV-029
Inova Health Care Services

March 30, 2006

Pursuant to Section 15.2-2303A of the Code of Virginia, 1950 as amended, and Section 18-203 of the Zoning Ordinance of the County of Fairfax (1978 as amended), the undersigned applicant and owner Inova Health Care Services (“Applicant”), for itself and its successors and assigns, agrees to the following proffers provided the Board of Supervisors approves RZ 2005-MV-029 (“the Application”) for the rezoning of the Property (TM 107-4 ((1)) 75A, 77, 78, 79, 80, 81, and 82) to the C-3 district. In the event the Application is approved, these proffers shall supersede and replace any previous proffers applicable to any portion of the Property.

1. Development Plan. Subject to the provisions of Section 18-204 of the Fairfax County Zoning Ordinance (“the Zoning Ordinance”), the development of the Property as a healthplex shall be in substantial conformance with the Generalized Development Plan (the “GDP”) dated September 28, 2006, revised as of March __, 2006, prepared by Dewberry & Davis LLC. The GDP consists of five (5) sheets.

2. Minor Modifications. Pursuant to Paragraph 5 of Section 18-204 of the Zoning Ordinance, minor modifications to the GDP may be permitted as determined by the Zoning Administrator. At the time of site plan approval, Applicant shall have the flexibility to modify the layout shown for the improvements proposed by this Application on the GDP without requiring approval of an amended GDP provided such changes are in substantial conformance with the GDP as determined by the Zoning Administrator, and neither increase the total amount of gross floor area, decrease the amount of open space or the amount of required parking, nor materially adjust the points of access, setbacks and limits of clearing and grading shown on the GDP.

3. Design Detail. The design details shown on Sheets ___ of the GDP are provided to illustrate the design intent of the proposed development. Landscaping and onsite amenities shall be generally consistent in terms of character and quantity with the illustration and details presented on those sheets. Specific features such as locations of plantings, sidewalks, etc. are subject to modification with final engineering and architectural design. Applicant shall submit a detailed landscape plan in conjunction with the site plan for review and approval by Urban Forest Management (“UFM”).

4. Limits of Clearing and Grading. Applicant shall conform to the limits of clearing and grading shown on the GDP subject to the installation of utility lines, if necessary, as approved by DPWES. The utility lines located within areas protected by the limits of clearing and grading shall be located and installed in the least disruptive manner possible, as determined by UFM. A replanting plan shall be developed and implemented, as approved by the UFM, for any areas within the areas protected by the limits of clearing and grading that must be disturbed.

5. Stormwater Management. The stormwater management dry pond (“SWM Pond”) and the bioretention area, both generally as shown on the GDP, shall provide Stormwater Management (“SWM”) and Best Management Practices (“BMP’s”) in accordance with the applicable provisions of the Public Facilities Manual, Chapter 118 of the Code of the County of Fairfax, the Chesapeake Bay Preservation Ordinance.

6. SWM Pond Landscaping. In order to give the SWM Pond a natural appearance, the landscape plan submitted as part of the first submission of the site plan shall show the restrictive planting easement for the pond and the maximum feasible amount of landscaping that will be allowed in the planting areas of the pond outside of that restrictive planting easement, in keeping with the planting policies of DPWES. Applicant shall install landscaping in accordance with said plan, subject to DPWES and UFM approval.

7. Telecommunication Equipment. Telecommunication equipment may be placed on the Property, including on the healthplex or the parking structure, without the need for a proffered condition amendment provided the applicable Fairfax County approval process, if any, is followed.

8. Siltation and Erosion Control. In order to minimize siltation and erosion impacts downstream of the Property, Applicant agrees to the following measures:

A. Prior to and for the duration of any land disturbing activity, install super-silt fencing in specific location(s) as approved by DPWES.

B. Prior to and for the duration of any land disturbing activity, install super-silt fencing in location(s) as approved by DPWES to prohibit silt from accumulating in the SWM Pond during construction.

C. Monitor and maintain the erosion controls and the SWM Pond during the course of construction to ensure their proper function.

D. Following completion of construction of the proposed improvements represented on the GDP, Applicant shall inspect the SWM Pond and remove any excess silt accumulated there as a result of such construction activity as determined by DPWES.

9. Sanger Street Improvements and Dedication for Interchange. Applicant shall make the improvements along the Sanger Street frontage of the Property as shown on the GDP. Applicant shall also dedicate to Fairfax County for public street purposes the area shown on the GDP for the I-95/Lorton Road interchange improvements to be constructed by others. The Sanger Street improvements, the dedication, and the bus shelter referred to in Proffer 10 are deemed Applicant’s contribution to the Lorton Area Road Fund. Density credit shall be reserved for the Property as permitted by the provisions of Paragraph 4 of Section 2-308 of the Zoning Ordinance for all dedications described herein or shown on the GDP or as may be reasonably required by Fairfax County or VDOT at the time of site plan approval.

10. Bus Shelter. Subject to the approval of VDOT, Applicant shall construct a bus shelter on Lorton Road and a contiguous sidewalk along Sanger Street and the entrance drive leading from the healthplex to the bus shelter.

11. Transportation Demand Management (“TDM”). In consultation with Fairfax County Department of Transportation staff, Applicant shall explore and implement the use of mass transit and/or ridesharing techniques for the employees of the healthplex. Applicant shall conduct a survey to identify which travel demand strategies may be most effective. Applicant shall promote ride-sharing and transit use by displaying information material in areas where such information is likely to be seen by the various users of the healthplex, including the general public. Applicant shall designate an employee transportation coordinator to coordinate the TDM program for the healthplex.

12. Architecture. The architecture of the healthplex and its parking structure on all four facades shall generally conform to the elevations present on Sheet ___ of the GDP.

13. Parking Lighting. The lights in the parking structure shall be located in the ceilings to prevent glare. There shall be a wall at least three (3) feet high on each above ground level on the southwest side of the parking structure to block light from headlights. Surface parking lot lighting will be designed and located in accordance with the standards set out in Part 9 of Article 14 of the Zoning Ordinance. All exterior pole-mounted lighting fixtures shall be a maximum height of fifteen (15) feet from the ground to the top of the fixture.

14. Interior Noise Levels. In order to achieve an interior noise level of 50 dBA Ldn, the healthplex building shall have the following acoustical attributes:

- (a) Exterior walls have a laboratory Sound Transmission Class (STC) rating of at least 29.
- (b) Doors and windows known to have a laboratory STC rating of at least 28. If windows function as walls (as determined by DPWES) they shall have the same laboratory STC rating as walls.
- (c) Measures to seal and caulk between surfaces shall follow methods approved by the American Society for Testing and Materials to minimize sound transmission.

As an alternative, Applicant may have a refined acoustical analysis performed, subject to approval of DPZ and DPWES, to determine if the building will have sufficient shielding from vegetation and topography to permit a reduction in the mitigation measures prescribed above.

15. On-Site Construction Staging and Parking. A construction staging/parking area will be provided on site, and construction related vehicles will neither stage nor park on Sanger Street.

16. Trash Dumpsters. All proposed trash dumpsters will be screened by a combination of brick walls, a gate and evergreen plantings as may be approved by UFM.

17. Siren Restriction. Emergency medical service vehicles coming to the healthplex on the Property will be instructed not to use sirens on Sanger Street.

18. Helipad Exclusion. The development of the Property shall not include a helipad.

19. Signage. Signage shall be provided in accordance with Article 12 of the Zoning Ordinance.

20. Successor and Assigns. These proffers will bind and inure to the benefit of Applicant and its successors and assigns.

21. Counterparts. These proffers may be executed in one or more counterparts, each of which when so executed and delivered shall be deemed an original document and all of which taken together shall constitute but one and the same instrument.

INOVA HEALTH CARE SERVICES

By: _____

Title: _____

Date: _____