PROPOSED COMPREHENSIVE PLAN AMENDMENT

ITEM: PA 2015-I-J1
October 6, 2016
Revised October 20, 2016
(page 1)

GENERAL LOCATION: South of Arlington Boulevard, and west of Graham Road

SUPERVISOR DISTRICT: Mason

PLANNING AREA: Area I

PLANNING DISTRICT:
Jefferson Planning District

SUB-DISTRICT DESIGNATION:
J4-Walnut Hill Community Planning Sector

PARCEL LOCATION:
50-3 ((1)) 5, 5A, 5E, and 5G

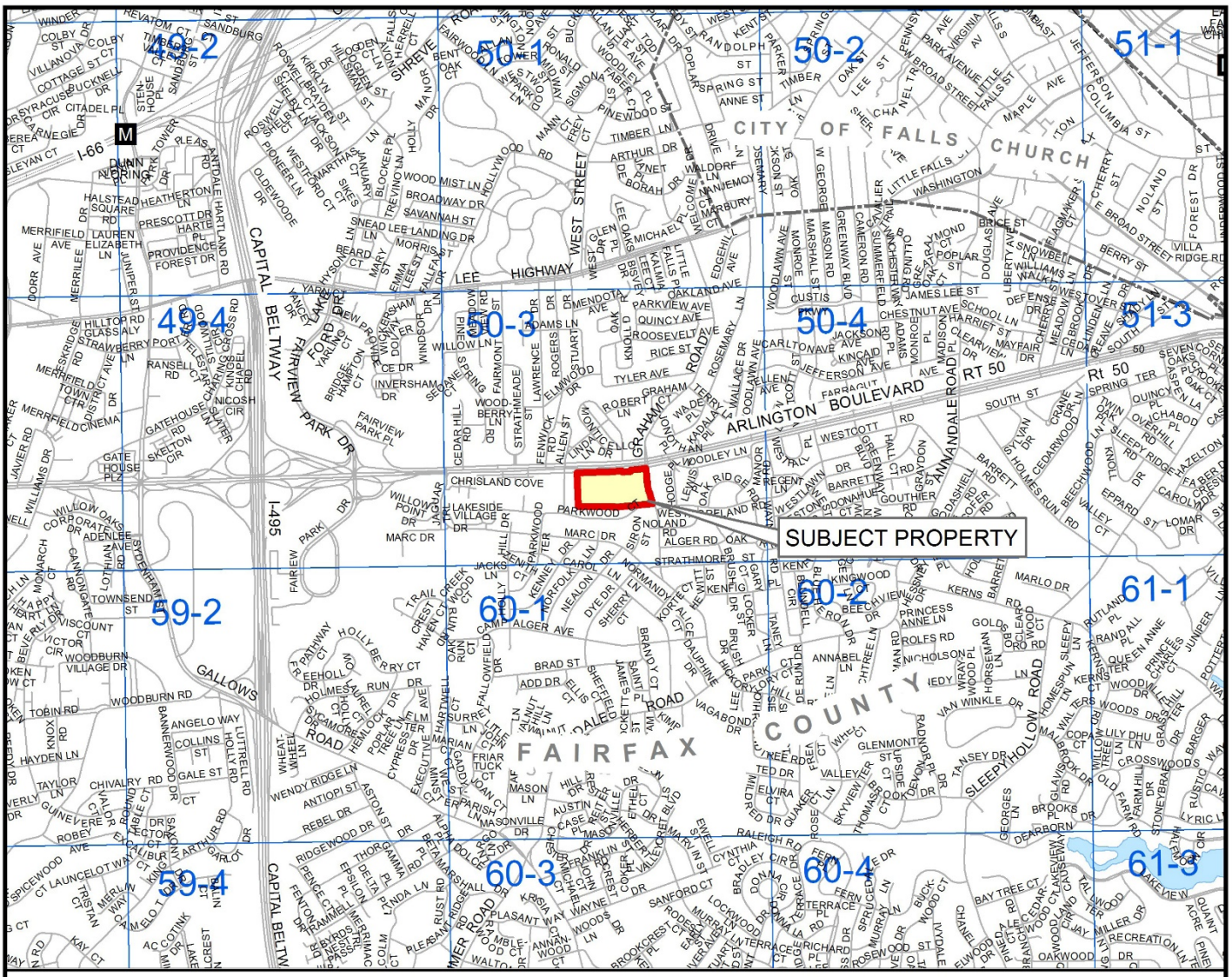
For additional information about this amendment call (703) 324-1380.

PLANNING COMMISSION PUBLIC HEARING:
Thursday, October 20, 2016 @ 8:15 PM

BOARD OF SUPERVISORS PUBLIC HEARING:
Tuesday, December 6, 2016 @ 4:00 PM

PLANNING STAFF <u>DOES</u> 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.



PREPARED BY THE DEPARTMENT OF PLANNING AND ZONING USING FAIRFAX COUNTY GIS
Graham Park Plaza

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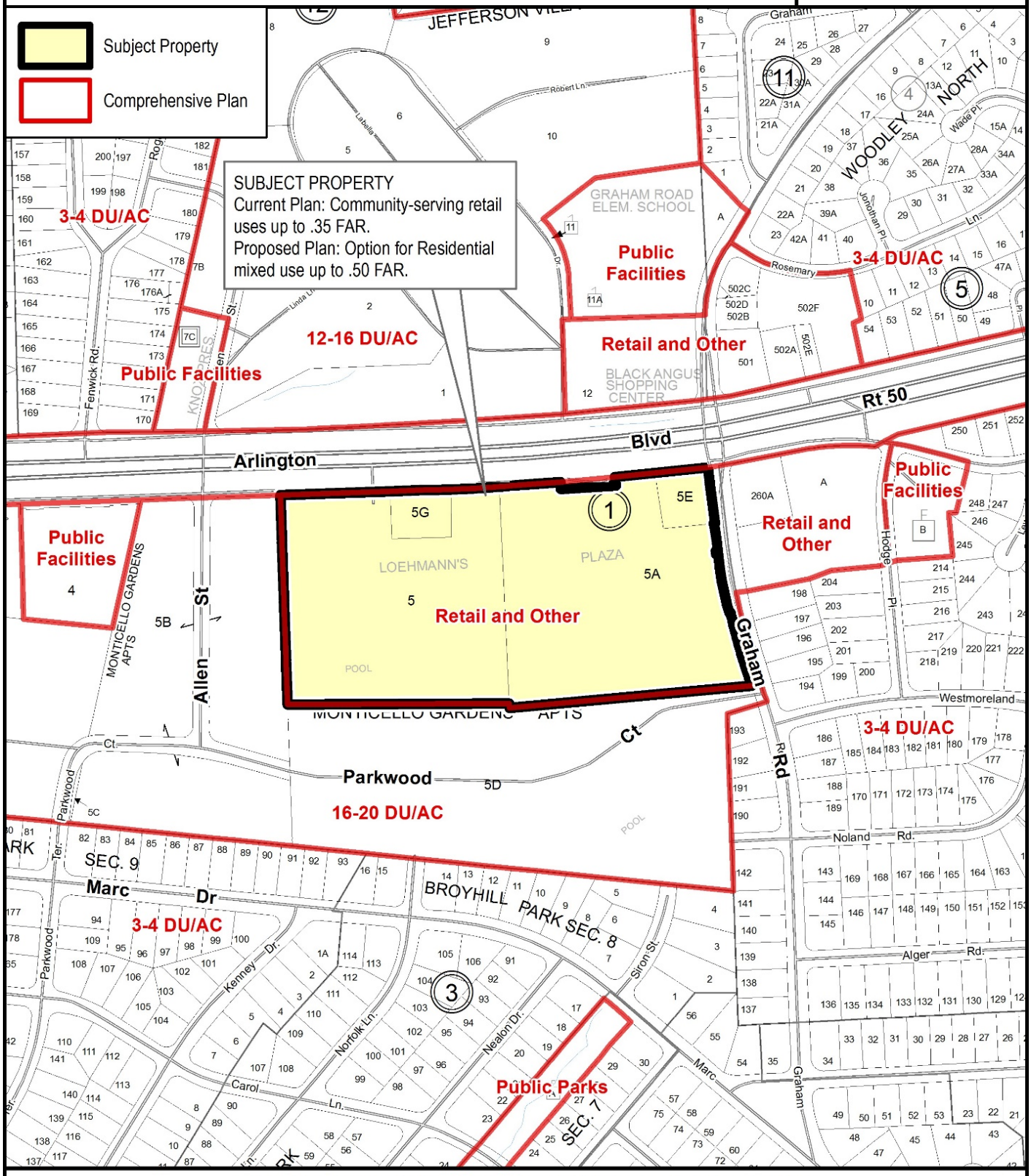
CURRENT PLAN AND PROPOSED CHANGE

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

ITEM: PA 2015-I-J1



400 FEET

PREPARED BY THE DEPARTMENT OF PLANNING AND ZONING USING FAIRFAX COUNTY GIS
PARCEL INFORMATION CURRENT TO SEPTEMBER 2016
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STAFF REPORT FOR PLAN AMENDMENT 2015-I-J1

BACKGROUND

On January 27, 2015, the Fairfax County Board of Supervisors (Board) authorized Plan Amendment (PA) 2015-I-J1 for the parcels located south of Arlington Boulevard (Route 50) and west of Graham Road [Tax Map parcels 50-3 ((1)) 5, 5A, 5E, and 5G] in the Jefferson Planning District. The authorization directed staff to consider a mixture of residential and nonresidential uses at an intensity up to 0.50 floor area ratio (FAR). The Board also directed staff to pay attention to transportation while planning for a high quality design on the subject properties.

The review of the Plan amendment is concurrent with pending Rezoning/Final Development Plan application (RZ/FDP) 2016-MA-022 that is requesting to rezone parcels 5 and 5A from C-6 Community Retail Commercial District to the Planned Development Commercial (PDC) District. The approval of the rezoning would permit the development of 248 new multi-family dwelling units, structured parking and newly constructed complementary retail and office uses integrated into the ground floor, on the western portion of the property. The eastern portion of the property would remain as community shopping center uses.

CHARACTER OF THE SITE

The 19.51-acre subject area consists of four parcels [Tax Map parcels 50-3 ((1)) 5, 5A, 5E, and 5G], located south of Arlington Boulevard and west of Graham Road in the Mason Supervisor District. The area contains an approximately ~~630,000~~ 277,700 square feet (SF) community-serving shopping center with limited office uses on the second floor of a portion of the shopping center. The Concept for Future Development designates the subject area as a Suburban Neighborhood Area. Suburban Neighborhood Areas include a variety of residential densities as well as supporting neighborhood-serving retail, public facilities and institutional uses where appropriate. These areas are planned to be protected and enhanced by ensuring compatible relationships between uses.

The subject area is planned for community-serving retail uses up to .35 FAR at a parcel level. The Plan notes that revitalization of the area is desirable and should provide improved landscaping along Arlington Boulevard and effective screening and buffering to adjacent residential areas. The Comprehensive Land Use Plan Map shows parcels 5, 5A, 5E, and 5G planned for retail and other uses. The parcels are zoned C-6. The following table contains information on land use, planning and zoning on the subject area:

TAX MAP PARCEL	CURRENT LAND USE	LAND AREA (ACRE)	CURRENT INTENSITY	COMPREHENSIVE PLAN MAP	ZONING DISTRICT
50-3 ((1)) 5	Retail	8.9	205,568 SF	Retail and Other	C-6
50-3 ((1)) 5A	Retail	9.69	68,562 SF	Retail and Other	C-6
50-3 ((1)) 5E	Gas station	0.34	1,920 SF	Retail and Other	C-6
50-3 ((1)) 5G	Gas station	0.56	1,624 SF	Retail and Other	C-6

CHARACTER OF THE AREA

The subject area is surrounded by low to moderate density and intensity residential and commercial uses, also designated on the Concept for Future Development as part of a Suburban Neighborhood. The Merrifield Suburban Center is located approximately a quarter mile west of the subject area. The adjacent properties are characterized as follows:

North: The area north of Arlington Boulevard and west of Monticello Drive the Kingsley Commons community is planned for and developed with residential townhomes at 12-16 dwelling units per acre (du/ac), and is zoned R-4 Residential District. The area north of Arlington Boulevard, east of Monticello Drive and west of Graham Road is planned for retail and other uses, developed with community-serving retail uses, and zoned C-6. This area north of Arlington Boulevard is located in the Providence Supervisor District.

East: The area east of Graham Road along the south side of Arlington Boulevard is planned for retail and other uses, developed with community serving retail, and zoned C-5, Neighborhood Retail Commercial District. The area further south of Arlington Boulevard and east of Graham Road is planned for and developed with single-family residential uses at 3-4 du/ac, and is zoned R-4 Residential District.

South and West: The area to the south and west is the Monticello Gardens community, which is planned for and developed with the multifamily residential use at 16-20 du/ac, and is zoned R-20 Residential District.

PLANNING HISTORY

There have been no plan amendments on this subject area since the adoption of Planning Horizons in 1991.

ADOPTED COMPREHENSIVE PLAN

Fairfax County Comprehensive Plan, 2013 Edition, Policy Plan, Land Use, amended through April 29, 2014, Land Use Pattern, Preservation and Revitalization of Neighborhood and Community Service Uses, Pages 5-6:

"**Objective 7: Fairfax County should reserve and/or conserve areas which provide primarily community-serving retail and service uses.**

…

Policy c: Encourage redevelopment projects in commercial areas that would preserve or increase desirable community services.

…

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, 2013 Edition, Policy Plan, Land Use, amended through April 29, 2014, Land Use Intensity, Page 8:

"**Objective 12: The location and level of development intensity should be utilized as a means of achieving a broad range of county goals.**

…

Policy d: Locate development intensity in a manner which assists in achieving appropriate community character.

Policy e: Place appropriately located mixed-use development at intensities that will enhance the production of affordable housing."

Fairfax County Comprehensive Plan, 2013 Edition, Area I, Area Plan Overview, as amended through October 20, 2015, Introduction, Concept for Future Development, Page 7:

"**Suburban Neighborhoods:**

These areas contain a broad mix of allowable residential densities, styles, parks and open space and contain the county's established residential neighborhoods. Suburban neighborhoods are considered to be stable areas of little or no change. Where appropriate, supporting neighborhood-serving commercial services, public facilities, and institutional uses are encouraged provided that the proposed intensities and character are compatible with the surrounding area."

Fairfax County Comprehensive Plan, 2013 Edition, Area I, Jefferson Planning District, amended through September 20, 2016, Overview, Concept for Future Development, Page 3:

"Suburban Neighborhoods comprise the remainder of the Jefferson Planning District and are to be protected and enhanced by ensuring compatible relationships between uses.

MAJOR OBJECTIVES

The primary planning objectives for the Jefferson Planning District are:

- Preserve stable residential neighborhoods, well buffered from higher intensity use and through-traffic arterials;
- Concentrate commercial activity and higher density residential units in the Merrifield Suburban Center; and
- Provide for improved pedestrian and vehicular access and circulation.

..."

Fairfax County Comprehensive Plan, 2013 Edition, Area I, Jefferson Planning District, amended through September 20, 2016, J4-Walnut Hill Community Planning Sector, Character, Page 35:

> "The predominant development in the sector is stable single-family residential use. Existing multifamily residential units act as a transition between the Loehmann's Plaza Shopping Center at the intersection of Arlington Boulevard and Graham Road and the single-family residential areas to the south."

Fairfax County Comprehensive Plan, 2013 Edition, Area I, Jefferson Planning District, amended through September 20, 2016, J4-Walnut Hill Community Planning Sector, Recommendations, Land Use, Page 37:

> "2. The Loehmann's Plaza shopping center is planned for community-serving retail uses up to .35 FAR. Revitalization of this area is desirable and should provide improved landscaping along Arlington Boulevard and effective screening and buffering to adjacent residential areas."

ANALYSIS

Land Use

Concept for Future Development

The subject area is planned for and developed with a community-serving retail shopping center within a Suburban Neighborhood Area, as designated on the Concept for Future Development. The shopping center provides access to daily goods and services for the surrounding community, consistent with the Plan objectives. The proposed amendment considers a mixture of residential and nonresidential uses on the subject area. Any redevelopment would need to retain the current function of the shopping center to the extent feasible to continue to serve the surrounding community and new residents. The addition of multifamily residential use on the subject area would be compatible with the existing multifamily residential uses to the south and west and in line with the goals of Suburban Neighborhood Areas for infill development.

Intensity

The proposed amendment would increase the planned intensity from a maximum of 0.35 FAR or approximately 297,000 SF to a maximum of 0.50 FAR or approximately 425,000 SF. The redevelopment at the higher intensity would need to ensure compatible relationships to the surrounding uses in terms of scale and character, and provide appropriate transitions to adjacent uses, as per county policy. The existing multifamily residential community located to the south and west of the subject area is generally three stories and planned for residential use at 16-20 du/ac; a low-density, single-family residential neighborhood is located further south. Any redevelopment would need to utilize site design and layout techniques, such as building orientation, building placement, tapering building height, and improvements to buffering and screening, to reduce the effect of the increased bulk and support appropriate transitions to the adjacent community.

Parcel Consolidation

Redevelopment should consolidate the properties that comprise the subject area in order to achieve coordinated redevelopment and provide the best options for a high quality site design. This would include consideration for access, circulation, building placement and orientation, parking, and the provision of urban parks and recreational spaces for residents, employees and visitors. In order to encourage consolidation, any unconsolidated parcels should remain at the planned intensity up to a 0.35 FAR.

Revitalization

Originally developed in the 1960s, the existing shopping center is aging and characterized by large surface parking lots and only minimal amounts of landscaping. The Plan states that revitalization is desirable. The proposed amendment would provide a redevelopment option that would encourage reinvestment in the subject area.

Transportation

Trip Comparison

A number of land use scenarios could result from the proposed Plan amendment, depending on the amount of residential and non-residential uses proposed. For transportation purposes, four scenarios have been evaluated with varying ratios of residential and non-residential uses, including the land uses proposed within the concurrent rezoning, as submitted on June 30, 2016. Table 1 depicts the vehicular trip generation for these scenarios.

In general, residential use generates fewer trips than retail use, and as the amount of retail use decreases and the amount of residential increases in the scenarios, the daily trips generated from the proposed redevelopment decreases compared to the current Plan as shown in Options 1A, 1B, and 1C. Further, the number of vehicle trips generated by retail uses in a mixed-use environment is reduced by residents taking advantage of walking or biking rather than making the trip by car. Option 2, which consists of the land uses proposed as part of the rezoning, would reduce the number of daily trips by 861, a 6% decrease compared to the current Plan. Morning (AM) peak hour trips would increase by 55 trips, an 18% increase from the current Plan. Afternoon (PM) peak hour trips would decrease by 76, a 6% decrease from the current Plan. The increase in AM peak hour trips is attributed to additional morning trips generated by residential use. The decrease in total daily trips and PM peak hour trips is attributed to the decrease in retail square footage compared to the current Plan.

Table 1. Trip Generation Comparison for PA 2015-I-J1

	Quantities	Daily Trips	AM			PM		
			In	Out	Total	In	Out	Total
Current Plan								
Retail (820)	297 KSF	13784	188	115	303	597	646	1243
Total Trips Generated		**13784**	**188**	**115**	**303**	**597**	**646**	**1243**
Option 1A (25% residential/75% retail)								
Apartments (220)	106 DU	767	11	45	56	49	29	76
Retail (820)	318 KSF	14,416	196	120	316	625	677	1,302
Total Trips Generated		**15,183**	**207**	**165**	**372**	**674**	**706**	**1,378**
Gross Impact Over Current Plan		**1,399**	**19**	**50**	**69**	**78**	**59**	**135**
Option 1B (50% residential/50% retail)								
Apartments (220)	212 DU	1,410	22	86	108	87	51	134
Retail (820)	212 KSF	11,076	153	94	247	476	516	992
Total Trips Generated		**12,486**	**175**	**180**	**354**	**563**	**567**	**1,126**
Gross Impact Over Current Plan		**(1,298)**	**(13)**	**65**	**52**	**(33)**	**(79)**	**(116)**
Option 1C (75% residential /25% retail)								
Apartments (220)	318 DU	2,053	32	128	160	125	73	193
Retail (820)	106 KSF	7,058	100	61	162	299	324	623
Total Trips Generated		**9,111**	**132**	**189**	**321**	**425**	**397**	**816**
Gross Impact Over Current Plan		**(4,673)**	**(56)**	**74**	**18**	**(172)**	**(249)**	**(427)**
Option 2 (Proposed Rezoning)								
Apartments (220)	196 DU	1,311	20	80	100	82	48	125
Retail (820)	228 KSF	11,611	160	98	258	500	542	1,041
Total Trips Generated		**12,923**	**180**	**178**	**358**	**581**	**589**	**1,167**
Gross Impact Over Current Plan		**(861)**	**(8)**	**63**	**55**	**(15)**	**(57)**	**(76)**

Trip Generation derived from the Institute of Traffic Engineers (ITE), Trip Generation, 9th Edition (2012). 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 a result of proximity to transit stations.

Access

The subject area currently has five access points along Arlington Boulevard and Graham Road; however only one access point from Graham Road and one from Arlington Boulevard are signalized. Two other access points occur through a service drive along Arlington Boulevard. As a result, access is currently challenging for both pedestrians and vehicles into the site. Any redevelopment of the site would need to coordinate with surrounding properties, specifically properties that share access along the service drive from Graham Road to Allen Street. Redevelopment should consider possible removal of segments of the service drive, consolidation of driveways, inter-parcel connectivity, and enhanced circulation to improve vehicle access. Clear, logical, and easy access should be provided to facilitate residents' access and egress to and from the site.

Pedestrian and Bicycle Connectivity

Safe pedestrian and bicycle facilities would be important factors to internalizing trips in the proposed redevelopment. Existing crosswalks, pedestrian signals, sidewalks, and other pathways would need to be preserved or enhanced with any redevelopment, particularly where there are opportunities to connect to the surrounding development. Parallel parking may be considered to buffer these pedestrian facilities. The Countywide Trails Plan recommends Major Regional Trails on both Arlington Boulevard and Graham Road along the subject area. Any redevelopment would need to integrate these facilities into the design.

Transit Services

Two bus routes on Arlington Boulevard serve the subject area. Metrobus routes 1A/1B provide service to the Ballston Metrorail Station, Seven Corners Transit Center, Dunn Loring Metrorail Station and Vienna Metrorail Station, and operates with 15-minute headways in the AM and PM peak periods. Metrobus route 1Z operates with service to the Ballston Metrorail Station and Vienna Metrorail Station in the peak direction during peak hours with 30-minute headways. Any new residential development on this site would need to improve the access to the bus stop on Route 50 in front of the site. Improvements also should be made to the existing bus shelters serving this bus stop.

Internal circulation, access, and safety issues, particularly pedestrian related, are important considerations in the redevelopment process. Transportation issues associated with any redevelopment of the subject parcels, particularly those associated with access would need to be adequately addressed during the rezoning review process. The development plan should address overall circulation patterns, turning movements, parcel consolidation, pedestrian circulation, safety issues and transit amenities.

Parks and Recreation

Level of Service Impacts

Existing nearby parks, including Broyhill Park, Devonshire Park, Holmes Run Stream Valley Park, Jefferson Village Park, John Mastenbrook – Greenway Downs Park, Luria Park, Pine Spring Park, Providence RECenter, Roundtree Park, Tyler Park, Valley Crest Park, Walnut Hill School Site, and Westlawn School Site, meet only a portion of the demand for parkland generated by residential development in the service area of the proposed amendment. In addition to parkland, the recreational facilities in greatest need in the Jefferson Planning District include rectangle fields, adult and youth baseball and softball fields, basketball courts, playgrounds, neighborhood dog parks, neighborhood skate parks, and trails.

The amendment proposes the addition of residential uses into a retail environment. The increased residential uses would create a need for playgrounds, sport courts, athletic facilities, and trails. In addition, the employees would need to access recreational amenities at lunchtime or after work. Retail customers benefit from combining shopping trips with recreational activities. The integration of publicly accessible urban parks in the overall development design would be critical to providing onsite recreation resources within the subject area and would enhance the

desirability of the project, contribute to redevelopment efforts, and contribute to a sense of place. The development of well-located public urban parks such as pocket parks, plazas, and common greens, and the green space along the south and western boundary with the adjacent existing residential areas should be encouraged. The green space would help meet the urban parkland need as well as provide connections between the adjacent existing residential communities and the subject area.

Environment or Storm Water Management

Noise

Transportation generated noise exceeding 75 decibels Day-Night Level (dBA DNL) may affect this site from Arlington Boulevard. A noise study may be necessary in order to determine noise impacts for any proposed residential or other noise sensitive uses, during the rezoning review process per county policy. The noise issue could be diminished depending on the location of any residential development. For example, if residential development is either shielded by other structures, located an adequate distance from the noise source(s) or protected by topography, the noise issue may be adequately mitigated on the subject area.

Stormwater Management

The subject area is located within a portion of Cameron Run Watershed. At the time the area was originally developed, there were no stormwater management requirements, and little to no stormwater management features currently serve the area. The proposed redevelopment may be an opportunity to improve conditions locally within the portion of the watershed through the provision of water quality and quantity controls where none currently exist or do not support broader watershed improvement goals. Both water quantity and quality controls would be encouraged as part of any proposed redevelopment of this area.

Green Building Measures

As part of any proposal to redevelop the subject area, green building measures should be included and reviewed as part of a development review process. Consistent with county policy green building measures may include Leadership in Energy and Environmental Design (LEED) for Homes, Earthcraft, or Energy Star for any new residential development. LEED certification should be encouraged for all other non-residential uses. Retrofitting existing structures with green building measures may be considered.

Schools

The schools serving the subject area are Falls Church High, Jackson Middle, and Westlawn Elementary schools. At this time, if development occurs within the next five years, both the Falls Church High and Jackson Middle schools will have a capacity deficit and Westlawn Elementary School will have a capacity surplus. The proposed 2017-21 Capital Improvement Program includes renovations for the Falls Church High School to be completed in the 10-year CIP cycle and a new Advanced Academic Program (AAP) Center at Thoreau Middle School that

would accommodate students reassigned from Jackson Middle School. Other reassignments, temporary facilities or interior architectural modification would be considered to provide capacity relief. Beyond the six-year planning horizon, capacity projections are not available.

The proposed redevelopment would result in the addition of 19 to 64 students, depending on the type of construction as either mid/high-rise or low-rise multifamily residential units. This would include 5 to 17 high, 3 to 9 middle, and 11 to 38 elementary school students. During the development review process, Fairfax County Public Schools (FCPS) would look to the developer and support from the County to help provide needed school capacity, as per county policy. While proffers typically include monetary contributions, other "in-kind" contributions may be appropriate to mitigate the impacts of development on the school system. Examples of "in-kind" contributions include land dedication; opportunities for shared space in private buildings for activities such as community use, adult education, or after school or county programs such as Head Start or School Age Child Care (SACC) programs; or other alternative arrangements that provide FCPS with additional resources to accommodate its growing student population.

CONCLUSION

Any future redevelopment on the subject area is expected to conform to the guiding planning principles of the Suburban Neighborhood policies of the Concept for Future Development. The plan recommendations for community-serving retail use on the subject area should remain in order to maintain the current function for the nearby residents. Incorporating an option for residential mixed-use on the subject area would help facilitate revitalization and provide open spaces and plazas, and other amenities. The mixed-use redevelopment has the potential to reduce daily vehicular trips through the mixture of uses, improve circulation, and enhance pedestrian and bicycle facilities. An intensity up to 0.50 FAR with conditions for high quality design, consolidation, appropriate transitions, and pedestrian and bicycle improvements would achieve the goal of compatible infill redevelopment. Additional conditions related to stormwater management would provide environmental benefits to the redevelopment and the surrounding watershed.

RECOMMENDATION

MODIFY: Fairfax County Comprehensive Plan, 2013 Edition, Area I, Jefferson Planning District, amended through September 20, 2016, J4-Walnut Hill Community Planning Sector, Character, page 35:

"Character [underlined in original text]

. . .

The predominant development in the sector is stable single-family residential use. Existing multifamily residential units act as a transition between the ~~Loehmann's~~ Graham Park Plaza Shopping Center at the intersection of Arlington Boulevard and Graham Road and the single-family residential areas to the south."

MODIFY: Fairfax County Comprehensive Plan, 2013 Edition, Area I, Jefferson Planning District, Amended through September 20, 2016, J4-Walnut Hill Community Planning Sector, Recommendations, Land Use, page 37:

"2. The ~~Loehmann's Plaza~~ shopping center located southwest of the intersection of Arlington Boulevard and Graham Road [Tax Map parcels 50-3 ((1)) 5, 5A, 5E, and 5G] is planned for community-serving retail uses up to 0.35 FAR. Revitalization of this area is desirable and should provide improved landscaping along Arlington Boulevard and effective screening and buffering to adjacent residential areas. As an option, residential mixed-use development up to an overall 0.50 FAR is appropriate to support revitalization, reinvestment in the shopping center, and improved vehicular and pedestrian circulation, subject to the following conditions:

- The community-serving retail uses of the shopping center should be preserved to the extent possible.
- Full parcel consolidation is encouraged. If full consolidation cannot be achieved, an overall circulation plan should demonstrate improved access and connectivity. Any unconsolidated parcels are planned for a 0.35 FAR.
- High-quality architecture, site and landscape design, and pedestrian amenities should be provided.
- The Urban Parks Framework should be utilized to promote the integration of urban parks such as pocket parks, plazas, and common greens, offset park service level impacts, and help foster a sense of place. Appropriately scaled, well-located public spaces should be provided to support casual recreation uses.
- Compatible building height and massing, augmented by adequate buffering and screening landscaped with year-round vegetation should be provided on-site to minimize any adverse visual impact from new development (including parking structures) on adjacent residential uses. In addition, enhancements or expansion of the existing open space located to the south and west of the site should be explored to improve this amenity and connection to the adjacent development.
- Internal and external pedestrian sidewalks should be provided that create direct and accessible routes to destinations for all users. Site design, building orientation and lighting should support improved pedestrian circulation. Surface parking lots should provide continuous, attractive and safe pedestrian routes, as part of an overall circulation plan. Consolidation of drive aisles and curb cuts should be explored as a means of improving the pedestrian environment and vehicular circulation.
- Automobile circulation should be improved within the site and at access points from the service drive and Graham Road through improved design and enhanced signage. Opportunities to close portions or all of the service drive and/or to provide alternative access to the site should be explored. These improvements should be balanced with the need to encourage and accommodate pedestrian activity in the site.

- A variety of water quality control measures is strongly encouraged to contribute to improved conditions within Cameron Run. The measures should result in nutrient reduction beyond the typically required PFM minimum 20 percent phosphorous reduction. In additional, the volume of runoff from the impervious surfaces should be controlled through the addition of one or more detention facilities."

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.