PROPOSED COMPREHENSIVE PLAN AMENDMENT

ITEM: PA 2016-II-F1
October 19, 2016

GENERAL LOCATION: South of Arlington Boulevard between Bear Branch and Barkley Drive

SUPERVISOR DISTRICT: Providence

PLANNING AREA: Area II

PLANNING DISTRICT:
Fairfax Planning District

SUB-DISTRICT DESIGNATION:
F2-Mantua Community Planning Sector

PARCEL LOCATION:
48-4 ((1)) 42A

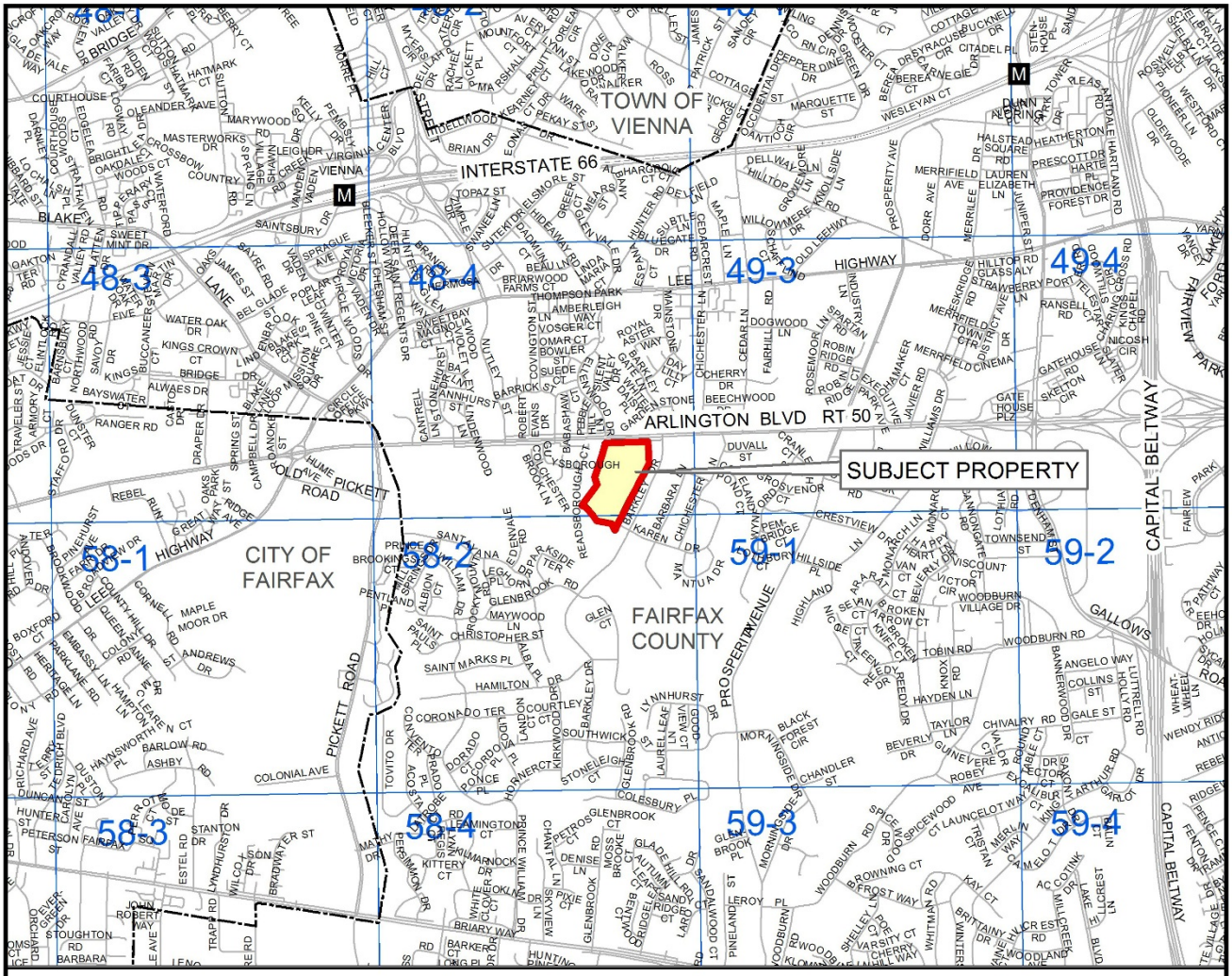
For additional information about this amendment call (703) 324-1380.

PLANNING COMMISSION PUBLIC HEARING:
Wednesday, November 2, 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.



3000 FEET

PREPARED BY THE DEPARTMENT OF PLANNING AND ZONING USING FAIRFAX COUNTY GIS
Kena Temple

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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

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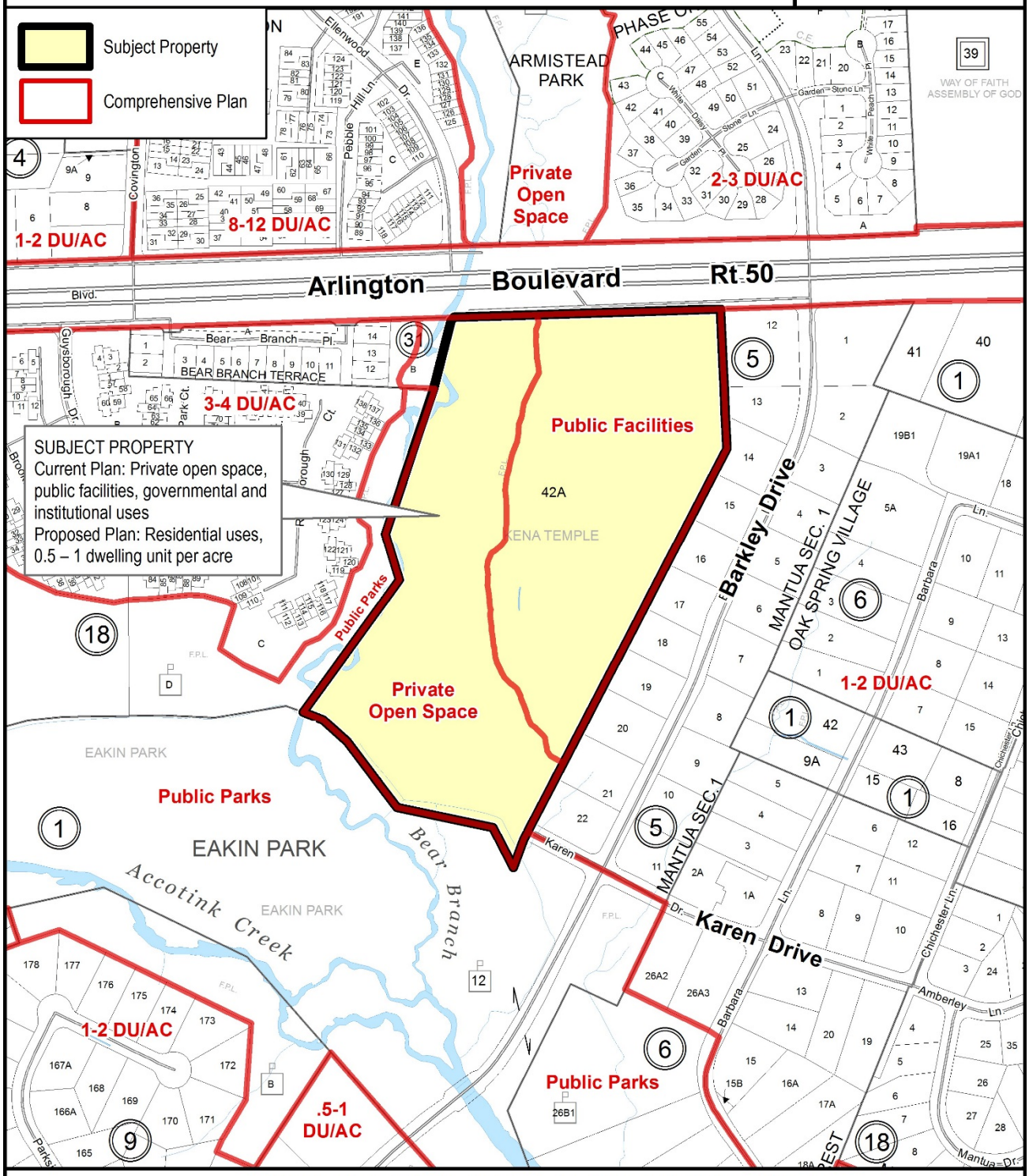

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PREPARED BY THE DEPARTMENT OF PLANNING AND ZONING USING FAIRFAX COUNTY GIS
PARCEL INFORMATION CURRENT TO SEPTEMBER 2016
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STAFF REPORT FOR PLAN AMENDMENT 2016-II-F1

BACKGROUND

On July 12, 2016, the Fairfax County Board of Supervisors (Board) authorized Plan Amendment (PA) 2016-II-F1 for Tax Map Parcel 48-4((1))42A located at 9001 Arlington Boulevard, Fairfax, on the south side of Arlington Boulevard between Bear Branch and Barkley Drive. The site is located within the F2-Mantua Community Planning Sector of the Fairfax Planning District in the Providence Supervisor District. The Board authorized staff to consider an amendment to the current Comprehensive Plan (Plan) guidance for residential uses with a density range of 0.5-1 dwelling unit per acre (du/ac). A rezoning application (RZ/FDP 2016-PR-012) for the subject property was filed on April 26, 2016, which is before the effective date of the recent proffer legislation, VA Code Section 15.2-2303.4 *Provisions applicable to certain conditional rezoning proffers*. The rezoning application proposes to rezone the site from the R-1 zoning district to the PDH-1 zoning district for the development of 22 single-family detached dwelling units. An amendment to the Comprehensive Plan will facilitate the review of the rezoning request.

CHARACTER OF THE SITE

The 27-acre subject property is zoned R-1 and is planned for public facilities, governmental, and institutional uses and private open space. The site, shown in Figure 1, is currently developed with a 55,468 s.f. principal building and an 8,400 s.f. accessory building that are owned and operated by the Kena Temple Shrine. The central portion of the site is paved with a parking lot and drive aisles to serve the Kena Temple. At the property's peripheries is undeveloped open space, including substantial Resource Protection Areas (RPA) located along the western and southern portions of the property. The site is currently developed at an intensity of approximately 0.05 FAR.

CHARACTER OF THE AREA

The Fairfax Planning District is centrally located in Fairfax County and surrounds the City of Fairfax. Major roadways traverse the Fairfax Planning District, including Interstate 66 (I-66), Little River Turnpike (Route 236), Chain Bridge/Ox Road (Route 123), Lee Highway (Route 29) and Arlington Boulevard (Route 50). The Kena Temple site is located along the south side of Arlington Boulevard, west of the Merrifield Suburban Center and east of Fairfax City.

North: The area immediately to the north of the site is planned for residential use at 2-3 du/ac, is zoned PDH-3 and is developed with single-family detached dwelling units.
East: The area immediately to the east is planned for residential use at 1-2 du/ac, is zoned R-1 and is developed with single-family detached dwelling units.
South and West: The area immediately to the south and west is planned and developed with Eakin Park and is zoned R-1 and R-5. The area to the west is planned for residential use at 3-4 du/ac, is zoned R-5, and is developed with single-family attached and detached dwelling units.

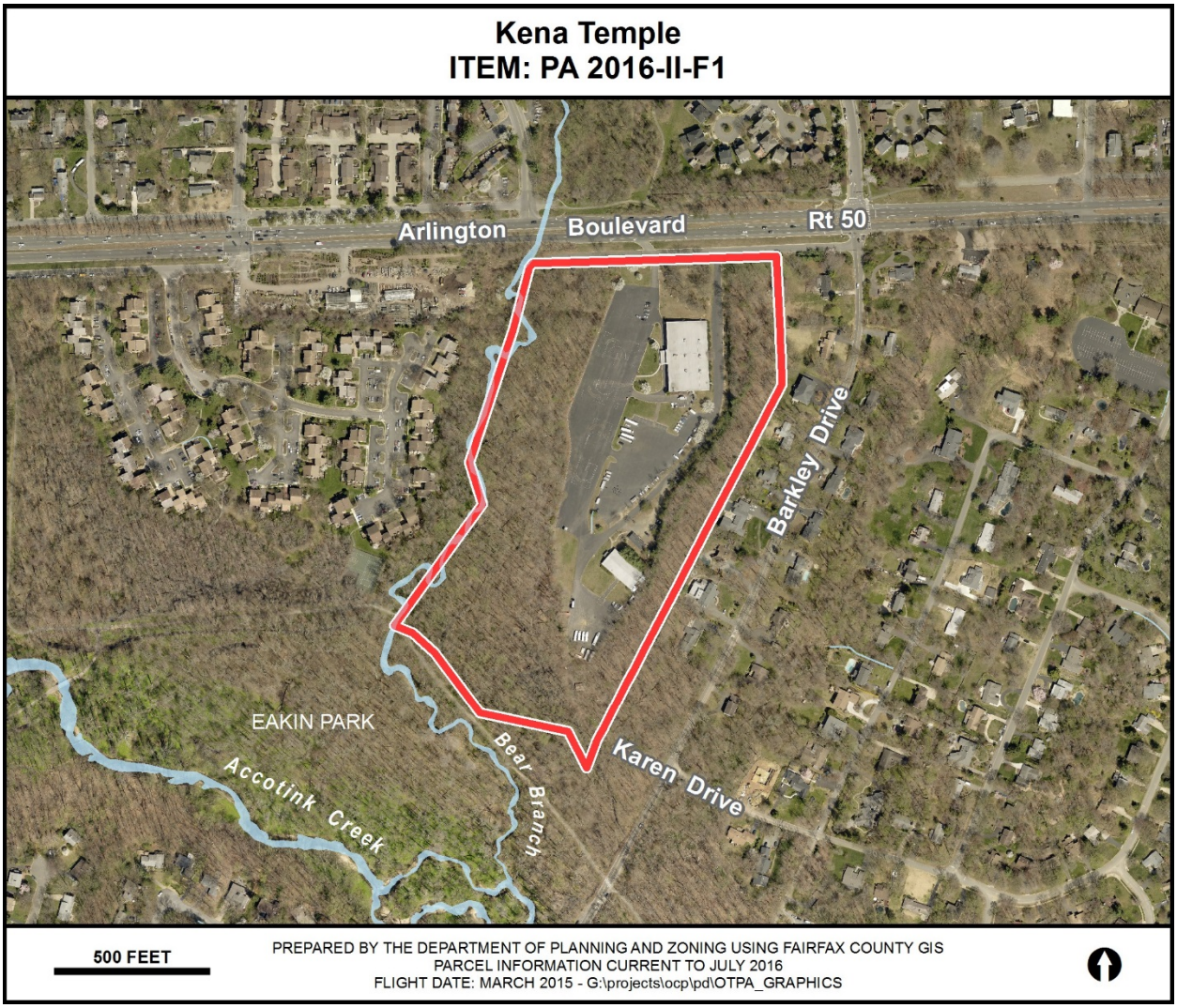


Figure 1: Aerial View of Subject Property

PLANNING HISTORY

Plan guidance for the F2-Mantua Community Planning Sector within the Fairfax Planning District has existed within the Plan since before 1984. The planning sector is almost completely developed with single-family detached residential use, most of which was built between 1950 and 1970. There is no site-specific Plan guidance for the subject property.

During the 1997-1998 APR (Area Plans Review) cycle, two nominations for residential use were considered for the subject property. APR #97-II-18F proposed residential use at 5-8 du/ac, and APR #98-II-1F proposed residential use at 0.5-1 du/ac. Staff found that the proposal for residential use at 5-8 du/ac would not be compatible with the surrounding residential neighborhoods. The proposal for residential use at 0.5-1 du/ac was found to be compatible with the surrounding residential neighborhoods. However, because the site is zoned R-1, staff recommended an alternative that would add an option for residential use at 1-2 du/ac, with conditions for the high end of the density range to incentivize redevelopment of the institutional

use. The nomination was supported by the APR task force but was denied by the Planning Commission and was not forwarded to the Board for consideration.

On May 12, 2015, the Board approved RZ 2013-PR-014 for the former Craven's Nursery property that fronts Arlington Boulevard directly west of the Kena Temple site. The rezoning approved the development of 14 single-family detached dwelling units at a density of 3.76 du/ac, which are currently under construction.

ADOPTED COMPREHENSIVE PLAN TEXT

The Comprehensive Plan Map shows that this property is planned for public facilities, governmental and institutional uses, and private open space. There is no site-specific Plan text for the subject property. Relevant Plan text is cited below.

Fairfax County Comprehensive Plan, 2013 Edition, Area II, Fairfax Planning District, as amended through September 20, 2016, F2-Mantua Community Planning Sector, Character, page 34:

"…There are a number of institutional uses in the sector, including The Virginian, a Continuing Care Retirement Community (CCRC), the Kena Temple, the Elks Lodge, the Merritt Academy, the Sunrise Senior Assisted Living Community, the Fairfax Circle Baptist Church, and the Chabad Lubavich of Northern Virginia. There is a large concentration of special exception and special permit uses in this area, especially in the Arlington Boulevard and Little River Turnpike corridors."

Fairfax County Comprehensive Plan, 2013 Edition, Area II, Fairfax Planning District, as amended through September 20, 2016, F2-Mantua Community Planning Sector, Recommendations, Land Use, pages 35-37:

"Land Use

The Mantua sector is largely developed as stable residential neighborhoods. The predominant planned density is 2 dwelling units per acre with other planned densities as shown on the Plan Map and/or as further described in the following land use recommendations. Infill development in these neighborhoods should be compatible with existing development in the vicinity in terms of use, type and intensity, in accordance with the guidance provided by the Policy Plan in 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 provide for the development of unconsolidated parcels in conformance with the Area Plan …"

Fairfax County Comprehensive Plan, 2013 Edition, Area II, Fairfax Planning District, as amended through September 20, 2016, F2-Mantua Community Planning Sector, Recommendations, Land Use, page 37:

"6. There are several special exception and special permit uses in this sector. When those uses are terminated, the underlying parcels should return to residential use at the densities for which the surrounding parcels are planned. The former "YMCA facility" ((Tax Map 58-4((1))50) should not be expanded or intensified, since any expansion or intensification of this use would adversely effect the adjacent stable residential neighborhood. [Not shown]"

Fairfax County Comprehensive Plan, 2013 Edition, Policy Plan, Land Use, as amended through April 29, 2014, 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…"

Fairfax County Comprehensive Plan, 2013 Edition, Policy Plan, Land Use, as amended through April 29, 2014, 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 f. Utilize urban design principles to increase compatibility among adjoining uses.

…

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 property for residential uses, with a density range of 0.5 – 1 du/ac. The following table quantifies the existing development and current Plan recommendation, the proposed Plan density, the current zoning potential, and the proposed rezoning density for the site.

	Residential	**Non-Residential**
Base Plan / Existing Development: Public facilities, governmental, and institutional use, and private open space	0 du	Principal Building: 55,468 sf. Accessory Building: 8,400 sf. Total: 63,868 sf. (0.05 FAR)
Proposed Plan Amendment: 0.5 – 1 du/ac	13-26 du	0 s.f.
Existing Zoning: R-1 (max. 1 du/ac)	26 du	0 s.f.
Proposed Rezoning: PDH-1 (0.81 du/ac)	22 du	0 s.f.

Figure 2: Quantification Table

ANALYSIS

This Plan amendment considers the subject property in the context of the larger mix of uses in the Mantua area and the extent to which it furthers the Fairfax Planning District objective of preserving stable residential communities with emphasis on appropriate infill development.

Other considerations include the potential impact of additional residential uses on the transportation network, schools, parks and recreation, and the environment.

Land Use

The Comprehensive Plan's Concept for Future Development classifies most of the Fairfax Planning District, including most of the Mantua Community Planning Sector and the subject property, as a suburban neighborhood. Suburban neighborhoods are characterized as stable residential areas and planning guidelines help maintain this character and discourage potentially incompatible land uses or intensities. Land Use Objective 8 in the Policy Plan reiterates the need to protect existing neighborhoods by ensuring that infill development is of compatible use and intensity, and that adverse impacts will not occur. Land Use Objective 14 in the Policy Plan elaborates on this notion by recommending compatible scale, transitions and urban design principles for infill development to achieve a harmonious and attractive development pattern. To be consistent with these recommendations, any residential development on the site should have a logical layout that provides appropriate transitions to the surrounding residential neighborhoods and protects environmentally sensitive areas.

The density range listed in the Board authorization of 0.5 – 1 du/ac would yield 13-26 dwelling units for the 27-acre site. This density is lower than that of the surrounding residential neighborhoods. The proposed single-family detached homes would be compatible with the adjacent single-family attached and detached developments and would be consistent with development in the Mantua Community Planning Sector, which is described as predominantly single-family detached dwelling units.

A substantial Resource Protection Area (RPA) associated with Bear Branch covers the southern and western portions of the property. Therefore, only the eastern portion of the site is developable. With this RPA comes an opportunity for large tree save areas to provide buffers to adjacent neighborhoods. In addition, there may be an opportunity to replant areas that are not proposed to be redeveloped but are currently developed with impervious surface for the Kena Temple parking lot. Any new development on the site should maintain a vegetated buffer along the eastern property line in order to screen the proposed dwelling units from the existing houses to the east of the site.

Land Use Recommendation #6 within the F2-Mantua Community Planning Sector states that the parcels with Special Exception and Special Permit approvals should return to residential use upon the termination of the Special Exception or Special Permit use. To be consistent with the intent of this recommendation, this Plan amendment proposes to remove the current baseline recommendation of public facilities, governmental and institutional uses. Residential use would become the baseline recommendation.

Transportation

The transportation analysis for the Plan amendment analyzed the vehicle trip generation for 26 single-family detached dwelling units on the site and provided vehicle trip comparisons to the existing development, current Plan guidance, and the proposed rezoning. As shown in Figure 3,

the proposed Plan amendment is estimated to generate approximately 332 fewer vehicle trips per day than that of the current institutional use. The differences in morning and evening peak hour vehicle trips to and from the site are anticipated to be negligible. As by-right development of the site could yield up to 26 dwelling units on the site (depending on limitations for development in an RPA and floodplain), the proposed Plan amendment for between 13 and 26 single-family detached dwelling units would not yield a vehicle trip increase over the by-right scenario.

There are two primary access points for the site: a right-in only located directly off eastbound Arlington Boulevard and a service drive that connects to Barkley Drive just south of the Barkley Drive and Arlington Boulevard intersection. Closing the right-in only access point off Arlington Boulevard in order to mitigate points of conflict along Arlington Boulevard should be explored. Alternatively, reconstruction of this access point to provide a right-in and right-out access directly to Arlington Boulevard could be considered in order to reduce queuing of vehicles on the service drive at the intersection of the service drive and Barkley Drive. An opportunity exists to provide a southern access point that would connect to Karen Drive. However, this connection would require the clearing of a heavily vegetated area and would add impervious surface within the RPA. There should not be any issues with one access point from Arlington Boulevard for the proposed residential development due to the limited number of dwelling units that are proposed. For these reasons, staff does not recommend providing a connection to Karen Drive.

			AM			PM		
Land Use (ITE Code)	**Quantities**	**Daily Trips**	**In**	**Out**	**Total**	**In**	**Out**	**Total**
Current Plan								
Church (560) *	63 KSF	570	23	12	35	14	13	26
Proposed Plan								
Single Family Detached Housing (210)	26 DU	238	4	15	19	16	10	26
Gross Trips Over Comp Plan		**-332**	**-19**	**+3**	**-16**	**+2**	**-3**	**0**
Existing Zoning								
Single Family Detached Housing (210)	26 DU	238	4	15	19	16	10	26
Proposed Rezoning								
Single Family Detached Housing (210) PDH-1	22 DU	209	4	12	16	13	9	22
Gross Trips Over Zoning		**-29**	**0**	**-3**	**-3**	**-3**	**-1**	**-4**

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.

** Church selected as closest matching ITE institutional land use.*

Figure 3: Vehicle Trip Generation Comparison Table

The Countywide Trails Plan recommends a minor paved trail along the southern side of Arlington Boulevard and a major paved trail along the northern side of Arlington Boulevard in the vicinity of the subject property. For any portion of the service drive that is not vacated, the service drive should be improved to include a pedestrian facility such as a multi-modal trail. A multi-modal trail facility along the site's northern property line to Barkley Drive would satisfy

the Countywide Trails and Bike Plans. A pedestrian and bicycle connection westward to the recently rezoned Craven's Nursery property is also desirable. However, Bear Branch and the associated RPA are located between the Kena Temple site and the former Craven's Nursery property. In order to make this connection, a bridge would likely need to be constructed over the RPA, which has significant grade changes. Opportunities to contribute to this connection with future improvements to Arlington Boulevard should be explored. A network of paved trails and service drives exist along the northern side of Arlington Boulevard, providing pedestrians and bicyclists with a continuous pathway that runs parallel to Arlington Boulevard in the vicinity of the subject property.

Schools

The subject property is within the Mantua Elementary School, Frost Middle School and Woodson High School boundaries. The school capacity chart below (Figure 4) shows enrollment and school capacity balances. Student enrollment projections are conducted on a six-year timeframe, currently through school year 2020-2021, and are updated annually. If development occurs within the next five years, Woodson High School would have a capacity deficit, while Frost Middle and Mantua Elementary schools would have surplus capacity. Beyond the six-year projection horizon, enrollment projections are not available.

School	Capacity 2015 / 2020	Enrollment (9/30/15)	Projected Enrollment SY16-17	Capacity Balance SY16-17	Projected Enrollment SY20-21	Capacity Balance SY20-21
Woodson HS	2,331 / 2,331	2,446	2,441	-110	2,471	-140
Frost MS	1,122 / 1,122	1,137	1,154	-32	1,071	51
Mantua ES	1,053 / 1,053	959	944	109	946	107

Capacities and Projected Enrollments based on the adopted 2017-21 Capital Improvement Program (January 2016)

Figure 4: School Capacity, Enrollment and Projected Enrollment

Using the current countywide student yield ratios, development under the current Plan recommendation was analyzed for single-family detached dwelling units. Development under the Plan amendment proposal for 26 single-family attached dwelling units on the site would yield 14 total students (7 elementary, 2 middle, 5 high). Based on this information, the proposed Plan amendment would contribute to further capacity deficit at Woodson High School.

Parks and Recreation

The new residents of the proposed dwelling units would need access to nearby park and recreation facilities. Existing nearby parks (Accotink Stream Valley Park, Eakin Park) meet only a portion of the demand for parkland generated by residential development in the service area of the subject site. Most of the nearby parkland is resource based and cannot support recreational facility needs. In addition to parkland, the recreational facilities in greatest need in the area include basketball courts, baseball fields, playgrounds, rectangle fields, and a neighborhood skate park.

As the subject property is located directly adjacent to Eakin Park and a regional stream valley trail, any redevelopment of the site should provide a trail connection from the site to the regional stream valley trail.

The site contains a section of Bear Branch with associated RPA on the western portion of the site adjacent to Accotink Stream Valley Park and Eakin Park. As such, the RPA provides an important extension of the parkland. Any development on the site should consider a dedication of the RPA on this site (approximately 13.7 acres) to the Fairfax County Park Authority for public park purposes. The Park Authority currently owns the west side of Bear Branch. The proposed provision of land to the Park Authority would provide public ownership of the east side of Bear Branch and could therefore provide the possibility of future restoration by the Park Authority along this waterway. Future development should consider impacts of stormwater discharge to parkland, including detailed information regarding the placement of outfalls and compliance with stormwater ordinances. Measures should be taken to provide assurance that downstream park property will not be affected. In addition, all plant materials to be installed for landscaping and bio-retention should consist of locally common, native species to Fairfax County.

Environment

The subject property is located in the Accotink Creek watershed and is characterized by a significant area of a stream valley RPA and Environmental Quality Corridor (EQC) that traverses the property from north to south on the western portion of the property. The EQC/RPA comprises approximately 13.7 acres of the subject property, and the EQC coincides with the 100-year floodplain. The site is relatively flat with a slight downward slope towards Bear Branch to the west. As portions of the property are densely vegetated, any development proposal should strive to preserve all of the existing vegetation in the EQC/RPA to protect water quality in the environmentally sensitive stream valley. In addition, any development proposal is encouraged to augment and restore vegetation in areas that are currently impervious in the RPA/EQC, but are planned for restoration. Green building measures are also highly encouraged. The new dwelling units should seek LEED certification or equivalent, such as Earthcraft or National Green Building Standard 2012 (NGBS) in order to demonstrate conformance with the Comprehensive Plan's Green Building Policy. The development would need to meet the stormwater requirements listed in the Zoning Ordinance, for both stormwater detention and water quality. The opportunity exists to include Low-Impact Design (LIDs) features in the design of the proposed dwelling units to further address stormwater management.

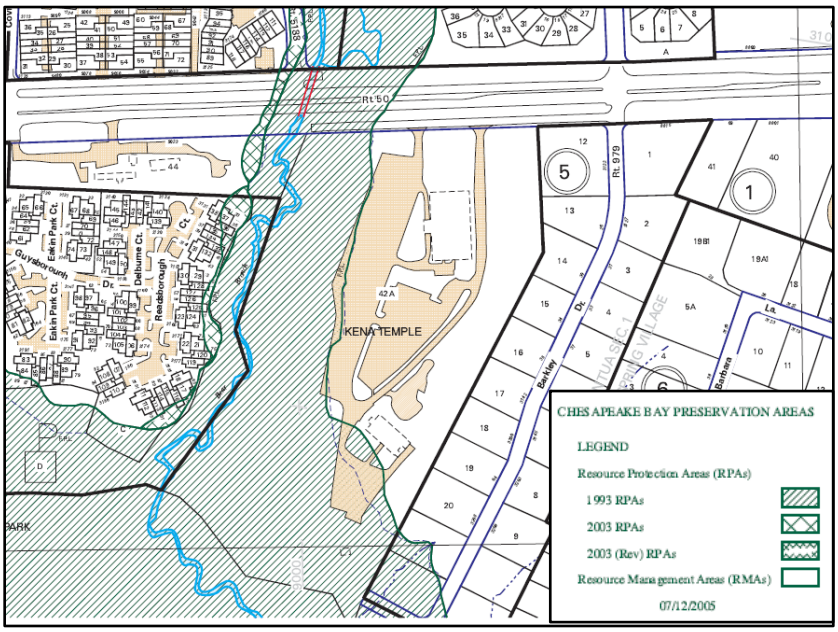


Figure 5: Resource Protection Areas

CONCLUSION

The Plan amendment considers an option to permit the development of residential uses on the site with a density range of 0.5 – 1 du/ac. The new homes would replace the existing Kena Temple facility with residential uses that would be compatible to the surrounding residential neighborhoods. The primary considerations for the Plan amendment are vehicular access, pedestrian and bicycle connections, and the preservation of environmentally sensitive areas. The recommended density range should be considered the maximum and include any bonus densities associated with the inclusion of affordable or workforce housing units.

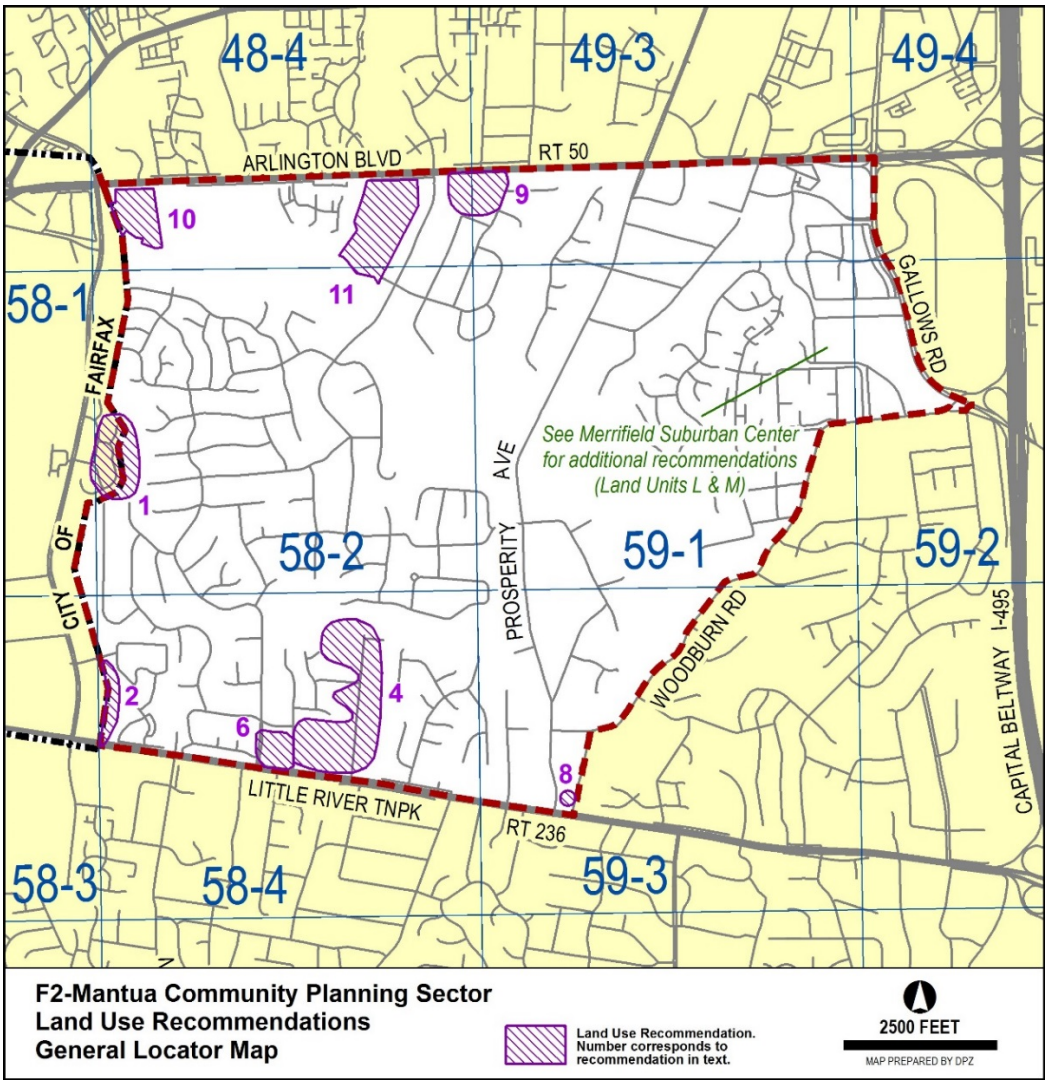
RECOMMENDATION

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

ADD: Fairfax County Comprehensive Plan, 2013 Edition, Area II, Fairfax Planning District, as amended through September 20, 2016, F2-Mantua Community Planning Sector, Recommendations, Land Use, new recommendation #11, page 37:

"11. Parcel 48-4((1))42A is planned for residential use at 0.5 – 1 dwelling unit per acre and private open space. Consideration should be given to a right-in and/or right-out access point on Arlington Boulevard, a pedestrian connection to the stream valley trail in Eakin Park to the south, and dedication of the environmentally sensitive areas on the site that are adjacent to existing parkland to the Fairfax County Park Authority for public park purposes.

MODIFY: Fairfax County Comprehensive Plan, 2013 Edition, Area II, Fairfax Planning District, as amended through September 20, 2016, F2-Mantua Community Planning Sector, Figure 14, to add a new recommendation #11, page 36:



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, to reflect the new baseline recommendation for the eastern portion of Parcel 48-4((1))42A of residential use at 0.5 – 1 dwelling unit per acre. The western portion of the parcel that is planned for private open space would remain as currently delineated on the Plan Map.

TRANSPORTATION PLAN MAP:

The Countywide Transportation Plan Map will not change.