



PROPOSED COMPREHENSIVE PLAN AMENDMENT

ITEM: PA 2017-I-B1
May 18, 2017

GENERAL LOCATION: South of the Arlington County border, north of Arlington Boulevard and west of Meeting Street

SUPERVISOR DISTRICT: Mason

PLANNING AREA: Area I

PLANNING DISTRICT: Baileys Planning District

SPECIAL PLANNING AREA:

Seven Corners Community Business Center,
Land Unit F-1

PARCEL LOCATION: 51-4 ((1)) 5A

PLANNING COMMISSION PUBLIC HEARING:
Thursday, June 15, 2017 @ 8:15 PM

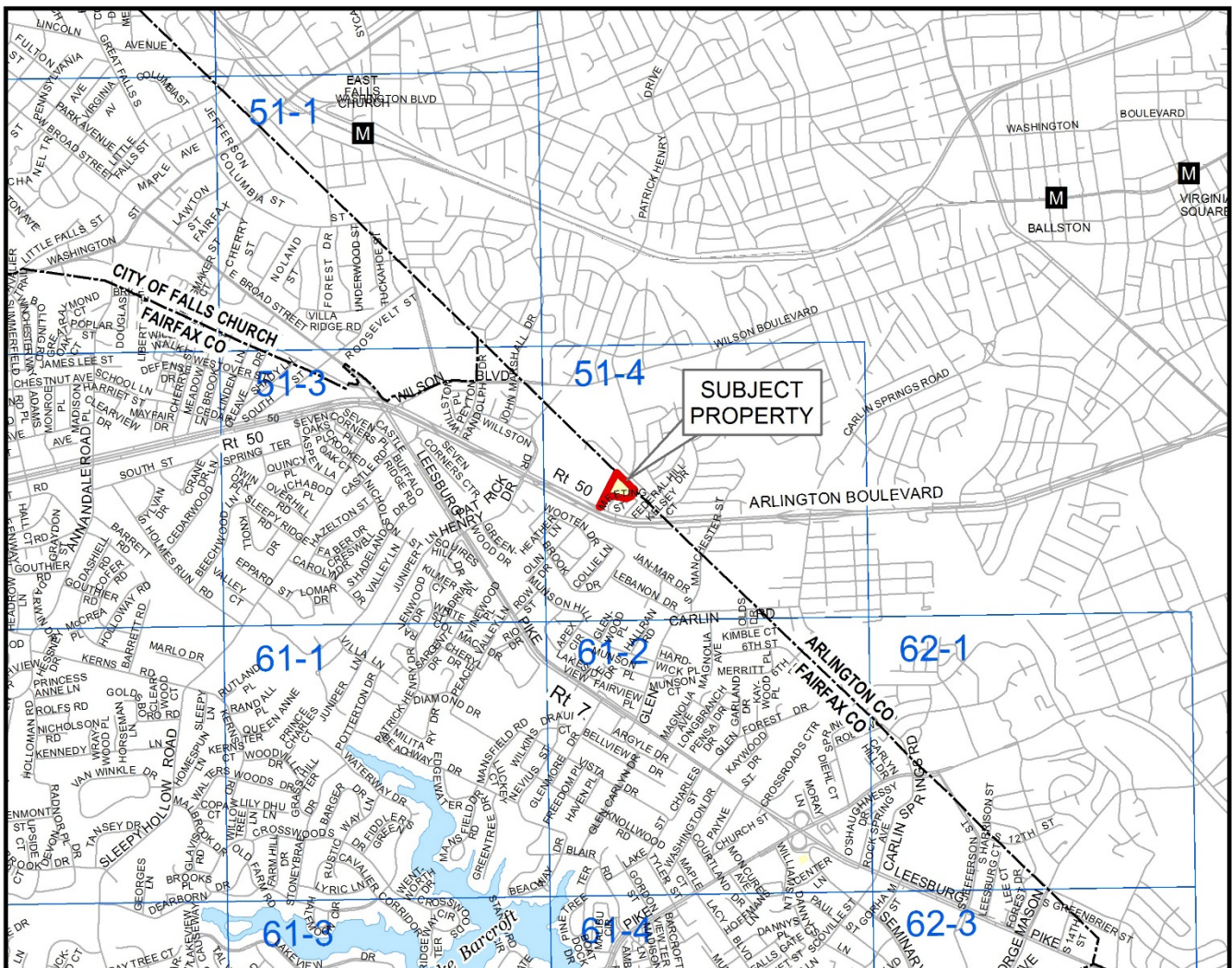
BOARD OF SUPERVISORS PUBLIC HEARING:
Tuesday, July 25, 2017 @ 4:00 PM

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



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

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



3000 FEET

PREPARED BY THE DEPARTMENT OF PLANNING AND ZONING USING FAIRFAX COUNTY GIS
6060 Arlington Boulevard, Seven Corners

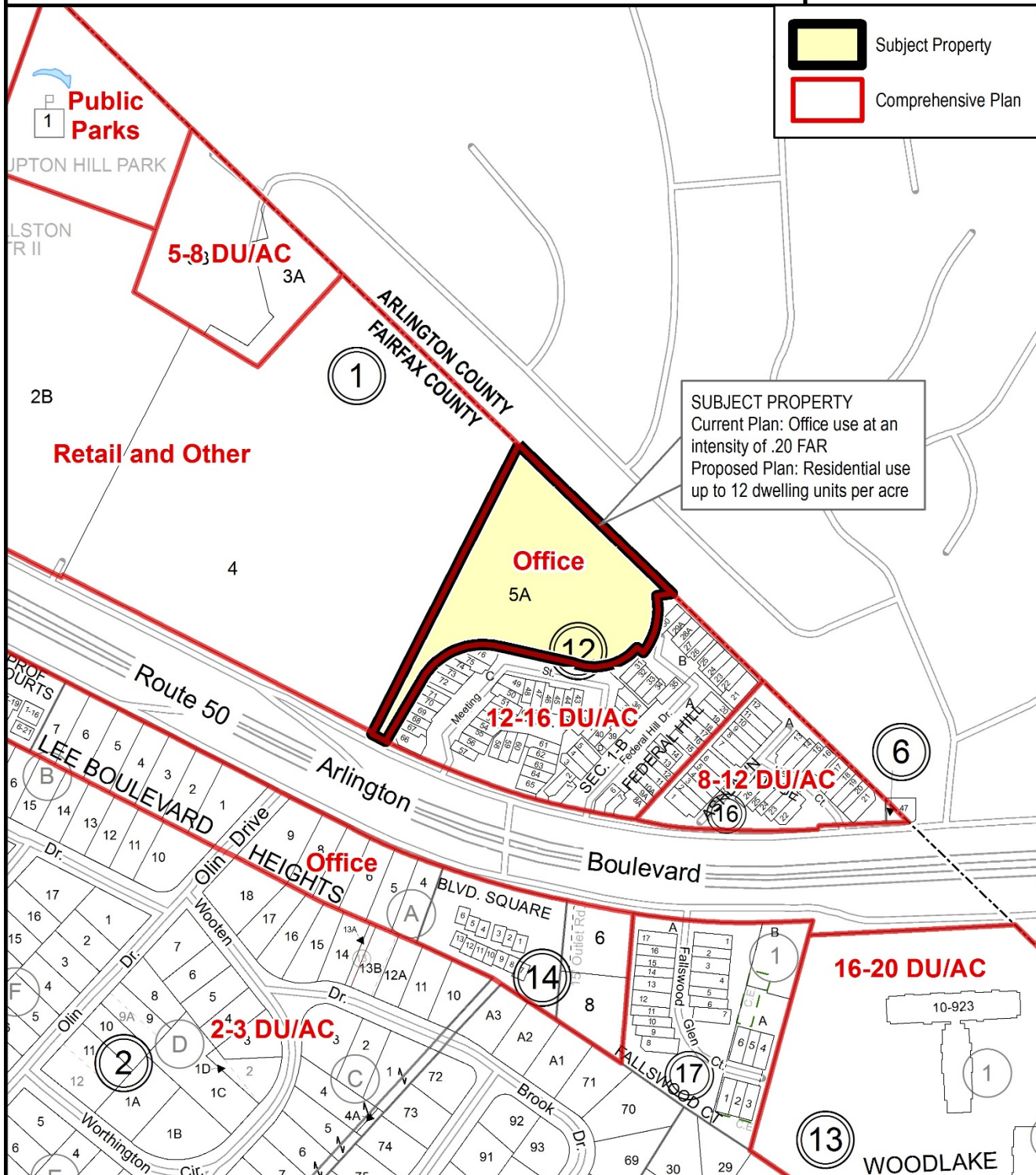
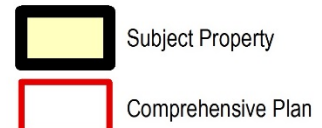


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CURRENT PLAN AND PROPOSED CHANGE

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

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300 FEET

PREPARED BY THE DEPARTMENT OF PLANNING AND ZONING USING FAIRFAX COUNTY GIS
PARCEL INFORMATION CURRENT TO MARCH 2017
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STAFF REPORT FOR PLAN AMENDMENT 2017-I-B1

BACKGROUND

On January 24, 2017 the Fairfax County Board of Supervisors (Board) authorized Plan Amendment (PA) 2017-I-B1 for Tax Map Parcel 51-4 ((1)) 5A, located at 6060 Arlington Boulevard, Falls Church. The site is located within the Seven Corners Community Business Center of the Baileys Planning District in the Mason Supervisor District. The Board authorized staff to consider an amendment to the current Comprehensive Plan (Plan) guidance for redevelopment from office use to residential use with a density up to 12 dwelling units per acre (du/ac).

The review of the Plan amendment is concurrent with pending Rezoning/Final Development Plan application (RZ/FDP) 2016-MA-022 that requests a rezoning of the property from the C-3 Office District to the PDH-12 Planned Development Housing District for development of 40 single-family attached dwelling units.

CHARACTER OF THE SITE

The 3.67-acre subject property is zoned C-3 and is planned for office use at an intensity of .20 Floor Area Ratio (FAR). The site, shown in Figure 1, is currently developed with a 32,126 sq. ft. medical office building. The existing building is located near the rear of the property and surrounded by a drive aisle and surface parking. There are many mature trees on the site with a substantial tree buffer along the western property line adjacent to the Target property. Along the front half of this property line, there is a significant grade change with the subject property being much lower than the Target property. The high point of the property is at the rear, which provides views of Arlington County to the east; the grade drops approaching the property entrance. There is a single point of access to the property from a service road that runs parallel to Arlington Boulevard and a long driveway leading to the existing building. The site is currently developed at an intensity of approximately 0.20 FAR.

CHARACTER OF THE AREA

The Seven Corners Community Business Center (CBC) is generally located south of the City of Falls Church and southwest of Arlington County. The CBC is transected by Arlington Boulevard and Leesburg Pike and bordered by Wilson Boulevard to the north. The subject site is located north of Arlington Boulevard, south of the Arlington County border, east of the Willston II Shopping Center and west of Meeting Street.

North: The area immediately to the north is located in Arlington County. It is a single-family detached neighborhood planned for low density residential use at 1-10 du/ac.

South: The area to the south across Arlington Boulevard is planned for office use at an intensity up to .25 FAR with an option for townhouse office uses up to .35 FAR. The area is developed with residential style offices and single-family detached homes.

East: The area immediately to the east is planned for residential use at 12-16 du/ac, is zoned PDH-20 and is developed with single-family attached dwelling units.

West: The area immediately to the west is planned for retail use at an intensity of .35 FAR and developed with a Target store and other retail uses further west.

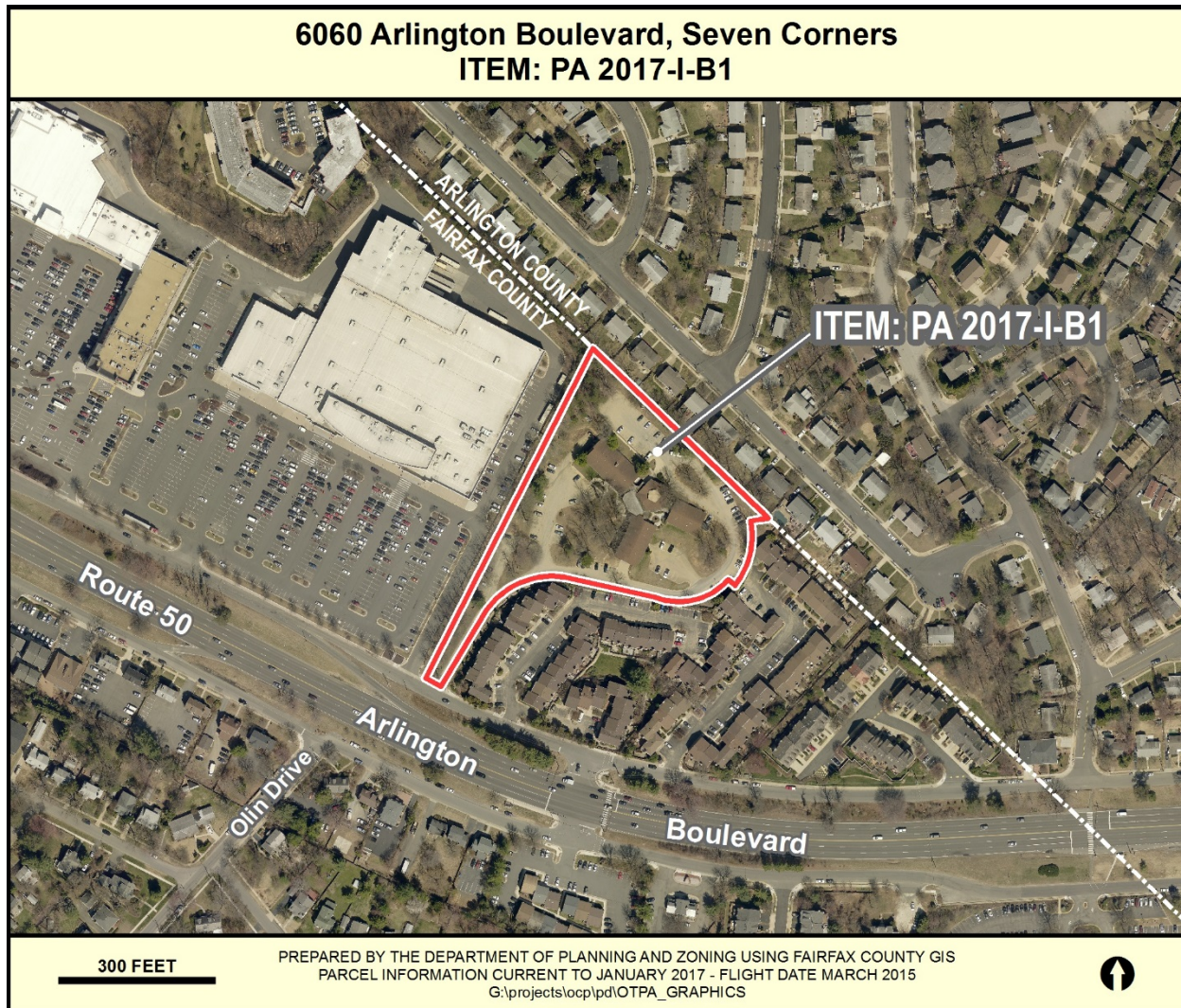


Figure 1: Aerial View of Subject Property

PLANNING HISTORY

There have been no site-specific Plan amendments for the site in the past ten years. The 1991 Edition of the Comprehensive Plan contains the first site-specific Plan recommendation for the subject property. The use and intensity recommended in this edition is the same as the current language in the Plan, but contains more specific recommendations such as buffering of adjacent residential uses, designation as a gateway location and noting that the parcel delimits the CBC commercial development. Subsequent revisions of the Plan contained broader language for the site, stating that the parcel is planned for and developed with office use.

On July 28, 2015, the Board of Supervisors adopted Plan Amendment 2013-I-B2, which was the result of a larger planning study of the Seven Corners CBC. The adopted language retained the recommended office use and added back in the specific intensity recommendation of .20 FAR, reflecting the existing office use. Additionally, the amendment designated Opportunity Areas, Transitional Areas and Minimal Change Areas as part of the Land Unit Recommendations for the Seven Corners CBC. The subject site is located with a Transitional Area. The amendment also added recommendations addressing the “Planning Approach for Transitional Areas/Minimal Change Areas.” This section stated that redevelopment in Transitional Areas may be appropriate for consideration through a concurrent Comprehensive Plan amendment and rezoning application; however, redevelopment pursued under this option should demonstrate the ability to provide benefits recommended for consideration under the redevelopment option in the Opportunity areas.

ADOPTED COMPREHENSIVE PLAN TEXT

The Comprehensive Plan Map shows that this property is planned for office use. The Plan recommendation for the property is for office use up to an intensity of .20 FAR. Relevant Plan text is cited below.

Fairfax County Comprehensive Plan, 2013 Edition, Area I, Baileys Planning District, as amended through March 14, 2017, Seven Corners Community Business Center, Transitional Area, Sub-unit F-1, page 169:

“... The easternmost portion of this sub-unit (Tax Map Parcel 51-4((12))5A) is planned for, and developed with, office use at an intensity of .20 FAR. Office and retail uses within this sub-unit are planned to be retained at their current intensity. Buffering along the northern and eastern edges of this sub-unit is encouraged to screen the adjacent residential uses.” **[Note: The Tax Map Parcel is incorrect in the current text.]**

Fairfax County Comprehensive Plan, 2013 Edition, Area I, Baileys Planning District, as amended through March 14, 2017, Seven Corners Community Business Center, Planning Approach for the Transitional Areas/Minimal Change Areas, p. 120:

“The areas of the Seven Corners CBC outside of the Opportunity Areas are referred to as either Transitional Areas or as Minimal Change Areas. Land uses and development patterns in these areas, which include, for example, the twin office towers, the Willston II Shopping Center, the Corner at Seven Corners, and the Hollybrooke Condominiums, represent stable residential areas and commercial areas not planned for redevelopment. The Transitional Areas represent a variety of uses that, given recent or continued reinvestment, location or overall community value, are planned to be retained.

Nevertheless, parcels within Transitional Areas may be appropriate for consideration of redevelopment through a concurrent Comprehensive Plan amendment and rezoning application. This approach is consistent with county policy to facilitate redevelopment in designated revitalization districts and areas. Proposals for redevelopment pursued under this option should demonstrate the ability to provide the benefits recommended for consideration under the redevelopment option in the Opportunity Areas. The concurrent Comprehensive Plan

amendment and rezoning process will explore additional benefits necessitated as a result of redevelopment within the Transitional Areas...”

Fairfax County Comprehensive Plan, 2013 Edition, Area I, Baileys Planning District, as amended through March 14, 2017, Seven Corners Community Business Center, Redevelopment Option, p. 119:

...” The redevelopment option provides an increase in the development potential of certain areas in exchange for certain uses, facilities, or other elements which are deemed appropriate to implement the vision for Seven Corners. A variety of benefits have been deemed appropriate to be considered for additional development potential, including, but not limited to:

1. Coordinated Development and Phasing – Development and redevelopment is expected to occur over time and be phased. It is important particularly when there is more than one owner of a sub-unit to coordinate development plans and phasing so that current and future phases work cohesively and implement a coordinated concept plan.
2. Contribute to the Transportation Network – Enhancements should be made to improve the pedestrian, bicycle and vehicular circulation on existing and planned roadways.
3. Conformance with Urban Design and Urban Street Guidance – Redevelopment should conform to the guidance provided in the urban design recommendations and guidelines to achieve the desired building form, type and placement of buildings, and specified streetscapes. All redevelopment should demonstrate how it will contribute to the defined character of the area.
4. Public Parks – Parks and recreation areas or contributions that exceed county urban parks framework recommendations may also be considered. These spaces are expected to be provided with the initial phase of redevelopment.
5. Public Facilities – Monetary contributions or land should be provided for identified public facilities that are needed to accommodate the future development of the Seven Corners CBC. Such facilities may include, but are not limited to a school, government center, cultural center, community center and/or transit facility.
6. Provide Enhanced Green Building Certification – LEED certification, or the equivalent, is the minimum expectation for the Seven Corners CBC, as established by county policy.
7. Compatibility with Adjacent Land Uses to Include:
 - a. Tapering of building height and buffering as needed to provide a transition to lower density neighborhoods, and/or
 - b. Physical connection and complementary architectural style when adjacent to higher intensity uses.
8. Provide a Significant Affordable Housing Component – A key to the continued growth of Seven Corners is the availability of a variety of housing types at a range of income levels. The Policy Plan states that affordable housing should be located close to employment opportunities and should be a vital element in high density and mixed-use development projects. As a center for jobs and commerce, Seven Corners is well situated to provide housing which will promote a vibrant CBC.”

Fairfax County Comprehensive Plan, 2013 Edition, Area I, Baileys Planning District, as amended through March 14, 2017, Seven Corners Community Business Center, General Land Use Guidelines, Other General Guidelines, p. 122:

“Affordable Housing – For all base development proposals outside the Opportunity Areas with a residential component, affordable housing should be provided in accordance with the Affordable Dwelling Unit Ordinance and the Guidelines for the Provision of Workforce Housing set forth in the Policy Plan. Per the county policy, any residential use should provide at a minimum 12 percent of new units as affordable housing. The residential use should accommodate a variety of households such as families, housing for the elderly. The units should meet ADA requirements and accommodate universal design.”

PROPOSED PLAN AMENDMENT

As stated previously, the Board authorized staff to consider an amendment to the current Comprehensive Plan guidance for the subject property for residential uses up to 12 du/ac. The following table quantifies the existing development and current Plan recommendation, the proposed Plan density and the existing zoning potential for the site.

Existing Development: Medical Office Building	32,126 sq. ft.
Current Plan: Office use up to .20 FAR	31,688 sq. ft.*
Existing Zoning: C-3 Office District	158,441 sq. ft.*
Proposed Plan Amendment: Residential use up to 12 du/ac	43 du

**based on DTA deeded sq. feet of 158,441*

Figure 2: Quantification Table

ANALYSIS

Land Use

The Comprehensive Plan's Concept for Future Development states that planning in the Seven Corners CBC is intended to encourage revitalization and redevelopment efforts. Furthermore, one of the planning objectives in the Baileys Planning District is to "preserve stable residential areas through infill development of a character and intensity or density that is compatible with existing residential uses." The proposed change in land use from office to residential would allow for the redevelopment of the site from an underutilized, aging medical office building to new residential units that are compatible with the surrounding residential neighborhoods. A density of up to 12 du/ac would yield 43 dwelling units for the 3.67-acre site.

The neighborhood to the east of the property is planned and developed with a higher density range of 12-16 du/ac. The single-family detached neighborhood to the north in Arlington County is lower in density, in the range of 1-10 du/ac. Given the surrounding densities, the proposed density is not out of character with these residential neighborhoods. However, due to the lower density of the Arlington neighborhood, provision of a more substantial buffer along the northern property line should be considered during the zoning review process. The property to the west is developed with a Target store. Additional buffering along this property line is encouraged and any future development should retain as many of the existing mature trees as possible to reduce visual and noise impacts on the proposed residential use. Future development of the site should also include pedestrian access from the site to the adjacent retail center.

The Seven Corners CBC organizes land units and sub-units as being within an Opportunity Area, Transitional Area or Minimum Change Area. The subject site is located within a Transitional Area, which the Plan envisions as a stable area not planned for redevelopment. Recognizing the need to facilitate redevelopment in revitalization areas, the Plan also acknowledges that redevelopment in Transitional Areas may be appropriate through a concurrent Comprehensive Plan amendment and rezoning application. Under this option, proposals for redevelopment should demonstrate the ability to provide the benefits recommended for considerations under the redevelopment option in the Opportunity Area. This proposed Plan change is under review with a concurrent rezoning application in line with this guidance.

Transportation

The transportation analysis for the Plan amendment reviewed the vehicle trip generation for 43 single-family attached dwelling units on the site and provided vehicle trip comparisons to the existing development, adopted Plan guidance, existing zoning and the proposed amendment. As shown in Figure 3, the proposed Plan amendment is estimated to generate approximately 239 fewer vehicle trips per day than the planned office use. The proposed residential use also reduces the AM and PM peak hour weekday trips by 50 and 84 fewer peak hour trips respectively.

Development Type	Quantities	Unit	Daily	AM			PM		
				In	Out	Total	In	Out	Total
Existing Development									
Medical Office (720)	32.1	KSF	600	68	9	77	19	95	114
Adopted Comprehensive Plan									
Office (710)	31.7	KSF	548	67	9	76	19	95	114
Proposed Plan Amendment									
Townhomes (230)	43	DU	309	4	22	26	20	10	30
Existing Zoning									
Office (710)	158.4	KSF	1,862	243	33	276	43	212	255

Trip Generation derived from the Institute of Transportation 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 mode share traffic reductions, as result of proximity to transit stations.

Figure 3: Vehicle Trip Generation Comparison Table

The Conceptual Street Network Map in the Seven Corners CBC (Figure 4) identifies a new local or collector street with an alignment terminating adjacent to the site. While this alignment is conceptual in nature, the intent appears to be for this new road to be a Village Main Street that could be extended, over time and most likely as future development occurs. Consideration of how this site may eventually be connected to, and served by, the Seven Corners CBC grid of streets should be considered during the rezoning review.

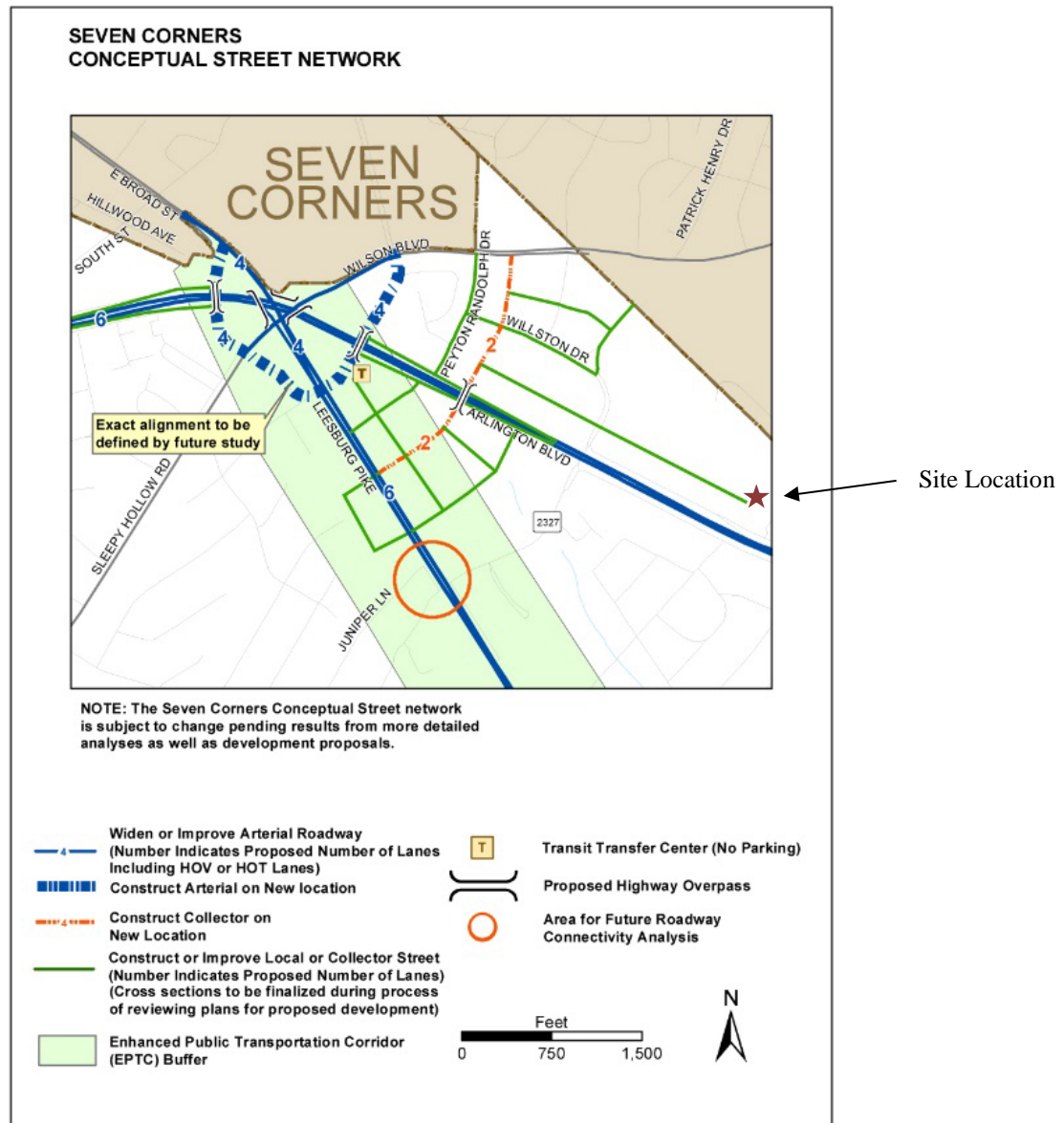


Figure 4: Seven Corners Conceptual Street Network (Figure 30 in Plan)

Metrobus Routes 4A and 4B provide service along Arlington Boulevard. Adequate connections to nearby bus facilities/transit stops should be maintained, or added, to facilitate transit usage.

The Countywide Trails Plan identifies a major paved trail along Arlington Boulevard, and the Bicycle Master Plan recommends a shared use path along Arlington Boulevard. Redevelopment of the site should not preclude these facilities.

Transportation issues associated with redevelopment of the subject parcel, particularly those associated with the service drive and access, will need to be adequately addressed as part of the rezoning review process. The development plan should address turning movements, bicycle and pedestrian amenities, safety issues, and transit amenities.

Schools

The subject property is within the Sleepy Hollow Elementary School, Glasgow Middle School and Stuart High School boundaries. The school capacity chart below (Figure 5) 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, Stuart High School would have a capacity deficit, while Glasgow Middle and Sleepy Hollow Elementary schools would have surplus capacity. Beyond the six-year projection horizon, enrollment projections are not available.

Using the current countywide student yield ratios, development under the current Plan recommendation was analyzed for single-family attached dwelling units. Development under the Plan amendment proposal for 43 single-family attached dwelling units on the site would yield 20 total students (11 elementary, 3 middle, 6 high). Based on this information, the proposed Plan amendment would contribute to a further capacity deficit at Stuart High School.

School	Program Capacity 2016	Membership (9/30/16)	Projected Membership SY17-18	Capacity Balance SY17-18	Projected Membership SY21-22	Capacity Balance SY21-22
Stuart HS	1,993	2,095	2,211	-218	2,437	-444
Glasgow MS	1,685	1,734	1,752	217	1,744	225
Sleepy Hollow ES	494	449	446	48	395	99

Capacities and Projected Enrollments based on the adopted FY2018-22 Capital Improvement Program (January 2017)

Figure 5: School Capacity, Enrollment and Projected Enrollment

Parks and Recreation

Residents will need access to park and recreation facilities on site or nearby as well as safe and convenient pedestrian access to the amenities. Integration of urban parks (pocket parks, plazas) in the overall development design will provide onsite recreation resources, enhance the desirability of new development, and contribute to a sense of place.

Redevelopment within a Transitional Area considered through a concurrent Plan amendment and rezoning application should incorporate the benefits as outlined under the redevelopment option for the Seven Corners CBC, including the incorporation of public park spaces and recreational opportunities. Utilization of the Urban Park Framework to guide quantity and quality of urban park spaces is therefore encouraged. Redevelopment will be required to balance the planned urban densities with the provision of publicly accessible park space per the Urban Parks Framework (Appendix 2 of the Comprehensive Plan Policy Plan, Parks and Recreation section). These spaces should be integral to the new development, provide for a variety of needs and interests, and be supported by amenities that welcome use by the general public. Development should be planned to provide publicly accessible park space at the rate of 1.5 acres per 1,000 residents and 1.0 acre per 10,000 employees. Consequently, this increase of residential population would generate the need for approximately 0.20 acres of publicly accessible parkland.

As the provision of onsite public park space will not meet all the outdoor and recreational needs of the future residents, contributions to the Park Authority should be considered to offset the impacts of increased usage of existing Park Authority facilities.

Environment

The subject property is located in the Four Mile Run watershed. It is currently developed and largely impervious. No environmentally sensitive land currently constrains the subject property; however, the property does offer challenges for redevelopment due to the mature trees on site and proximity to Arlington Boulevard.

The site currently contains many mature trees that provide an environmental benefit both on site and to the surrounding community. Preserving the existing trees will help screen future residential uses from the visual and noise impacts associated with the adjacent commercial use to the west. Tree preservation and/or restoration will need to be adequately addressed during the rezoning review process.

Due to its location along Arlington Boulevard, redevelopment of the site for a residential use should demonstrate conformance with the county's policy to minimize exposure to unhealthy levels of transportation-generated noise. Future development should minimize the exposure of facades of noise-sensitive interior spaces to noise levels above DNL 75 dBA and should achieve the goal of DNL 45 dBA for interior space.

Green building measures are highly encouraged. The new dwelling units should seek LEED certification or equivalent, such as Earthcraft or National Green Building Standard 2015 (NGBS) in order to demonstrate conformance with the Comprehensive Plan's Green Building Policy. The development would need to meet the stormwater management requirements listed in the county's Stormwater Management Ordinance. The opportunity also exists to include Low-Impact Development (LIDs) features in the design of the proposed dwelling units to further address stormwater management.

Affordable Housing

The Seven Corners CBC Plan language places a particular emphasis on retaining existing affordable housing and providing additional affordable housing through redevelopment. As mentioned earlier, redevelopment within Transitional Areas should provide the same benefits as the redevelopment option for Opportunity Areas. One key component of this is affordable housing. Although the proposed residential use does not trigger the Affordable Dwelling Unit requirement per the Article 2-800 of the Zoning Ordinance, any redevelopment of the site should provide workforce dwelling units. Additionally, the General Land Use Guidelines for the Seven Corners CBC recommend that residential development proposals outside the Opportunity Areas should provide affordable housing in accordance with the Guidelines for the Provision of Workforce Housing as found in the Policy Plan volume of the Comprehensive Plan.

CONCLUSION

The Plan amendment considers residential use on the site with a density of 12 du/ac. The new homes would replace the existing medical office building with residential uses that would be compatible with the surrounding residential neighborhoods. Considerations for the Plan amendment and for any subsequent development application include: appropriate screening from the adjacent commercial use, buffering of the adjacent lower density neighborhood, pedestrian connections to the adjacent commercial site and the preservation of existing trees. Furthermore, given the location of the property within a Transitional Area and the concurrent review of the Plan amendment and rezoning application, any redevelopment should provide the benefits outlined in the redevelopment option for Opportunity Areas.

Based on the existing Plan language for the Seven Corners CBC, the provision of workforce dwelling units is expected. The recommended density range should be considered the maximum and include any bonus densities associated with the inclusion of 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 ~~strike through~~.

MODIFY: Fairfax County Comprehensive Plan, 2013 Edition, Area I, Baileys Planning District, as amended through March 14, 2017, Seven Corners Community Business Center, Land Unit Recommendations, Transitional Areas, Land Unit F, Sub-unit F-1, page 169:

“Sub-unit F-1

This sub-unit is located in the northernmost quadrant of the intersection of Arlington Boulevard and Patrick Henry Drive. It includes a variety of community-serving retail and office uses. Directly east of Patrick Henry Drive is the Willston Center II [Tax Map Parcel 51-4((1))2B and 24C] and additional retail development on Tax Map Parcel 51-4((1))4. These parcels are planned for, and developed with, retail use at an intensity of .35 FAR. The easternmost portion of this sub-unit (Tax Map Parcel ~~51-4((12))5A~~ 51-4 ((1)) 5A) is planned for, and developed with, office use at an intensity of .20 FAR. Office and retail uses within this sub-unit are planned to be retained at their current intensity. Buffering along the northern and eastern edges of this sub-unit is encouraged to screen the adjacent residential uses.

As an option, residential use up to 12 dwelling units per acre may be appropriate for Tax Map Parcel 51-4 ((1)) 5A provided that the guidance found under the Redevelopment Option for Opportunity Areas is met.”

COMPREHENSIVE LAND USE PLAN MAP:

The Comprehensive Land Use Plan Map will not change.

TRANSPORTATION PLAN MAP:

The Countywide Transportation Plan Map will not change.