



PROPOSED COMPREHENSIVE PLAN AMENDMENT

ITEM: PA 2018-IV-S2
October 28, 2019

GENERAL LOCATION: Located at the cul-de-sac of Terminal Road, south of Newington Road, west of the CSX railroad right-of-way.

SUPERVISOR DISTRICT: Mount Vernon

PLANNING AREA: Area IV

PLANNING DISTRICT: Springfield Planning District

SPECIAL PLANNING AREA:
I-95 Corridor Industrial Area, Land Unit K

PARCEL LOCATION: 99-1 ((1)) 5E

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

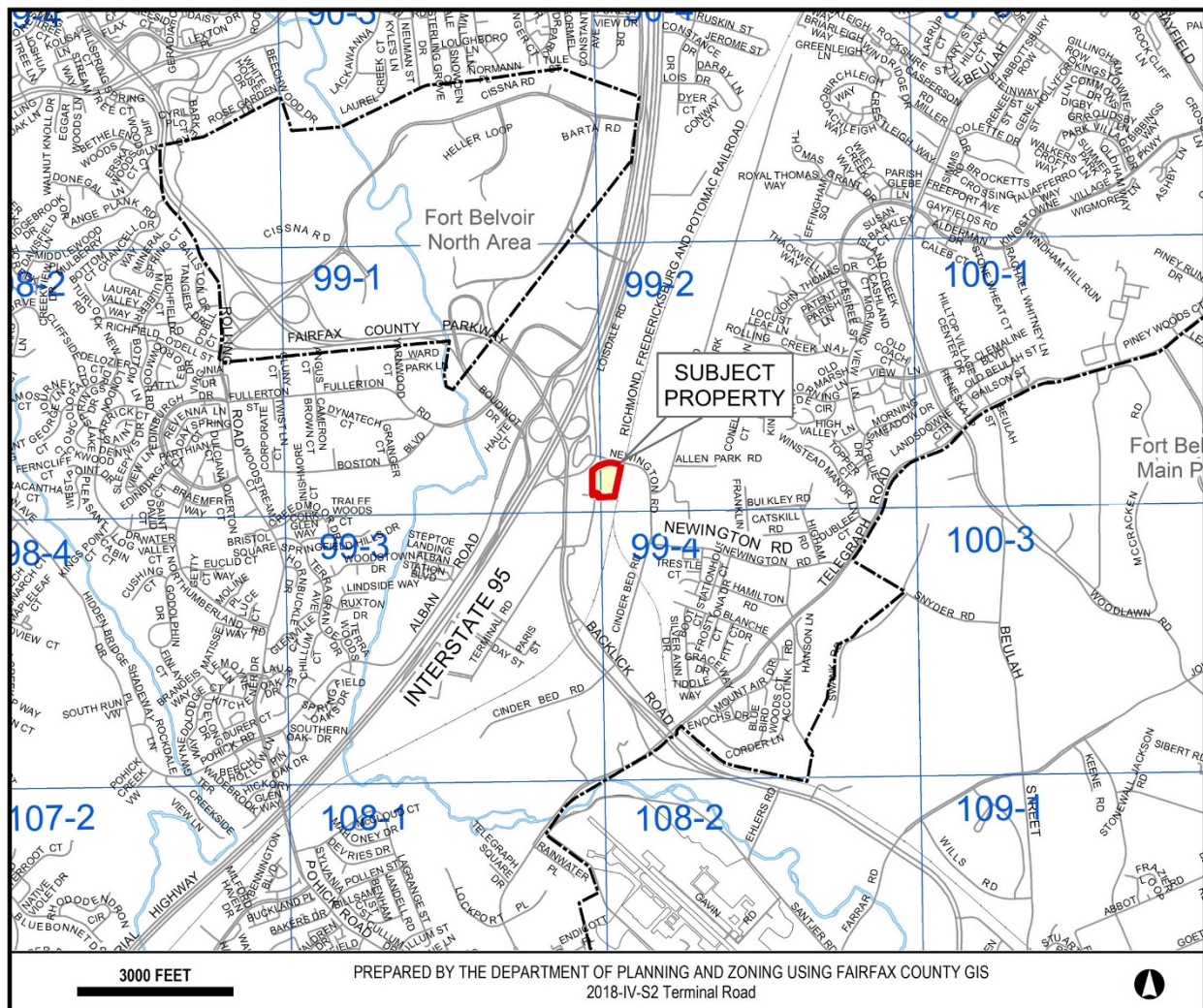
PLANNING COMMISSION PUBLIC HEARING:
Wednesday, December 4, 2019 at 7:30 p.m.

BOARD OF SUPERVISORS PUBLIC HEARING:
Tuesday, January 14, 2020 at 4:00 p.m.

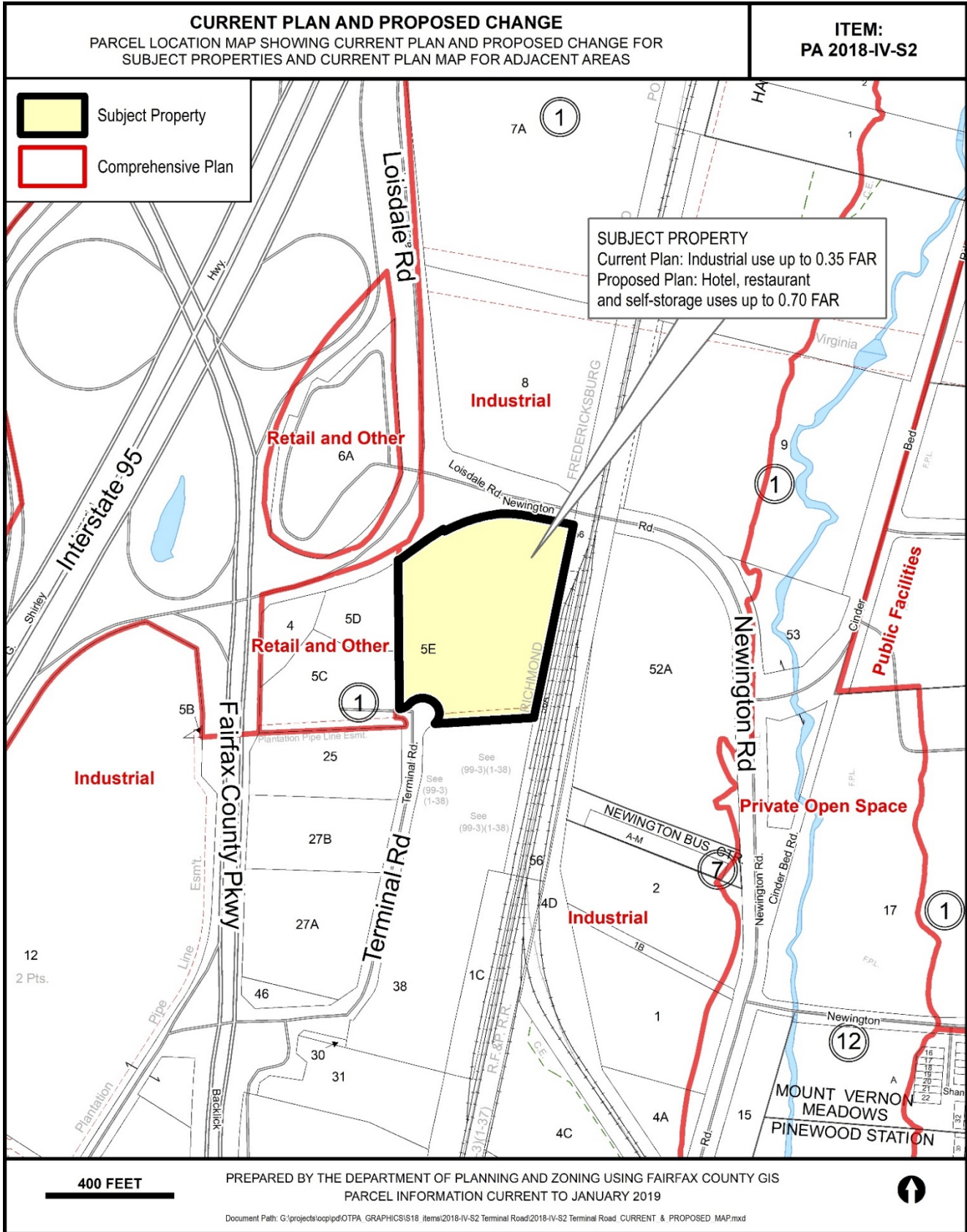
**PLANNING STAFF DOES NOT RECOMMEND
THE PROPOSED AMENDMENT FOR
TAX MAP PARCEL #99-1 ((1)) 5E, BUT
DOES RECOMMEND MODIFICATIONS
TO TRANSPORTATION PLAN MAPS**



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.



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STAFF REPORT FOR PLAN AMENDMENT 2018-IV-S2

BACKGROUND

On July 31, 2018, the Board of Supervisors (Board) authorized the consideration of Comprehensive Plan Amendment (PA) 2018-IV-S2 for Tax Map Parcel 99-1 ((1)) 5E (the subject property), located at the cul-de-sac of Terminal Road, south of Newington Road, in the Mount Vernon District. The Board requested that staff consider a Plan amendment for hotel, restaurant and self-storage uses on the subject property up to an intensity of .70 floor area ratio (FAR), and access options from Loisdale Road, Newington Road and Terminal Road. The Board also directed staff to evaluate the adopted transportation plan recommendations for the Loisdale Road and Newington Road intersection.

The review of the Plan amendment is concurrent with Special Exception (SE) application SE 2018-MV-015, submitted by the owner of the subject property to originally permit hotel, restaurant and self-storage uses on the property as well as an increase in intensity to .70 FAR. The SE application has since been revised to remove the proposed restaurant use. Attachment I shows a conceptual site layout that was submitted in conjunction with the SE application. The conceptual layout is provided for informational purposes and is subject to change as the SE application progresses through the review process. Consult <http://ldsnet.fairfaxcounty.gov/ldsnet/CurrentInProcessBOS.aspx> for a description and information on the status of the SE application. Any recommendation for this Plan amendment should not be construed as a favorable recommendation by the Board, the Planning Commission, or staff on the proposed zoning applications and does not relieve the applicant from compliance with the provisions of all applicable ordinances, regulations, and adopted standards.

CHARACTER OF THE SITE

The 6.38-acre subject property is located at the northern cul-de-sac of Terminal Road, in an area of the Springfield Planning District designated as Land Unit K of the I-95 Corridor Industrial Area. The property adjoins the intersection of Loisdale Road and Newington Road to the north and CSX railroad tracks to the east. The property is currently planned for industrial use up to an intensity of .35 FAR, which is the base plan for the majority of Land Unit K. The property is zoned to a Medium Intensity Industrial (I-4) zoning district, which would permit industrial and office uses up to an intensity of .50 FAR.

Other than the ruins of a former homesite, the site is currently vacant and forested (as shown in Figure 1). A defining feature of the site is an elevation drop of 20 to 30 feet along its western boundary and a drop of 10 to 15 feet along its northern and eastern boundaries, which are formed by Newington Road and the CSX railroad tracks. The access point to the site on Terminal Road is nearly 30 feet above the elevation at the center of the property. Problem soils are known to exist on the western portion of the site, and a natural gas pipeline and associated easement also traverse the site near its southern boundary.



Figure 1: Subject site and immediate surroundings (w/2-foot contours)

CHARACTER OF THE AREA

The I-95 Corridor Industrial Area, which occupies both sides of Interstate 95 extending from Loisdale Park on the north to Accotink Creek on the south, is planned and developed primarily with industrial uses south of Newington Road and Loisdale Road. Neighboring properties to the south of the subject site, which share access from Terminal Road, are also planned for industrial uses up to .35 FAR, as shown in Figure 2. Those properties are zoned to the Heavy Industrial (I-6) district and contain a variety of uses that are consistent with that designation, such as an auto service establishment, an indoor shooting range, and a large sand and gravel distribution facility.

Several neighboring properties that access directly to Loisdale Road have historically been planned for commercial uses and are exceptions to the industrial nature of the larger area. Directly west of the subject site are a small retail/fast-food establishment and gas station on property planned for retail/commercial use up to .25 FAR. Across Loisdale Road, to the northwest of the subject site, is a hotel with integrated restaurant on land planned for hotel use up to .75 FAR. North of

Newington Road is the open-space portion of an office development that was re-planned and developed during the BRAC realignment process of 2008 with an option for office use up to a .20 FAR, based on the estimated net neutral impact to trip generation on the roadway relative to the adopted plan.

Additional planned and constructed industrial development exists east of the CSX railroad tracks and west of Fairfax County Parkway but is separated physically and visibly from the subject property by the elevated railroad bed and the roadway, respectively.



Figure 2: Adopted Plan for the subject property and surrounding parcels.

PLANNING AND ZONING HISTORY

The property is planned within Land Unit K of the I-95 Corridor Industrial Area special planning area, which was created through the Planning Horizons process of 1991. The I-95 Corridor Industrial Area is one of three areas of the county designated by the Comprehensive Plan's Concept for Future Development as Industrial Areas. Those areas are intended to provide appropriate locations, close to major transportation corridors, in which industrial uses may co-locate in order

to provide efficient services, while remaining separate and buffered from incompatible non-industrial uses. There have been no Plan amendments on the subject property since that time.

Along with the adoption of the Plan recommendations for this portion of the I-95 Corridor Industrial Area, a proposed extension of Terminal Road, north of former Backlick Road (now Fairfax County Parkway), was included in the associated transportation recommendation maps. A map notation was also included directing that access for parcels located between Backlick Road and the proposed Terminal Road extension be oriented to Terminal Road.

In 1996, former Backlick Road was improved to create the limited-access Fairfax County Parkway and the industrial parcels located along its frontage south of the Loisdale Road intersection and southwest of the subject property lost direct access to that roadway. Terminal Road was extended northward to provide access to those properties, as was recommended by the Plan recommendation (see Figure 2).

In 2003 an application was filed (RZ 2003-MV-036) to rezone the property from the R-1 District to the I-6 district to permit development of a contractor's office/shop and storage yard on the site at .06 FAR. The request was denied by the Board, but their decision was appealed to the Fairfax County Circuit Court. The court upheld the Board's denial of the original proposal but directed the Board to rezone the property to an industrial district, which was considered a more reasonable zoning classification for the property. The Board then approved RZ 2003-MV-036 in 2006 to rezone the property to the I-4 District, without approving a proffered development plan.

ADOPTED COMPREHENSIVE PLAN TEXT

The Plan recommends industrial uses up to an intensity of .35 FAR for the majority of Land Unit K, including the subject property, at the baseline level. There is no further site-specific guidance for the subject property. The transportation recommendations for the intersection of Loisdale Road and Newington Road, which staff was also directed to evaluate, are discussed later in this report.

Fairfax County Comprehensive Plan, 2017 Edition, Area IV, Springfield Planning District, as amended through 10-16-2018, I-95 Corridor Industrial Area, pages 18, 26:

“I-95 CORRIDOR INDUSTRIAL AREA

CONCEPT FOR FUTURE DEVELOPMENT

The I-95 Corridor Industrial Area is recommended in the Concept for Future Development to retain an overall industrial orientation. Industrial Areas are intended primarily to provide suitable locations for industrially-related uses. Office and other commercial uses should be limited in these areas for the most part.

MAJOR OBJECTIVES

Planning objectives for the I-95 Corridor Industrial Area include:

- Retain suitable locations for industrial uses;

- Redevelop the blighted industrial areas along Cinder Bed Road and the Long Branch of Accotink Creek north of Backlick Road; and
- Protect environmental quality corridors and provide public trail access.

...

Land Unit K

Land Use

The majority of this land unit, located west of the CSX Railroad tracks, east of Loisdale Road, north and east of Backlick Road, and south of Loisdale Park, is planned for industrial uses up to .35 FAR at the baseline.”

PROPOSED PLAN AMENDMENT

The Plan amendment considers development of hotel, restaurant and self-storage uses on the subject property up to an intensity of .70 FAR. Staff was also directed to consider access options from Loisdale Road, Newington Road and Terminal Road and to evaluate the adopted transportation plan recommendations for the Loisdale Road and Newington Road intersection.

ANALYSIS

Land Use

The proposed amendment would introduce commercial non-industrial uses onto a site planned for industrial use, in one of the limited areas of the county designated for industrial uses, and would increase the planned intensity by a factor of two. There are several aspects of this proposal that are of concern from a Comprehensive Plan standpoint:

Retention of Industrially Planned Land

The addition of the proposed non-industrial hotel and restaurant uses within a designated industrial area would work against the primary objective of the adopted Plan for the I-95 Corridor Industrial Area and other designated Industrial Areas of the county, which recommends retaining suitable locations for industrial uses that maintain separation from potentially incompatible non-industrial uses. Such uses provide necessary services for residents and businesses that are important to the continued economic health and well-being of the county. Introducing non-industrial commercial uses on Terminal Road, south of Newington Road, could lead to future pressure to replace other existing industrial uses on Terminal Road with similar commercial development. This could undermine the stability of the industrial area south of Newington Road and result in a significant loss of industrial Plan potential for the county if not controlled.

An ongoing commitment to support the objective of retaining industrial locations is also evident in several other county policy documents. In the 2012 State of the Plan¹ report, which summarized Comprehensive Plan activity over the prior decade, the avoidance of re-planning industrial areas

¹ <https://www.fairfaxcounty.gov/planning-development/sites/planning-development/files/assets/documents/pdf/complete-state-of-the-plan-2000-2010.pdf>

was one of the primary trends identified in Plan amendments during that time period, as was evidenced by the significant number of such amendments that failed to gain Board approval. During the 2008 BRAC APR cycle, the report cited nine nominations on industrial land along the I-95 corridor. Seven of those nominations were either denied or withdrawn, largely due to concern over the loss of industrial land, as well objections to the high densities that were proposed. Two nominations were combined into a larger study of the area along Loisdale Road, north of the subject property. That study resulted in limited options for vehicle sales (which the analysis considered a “pseudo-industrial” use) and low-intensity office uses on portions of the study area, though at lower intensities to avoid additional transportation impacts, while retaining the base industrial plan for the majority of the area. The County’s 2015 Strategic Economic Success Plan² also prioritized the preservation of existing designated Industrial Areas as “valuable locations for needed light manufacturing, warehousing, service, and distribution uses that support county residents and businesses” (Action 2.9 of that plan).

Compatibility

Maintaining industrial uses in designated industrial areas also avoids the potential for incompatibilities between industrial and non-industrial land uses in those areas, which may include excessive noise, odors, truck traffic and other possible negative aesthetic or functional impacts to non-industrial uses. The Concept for Future Development for the I-95 Corridor Industrial Area generally recommends limiting other commercial uses in this area. Objective 14 of the Land Use section of the Policy Plan also recommends a harmonious development pattern that minimizes undesirable impacts created by potentially incompatible uses.

The proposed Plan option for hotel and/or restaurant uses would introduce hotel and restaurant patrons, employees, and functions in an area planned for and developed with existing medium to heavy industrial uses. The property is accessed from Terminal Road, which is utilized regularly by tractor-trailers, delivery vehicles, and gravel trucks; has no sidewalks or shoulders; and was generally not designed to serve non-industrial uses. The incompatibility between the proposed uses and the established industrial nature of the area would lead to the types of land-use conflicts that the Plan seeks to avoid, whereas the current industrial plan for the property maintains consistency and compatibility with neighboring uses.

The county affirmed the need to avoid these conflicts when adjacent parcel Tax Map Parcel 99-1((1))5C was re-planned in 1998 (Area Plan Review item APR 98-IV-2S). The property had lost its access directly on Backlick Road and a primary Plan option for industrial use was added to the prior retail/commercial recommendation to ensure compatibility and consistency among the properties accessing from Terminal Road.

Intensity

The proposed amendment would also double the planned intensity of the site, which would result in a recommended intensity that is inconsistent with the surrounding planning intensities south of

² <https://www.fairfaxcounty.gov/economic-success/sites/economic-success/files/assets/documents/pdf/strategic-plan-facilitate-economic-success-2015.pdf>

Newington Road and is counter to the Plan goal of maintaining a harmonious land use development pattern. The additional intensity and would increase transportation and other impacts that may exacerbate compatibility and infrastructure issues that are already of concern.

Transportation

Site Access

The adopted Plan recommends that properties between Terminal Road and Fairfax County Parkway be oriented to and accessed from Terminal Road, due to access restrictions on Fairfax County Parkway. Similarly, staff also recommended access for this property be from Terminal Road during the review of the prior rezoning request for the subject property (RZ 2003-MV-036), which sought to permit the development of a contractor's office and storage yard on the property. Staff objected to a proposed full access for this site on Newington Road, citing safety and operational concerns as well as concern that the establishment of a primary access for the site on Newington Road may lead to further use of such an access for additional commercial development on the site in the future. The opposition to the proposed access resulted in the proposal eventually being redesigned to eliminate the proposed Newington Road access, with access solely to and from Terminal Road; however, the proposal was still not approved for other reasons.

The prior staff concerns regarding access primarily from Newington Road remain valid with the current proposal. Due to the volume of traffic on both Newington Road and Loisdale Road, and geometric constraints of the site's location along those roadways, staff has concerns about the safety of any potential access points to and from those roadways. Furthermore, full or partial access on Loisdale Road would not appear to meet standard Virginia Department of Transportation (VDOT) access standards, due to the close proximity to the traffic signal at Newington Road. The primary access to the property would need to remain via Terminal Road, which is the only acceptable full access to the property and the only potential egress point for the site. The result may be a situation in which access for the proposed hotel is not visually apparent from the adjacent major roadways. Requests for limited or partial access points would be evaluated in detail with review of a Special Exception (SE) request.

Trip Generation

Trip generation estimates for the proposed amendment³ (Figure 3) indicate that daily trips would increase significantly under the proposed plan, as compared to the current Comprehensive Plan. The estimated increase of 2,140 trips represents a 443% increase from the current Comp Plan scenario (industrial use at .35 FAR). Morning (AM) peak hour trips would increase by 114 (168%) and afternoon (PM) peak hour trips would increase by 206 trips (238%) compared to the current Comprehensive Plan.

³ Land-use quantities are from the initial plat submitted with concurrent SE 2018-MV-015

			AM			PM		
Land Use (ITE Code)	Quantities	Daily Trips	In	Out	Total	In	Out	Total
Current Plan (.35 FAR)								
Industrial (110)	97 KSF	483	60	8	68	8	53	61
Total Trips Generated (unadjusted)		483	60	8	68	8	53	61
Proposed Alternative (.70 FAR)								
Mini-Warehouse (151)	81 KSF	122	5	3	8	7	7	14
Hotel (310)	160 RMS	1,379	44	31	75	48	46	94
Restaurant (932)	10 KSF	1,122	54	45	99	66	32	98
Total Trips Generated (unadjusted)		2,623	103	79	182	121	85	206
Gross Impact Over Comprehensive Plan		2,140	43	71	114	113	32	145

Figure 3: Trip Generation Comparison

A preliminary traffic analysis of the surrounding transportation network indicates that the intersections of Fairfax County Parkway/Loisdale Road and Fairfax County Parkway/Terminal Road experience existing operational deficiencies, with unacceptable delay times and queue lengths for many turn movements. Level of service (LOS) standards are not met. Conditions are expected to worsen over the 20+-year time horizon of the Comprehensive Plan under the adopted Plan. The intersection of Loisdale Road/Newington Road will also experience future deficiencies under the current Plan. Locating the proposed high traffic uses at the terminus of a road that services the larger industrial area would further exacerbate the negative impacts on surrounding uses and existing and forecasted operational issues at these intersections. Even when considered without a restaurant in the mixture of uses, the proposed uses would still be anticipated to generate a significant negative impact. Any traffic mitigation strategies proposed in conjunction with development of such uses on the site would be evaluated with the review of a Special Exception (SE) request.

Loisdale Road and Newington Road Intersection Alignment

In response to the proposed changes in land use and intensity on this site, potential access concerns on Newington Road and Loisdale Road, and the reconfiguration of the transportation network that has occurred in the area since the adopted transportation recommendations were first adopted, the Board also directed staff to review the overall adopted Transportation Plan recommendations for the Loisdale Road/ Newington Road intersection.

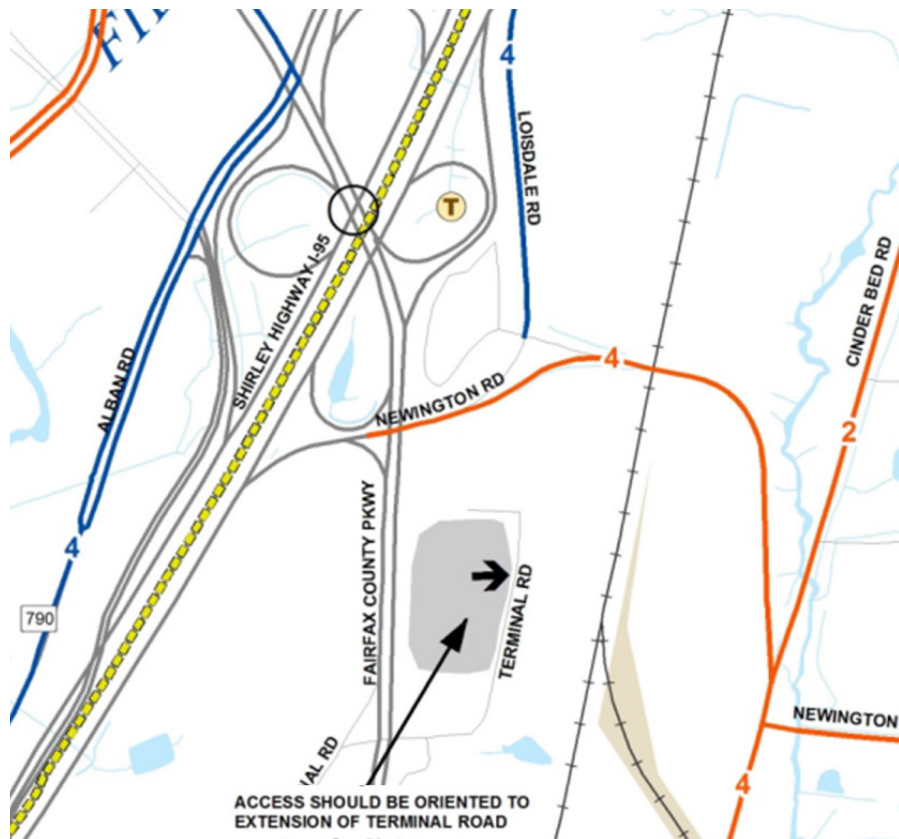


Figure 4: Detail of adopted Transportation Plan recommendations⁴.

The adopted Transportation Plan depicts Newington Road as a 4-lane through road, continuing to Fairfax County Parkway, which would be intersected by Loisdale Road, as shown on Figure 4. That alignment predates the realignment of the area associated with the creation of Fairfax County Parkway, which resulted in the signalization of the Loisdale Road/Newington Road intersection and Loisdale Road becoming the through road, with Newington Road terminating at their intersection. As a result, the alignment represented on the adopted Transportation Plan Maps differs from the alignment that currently exists at the location.

There are no plans for further reconfiguration of the intersection and there are no data and/or analytical reasons to reconfigure to the alignment currently shown in the Plan. Therefore, the Transportation Plan should be updated to reflect the current configuration.

Environmental

The site is almost entirely forested and features topographical challenges which will result in significant grading and/or fill material being required for any development under the current Plan. Such intensive site grading activity has the potential to have negative environmental effects, which would be exacerbated with the proposed increased intensity and the introduction of commercial

⁴ Fairfax County Comprehensive Plan, 2017 Edition, Area IV, Springfield Planning District, as amended through 10-16-2018, S6-Newington Community Planning Sector, page 74

uses that necessitate large parking areas. Additionally, the vast majority of the site features problem soils with high water tables, plastic clays, and unstable slopes. Comprehensive Plan policy expects new development to either avoid problem soil areas or implement appropriate engineering measures to protect structures from unstable soils, which further complicates potential development of the site.

Heritage Resources

Potentially important prehistoric archaeological sites have been located throughout the Accotink Creek and Long Branch Stream Valleys, and the Plan generally recommends that any development or ground disturbance in this area be preceded by appropriate heritage resource studies. In addition, this site has more recent historical interest as being the partial location of the former Newington/Accotink Station, listed on the County Inventory of Historic Sites, which once straddled the railroad bed at the eastern edge of the property but has since been demolished. There are also remnants on the site of a house, built in 1874, that was the home of the first Newington postmaster.

Due to the potential for a variety of archaeological resources to exist on the site, staff recommends consultation with Archaeological Collections Branch of the Fairfax County Park Authority to determine any existing or potential archaeological sites prior to any land disturbance, per county policy.

CONCLUSION

The proposed amendment to introduce non-industrial commercial uses into an established industrial area at an intensity that is twice the planned intensity of neighboring industrial uses would work against the primary objective of the I-95 Corridor Industrial Area, which recommends retaining suitable locations for industrial uses, and Plan objectives that recommend a harmonious development pattern. These objectives have been supported by additional county policies and by past county planning actions. The incompatibility between uses would result in negative functional and aesthetic impacts to the proposed uses, their customers and employees, and may lead to pressure for additional non-industrial development in the area, which could threaten the stability of the larger stable industrial area.

The introduction of higher-trip-generating uses, at an increased development intensity, with primary access to Terminal Road would further conflict with Plan policies by exacerbating existing operational deficiencies in the local transportation network. More intensive development may also require an increase in site grading and/or a need for additional fill material on the difficult site, which could result in additional negative impacts to the environment.

Due to the potential negative impacts of the proposal, its inconsistency with established Plan guidance and other county policies, and the existence of a current Plan recommendation for the site that is both reasonable and consistent with that of other properties to the south along Terminal Road, staff does not support the adoption of this amendment to the Comprehensive Plan.

RECOMMENDATION

Staff does not recommend an amendment to the Comprehensive Plan for Tax Map Parcel 99-1 ((1)) 5E and recommends that the adopted Plan for the subject property be retained.

Staff does recommend that the adopted transportation recommendations related to the Loisdale Road and Newington Road intersection be updated to reflect current conditions, as are described on the following pages of this report.

If it is the intent of the Board of Supervisors to adopt the proposed amendment, the Board of Supervisors should consider the Plan language included in Attachment II of this report.

COMPREHENSIVE LAND USE PLAN MAP:

The Comprehensive Land Use Plan Map will not change.

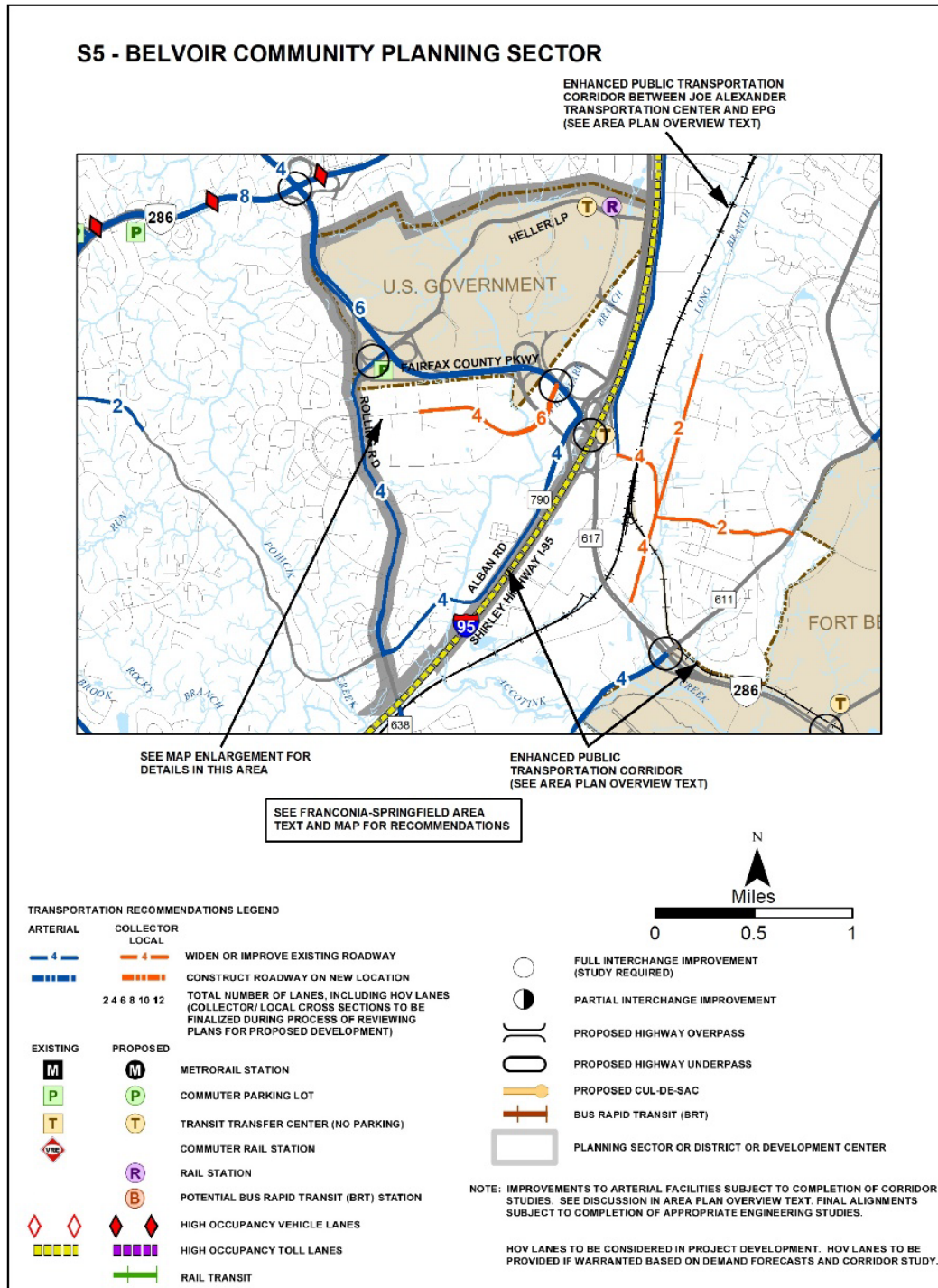
COUNTYWIDE TRANSPORTATION PLAN MAP:

The Countywide Transportation Plan Map should be modified to update the depiction of the Loisdale Road and Newington Road intersection to the current configuration.

(Modifications to Transportation Plan detail maps begin on the next page)

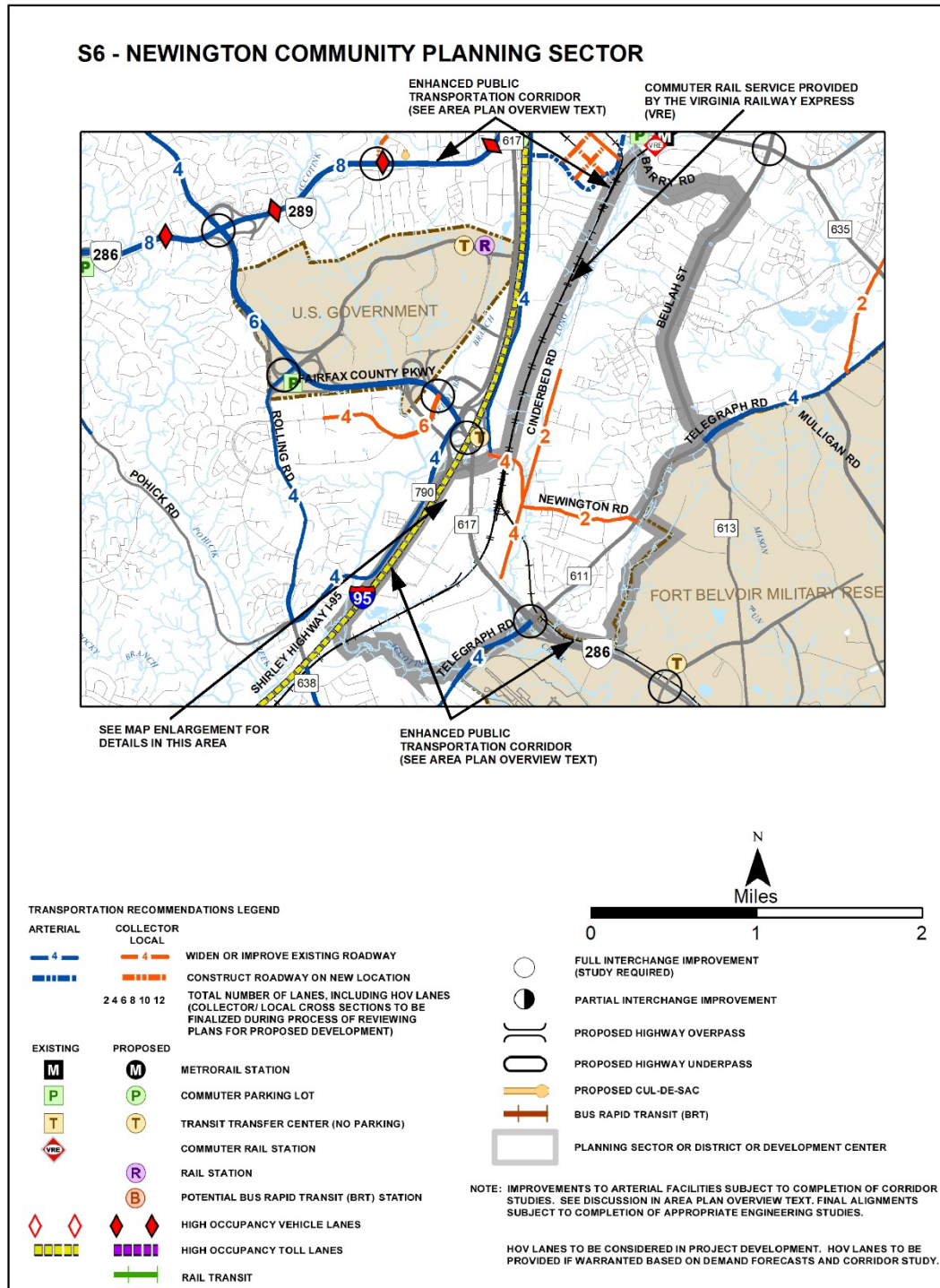
MODIFY FIGURE:

Fairfax County Comprehensive Plan, 2017 Edition, Area IV, Springfield Planning District, as amended through 10-16-2018, S5-Belvoir Community Planning Sector, page 61, Figure 25, “Transportation Recommendations”, to update the depiction of the Loisdale Road and Newington Road intersection to the current configuration.



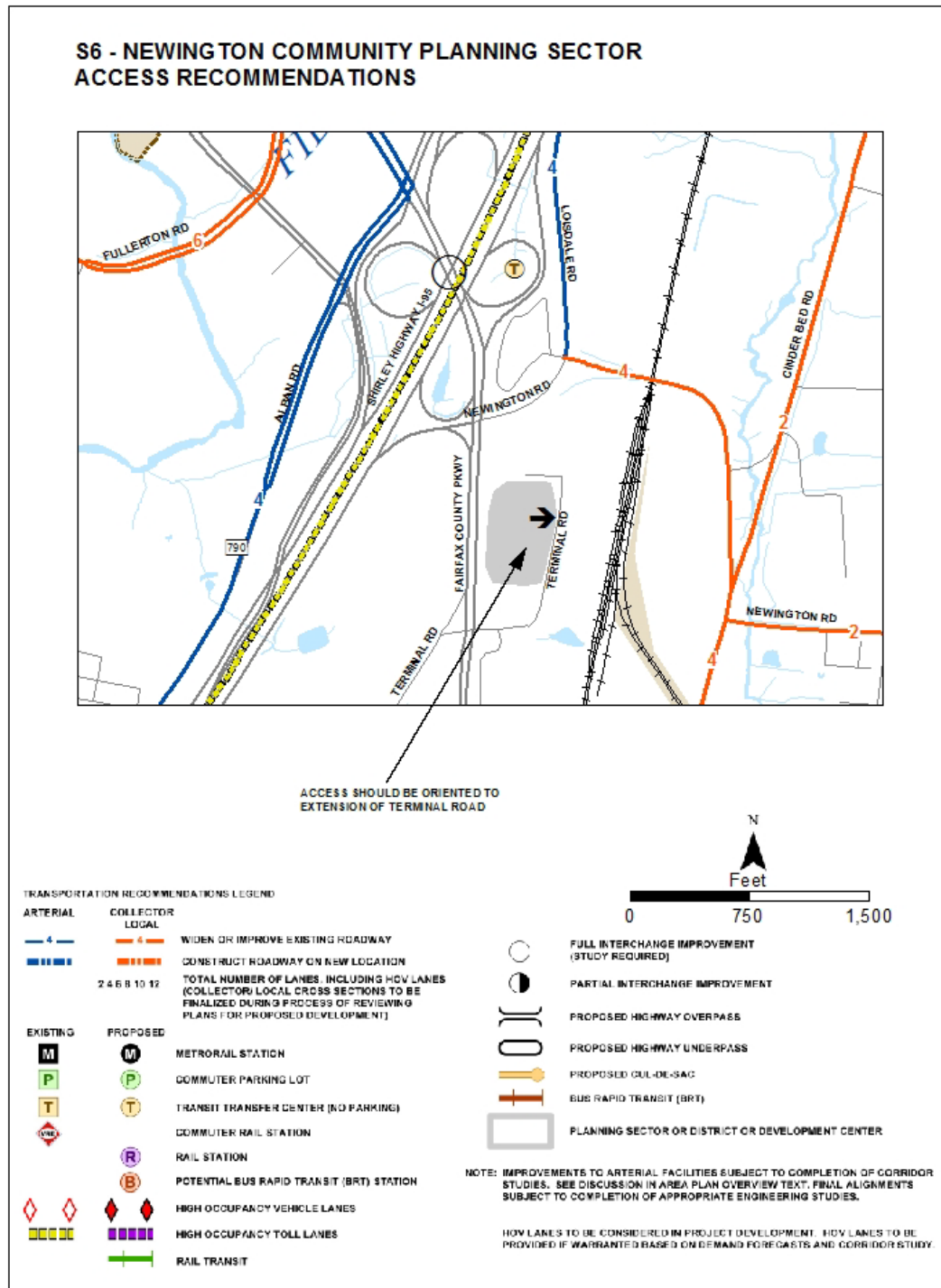
MODIFY FIGURE:

Fairfax County Comprehensive Plan, 2017 Edition, Area IV, Springfield Planning District, as amended through 10-16-2018, S6-Newington Community Planning Sector, page 73, Figure 29, “Transportation Recommendations”, to update the depiction of the Loisdale Road and Newington Road intersection to the current configuration.



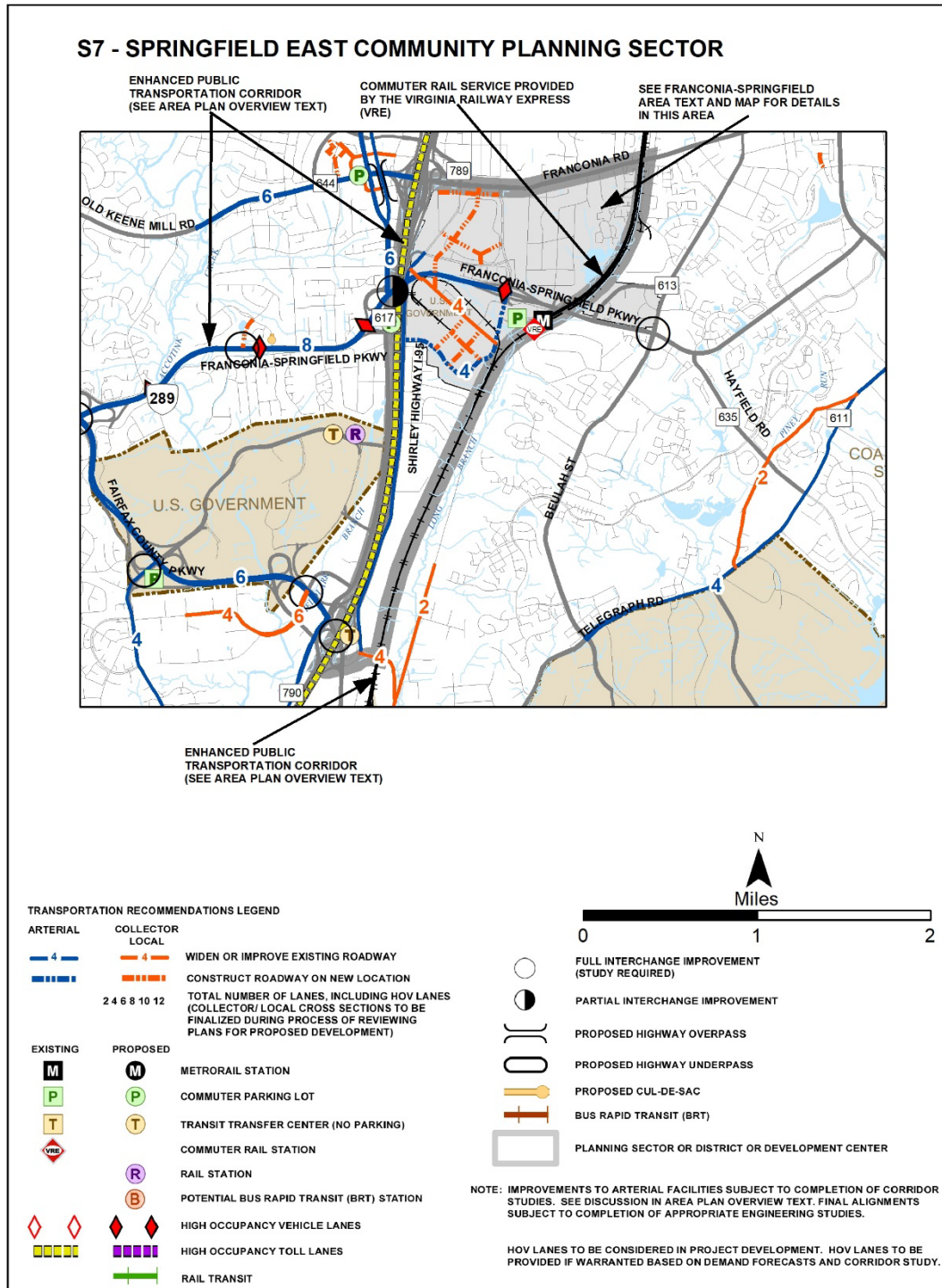
MODIFY FIGURE:

Fairfax County Comprehensive Plan, 2017 Edition, Area IV, Springfield Planning District, as amended through 10-16-2018, S6-Newington Community Planning Sector, page 74, Figure 30, “Access Recommendations, S6 Newington Community Planning Sector, I-95 Corridor Industrial Area Land, Unit K”, to update the depiction of the Loisdale Road and Newington Road intersection to the current configuration.

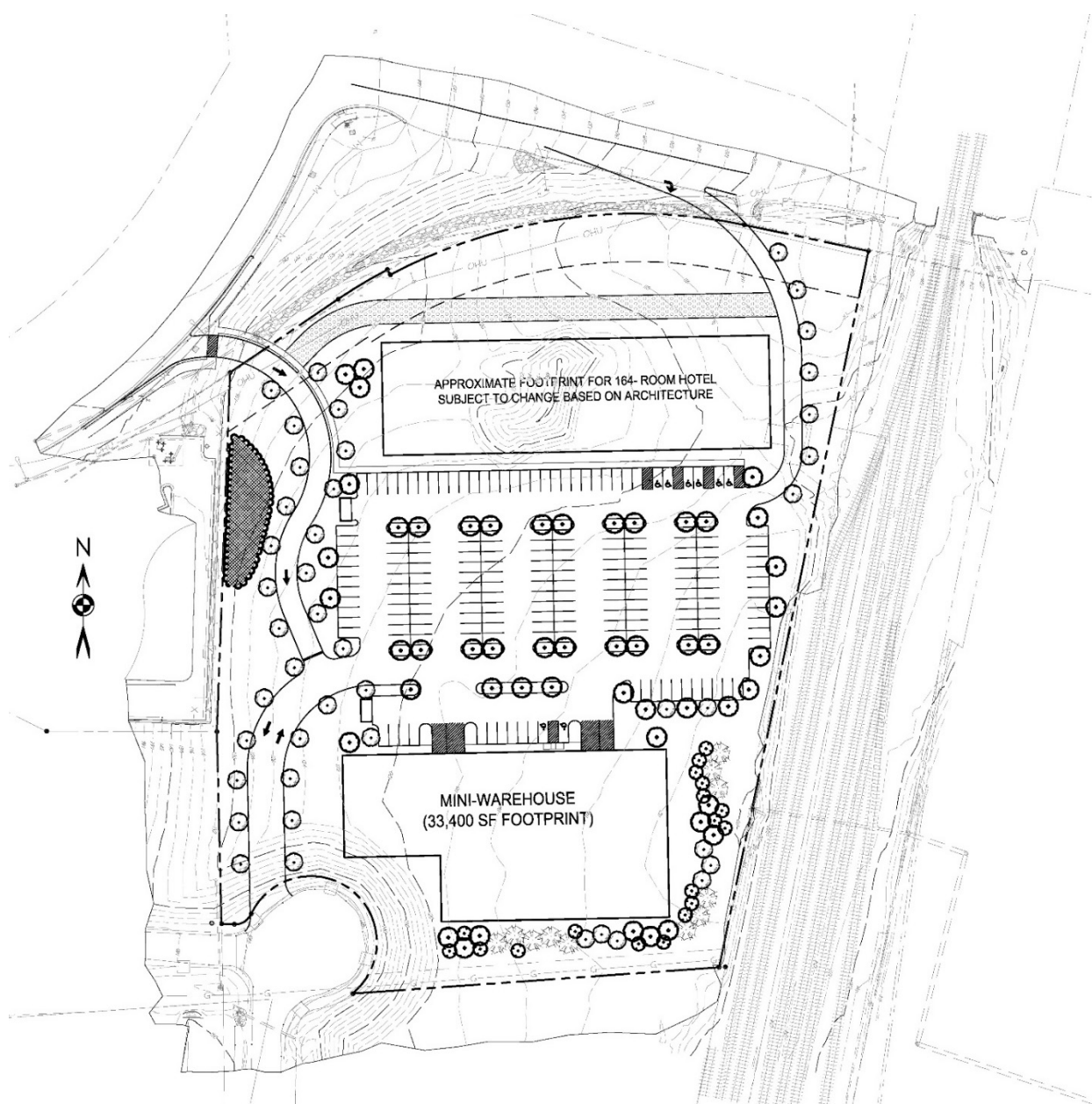


MODIFY FIGURE:

Fairfax County Comprehensive Plan, 2017 Edition, Area IV, Springfield Planning District, as amended through 10-16-2018, S7-Springfield East Community Planning Sector, page 79, Figure 30, "Transportation Recommendations", to update the depiction of the Loisdale Road and Newington Road intersection to the current configuration.



CONCEPTUAL SITE LAYOUT



Attachment I shows a conceptual site layout that was submitted in conjunction with Special Exception application SE 2018-MV-015, which is being reviewed on the subject area concurrently with review of the proposed Plan amendment. The conceptual layout is provided for informational purposes and is subject to change as the SE application progresses through the review process. Consult <http://ldsnet.fairfaxcounty.gov/ldsnet/CurrentInProcessBOS.aspx> for a description and information on the status of the SE application.

COMPREHENSIVE PLAN LANGUAGE FOR CONSIDERATION

Staff does not recommend an amendment to the Comprehensive Plan for Tax Map Parcel 99-1 ((1)) 5E and recommends that the adopted Plan for the subject property be retained.

Staff does recommend that the adopted transportation recommendations related to the Loisdale Road and Newington Road intersection be updated to reflect current conditions.

If it is the intent of the Board of Supervisors to adopt the proposed amendment for Tax Map Parcel 99-1 ((1)) 5E, the Board of Supervisors should consider the following Plan language, as may be modified by the Planning Commission and/or Board of Supervisors, in addition to the proposed transportation recommendations shown on pages 15 to 19 of the staff report:

Fairfax County Comprehensive Plan, 2017 Edition, Area IV, Springfield Planning District, as amended through 10-16-2018, I-95 Corridor Industrial Area, Land Unit K, pages 26-27:

“Land Use

(...)

As an option on Tax Map 99-1((1))5E, a mix of hotel and self-storage uses may be appropriate up to .70 FAR, consisting of a minimum of .35 FAR of self-storage use to ensure there is no loss of industrial development potential compared to the base plan for the property. Hotel use should be oriented toward Newington Road to the extent feasible. Primary access to the property should be on Terminal Road, consistent with the Plan recommendation for neighboring industrial parcels south of Newington Road.

Transportation

(...)”