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Department of Planning & Zoning**

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**STAFF REPORT
2009-2010 SOUTH COUNTY AREA PLANS REVIEW**

SUPERVISOR DISTRICT: Mount Vernon

APR ITEM: 09-IV-16MV

NOMINATOR: S. Neel Teague, Huntington Metro LLC

ACREAGE: 58.12 acres;

TAX MAP I.D.: 83-3 ((38)) ALL; 83-3 ((1)) 88A, 88C2, 88D, 17E, 88C1

GENERAL LOCATION: South of the Huntington Metro Station facilities, west of North Kings Highway, north of Fort Drive.

PLANNING AREA: IV
District: Mount Vernon
Sector: Huntington Community Planning Sector
Special Areas: Huntington Transit Station Area

ADOPTED PLAN MAP: Public Facilities, Mixed Use & Public Parks

ADOPTED PLAN TEXT: Mix of uses within the maximum levels: 250,000 sf office, 30,000 sf retail, 400 dwelling units, 200-room hotel or 250 additional dwelling units.

PROPOSED PLAN AMENDMENT: Mix of uses within the maximum levels: 250,000 sf office, 30,000 sf retail, 600 dwelling units, 200-room hotel or 250 additional dwelling units.

CURRENT ZONING: PRM (Planned Residential Mixed-Use)

SUMMARY OF STAFF RECOMMENDATION:

Approve Nomination as Submitted

Approve Staff Alternative

Retain Adopted Plan

Staff recommends approving the proposed nomination with additional development conditions to address new standards for urban parks and open space, improved pedestrian connectivity to adjacent neighborhoods, and reduction of stormwater runoff through innovative techniques. An additional 200 dwelling units would not significantly change the mix of uses that have been approved on the site. New development would still need to conform to the height limitation of 200 feet as shown in the current Plan. Impacts to parks, schools, and transportation facilities should be off-set or mitigated at the time of rezoning. New development should conform to the adopted Transit Development Area criteria and other development conditions found in the plan. See proposed text on pages 10-11 of this staff report for recommended Plan text.

CONTEXT:

General Location:

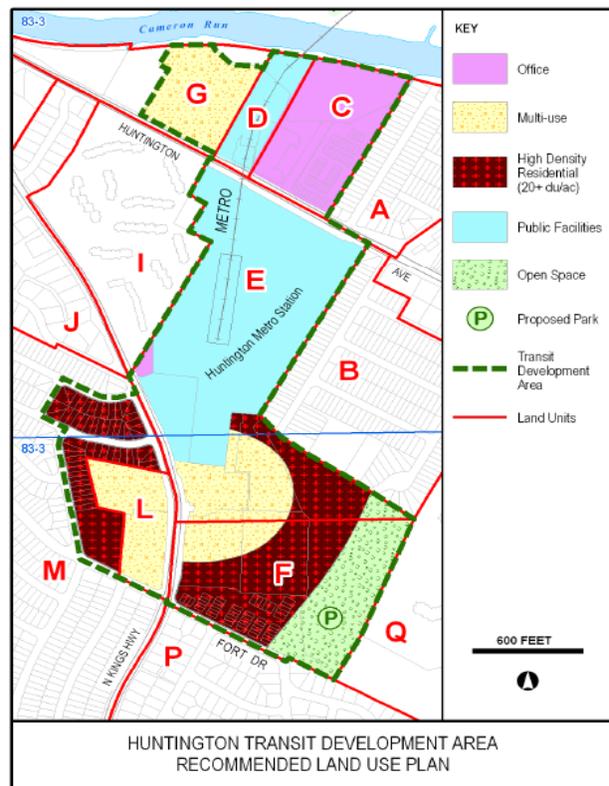
The Huntington Transit Station sits on a 58-acre area between Huntington Avenue and North Kings Highway. A 35-acre portion of the site south of the Metro facilities, along North Kings Highway north of Fort Drive, is recommended for mixed use development. The Comprehensive Plan identifies this area as Land Units E and F of the Huntington Transit Station Area.

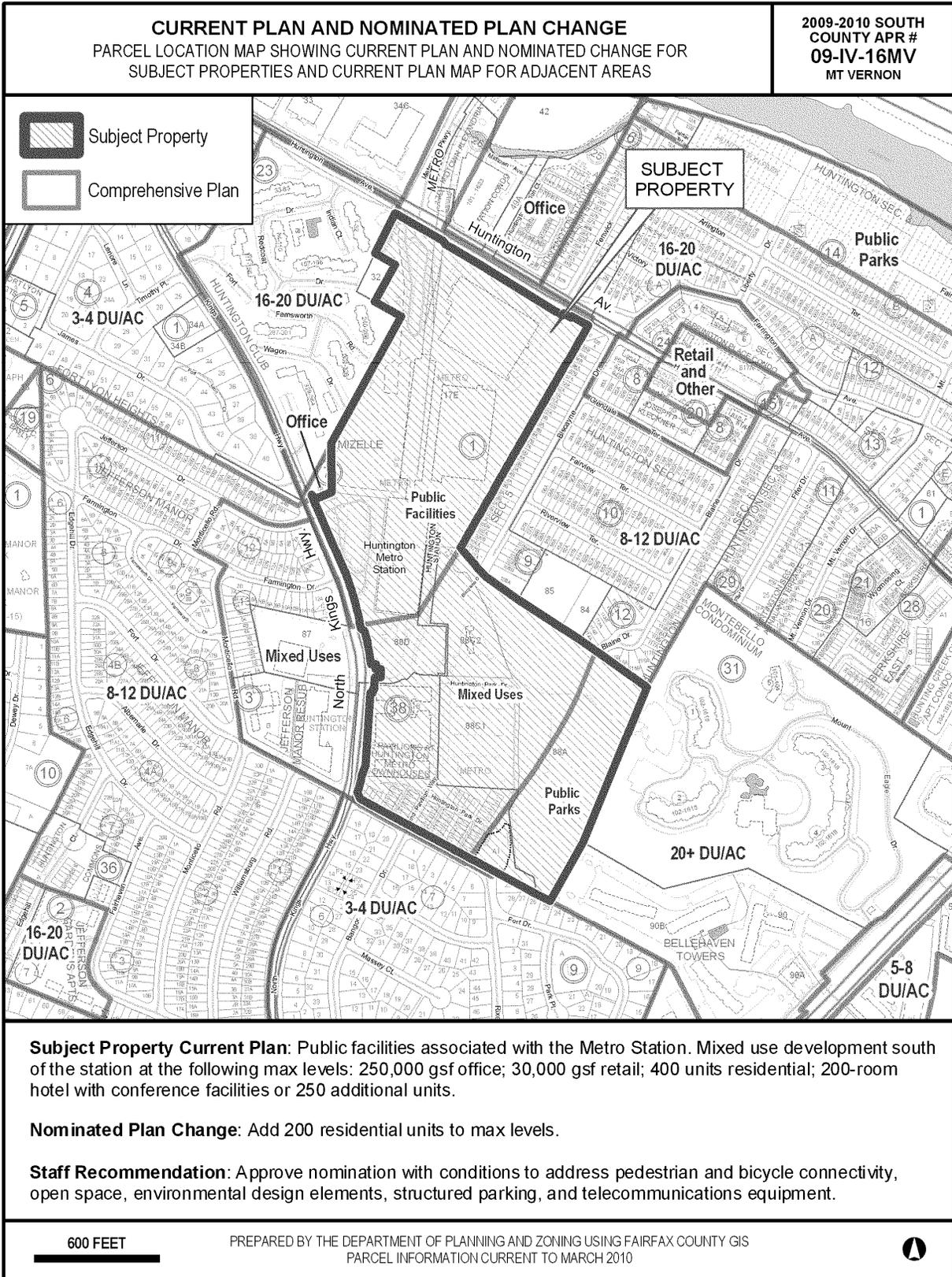
Existing, Planned and Zoned Land Use

Subject Property: According to a phased development plan, the subject property is currently being developed with a mix of townhouse, mid-rise, and high-rise residential units, with office and retail uses to be built at a later time. The property also contains the Huntington Metro Transit Station and associated public parking facilities. The area is zoned PRM, and is shown on the Plan Map as Public Facilities and Mixed Use. The development is part of a public/private partnership project between Huntington Metro LLC (the nominator) and Washington Metro Area Transit Authority (WMATA). WMATA is the owner of the portion of the site that contains the Huntington Metro Station and associated parking facilities.

Adjacent Area:

North: The immediately adjacent area to the north is Land Unit B, zoned R-8. Land Unit B is within the Huntington community, a neighborhood of duplex homes that is within the Huntington Neighborhood Conservation Area and is planned for residential use at a density of 8-12 du/ac.





East: The east side of the development area contains Mount Eagle Park, which is proffered to be dedicated to the Park Authority under the terms of the approved development plan for the subject property. East of the park is the Montebello high-rise residential condominium development which is planned for a density of 35-40 du/ac, and zoned R-30.

South: A single family residential neighborhood is located south of the property opposite Fort Drive in Land Unit P. The area is zoned R-4 and planned for residential use at a density of 3-4 du/ac.

West: Across North Kings Highway to the west is the Huntington Station shopping center. The block also contains garden apartments and duplex units. This area is within Land Unit L, and is planned for redevelopment with high density residential units at a density of 45 du/ac and up to 87,000 square feet of retail space, and is zoned C-5. This area is currently being reviewed for possible Plan amendment in the Jefferson Manor Special Study.

PLANNING HISTORY

No Plan amendments have been proposed recently for the subject properties.

ADOPTED COMPREHENSIVE PLAN TEXT

Fairfax County Comprehensive Plan, 2007 Edition, Area IV, Mount Vernon Planning District, Amended through 8-3-2009, MV1 - Huntington Community Planning Sector, Land Units E &F, Page 95-96:

“(Land Units E and F) The WMATA Property

The 60-acre WMATA property is occupied by the Huntington Metro Station and associated parking facilities and Mount Eagle Park. There is also a privately-owned parcel associated with the WMATA property; Parcel 83-1((7))1A is a .34-acre lot along North Kings Highway planned for office use.

The portion of Land Unit E which is occupied by the Metro station, the parking garage, and the parking lot along Huntington Avenue is planned for public facilities. Air rights development over the station and the parking facilities may have long-term potential. For this 35-acre area south of the station, the following mix of uses is recommended within the maximum levels shown:

- 250,000 gross square feet of office space;
- 30,000 gross square feet of retail space;
- 400 dwelling units; and
- 200-room hotel with conference facilities or 250 additional dwelling units.

In addition, the following uses should be incorporated into this development:

- The existing 900+ space Metro surface parking lot should be reconfigured into an on-site underground or above-ground facility up to six stories. Adequate buffering and landscaping around the parking structure should be provided adjacent to nearby neighborhoods;
- Approximately 9 to 12 acres of the WMATA property should be dedicated to Fairfax County for Mount Eagle Park in order to provide needed park facilities in this high

density area and to buffer Metro-related development from the existing community. The development of both passive and active recreation facilities is suggested; and

- The development of the WMATA property should be in accordance with the urban design concept plan shown in Figures 24, 25 and 26. The commercial uses, including the optional hotel, should be clustered around a public plaza near the Metro station and North Kings Highway. Residential use should be located east and south of this cluster to provide a transition to surrounding residential development. As shown in Figure 26, Mount Eagle Park and/or open space should be accessible to, and provide buffering for, the Huntington community, the high-rise residential projects located east of the WMATA property, and the Fairhaven community.

In order to develop except at the base level, all the applicable general development criteria listed for all sites in the Transit Development Area should be satisfied, except that in lieu of criterion #6, affordable housing should be provided in accordance with the County's Affordable Dwelling Unit Ordinance. In addition, the following site-specific conditions must be met:

- Development should be coordinated under one planning program for the entire site;
- Retail uses should be limited to the ground level of proposed buildings along the main pedestrian access routes to the Metro station;
- Non-residential uses should be clustered around the public space near the Metro station. residential development should occur towards the south and east of the station in order to provide an appropriate transition to adjacent neighborhoods; and
- Vehicular access to private development should be separated from vehicle access to the Metro station.”

NOMINATED PLAN AMENDMENT

The nomination would add 200 dwelling units to the 400 residential units recommended for the site in the current Comprehensive Plan. The current Plan also allows an option for an additional 250 dwelling units to be constructed if a hotel is not built on the site. This option would still be retained.

ANALYSIS

Land Use

Item 16MV concerns the site that includes the Pavilions at Huntington Station development located west of North Kings Highway, north of Fort Drive. The approved site plan for the property fully utilizes the densities allowed under the Comprehensive Plan for the site. Townhouses and mid-rise residential units have already been constructed, or are currently under construction. The approved high-rise residential units, office, and retail space have not yet been constructed.

The nomination provides for urban, mixed-use infill development that would be consistent with the county’s goal of providing high-density growth in the designated activity centers, such as the transit station areas. This subject site is within the same land unit, and directly adjacent to the Metro Station facilities.

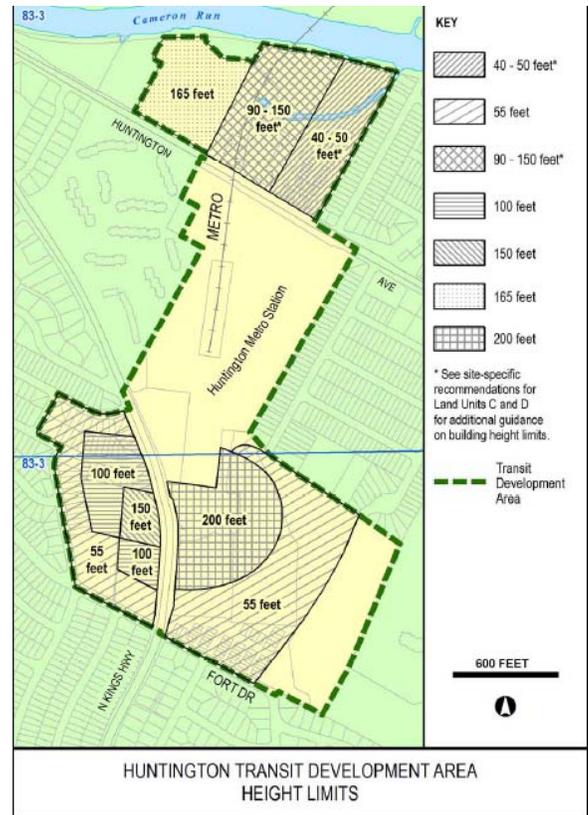
The current Plan recommends that the activity center of this Transit Station Area (TSA) to be located within the Transit Development Area (TDA), as shown in the figure above. This site is currently planned for mixed use development and is within the TDA boundary. The overall effective intensity currently recommended for the 19.7 acres approved for high-rise development, approximately 1.56 FAR, is much lower than some other sites within the TDA, which are planned for 3.0 FAR. The proposed 200 dwelling units (assuming approximately 1,500 square feet per unit) would bring the total FAR for the site to approximately 1.9 FAR, which is still a lower intensity than other nearby properties.

An additional 200 dwelling units would not significantly change the mix of uses that have been approved on the site. Currently the Plan calls for a development that could be 79% residential, 19% office, and 2% retail. The proposed mix of uses would result in a development that is 81% residential, 16% office, and 1.6% retail.

No rezoning application has been submitted that would provide information about the building heights or site design; however, the proposed additional units may result in building heights in the range of 16-18 stories. New development would still need to conform to the height limitation of 200 feet as shown in the current Plan, Figure 25 of the Huntington Transit Development Area section (see figure on page 6). Potential negative impacts on the Huntington community to the north would need to be addressed. Mitigation may include placing parking partially or wholly underground, which could result in lower building heights.

Transportation

As shown in the table below, the proposed change in land use would result in an increase in trip generation of up to 1,212 daily trips. With this increase, there is the potential for impacts and adversities within the proximate transportation network. Understanding that a portion of these trips should be reduced by the proximity to transit, further review and analysis is required at rezoning and site plan review to determine net trip generation for the site and what impacts may need to be mitigated, if any.



Trip Generation Estimates for APR #09-IV-16MV

Scenario	Daily	AM Peak Hour		PM Peak Hour	
		In	Out	In	Out
Current Comp Plan Base (w/Hotel)					
Shopping Center (820); 25.0 KSF	2,758	15	10	123	128
General Office (710); 250.0 KSF	2,701	343	47	61	298
Hotel (310); 200 RM	1,634	59	38	63	55
Multifamily Apartmt (220); 400 DU	2,548	40	160	155	83
Total	9,641	457	255	402	564
Proposed Base (w/Hotel)					
Shopping Center (820); 25.0 KSF	2,758	15	10	123	128
General Office (710); 250.0 KSF	2,701	343	47	61	298
Hotel (310); 200 RM	1,634	59	38	63	55
Multifamily Apartmt (220); 600 DU	3,760	60	238	226	122
Total	10,853	477	333	473	603
Net Impact of Proposed Amendment Above Comp Plan	1,212	20	78	71	39

Trip Generation derived from the Institute of Traffic Engineers (ITE), Trip Generation, 8th Edition (2008). 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.

The subject APR would impact traffic conditions along the North Kings Highway corridor, between Telegraph Road and Richmond Highway. Current APR 09-IV-27MV (current site of Huntington Club Condominiums, located west of the subject site, northeast of North Kings Highway, south of Huntington Avenue) and the special study for Jefferson Manor would also impact the corridor. A clustered traffic analysis is needed to evaluate cumulative impacts. Note that APR 09-IV-27MV will require a Ch. 527 study, given its additional 5,000+ trips generated. Depending on the alternative selected, the Plan amendment currently under review for Jefferson Manor may also need additional transportation analysis.

The following should also be considered:

- North Kings Highway, a four-lane Urban Minor Arterial, approximately 80-100 feet in width, is not currently slated for improvement per the Fairfax County Transportation Plan. North Kings Highway is designated an Enhanced Public Transportation Corridor (EPTC), however, with a range of transit enhancements yet to be studied. As noted above, a number of APRs and other proposed Plan amendments are currently under review along the corridor. Further review and analysis may result in a need for six lanes on North Kings Highway. Any development of this site should accommodate future recommended improvements.
- Direct access to the subject site from North Kings Highway should be limited to the existing access points, including at Fort Drive and the Huntington Metrorail Station driveways.
- Efficient internal circulation should be developed with curb cuts minimized and locations of entrances and median breaks arranged to minimize conflicts with traffic on the adjacent arterial roadways. Connectivity within the proposed site, as well as to and from external streets and neighborhoods should be considered.
- Currently, this area is served by four Fairfax Connector Routes: 151, 152, 161 and 162. In addition, the Huntington Metrorail Station is located on the site and North Kings Highway is shown as an Enhanced Public Transportation Corridor (EPTC) on the Fairfax County

Transportation Plan Map. Development of this site should accommodate future plans for transit operations within the corridor and vicinity.

- The Fairfax County Countywide Trails Plan shows a minor paved trail running along North Kings Highway. A circuit trail is also recommended for the WMATA property to provide Metro station access to the adjacent existing development without intruding upon the proposed new development. Any development of this site, therefore, should accommodate the planned trail improvements. There are trails planned for Richmond Highway, Huntington Avenue, Telegraph Road and along Cameron Run. Efforts should be made to connect internal bicycle/pedestrian facilities with existing and planned County facilities.
- Improvements in pedestrian circulation are needed throughout the Huntington TSA to facilitate access to the Metro station and proposed new development. Sidewalk and crosswalk improvements should be constructed throughout the TSA to facilitate this access. Further review and analysis may be required to determine if expanded and/or enhanced sidewalks will be required along North Kings Highway.
- Traffic reduction measures such as ride-sharing, transit incentives and other transportation systems management strategies should be considered where appropriate and/or feasible.

Parks & Recreation

The nominations would result in a potential increase in residents within the Mount Vernon Planning District by about 418 individuals. Additional residents will need access to park and recreation facilities onsite or nearby. Existing nearby parks (Mount Eagle, Jefferson Manor and Huntington) meet only a portion of the demand for parkland generated by residential development in the service area of the nomination.

This parcel is adjacent to Mount Eagle Park, a local-serving park with a variety of recreation facilities. The applicant is currently improving this park as proffered with the previously approved development plan.

Development of urban parks such as pocket parks, plazas, common greens and recreation-focused urban parks should be encouraged. Integration of publicly-accessible urban parks in the overall development design is critical to providing onsite recreation resources within the nomination area and will enhance the desirability of the project, contribute to redevelopment efforts and contribute to a sense of place. The impact on parks and recreation service levels should be offset per Objective 6 of the Parks and Recreation Section of the Policy Plan and per the Area-wide guidance through the provision of onsite park amenities, provision of active recreation facilities, and/or improvements to existing nearby park facilities.

Connectivity among mixed uses, destinations and public spaces is a key goal for Transit Station areas. Comprehensive Plan language should be retained supporting pedestrian connectivity and creation of usable open spaces such as pocket parks, plazas, common greens and recreation-focused urban parks. Integration of publicly accessible urban parks in the overall development design is critical to providing on-site recreation resources within the nomination area and will enhance the desirability of the project, contribute to redevelopment efforts and contribute to a sense of place.

Schools

This APR nomination falls within the boundaries of Cameron Elementary School, Twain Middle School, and Edison High School. The capacity and projected enrollments for these schools is shown in the chart below. If development occurs within the next five years, the receiving schools appear to have sufficient capacity to accommodate new student yields. Beyond the five year horizon, enrollment projections are not available. The impact of redevelopment would need to be addressed during the rezoning and development process.

School	Capacity	Enrollment (9/30/09)	2010-2011 Projected Enrollment	Capacity Balance 2010-2011	2014-15 Projected Enrollment	Capacity Balance 2014-15
Cameron ES	720	506	511	209	450	270
Twain MS	875	823	810	65	833	42
Edison HS	1800	1729	1696	104	1684	116

Capacity and enrollment are based on the FCPS FY 2011-15 CIP.

It is noted that APR 09-IV-22MV (Penn Daw CBC, Land Unit H) is located within the Twain and Edison boundaries and will impact the capacity at these schools if adopted. APR 09-IV-2MV (Huntington TSA, Land Unit I), APR 09-IV-3MV (Huntington TSA, Land Unit R), APR 09-IV-4MV (Huntington TSA, Land Unit T), APR 09-IV-27MV (Huntington TSA, Land Unit I), and the Jefferson Manor Special Study also are within the Cameron, Twain, and Edison boundaries and will impact the capacity at these schools if adopted. Prior amendments to the Comprehensive Plan for this area are also not reflected in the projected enrollments. Collectively, these proposed developments could create a capacity deficit at the receiving schools, in particular at Twain MS and Edison HS. At the time of a rezoning application review, any redevelopment should contribute to offset the impact of the development on surrounding schools.

School Impact of 16MV

School Level	Current Plan (w/ Hotel)			Current Plan (w/o Hotel)			Proposed Plan		
	High-rise MF ratio	# of units	Student yield	High-rise MF ratio	Units proposed	Student yield	High-rise MF ratio	Units proposed	Student yield
Elementary	0.047	400	19	0.047	650	31	0.047	850	40
Middle	0.013	400	5	0.013	650	8	0.013	850	11
High	0.027	400	11	0.027	650	18	0.027	850	23
Total			35			57			74

Stormwater Management

In general, construction of new and renovation of existing buildings should avoid, minimize, and mitigate potential impacts of stormwater runoff. Low Impact Development and other innovative design methods for road corridors, parking areas and buildings to offset the losses and minimize the long-term impacts of the development should be implemented.

RECOMMENDATION

As an alternative to the nomination, staff recommends that the Comprehensive Plan be modified as shown below. Text proposed to be added is shown as underlined. Text to be deleted is shown as ~~strikethrough~~.

Fairfax County Comprehensive Plan, 2007 Edition, Area IV, Mount Vernon Planning District, Amended through 8-3-2009, MV1 - Huntington Community Planning Sector, Land Units E & F, Page 95-96:**“(Land Units E and F) The WMATA Property**

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The portion of Land Unit E which is occupied by the Metro station, the parking garage, and the parking lot along Huntington Avenue is planned for public facilities. Air rights development over the station and the parking facilities may have long-term potential. For the ~~this~~ 35-acre area south of the station, the following mix of uses is recommended within the maximum levels shown:

- 250,000 gross square feet of office space;
- 30,000 gross square feet of retail space;
- ~~400~~ 600 dwelling units; and
- 200-room hotel with conference facilities or 250 additional dwelling units.

In addition, the following uses should be incorporated into this development:

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- Approximately 9 to 12 acres of the WMATA property should be dedicated to Fairfax County for Mount Eagle Park in order to provide needed park facilities in this high density area and to buffer Metro-related development from the existing community. The development of both passive and active recreation facilities is suggested; and
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In order to develop except at the base level, all the applicable general development criteria listed for all sites in the Transit Development Area should be satisfied, except that in lieu of criterion #6, affordable housing should be provided in accordance with the County's Affordable Dwelling Unit Ordinance. In addition, the following site-specific conditions must be met:

- Development should be coordinated under one planning program for the entire site;

- Retail uses should be limited to the ground level of proposed buildings along the main pedestrian access routes to the Metro station;
- Non-residential uses should be clustered around the public space near the Metro station. Residential development should occur towards the south and east of the station in order to provide an appropriate transition to adjacent neighborhoods;
- Provision of integrated pedestrian and bicycle systems with features such as covered and secure bicycle storage facilities, walkways, trails and sidewalks, enhanced crosswalks providing connections to adjacent neighborhoods, and amenities such as street trees, benches, bus shelters, and adequate lighting;
- Creation of usable open spaces such as pocket parks, plazas, common greens and recreation-focused urban parks on the site;
- Provision of environmental elements into the design, including buildings designed to meet the criteria for LEED Silver (or comparable rating system) green building certification and innovative stormwater management techniques;
- Buildings should be designed to accommodate telecommunications antennas and equipment cabinets in a way that is compatible with the building's architecture and conceals the antennas and equipment from surrounding properties and roadways;
- Underground structured parking is provided to serve the development (on-street and incidental surface parking shall be allowed consistent with urban design guidelines);
and
- Vehicular access to private development should be separated from vehicle access to the Metro station.”

NOTE: The Comprehensive Plan Map would not be changed.