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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 ITEMS: 09-IV-23MV
09-IV-25MV
09-IV-26MV

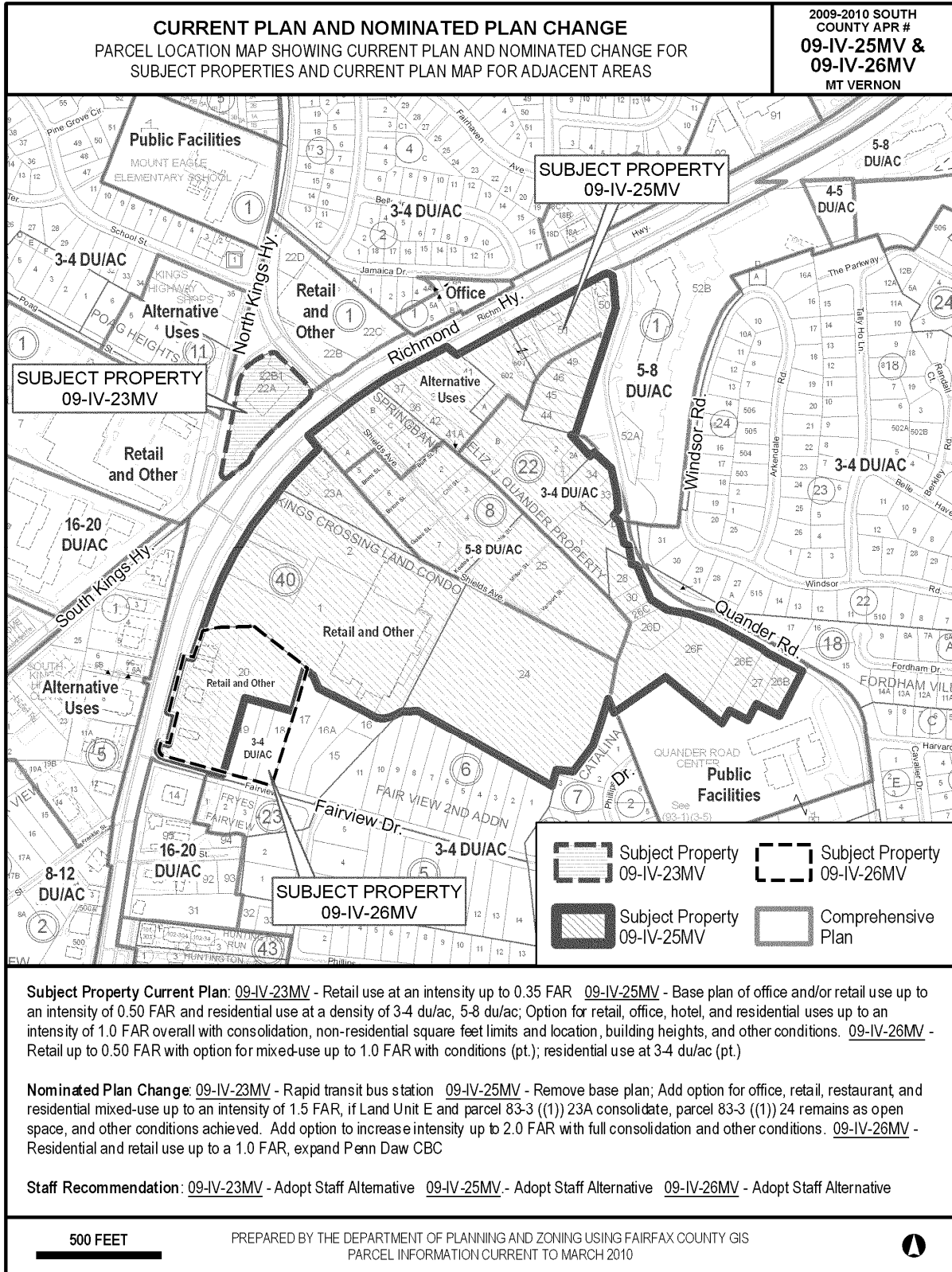
NOMINATOR(S): 09-IV-23MV: Patrick Rea on behalf of the Mount Vernon Council of Civic Association (MVCCA)
09-IV-25MV: Patrick Rea on behalf of the MVCCA
09-IV-26MV: Elizabeth Baker, agent for Kings Crossing Center LLC

ACREAGE: 09-IV-23MV: 1.9 acres
09-IV-25MV: 49.4 acres
09-IV-26MV: 5.24 acres

TAX MAP I.D. NUMBERS: 09-IV-23MV: 83-3 ((1)) 22A and 22B1
09-IV-25MV: 83-3 ((1)) 20, 23A, 24A, 24B, 25, 26B, 26C, 26D, 26E, 26F, 27, 28,30, 33, 34, 36-38, 40,41, 41A, 42, 44-46, 49-51; 83-3 ((8)) All; 83-3 ((40)) 1, 2
09-IV-26MV: 83-3 ((1)) 18-20

GENERAL LOCATION: 09-IV-23MV: North of the intersection of Richmond and North Kings Highways
09-IV-25MV: East of Richmond Highway, between Fairview Drive and Quander Road
09-IV-26MV: East of Richmond Highway and north of Fairview Drive

PLANNING AREA: IV
District: Mount Vernon
Sector: Greater Belle Haven (MV3)
Special Area(s): 09-IV-23MV: Richmond Highway Corridor, Penn Daw Community Business Center (CBC) Land Unit F-2
09-IV-25MV: Richmond Highway Corridor, Penn Daw Community Business Center (CBC) Land Unit E-1, E-2, E-3, and G
09-IV-26MV: Richmond Highway Corridor, Penn Daw Community Business Center (CBC) Land Unit G (pt).



ADOPTED PLAN MAP: 09-IV-23MV: Retail and Other
09-IV-25MV: Retail and Other; (pt.); Residential use at a density of 3-4 and 5-8 dwelling units per acre (du/ac) (pt.); Alternative Uses (pt.)
09-IV-26MV: Retail and Other (pt.); Residential use at a density of 3-4 du/ac (pt.)

ADOPTED PLAN TEXT: 09-IV-23MV: Retail use up to an intensity of 0.35 floor-area ratio (FAR) or a gateway park, if an interchange is constructed.
09-IV-25MV: Neighborhood-serving office and/or retail use at an intensity up to 0.50 FAR (pt.); Residential use at 3-4 du/ac with option to increase density to 5-8 du/ac (pt.); Mobile home park at a density of 5-8 du/ac; and community-serving retail use up to an intensity of 0.50 FAR. Option with consolidation of some or all of area for retail, office, hotel and residential uses with an overall intensity up to 1.0 FAR.
09-IV-26MV: Community-serving retail use up to an intensity of 0.50 FAR. Option based on consolidation for retail, office, hotel and residential uses with an overall intensity of up to 1.0 FAR (pt.) and residential use up to a density of 3-4 du/ac (pt.)

For complete Plan text see <http://www.fairfaxcounty.gov/dpz/comprehensiveplan/area4/mtvernon1.pdf>,
Pages 35-37

PROPOSED PLAN AMENDMENT:

- 09-IV-23MV: Replan land unit as rapid transit bus station.
- 09-IV-25MV: Replan area for residential, office, retail mixed-use up to an intensity of 1.5 FAR with approximately (app.) 26-acre consolidation and increase intensity up to 2.0 FAR with app. 41-acre consolidation
- 09-IV-26MV: Add option for residential and retail mixed-use up to 1.0 FAR

SUMMARY OF STAFF RECOMMENDATION:

- Approve Nomination as Submitted
 - Approve Staff Alternative
 - Retain Adopted Plan
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Staff has concerns about the ability to mitigate the impacts of the proposed nominations and recommends an alternative that would support the broad goals of the proposed APR nominations. The alternative recognizes that development currently occurring in the CBC affects the feasibility of the adopted Plan to be implemented and, as a result, re-envision the location and type of redevelopment in the area. The alternative proposes to replan portions

of the Penn Daw CBC for more intense mixed-use development than the current Plan, while reducing the amount of planned development potential in others. The core area of redevelopment in the Penn Daw CBC would be refocused to Land Unit E as a well-designed, pedestrian and transit-friendly environment with integrated land uses, logical consolidation, and natural resource preservation. The potential to locate parallel transit stops in Land Units F2 and E would contribute to multi-modal mobility. The current Plan option for Land Unit G would be removed; yet, the proposed alternative text would recognize that a few acres of Land Unit G may have the potential for future redevelopment through a concurrent Plan amendment and rezoning process. See Recommendation section and proposed Plan language on pages 21-27 of this report for additional detail.

CONTEXT

General Location:

APR 09-IV-23MV: APR nomination 09-IV-23MV (23MV) involves the area located in the intersection of North Kings and Richmond Highways.

APR 09-IV-25MV: APR nomination 09-IV-25MV (APR 25MV) involves the areas located on the east side of Richmond Highway, north of Fairview Drive and south of Quander Road within the Mount Vernon District.

APR 09-IV-26MV: APR nomination 09-IV-26MV (26MV) involves the southern portion of the land area subject to APR 25MV and includes two adjacent parcels, not involved in APR 25MV. The nomination consists of the area north of Fairview Drive and east of Richmond Highway.

Existing and Planned Land Use and Zoning:

Subject properties:

APR 09-IV-23MV: The approximately (app.) 2-acre subject property contains a vacant drug store and associated surface parking. The property is located in Land Unit F-2 of the Penn Daw Community Business Center (CBC) in the Richmond Highway Corridor. The property is currently planned for retail use up to 0.35 floor-area ratio (FAR) or a gateway park, if substantial land is required for the interchange improvement of the two highways. The planned density would result in a maximum of approximately 29,000 square feet (SF) of retail development. The property is zoned C-8 within the Richmond Highway Commercial Revitalization Overlay District (CRD).

APR 09-IV-25MV: The app. 49-acre subject area includes app. 182,000 SF of retail use, of which 122,000 SF is currently vacant and has a pending redevelopment to include a Wal-Mart store. The land unit also includes 105 single-family detached, dwelling units, of which 90 are mobile homes. The Comprehensive Plan recommendations for the subject area are found in Sub-units E-1, E-2, and E-3 and Land Unit G of the Penn Daw CBC within the Richmond Highway Corridor. The sub-units are planned for neighborhood-serving office

and/or retail use up to a 0.50 FAR (Sub-unit E-1); residential use up to 3-4 dwelling units per acre (du/ac) with option to increase density to 5-8 du/ac (Sub-unit E-2); a mobile home park with a density of 5-8 du/ac (Sub-unit E-3); and community-serving retail use up to an intensity of 0.50 FAR (Land Unit G).

Land Unit G also has an option for redevelopment, based on consolidation of the land unit and/or the adjacent Sub-units E-1, E-2, and E-3 for retail, office, hotel and residential uses up to an overall intensity of 1.0 FAR. Conditions for redevelopment include inter-parcel access, mitigation of impacts to the adjacent community, buffering, environmental mitigation, and urban design, among others. Parcel 83-3 ((1)) 24 has recently been transferred from private to county ownership, intended for public park purposes independent of this Plan amendment. The parcels within the subject property are zoned either C-8 or R-4 and are within Richmond Highway CRD.

The current base Plan of the subject area for APR 25MV would result in app. 720,000 SF of retail use, 72 single-family dwelling units, and 61 mobile homes. The option level of redevelopment would result in app. 2.17 million SF of development. If the land use proportions of the nomination are applied to the optional Plan level, then the redevelopment would include app. 1,300 low and mid-rise units; 434,000 SF of office use, and 325,000 SF of retail use.

APR 09-IV-26MV: The app. 5-acre subject area for this nomination contains 3 parcels with app. 10,000 SF of retail use and vacant land. App. 4.5 acres of land are planned within Land Unit G of the Penn Daw CBC for community-serving retail use up to an intensity of 0.50 FAR with an option based on consolidation for retail, office, hotel and residential uses with an overall intensity of up to 1.0 FAR. The remaining area, outside of the CBC, is planned for residential use at a density of 3-4 du/ac within the Greater Belle Haven Community Planning Sector in the Mount Vernon Planning District. The current base Plan would result in a maximum of 84,000 SF of retail use and 6 single-family detached dwelling units. The majority of the subject area is located within the Richmond Highway CRD; the area is divided between the C-8 and R-4 zoning.

Adjacent Area: The nominations are either adjacent to one another or comprise a shared land area. As the map contained in this staff report shows, APR 23MV is located west and north of APR 25MV. APR 26MV is the southern portion subject area of APR 25MV, south of APR 23MV. The existing, planned, and zoned development for these areas is described in the previous section. Additional description of the adjacent areas, which characterizes the communities and development that surround the nominations as a group, is provided as follows:

North and West: The area on the west side of Richmond Highway and North Kings Highway, adjacent to the north and west of the subject areas, contains retail and commercial uses such as a bank and restaurants, as well as neighborhood-serving shopping center, such as the Penn Daw Plaza. These parcels are located in Sub-units F-1, H, and I. Sub-unit F-1 is

planned for retail use at an intensity up to 0.50 FAR with conditions, and Sub-unit H is planned for either retail use at an intensity up to 0.35 FAR, or low-rise office or institutional uses up to 0.25 FAR. Land Unit I is planned for retail, office, or retail and office mixed-use at an intensity up to 0.50 FAR. These sub-units are zoned C-8. Lots fronting the west side of Richmond Highway in Land Unit D between Jamaica Drive and sub-unit F-1 are planned for low-rise office up to 0.35 FAR. All sub-units are located within the Richmond Hwy CRD.

South and East: Single family residential uses, vacant land, and commercial uses are located within the Suburban Neighborhood Land Units that area south and east of the subject areas, including the north and south-side of Quander Road and north and south of Fairview Drive. The Quander Road School is located directly southeast, and an auto-dealership is located on the east side of Quander Road at its intersection with Richmond Highway. A church and a motel are located south of the subject areas along Richmond Highway. Properties along the north and south side of Quander Road are planned for residential use at 3-4 du/ac, except the auto-dealership, which is planned for residential use at a density of 5-8 du/ac with conditions. The motel and the church, south of Fairview Drive along Richmond Highway, are planned for residential use at 16-20 du/ac with a recommendation for consolidation and elderly housing. The parcels fronting Richmond Highway are zoned C-8, and the residential neighborhoods and the school are zoned R-4.

PLANNING HISTORY

The baseline recommendations of the current Plan for the subject areas of APR 23MV, 25MV, and 26MV were adopted as part of the Planning Horizons effort on July 1, 1991. The Plan recommendations for Sub-units E-1, E-2, E-3 and G were amended as part of the Richmond Highway Revitalization Special Study, adopted in June 1999. The Special Study (Plan Amendment S97-CW-4CP/ Adopted No. 95-45) added the option for mixed-use redevelopment at an intensity up to 1.0 FAR with conditions, as recommended in the current Plan.

Based on this option for redevelopment, the majority of the nominated area for APR 25MV was the subject of a rezoning application originally filed in May 2005 as RZ 2005-MV-036 and a second filing, RZ 2007-MV-016, which was withdrawn in March 2008. These rezoning applications are more commonly referred to as Kings Crossing. The applications proposed to implement the current Plan option for a residential mixed-use with the consolidation of the majority of Sub-units E-1, E-2, and E-3, and Land Unit G (approximately 39 acres), save for the parcels located along the south-side of Quander Road in Sub-unit E-2. The land use and site design configurations shown in the applications were revised several times, with the most recent iteration dated September 21, 2007. In this version, the rezoning application proposed a mixture of uses up to a 0.97 FAR (1.65 million square feet) to include residential (54%), office (18%), and retail (14%) as the primary uses, excluding affordable dwelling units. The intensity of the development was concentrated towards Richmond Highway with the area on the eastern portion of the site reserved as a conservation easement, where a large stream valley and steep slopes are located. The

proposed intensity of 0.97 FAR resulted in a design consisting of mid-rise buildings with typical building heights between 4 and 7 stories or 70 to 105 feet. For the purposes of this staff report, this iteration of the rezoning application is used as a comparable for site design and scale to the APR nomination.

A portion of the subject area for APR 25MV was also involved in APR item 05-IV-2MV and Base realignment and Closure (BRAC) APR 08-IV-5MV. APR 05-IV-2MV proposed mixed-use development with several options for residential, office, or retail use, or hotel use, or commercial office use at an intensity up to 1.5 FAR on portions of Land Unit G, E-1, and E-2. This nomination was not supported by the Planning Commission and, consistent with the APR process guidelines, not forwarded to the Board of Supervisors. BRAC APR 08-IV-5MV proposed a similar, but smaller consolidation for mixed-use redevelopment at an intensity up to 1.0 FAR. This nomination was withdrawn; however, the final staff report notes concerns over the consolidation, circulation, access, and its ability to address BRAC needs.

The subject area for the nominations, particularly Sub-unit F2 was involved in a Transportation Plan amendment in 2005. The Board of Supervisors adopted Plan Amendment (PA) S04-CW-T1 (Amendment Number 2003-18) on March 7, 2005. The Plan amendment modified the Transportation Plan Map and corresponding Comprehensive Plan text figures to remove the recommendation for a grade-separated interchange at the intersection of North and South Kings Highway and Richmond Highway. The grade-separated interchange was removed in favor of an at-grade intersection design.

ADOPTED COMPREHENSIVE PLAN TEXT

Fairfax County Comprehensive Plan, 2007 Edition, Area IV, Mount Vernon Planning District, Richmond Highway Corridor, Amended through 3-9-2010, Land Use Recommendations, pages 34-37:

Penn Daw Community Business Center

“Major existing uses in the Penn Daw Community Business Center include the Penn Daw Shopping Center, and neighborhood and community-serving retail establishments. Stable residential neighborhoods abut the Community Business Center on the east and northwest. A small office building at Franklin Street and Richmond Highway is representative of the small percentage of office use in this area. While there are multiple uses in this area located near the Huntington Transit Station, the uses are not well coordinated and do not encourage pedestrian or transit access. However, the location at the intersection of Richmond Highway and Kings Highway provides good auto accessibility and visibility.

Planned highway improvements will impact some uses at the intersection of Richmond Highway and Kings Highway creating an opportunity for a special landscaped area or other identifying landmark at this intersection. The Penn Daw Shopping Center is planned to

remain as a community-serving retail center while the east side of Richmond Highway is planned to be redeveloped into a larger single use or as a mixed-use project comprised of residential, retail and office uses. Additional office uses are planned for the western side of Richmond Highway adjacent to the Fairhaven community.

The opportunity exists on the east side of Richmond Highway to create a large scale well designed mixed-use development as a focal point and core area of the Community Business Center. This area is envisioned as an integrated residential and commercial center which functions well within the context of adjacent existing or planned uses and incorporates high quality urban design elements to create a sense of identity.

Much of the area located to the east side of Richmond Highway contains steep slopes, a stream valley and other environmentally sensitive features which should be protected and any degraded natural conditions and functions restored.

Sub-unit E-1

Lots fronting on the east side of Richmond Highway between Quander Road and Shields Avenue are planned for neighborhood-serving office and/or retail uses up to .50 FAR with a maximum height of 50 feet. See Land Unit G for an additional land use option.

Sub-unit E-2

Properties, located along the south side of Quander Road between Richmond Highway and Quander Road Center, are planned for residential use at 3-4 dwelling units per acre. As an option, with complete parcel consolidation in this sub-unit, a density of 5-8 dwelling units per acre may be appropriate. Structures should be clustered to minimize impacts on steep slopes in the area. No more than one entrance point onto Richmond Highway that is no closer than 200 feet from Quander Road, and no more than two entrance points on Quander Road, that are no closer than 200 feet from Richmond Highway should be provided. These latter provisions are intended to preclude congestion near the Richmond Highway/Quander Road intersection because of the importance of that road for carrying school traffic to and from West Potomac High School and Metro-related traffic to and from Huntington, as well as the residential traffic generated on these sites. See Land Unit G for an additional land use option.

Sub-unit E-3

The Penn Daw Trailer Park is planned and currently developed as a mobile home park at a density of 5-8 dwelling units per acre. Any redevelopment of this sub-unit is encouraged to comply with the County's voluntary relocation guidelines. See Land Unit G for an additional land use option.

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Sub-unit F-2

Parcels within this sub-unit include 83-3((1)) 22A and a portion of Parcel 22B and are planned for retail use up to .35 FAR. If substantial land is required for interchange improvements, the remaining property should also be acquired for use as a gateway park to provide a focal point for the Penn Daw Community Business Center.

Land Unit G

The area along the east side of Richmond Highway south of Shields Avenue to Fairview Drive is planned for community-serving retail use up to .50 FAR. Existing conditions present an opportunity for a well-designed, mixed-use project that will serve as the focal point and core area for the Penn Daw Community Business Center. As an option, Land Unit G is planned for a well integrated mix of retail, office, hotel and residential uses with an overall intensity of up to 1.0 FAR. Development proposals for a single integrated project or a project that allows for future coordination with other projects should meet the following conditions:

- Consolidation of Parcels 83-3((1)) 20, 23A, 24, 24A and 24B together with consolidation of additional lots in adjacent Sub-units E-1, E-2 and E-3 is encouraged. If full consolidation is not achieved, interparcel access to adjacent uses should be provided;
- The level of non-residential development should not exceed two-thirds of the total gross floor area for the entire mixed-use development. Appropriate first floor support retail and service uses designed to serve the development in this land unit should be encouraged;
- Non-residential uses should be located at the front of the property and oriented to Richmond Highway. Residential uses should be located toward the middle and rear of parcels 24A and 24B in order to take advantage of the visual and passive recreational amenity provided by the adjacent stream valley area. Residential density and building heights should be tapered from mid-rise or garden-style apartments to townhouses located nearest to the existing adjacent neighborhood;
- Building heights are tapered down toward the existing single-family area;
- Adequate measures to mitigate against undue environmental impact are provided. Steep slopes, streams and floodplains with their existing vegetation located on the property are preserved as a public park. Where past practices have degraded these slopes and streams, bioengineering approaches should be followed to restore them to more natural conditions and functions;
- Sufficient buffering and screening are provided to mitigate adverse impacts on adjacent residential areas;
- Adequate right-of-way is provided for road improvements;
- Pedestrian circulation and the use of mass transit is encouraged through site design, connection with proposed and existing pedestrian circulation systems in the area and other methods;
- Urban design elements, such as streetscaping, public art, pedestrian plazas, cultural/ recreation facilities, landscaped open space, landmarks or building designs which will denote this area as a focal point of the Penn Daw Community Business Center are provided. The urban design recommendations found at the end of this Plan, should be used as a guide; and
- Incorporation of residential use in office or retail buildings in an “above the shop” arrangement is encouraged.

As an option, if Sub-units E-1, E-2 and E-3 are substantially and logically consolidated with Land Unit G, a well-integrated mix of uses with an overall intensity at up to 1.0 FAR that includes at least two of the following uses: retail, office, hotel and residential. The conditions listed above should be fulfilled for the entire assemblage.”

NOMINATED PLAN AMENDMENT

APR 09-IV-23MV: The proposed designation of the subject property as a transit station is used as justification for proposed significant increases to intensity of development at the Penn Daw Plaza (APR 09-IV-22MV, APR 09-I-24MV) and Kings Crossing properties (APR 09-IV-25MV, 09-IV26MV).

APR 09-IV-25MV: APR 25MV proposes to replan the area for a consolidated residential, office, and retail mixed-use development. The nominator submitted two options for consideration, based on the amount of land area consolidated. Both options remove Tax Map parcel 83-3 ((1)) 24 (8.3 acres) of Land Unit G as open space. The development rights of this parcel would not transfer to the surrounding development in the nomination. The nomination also proposes conditions related to circulation, the mitigation of traffic impact, the provision of a rapid bus transit, right-of-way dedication, and others. See Subject Area map at the end of the staff report to review land consolidation.

The first option for 25MV proposes a redevelopment up to an intensity of 1.5 FAR or 1.7 million square feet on a 26.3-acre consolidation comprised of Sub-units E-1, E-2 and E-3 and part of Land Unit G. The development would consist of 65% residential use (1.12 million square feet of 50 single-family detached units, 100 townhouses, 300 low-rise multi-family units, and 483 mid-rise units); 20% office use (343,000 SF); and 15% retail use (258,000 SF). The second option for 25MV proposes a redevelopment up to an intensity of 2.0 FAR or 3.6 million square feet on a 41.1-acre consolidation, comprised of Sub-units E-1, E-2 and E-3, and all of Land Unit G, except for Parcel 24. The development would consist of 65% residential use (2.33 million square feet of 75 single-family detached unit, 200 townhouses, 1,000 low-rise multi-family units, and 685 mid-rise units); 20% office use (716,000 SF); and 15% retail use (537,000 SF).

APR 09-IV-26MV: APR 26MV proposes to replan the 5.2-acre subject area with an option for residential and retail uses up to a 1.0 FAR or approximately 230,000 SF of development and to expand the boundaries of the CBC to include the entirety of the subject property. The nominator submitted two scenarios for consideration of the nomination. The first scenario would have approximately 90% residential use (205,000 SF or 205 mid-rise multi-family units) and 10% retail use (23,000 SF). The second scenario would have approximately 70% residential use (160,000 SF or 159 mid-rise multi-family units) and 30% retail use (68,000 SF).

ANALYSIS

** The analysis for APR 09-IV-23MV, 09-IV-25MV, and 09-IV-26MV has been combined as the nominations involve similar land areas and the same or similar Comprehensive Plan text would be affected by these nominations. **

Land Use:

APR 09-IV-23MV: APR 23MV nomination proposes to remove the base Plan recommendation for the subject area. Staff believes the base Plan recommendation for Sub-unit F-2 should be retained as it reflects current zoning. In addition, the base Plan provides guidance for evaluation of uses in the interim before redevelopment occurs, in addition to Appendix 6 of the Land Use Section of the Policy Plan “Guidelines for Interim Improvement of Commercial Establishments.” If the proposed transit facility recommendation is adopted, it could function as an alternative to benefit the planned redevelopment within the CBC, east of Richmond Highway. See Transportation section for more detailed analysis.

APR 09-IV-25MV: APR 25MV nomination proposes to remove the base Plan recommendation for the subject area. Similar to the objections stated for APR 23MV, retaining such guidance, for Sub-units E-1, E-2, and E-3 and Land Unit G is important for thorough review of proposals that may be associated with revising current zoning. . In addition, the base Plan provides guidance for evaluation of existing uses in the interim before redevelopment occurs, in addition to Appendix 6 of the Land Use Section of the Policy Plan “Guidelines for Interim Improvement of Commercial Establishments.”

In regards to the proposed options, both of the proposed options in APR nomination 09-IV-25MV would support several county goals for revitalization and infill redevelopment in activity centers, if designed appropriately. The proposed options consist of a mixture of land uses that are similar to the existing Plan and would support the county goal of providing mixed-use development within activity centers, such as the Richmond Highway Corridor CBCs. The proposed Plan options also provide an opportunity to create a new focal point for the Penn Daw CBC, similar to the adopted Plan. The subject area also is located within the Richmond Highway CRD. This designation serves to promote redevelopment that enhances older commercial areas, such as the Penn Daw CBC, by encouraging economic development activities and employment opportunities. The redevelopment of the land units, as recommended in the adopted Plan option and in the proposed nomination, would support this county goal.

The proposed consolidation in the first option of the nomination also would establish a redevelopment alternative for the subject area that is not considered within the current Plan. The current Plan encourages the consolidation of Land Unit G with Land Unit E, but does not address the proposed consolidation of Sub-units E-1, E-2, and E-3 with a portion of or without Land Unit G. Sub-units E-1, E-2, and E-3 are sizeable with approximately 27 acres, and a consolidation, if done appropriately, would provide a viable, mixed-use redevelopment that preserves the natural areas, located within the subject area. For example, a consolidation

that comprises the parcels fronting Richmond Highway (Sub-unit E-1), the Penn Daw Mobile Home Park (Sub-unit E-3), and the portion of Sub-unit E-2 that is located north of the stream valley would be considered logical and substantial, would facilitate preserving the natural areas, and provide a natural buffer to the adjacent communities. This consolidation would shift the redevelopment core of the Penn Daw CBC from Land Unit G onto Sub-unit E-1, E-2, and E-3. Conditions that now apply to redevelopment of Land Unit G should be applied to any redevelopment on Sub-units E-1, E-2, and E-3.

By contrast, the second option proposed by APR 25MV causes concern. The nomination proposes a maximum of 3.6 million square feet on approximately 41 acres, which is approximately twice the intensity proposed in RZ 2005-MV-036 and RZ 2007-MV-016. If the nomination is compared to the development plans of the RZ 2005-MV-036 at a general level, the resulting building heights could be twice the height of the rezoning application with high-rise buildings greater than 9 stories. The proposed inclusion of townhouses and single-family detached units would cluster the more intense development toward Richmond Highway and could further increase the building heights. It is uncertain whether the proposed amount of intensity, even with the townhouses and single-family detached units located along the edge of the development, would be able to provide the necessary transitions of scale and buffering to the adjacent neighborhood. Developable land also will be constrained by zoning requirements for open space and parking.

With respect to building massing, the proposed development in Option 1 may result in similar building heights and scale as Option 2, causing similar concerns. The developable area of the 26-acre subject area in Option 1 is reduced to approximately 19 acres when the environmentally-sensitive areas are removed. The proposed maximum intensity of 1.5 FAR in Option 1 would result in approximately 1.7 million square feet with an effective intensity on the developable area of around a 2.0 FAR. This concern is particularly important as the stream that creates the sensitive areas partitions the subject area into two developable areas. Approximately six parcels would be separated from the rest of the consolidation, depending on the delineation. Connectivity across the stream valley and other design concerns may be difficult to resolve due to the size of this area, and, as a result, these parcels should be removed from consideration as part of the consolidation. The consolidation option should be limited to the area north and northwest of the environmentally-sensitive area.

The current Plan recommendation for mixed-use redevelopment on Land Unit G should be removed from the Plan as well. The likelihood that Land Unit G will redevelop as urban mixed-use site has diminished as the circumstances have changed. A major portion of the land unit has been dedicated to the county intended for public park purposes (Tax Map parcel 83-3 ((1)) 24). The dedication lessens the importance of retaining the high intensity option for Land Unit G as the option, in part, functions to encourage preservation of the environmentally sensitive areas on this parcel. Further, another major piece of the land unit is involved in an imminent redevelopment of a low-intensity shopping center to include a Wal-Mart (Tax Map Parcels 83-3 ((40)) 1 and 2. If the viability of redevelopment in Land Unit G improves in the future, a concurrent rezoning and Plan amendment review can occur

as the subject area is located with a CRD. The concurrent processing expedites the review of the rezoning and the corresponding Plan amendment.

Finally, Tax Map parcel 83-3 ((1)) 23A should transferred from Land Unit G to Land Unit E (Sub-unit E-1). Parcel 23A did not consolidate with the pending redevelopment of the parcels to the south in Land Unit G. The parcel has frontage on Richmond Highway, similar to the other parcels in Sub-unit E-1, and is adjacent to Sub-units E-1 and E-3. A logical consolidation with Land Unit E would provide additional land for the future consolidation in Land Unit E and the potential to provide additional amenities. The consolidation of parcel 23A should occur.

APR 09-IV-26MV: Several aspects of this nomination cause concern, including its conflict with the proposed development in APR 25MV, the proposed expansion of the CBC into a residential neighborhood, and the proposed mixture of land uses. Taking into consideration the recommendation for APR 25MV, the nomination could work against the creation of a development center in Sub-unit E-1, E-2, and E-3 because the proposed nomination could compete for market viability. The nomination also would not be able to coordinate with the development in the sub-units to the north. The subject area is separated from the redevelopment center in Sub-unit E-1, E-2, and E-3 by the imminent development of the low-intensity retail use.

With respect to possible encroachment, the nomination also proposes to expand the CBC onto Tax Map parcels 83-3 ((1)) 18 and 19. It is recognized that the proposed expansion could allow for a logical consolidation, if the subject area does not consolidate with parcels to the north, and that the expansion would occur on vacant lots on either side of an access road to the parcel within the CBC. However, long-standing policy of the Comprehensive Plan for Richmond Highway seeks to limit the expansion of CBC boundaries in order to concentrate commercial uses along the corridor and to protect the adjacent residential neighborhoods from commercial encroachment. If the CBC is expanded as proposed, a precedent would be set that could adversely affect the surrounding residential neighborhood.

In regards to the proposed land use, the nomination proposes residential and retail mixed-use. However, it is questionable whether 10% of the total development or 22,000 square feet of retail use should be considered a true, mixed-use development. This type of redevelopment should be considered residential use with support or ancillary retail uses. Furthermore, the justification section of the nomination states that the retail use would be located in a portion of the first floor of the residential building(s) and in one or more separate structures. The nomination does not clarify whether the separate structure for retail use could be free-standing, pad sites or whether drive-thru uses would be a part of the design. If so, these types of retail uses could work against the goal of creating a walkable, pedestrian-oriented place in the CBC by recreating the existing development pattern.

The current base Plan recommends up to 0.50 FAR community-serving retail use, which could result in a maximum of 84,000 square feet of development. The existing uses on-site

consist of 10,000 square feet of development. Sufficient development potential exists within the existing base Plan to provide incentive for redevelopment, and this intensity should be retained. The nomination exemplifies why the proposed deletion of the option for redevelopment of Land Unit G, should occur. With the transfer of Parcel 24 to the county and the proposed imminent redevelopment of Parcels 1 and 2 as low-intensity, retail use, the remaining parcels within the land unit have limited opportunities for redevelopment that would not negatively affect the surrounding communities. The nomination illustrates how the implementation of the maximum of amount of development under the current Plan option would need to encroach into the surrounding neighborhood in order to adequately mitigate the impact of the adjacent residences. If the concerns about the encroachment can be addressed through design and buffering as would be proffered in a rezoning, a concurrent rezoning and Plan amendment review can occur. A portion of the subject area is located with a CRD, and County policy supports these concurrent reviews in these areas. The concurrent processing would expedite the review of the rezoning and the corresponding Plan amendment.

Transportation

The transportation impact analysis for APRs 23MV, 25MV, and 26MV are broken into several parts. First, a general description and recommendations of current and future conditions are expressed below. Following this section, the transportation impact for each nomination is expressed individually.

APR 09-IV-23MV, 25MV, and 26MV: Richmond Highway is designated as a Principal Arterial roadway and is shown on the Fairfax County Transportation Plan Map to be a six-lane improved arterial. The roadway is currently six lanes in width, with right-of-way (ROW) ranging from 90 to 200 feet, approximately. In addition, Richmond Highway is shown as an Enhanced Public Transportation Corridor (EPTC) on the Fairfax County Transportation Plan Map, with a range of transit options to be studied in the future.

While Richmond Highway is currently built to its planned number of lanes (6), the existing cross section and ROW width do not meet the standard established in the Fairfax County Transportation Policy Plan. A 176 foot typical cross-section, established in the Plan for Richmond Highway, is the result of a collaborative effort to account for vehicular, bicycle/pedestrian and future transit needs within the corridor. Further review and analysis may indicate a need for additional right-of-way dedication along the frontage of the nominated parcels. Any redevelopment on the subject areas, including that recommended in the current Plan should accommodate these improvements to Richmond Highway.

If any of the nominations are adopted, 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 subject areas, as well as to and from external streets and neighborhoods should be considered during any redevelopment. Full access to and from the site from Richmond Highway should be limited to the existing signalized intersections at Fairview Drive, North Kings Highway and Shields

Avenue. Further review and analysis of traffic conditions topography and sight lines, during rezoning, will later determine if additional right-in, right-out access points are warranted, or if there is a need for turn lanes or other intersection improvements.

Currently, the area is served by six (6) bus routes: Richmond Highway Express Bus (REX); and Connector Routes 151, 152, 161, 162 and 171. These bus routes traverse the area via Richmond Highway, North Kings Highway and South Kings Highway, or in some combination. Any redevelopment should accommodate efficient transit operations within the corridor and vicinity.

A major paved trail along Richmond Highway is shown on the Fairfax County Countywide Trails Plan. Any development should accommodate the planned improvement. A major paved trail along South Kings Highway is also shown, as well as a minor paved trail along North Kings Highway. Efforts should be made to connect internal bicycle/pedestrian facilities with existing and planned County facilities.

APR 09-IV-23MV: The Fairfax County Department of Transportation is currently in the process of studying the Richmond Highway corridor, between the Huntington Metrorail Station and Fort Belvoir, to determine effective locations for new transit transfer centers and parking facilities. Based on existing transit data of boardings and alightings (disembarking the bus) at bus stops along the Richmond Highway corridor, as well as population and employment estimates within walking distance of the bus stops, the county is currently exploring potential transit transfer center locations further to the south of this site, such as Ladson Lane and Lockheed Boulevard. Furthermore, the proximity of the subject area to the Metro station, approximately $\frac{3}{4}$ mile, raises concern that transit and/or park and ride users would not optimally utilize a station at this location.

Full access to and from the site would be limited to North Kings Highway on the northwest side of the site. Traffic signals, turn lanes, medians, and other constraints would prohibit full access to and from Richmond Highway or Shields Avenue. Buses that currently stop on the street would have to pull into the site, posing potential scheduling issues. This diversion would add several minutes of run time to each route. Parking on-site also may be problematic, given the size and shape of the site. Further review and analysis would be required to determine if separation of autos and buses can be accomplished.

The transit, population, and employment data, and access and parking concerns render the subject property an unlikely location for a larger transit and parking facility. However, this corner site may prove to be a vital connection for the transit movement from the North Kings Highway alignment (connecting from the Huntington Metrorail Station) to the Richmond Highway alignment (connecting to Fort Belvoir and points south), depending on the selected technology and alignments. A facility to support the nearby planned redevelopment would be appropriate to serve the southbound bus movements, if it would be designed in conjunction with redevelopment east of Richmond Highway in the CBC that contains another facility to serve the northbound movements. Safety and access questions would also need to

be addressed, especially between autos and buses, buses and pedestrians, and pedestrians and autos and pedestrian crossing Richmond Highway

APR 09-IV-25MV: As shown in the tables that follow the proposed changes in land use for APR 25MV would result in a sizeable increase in trip generation of up to 5,692 daily trips and 11,890 daily trips, respectively, compared to the current Comprehensive Plan option. The increase in these options would represent a substantial impact to, and could potentially create adverse impacts on, the proximate transportation network.

Based on the comparison of the average daily trips generated by the Plan options, APR 25 MV as proposed would require a Virginia Department of Transportation (VDOT) Chapter 527 review. The Code of Virginia (Chapter 527 §15.2-2222.1) requires localities to submit Comprehensive Plans and amendments to Comprehensive Plans that will substantially affect transportation on state-controlled roads to the VDOT, commonly referred to as “VDOT 527” or “Chapter 527”. Any amendment to the Comprehensive Plan that generates 5,000 additional vehicle trips per day, assuming the highest density permissible, would trigger a review by VDOT. The proposed options within the nomination surpass the 5,000 additional vehicle trips per day, as compared to the highest density recommended under the current Comprehensive Plan. The Virginia General Assembly is reviewing aspects of the requirements, which if amended, may change the evaluation process.

**Trip Generation Estimates for APR #09-IV-25MV
Mount Vernon District**

Option 1 (26-acre consolidation)	Daily	AM Peak Hour		PM Peak Hour	
		In	Out	In	Out
<u>Current Comp Plan Option (1.0 FAR)</u>					
Shopping Center (820); 171.606 KSF	9,647	105	67	448	466
General Office (710); 228.808 KSF	2,523	320	44	57	278
Multifamily Apartment (220); 676 DU	4,220	67	268	253	136
Total	16,390	492	379	758	880
<u>Proposed Amendment (1.5 FAR)</u>					
Shopping Center (820); 258.0 KSF	12,574	157	101	588	612
General Office (710); 343.0 KSF	3,446	443	60	79	384
Single Family (210); 50 DU	550	11	34	35	21
Multifamily Apartment (220); 783 DU	4,869	77	310	291	157
Condo/Townhouse (230); 100 DU	643	9	43	40	20
Total	22,082	697	548	1,033	1,194
Net Impact of Proposed Amend Option Above Comp Plan Opt (26 Ac 1.0 FAR)	5,692	205	169	275	314

Option 2 (41-acre consolidation)	Daily	AM Peak Hour		PM Peak Hour	
		In	Out	In	Out
<u>Current Comp Plan Option (1.0 FAR)</u>					
Shopping Center (820); 325.0 KSF	14,610	188	121	686	715
General Office (710); 434.0 KSF	4,131	534	73	96	469
Multifamily Apartment (220); 1,300 DU	8,002	128	513	476	257
Total	26,743	850	707	1,258	1,441

Option 2 (41-acre consolidation)	Daily	AM Peak Hour		PM Peak Hour	
		In	Out	In	Out
<u>Proposed Amendment (2.0 FAR)</u>					
Shopping Center (820); 537.0 KSF	20,250	253	162	961	1,001
General Office (710); 716.0 KSF	6,074	797	109	150	731
Single Family (210); 75 DU	798	16	46	51	30
Multifamily Apartment (220); 1,685 DU	10,335	166	663	614	330
Condo/Townhouse (230); 200 DU	1,176	15	75	71	35
Total	38,633	1,247	1,055	1,847	2,127
Net Impact of Proposed Amendment Above Comp Plan	11,890	397	348	589	686

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.

APR 09-IV-26MV: As shown in the table on the next page, APR 26MV would result in a marginal increase in trip generation. This appears to represent a minimal impact, with adverse impacts on the proximate transportation network unlikely. A VDOT Chapter 527 review would not be required for this proposed change in land use.

**Trip Generation Estimates for APR #09-IV-26MV
Mount Vernon District**

Scenario	Daily	AM Peak Hour		PM Peak Hour	
		In	Out	In	Out
<u>Current Comprehensive Plan</u>					
Shopping Center (820); 84.0 KSF	6,063	85	54	277	289
Single Family Residential (210); 6 DU	78	4	10	5	3
Total	6,141	89	64	282	292
<u>Proposed Amendment</u>					
Shopping Center (820); 68.0 KSF	5,285	75	48	241	250
Multifamily Apartment (220); 159 DU	1,087	16	66	68	37
Total	6,372	91	114	309	287
Net Impact of Proposed Amendment Above Comp Plan	231	2	50	27	(5)

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.

Public Schools

APR 09-IV-23MV: No impact analysis on schools was performed for APR 23MV as it does not propose to change or add residential use.

APR 09-IV-25MV & APR 09-IV-26MV:

The APR 25MV and 26MV are within the Belle View Elementary School, Sandburg Middle School, and West Potomac High School boundaries. The chart below shows the existing school capacity, enrollment, and projected five year enrollment. The chart represents a snapshot in time for student enrollment and school capacity. Student enrollment projections are done in a five year timeframe, currently through school year 2014-15 and are updated annually. Beyond the five year projection horizon, enrollment projections are not available.

**Existing and Projected School Capacity
APR 09-IV-25MV & 09-IV-26MV**

School	Capacity	Enrollment (9/30/0	2010-2011 Projected Enrollment	Capacity Balance 2010-11	2014-15 Projected Enrollment	Capacity Balance 2014-15
Belle View ES	478	463	494	-16	571	-93
Sandburg MS	1300	1224	1222	78	1343	-43
West Potomac HS	2081	2091	2221	-140	2458	-377

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

Student yields from both APR 25MV and 26MV will impact the capacity at the receiving schools. At the time of a rezoning application review, redevelopment would need to offset the impact of the development on surrounding schools. The individual review of each nomination is as follows:

APR 09-IV-25MV: Implementation of the base Plan recommendation for APR 25MV (assuming 72 single-family detached units and 61 single-family attached dwelling units, including mobile homes) would generate 60 students (31 elementary, 9 middle, and 20 high school students). The Plan option for APR 25MV (assuming either 1,300 mid-rise units or 1,300 low-rise units) could generate between 115 and 305 students, respectively (61-177 elementary, 17-42 middle, and 35-86 high school students). Student yields from APR 25MV will impact the capacity at the receiving schools. Currently, Belle View ES and West Potomac HS are over capacity and all three schools are projected to be over capacity for the 2014-15 school year. The proposed option 1 for APR 25MV would generate a total of 177 students, almost three times greater than the base Plan (97 elementary, 26 middle, and 54 high school students). The proposed option 2 for APR 25MV would generate a total of 410 students, almost seven times greater than the base Plan (229 elementary, 58 middle, and 122 high school students). The proposed options could increase or decrease the amount of students, depending on the scenario chosen.

APR 09-IV-26MV: The base Plan recommendation for APR 26MV (assuming 6 single-family detached dwelling units) would generate 4 students (2 elementary, 1 middle, and 1 high school students). Student yields from APR 26MV will impact the capacity at the receiving schools. Currently, Belle View ES and West Potomac HS are over capacity and all three schools are projected to be over capacity for the 2014-15 school year. The proposed option 1 for APR 26MV would generate a total of 19 students (10 elementary, 3 middle, and 6 high school students). The proposed option 2 for APR 26MV would generate a total of 13 students (7 elementary, 2 middle, and 4 high school students).

Environment

APR 09-IV-23MV & 09-IV-26MV: There are no environmental features Environmental Quality Corridor and Resource Protection Area (EQC and RPA) present on the subject areas.

APR 09-IV-25MV: An unnamed tributary associated with Paul Spring Branch (Belle Haven watershed) traverses the eastern portion of the subject property of APR 09-IV-25MV. A significant amount of environmentally sensitive land encompasses this area as shown in the environmental map at the end of this staff report. More than 14 acres of the subject plan amendment is considered RPA or EQC. Much of the stream valley located east of the Tax Map parcel 83-3 ((40)) 1 and 2 is characterized by significant degradation and stream bank erosion. Any redevelopment, including under the current Plan, would need to determine whether the area impacts parcels 1 and 2, and if so, preserve, and avoid development within it. Restoration of this degraded waterway would be a desirable element of any redevelopment proposal for this area of the Richmond Highway corridor.

Noise

APR 09-IV-23MV: There is no noise-sensitive use proposed on the subject property.

APR 09-IV-25MV & 26MV: Transportation generated noise exceeding 75 dBA DNL from Richmond Highway is likely to impact the subject areas of 25MV & 26MV and may adversely impact sensitive uses, such as residential uses. This issue could be avoided based on the location of noise-sensitive uses. If the sensitive uses are either shielded by other structures, located an adequate distance from the noise source(s), or by topography, then the noise might be adequately mitigated for the nominations. Any redevelopment, including under the current Plan, would likely require further review by staff at the time an application for development is submitted.

Parks & Recreation

APR 09-IV-23MV: The adopted Plan recommends that the property be used as a gateway park, if interchange improvements warrants. The subject property is surrounded on all sides by major roads and is poorly located to serve as an active local park. The property's location at a major intersection, however, is ideal to serve as a focal point for the community. The Park Authority supports the use of a portion of the site, in conjunction with other uses, as a passive gateway feature. The Park Authority's Urban Parks Framework defines a gateway feature as "Space such as a median strip, traffic island, or landscaped corner that signals entry into an area creates the first impression of an area and usually contains one or more visual amenities." A visual amenity is defined as "A single statue, fountain, sign, planter, or work of art that draws attention and adds to the character or identity of a place." A portion of the site should be retained for used as a gateway feature.

APR 09-IV-25MV & 09-IV-26MV: Existing nearby parks (Mount Vernon District, Lee District, Mount Eagle, Belle Haven, Bucknell Manor and Groveton Heights Parks) meet only a portion of the demand for parkland generated by residential development in the service area of the nomination. In addition to parkland, the recreational facilities in greatest need in the Mount Vernon Planning District include rectangle fields, adult softball fields, multi use courts, playgrounds, a neighborhood skate park and trails. Furthermore, many of the smaller local parks in the Mount Vernon Planning District did not include athletic fields, as a result of the early suburban residential development, and many were never developed with

recreation facilities. There are a number of tennis courts, multi-use courts and playgrounds that have been master planned at parks in the district, but have not been constructed.

APR 25MV and 26MV would allow for a potential increase in residents within the Mount Vernon Planning District by about 408 (APR 26MV) to 1,496 (APR 25MV) individuals. Residents will need access to park and recreation facilities onsite or nearby.

In addition to the residential development impact on recreational services and facilities, there will also be impacts from the proposed commercial development. Employees have a need to access recreational amenities at lunchtime or after work. Retail customers benefit from combining shopping trips with recreational activities.

The impact on parks and recreation levels of service should be offset per Objective 6 of the Parks and Recreation Section of the Policy Plan. Redevelopment also should be encouraged to contribute to constructing master planned park facilities and replacing aging park facilities at nearby parks within the district. In addition, onsite 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 subject areas and will enhance the desirability of the projects, contribute to redevelopment efforts, and contribute to a sense of place. Redevelopment should support pedestrian connectivity and creation of usable open spaces such as pocket parks, plazas, common greens and recreation-focused urban parks.

Cultural Resources Impacts

APR 09-IV-25MV & 09-IV-26MV: The subject areas are known to contain Federal camps associated with Pennsylvania regiments and New York infantry. While most of the parcels are developed, significant portions remain undeveloped. The area also contain the Spring Bank site (VDHR architectural site # 029-147), originally constructed in the early part of the 19th century (around 1809). This site has been fully redeveloped. However in the eastern and southern portions of the parcels, two additional sites were found during a Phase I archaeological survey in March of 2005. One was recommended for Phase II evaluation prior to ground disturbing activities for inclusion onto the National Register of Historic Places (44FX2547).

Additional investigation is warranted before a determination of site designation can be made. Any relatively undeveloped parcels or parts of parcels that have not been surveyed should be subjected to Phase I archaeological surveys and, if warranted, identified resources should be avoided or subjected to Phase II significance assessments and Phase III data recoveries, as needed. All archaeological work should be in accordance with guidelines provided by the County's archaeology program. Any redevelopment should be conditioned on the performance of Phase I and II archaeological surveys prior to any land disturbing activities. Adequate measures should be taken to protect against undue environmental impact.

Water

APR 09-IV-09-IV-23MV, 09-IV-25MV & 09-IV-26MV: Water service in the subject area is served by Fairfax Water which is a non-profit Water Utility that serves Northern Virginia. Existing parcels are served through 8-inch diameter water mains adjacent to the site. Future service to a mixed-use development on the proposed site warrants a looped water main configuration to accommodate reliability, water quality, and fire protection needs. Specific details pertaining to water distribution infrastructure should be developed concurrent with the rezoning process.

Transmission system improvements will ultimately be necessary along the entire Richmond Highway corridor, such as a future transmission main of minimum diameter of 24-inches. In addition, improvements and expansion will be needed at supporting pumping station and water storage facilities serving southern Fairfax County. Redevelopment at increased intensities would require improvements in public infrastructure to continue providing quality service. Individual developers would be responsible for extending lines to their development and would make these commitments during the rezoning and development process. Service requirements for specific projects should be coordinated with Fairfax Water as early as practical.

Editorial Update

APR 09-IV-23MV: With the completion of road improvements at the intersection of North Kings Highway and Richmond Highway, the Tax Map parcel numbers that comprise Sub-unit F-2 of the Penn Daw CBC have changed. Sub-unit F-2 now consists of 83-3 ((1)) 22A and 22B1. The Comprehensive Plan should be updated to correctly state the new parcel numbers. Further, the recommendation for the interchange improvement in the Plan text for Land Unit F-2 inadvertently remained after PA S04-CW-T1 and should be removed at this time.

APR 09-IV-25MV: Tax Map Parcels 83-3 ((1)) 24A and 24B have be re-subdivided as parcels 83-3 ((40)) 1 and 2. The parcel number should be updated within the Plan text.

RECOMMENDATION

APR nominations 09-IV-23MV, 09-IV-25MV, and 09-IV-26MV propose the replanning of portions of the Penn Daw Community Business Center (CBC) that would re-envision the east side of the Penn Daw CBC (Sub-units E-1, E-2, E-3 and G) as a mixed-use, transit-oriented community. APRs 25MV and 26MV involve land use changes that would support land use intensities, greater than the current Plan, and different types of land uses. APR 23MV proposes to replan a site as a bus rapid transit station to support the redevelopment proposed in APR 25MV. The redevelopment of portions of the Penn Daw CBC, as proposed, would support the county goals of concentrating growth in activity centers, especially those centers with transit options, and revitalizing older, suburban areas. In addition to the land use changes, one proposed option of APR 25MV proposes a feasible alternative to consolidation, which is not recognized in the current Plan. Similarly, APR 26MV proposes an alternative

redevelopment and consolidation option for the subject area, which recognizes that limiting consolidation solely within the CBC may no longer be viable.

At the same time, staff is concerned that the proposed intensities, particularly the higher option in 25MV, may not be able to provide adequate transitions and buffering to the adjacent neighborhood due to the scale and massing of the buildings. The proposed intensities of APR 25MV also cause concern due to the sizable increase in traffic compared to the existing Plan and lack of school capacity for the additional students. APR 26MV also could be considered piecemeal development due to the small size of the consolidation, and the proposed expansion of the CBC would be considered an encroachment into the surrounding neighborhood. In regards to APR 23MV, replanning the subject property as proposed may be premature without conclusions of a current Fairfax County Department of Transportation (FCDOT) transit study of the Richmond Highway corridor. However, more thoughtful means to bring transit through this area to support the proposed redevelopment in APR 25MV would encourage a more transit-friendly environment.

In order to reconcile the benefits of these nominations with the drawbacks, staff recommends an alternative that would modify the original nominations, while still encouraging redevelopment in the subject areas. The alternative would also address the proposal of APR 25MV to increase the intensity greater than the current Plan and reformulate the option for consolidation in order to incentivize redevelopment. As such, Sub-units E-1, E-2, and E-3 and Tax Map parcel 83-3 ((1)) 23A from Land Unit G would be dissolved into a unified land unit, Land Unit E, with an option for mixed-use redevelopment at an intensity up to 1.5 FAR. This type of development would encourage the development of an urban-style, mixed-use focal point for the CBC in the land unit. The current Plan option for mixed-use redevelopment at an intensity up to 1.0 FAR in Land Unit G would be removed as the land unit no longer presents a viable opportunity for the planned consolidation and redevelopment in the near term. The majority of this land unit has been either dedicated to the County intended for public park purposes (Tax Map parcel 83-3 ((1)) 24) or is in the process of review for an imminent redevelopment with low-density use.

This nomination also affords the opportunity to make an editorial update to remove the language about the interchange in Land Unit F-2 (APR 23MV), which was removed from the Plan in a past APR nomination and the revision to this land unit unintentionally neglected. The recommended gateway park, also related to the interchange, should be reevaluated to ensure that the recommendation remains appropriate.

Staff recommends that the Comprehensive Plan be modified as shown below. Text proposed to be added is shown as underlined, text proposed to be deleted is shown as ~~strikethrough~~.

MODIFY: Fairfax County Comprehensive Plan, Area IV, Mount Vernon Planning District, Richmond Highway Corridor, Penn Daw CBC, Land Use Recommendations, pages 35-37, as amended through August 3, 2009:

“Land Unit E

As delineated on the Plan Map, properties fronting on the east side of Richmond Highway between Quander Road and Shields Avenue and Tax Map parcels 83-3 ((1)) 23A and 83-3 ((8)) A are planned for neighborhood-serving office and/or retail uses up to .50 FAR with a maximum height of 50 feet. The Penn Daw Trailer Park is planned and currently developed as a mobile home park at a density of 5-8 dwelling units per acre. Any redevelopment of the mobile homes should comply with the County’s voluntary relocation guidelines. Properties, located along the south side of Quander Road between Richmond Highway and Quander Road Center, are planned for residential use at 3-4 dwelling units per acre. As an option, with complete parcel consolidation of these properties along Quander Road, a density of 5-8 dwelling units per acre may be appropriate. Structures should be clustered to minimize impacts on steep slopes in the area. Consolidating and/or limiting access should be encouraged in order to preclude congestion within the Richmond Highway and Quander Road corridors and their intersections.

This land unit presents an opportunity for a well-designed, mixed-use project that will serve as the focal point and core area for the Penn Daw Community Business Center. As an option, the properties fronting Richmond Highway in Land Unit E and the Penn Daw Trailer Park if consolidated may be appropriate for redevelopment as a well-integrated mix of residential, office, retail, and hotel uses at an overall intensity up to a 1.5 FAR with a unified development plan. Properties along Quander Road, north of the stream valley and the EQC area (Tax Map parcels 83-3 ((1)) 34, 36, 41A, 42, 44, 45, 46, and 49; ((22)) 2, 2A, A, and B) also may be considered for this option provided logical consolidation is achieved.

Under this option, buildings should be coordinated in terms of scale, mass and function and mitigate impacts to adjacent residential neighborhoods. High-quality building and site design, incorporating the urban design recommendations found at the end of this Plan, should distinguish this area as a well-designed urban center. Development proposals should reflect a single integrated project or a project that allows for future coordination with other projects and should meet the following conditions:

- Substantial and logical consolidation is obtained. Where consolidation of parcels is not obtained, existing uses should be integrated into the site design by providing interparcel vehicular and pedestrian access;
- The level of non-residential development should be approximately one-third of the total gross floor area for the entire mixed-use development. Appropriate first floor support retail and service uses designed to serve the development and surrounding area in this option should be encouraged. A table-service restaurant that is well-integrated into the project is desirable;
- Non-residential uses should be located at the front of the property and oriented to Richmond Highway. Residential uses should be located toward the middle and rear in order to take advantage of the visual and passive recreational amenity, provided by the adjacent stream valley area.
- Sufficient buffering, year-round screening with predominantly native plants and trees, tapering of building heights and massing, should be utilized to mitigate

adverse impacts on nearby residential areas or unconsolidated residential properties.

- High-quality architecture, landscape design, and pedestrian amenities should be provided. Building design should be combined with an innovative and creative use of surrounding pedestrian open space in such a manner as to reduce the effect of the building height and bulk;
- Urban design elements, such as streetscaping, public art, pedestrian plazas, cultural/ recreation facilities, landscaped open space, landmarks or building designs are provided;
- Parking should be consolidated into structures and integrated into the streetscape in order to avoid adverse visual impacts to major pedestrian, bicycle, or vehicular corridors and unconsolidated parcels. Façade treatment of parking structures should contribute to the visual appeal of the streetscape. On-street and underground parking should be given preference over other forms of parking, such as surface parking lots or structured parking garages. Surface parking lots should be avoided or located in the rear of the buildings when necessary.
- An acceptable, detailed transportation analysis is performed that identifies transportation improvements required to support the development. Access points should be consolidated along Richmond Highway and an efficient internal circulation system provided. Traffic circulation on the site must ensure safe and orderly access to adjacent arterials. Cut-through traffic is minimized;
- Adequate right-of-way is provided for road improvements;
- Consolidating and/or limiting access should be considered in order to preclude congestion within the Richmond Highway and Quander Road corridors and their intersection.
- No more than one additional access onto Richmond Highway, besides Shields Avenue should be provided. Consolidated access for redevelopment along Quander Road should be considered. These provisions are intended to preclude congestion near the Richmond Highway/ Quander Road intersection.
- Low impact development measures and innovative stormwater management techniques should be used to mitigate the impact of development on water quality and quantity. Some low impact development measures which could provide enhancements to development as well as a stormwater benefit include facilities such as detention, infiltration and bioretention measures, as well as landscaped areas and constructed wetlands. Steep slopes, streams and floodplains with their existing vegetation located on the property should be preserved or features restored as appropriate. Safe, attractive, well-signed pathways, using natural surfaces, should connect this area to the redevelopment. Techniques should exceed the requirements for the baseline level in the areas of stormwater

management and should complement other green and sustainable features, as recommended within Policy Plan.

- Pedestrian circulation and the use of mass transit are encouraged through site design, connection with proposed and existing and planned bicycle and pedestrian circulation systems in the area and through other methods. A transit center or enhanced transit stop serving existing and planned Metrobus and Fairfax Connector bus routes in the Richmond, North Kings and South Kings Highway corridors should be accommodated to support this development and the surrounding area. This facility could be designed completely on-site or to serve northbound travel only in conjunction with a similar facility for southbound travel in Sub-unit F2. Should future study determine that rail is appropriate for the Richmond Highway corridor and that this location warrants a station, a future possible rail station should be accommodated, as depicted on Figure 13. Safe and convenient vehicular, bicycle, and pedestrian access and connections between Land Unit E and Sub-Unit F2 must be provided to ensure safe operation.

Sub-unit E-1

~~Lots fronting on the east side of Richmond Highway between Quander Road and Shields Avenue are planned for neighborhood-serving office and/or retail uses up to .50 FAR with a maximum height of 50 feet. See Land Unit G for an additional land use option.~~

Sub-unit E-2

~~Properties located along the south side of Quander Road between Richmond Highway and Quander Road Center are planned for residential use at 3-4 dwelling units per acre. As an option, with complete parcel consolidation in this sub-unit, a density of 5-8 dwelling units per acre may be appropriate. Structures should be clustered to minimize impacts on steep slopes in the area. No more than one entrance point onto Richmond Highway that is no closer than 200 feet from Quander Road, and no more than two entrance points on Quander Road, that are no closer than 200 feet from Richmond Highway should be provided. These latter provisions are intended to preclude congestion near the Richmond Highway/Quander Road intersection because of the importance of that road for carrying school traffic to and from West Potomac High School and Metro-related traffic to and from Huntington, as well as the residential traffic generated on these sites. See Land Unit G for an additional land use option.~~

Sub-unit E-3

~~The Penn Daw Trailer Park is planned and currently developed as a mobile home park at a density of 5-8 dwelling units per acre. Any redevelopment of this sub-unit is encouraged to comply with the County's voluntary relocation guidelines. See Land Unit G for an additional land use option.~~

...

Sub-unit F-2

Parcels within this sub-unit include 83-3((1)) 22A and a ~~portion of~~ Parcel 22B1 and are planned for retail use up to .35 FAR. ~~If substantial land is required for interchange improvements, the remaining property should also be acquired for use as a gateway park to provide~~ A gateway feature should be provided on the sub-unit to serve as a focal point for the Penn Daw Community Business Center. A transit center or enhanced transit stop serving existing and planned Metrobus and Fairfax Connector bus routes in the Richmond, North Kings, and South Kings Highway corridors should be accommodated to support mixed-use redevelopment on Land Unit E and the surrounding area. This facility could be designed completely onsite or to serve southbound travel only in conjunction with a similar facility for northbound travel in Land Unit E. Should future study determine that rail is appropriate for the Richmond Highway corridor and that this location warrants a station, a future possible rail station should be accommodated. Safe and convenient vehicular, bicycle, and pedestrian access and connections between Land Unit E and Sub-Unit F2 must be provided to ensure safe operation.

Land Unit G

The area along the east side of Richmond Highway south of Shields Avenue to Fairview Drive is planned for community-serving retail use up to .50 FAR. Tax Map parcel 83-3 ((1)) 24 is owned by the county and planned for private open space. Restoration or contribution to restore the degraded waterway traversing this parcel would be a desirable element of any redevelopment proposal within the land unit. Steep slopes, streams and floodplains with their existing vegetation located in the land unit property should be restored or features preserved as appropriate. Where past practices have degraded these slopes and streams, bioengineering approaches should be followed to restore them to more natural conditions and functions.

As an option, Tax Map parcel 83-3 ((1)) 20 may be appropriate for redevelopment. The mix of use and intensity should be examined though a concurrent Comprehensive Plan amendment and zoning application. This approach is consistent with county policy that permits concurrent processing of Comprehensive Plan amendment and zoning applications in order to facilitate the review of development proposals in Commercial Revitalization Areas. Redevelopment under this option may consider consolidation with Tax Map parcels 83-3 ((1)) 19 and 18 in order to accommodate compatible land use transitions, building height tapering, and potential buffering to the adjacent, low density neighborhood.

~~Existing conditions present an opportunity for a well designed, mixed use project that will serve as the focal point and core area for the Penn Daw Community Business Center. As an option, Land Unit G is planned for a well integrated mix of retail, office, hotel and residential uses with an overall intensity of up to 1.0 FAR. Development proposals for a single integrated project or a project that allows for future coordination with other projects should meet the following conditions:~~

- ~~Consolidation of Parcels 83-3((1)) 20, 23A, 24, 24A and 24B together with consolidation of additional lots in adjacent Sub units E 1, E 2 and E 3 is encouraged. If full consolidation is not achieved, interparcel access to adjacent uses should be provided;~~

- ~~The level of non-residential development should not exceed two-thirds of the total gross floor area for the entire mixed-use development. Appropriate first-floor support retail and service uses designed to serve the development in this land unit should be encouraged.~~
- ~~Non-residential uses should be located at the front of the property and oriented to Richmond Highway. Residential uses should be located toward the middle and rear of parcels 24A and 24B in order to take advantage of the visual and passive recreational amenity provided by the adjacent stream valley area. Residential density and building heights should be tapered from mid-rise or garden-style apartments to townhouses located nearest to the existing adjacent neighborhood;~~
- ~~Building heights are tapered down toward the existing single-family area;~~
- ~~Adequate measures to mitigate against undue environmental impact are provided. Steep slopes, streams and floodplains with their existing vegetation located on the property are preserved as a public park. Where past practices have degraded these slopes and streams, bioengineering approaches should be followed to restore them to more natural conditions and functions;~~
- ~~Sufficient buffering and screening are provided to mitigate adverse impacts on adjacent residential areas;~~
- ~~Adequate right-of-way is provided for road improvements;~~
- ~~Pedestrian circulation and the use of mass transit is encouraged through site design, connection with proposed and existing pedestrian circulation systems in the area and other methods;~~
- ~~Urban design elements, such as streetscaping, public art, pedestrian plazas, cultural/ recreation facilities, landscaped open space, landmarks or building designs which will denote this area as a focal point of the Penn Daw Community Business Center are provided. The urban design recommendations found at the end of this Plan, should be used as a guide; and;~~
- ~~Incorporation of residential use in office or retail buildings in an “above the shop” arrangement is encouraged.~~

As an option, if Sub-units E-1, E-2 and E-3 are substantially and logically consolidated with Land Unit G, a well-integrated mix of uses with an overall intensity at up to 1.0 FAR that includes at least two of the following uses: retail, office, hotel and residential. The conditions listed above should be fulfilled for the entire assemblage.”

NOTE: Figure 8 on page 31 of the Richmond Highway Corridor Area, Mount Vernon Planning District, as amended through 3-9-2010 will be amended to reflect the modified Land Unit E and G boundaries and Tax Map parcel 83-3 ((1)) 23A transferring from Land Unit G to Land Unit E. The Comprehensive Plan Map will change to show Tax Map parcel 83-3 ((1)) 23A as Alternative Uses and Tax Map parcel 83-3 ((1)) 24 as private open space.