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with surrounding residential uses. However, staff believes that a density range of 8-12 dwelling units per acre (du/ac) would be more appropriate, as it would be consistent with prior plan guidance for the area and would be more reflective of the development that is proposed by the nominator. Additionally, staff believes that certain conditions, such as those related to park dedication and open space, should be retained in the Plan text. Nomination 21MV proposes land use and intensities that are similar to those in the current Plan option; however, a number of conditions related to redevelopment would be modified or removed. This nomination does not contribute to the redevelopment of the Richmond Highway Corridor in an improved manner over the existing Plan option; therefore, staff recommends retention of the adopted Comprehensive Plan.

## CRITICAL ISSUES

### Land Use

- The subject property has been the subject of two plan amendments within the past ten years. The first of these occurred during the 2002 South County Area Plans Review. APR# 02-IV-11MV proposed to change the Plan text to allow for townhouse-style office and neighborhood serving retail up to .50 FAR for parcels fronting Richmond Highway, with an option for residential use at 8-12 du/ac and local-serving commercial uses at an overall intensity of .50 FAR. The Board of Supervisors approved an alternative that kept the base recommendation for office at .25 FAR but updated the option to allow for local-serving commercial uses up to .50 FAR in addition to the residential use at 8-12 du/ac. A subsequent Out-of-Turn Plan Amendment, S04-IV-MV1, was approved by the Board of Supervisors in February 2005. This Plan amendment modified the option for the subject property to allow residential use up to 25 du/ac with 50,000 to 80,000 square feet of office and retail use. The subject property was subsequently rezoned to a PDH-30 classification under application RZ/FDP 2004-LE-021. This rezoning approved the construction of 306 multifamily residential units, 122 single family townhome units, and 80,000 square feet of office and retail use. Additionally, 6.78 acres of open space were provided as a part of the rezoning.
- The 10.09-acre and 6.08-acre subject properties are located on the north side of Richmond Highway, south of Buckman Road. The nominated properties are in Area 4 of the Suburban Neighborhood Areas between the Hybla Valley/Gum Springs CBC and the South County Center CBC. Area 4 is planned for office and retail uses up to .25 FAR on the parcels fronting Richmond Highway, and residential use at 2-3 du/ac on the rest of Area 4. As an option, residential use at 25 du/ac with 50,000-80,000 square feet of office and ground floor retail is planned. The subject property currently contains 26 single family homes, approximately 4,200 square feet of retail use, and approximately 5,600 square feet of office use.
- Surrounding areas are planned for residential and retail uses. Low intensity retail uses to the southeast across Richmond Highway are part of Areas 5 of the Suburban Neighborhood Areas between the Hybla Valley/Gum Springs CBC and the South County Center CBC. Parcels in the immediate vicinity of the Richmond Highway/Mount Vernon Highway intersection are planned for retail use at .30 FAR or .35 FAR, while those to the south along Richmond Highway are planned for residential use at 5-8 du/ac, with an option for residential use at 8-12 du/ac with substantial consolidation. Garden apartments

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to the north and west of the subject property are planned for residential use at 16-20 du/ac.

- APR Nomination 20MV proposes to add an option for residential use at 12-16 du/ac. The nominator proposes 121 townhouse units, falling at the low end of the density range. APR nomination 21MV proposes to add an option for residential use at 20-30 du/ac, along with office and retail use up to 80,000 square feet. At a minimum, there would be 10,000 square feet of retail use. The nominator proposes 180 low-rise multifamily units with above ground, internalized parking.
- Taken together, these two nominations cover all of Area 4 with the exception of two parcels located at the corner of Richmond Highway and Janna Lee Avenue. Development of the nominated options would render the remaining two parcels unable to consolidate and develop to their full Plan potential.
- The Policy Plan element of the Comprehensive Plan states that infill development should be of a compatible use and intensity as the surrounding community. The townhomes proposed in APR nomination 20MV are at a similar density to the garden apartments located to the north and west, and would provide an appropriate transition to the planned commercial uses along Richmond Highway.
- APR nomination 20MV proposes a density range of 12-16 du/ac. The proposed number of townhomes falls at the base level of this density range. Since it is likely that number of townhomes to be constructed could be less than what is nominated, a density range of 8-12 du/ac would be more reflective of the type of development envisioned in the nomination. Additionally, prior to the approval of Out-of-Turn Plan Amendment S04-IV-MV1, the subject property had an option that included residential use at an intensity of 8-12 du/ac. Therefore, an option for residential use at 8-12 du/ac would be consistent with prior Plan guidance for the nominated area.
- The option proposed in APR nomination 21MV is similar in intensity to the existing Plan option for Area 4. However, this nomination would remove or modify a number of conditions that are beneficial to the Richmond Highway Corridor, including those on building massing, tree preservation, parkland contribution, streetscape, intersection improvements, and Transportation Demand Management. As a result, this nomination would not meet the planning objectives of the Richmond Highway Corridor in an improved manner over the current Plan option for the subject property.

#### Transportation

- APR Nomination 20MV would generate fewer AM and PM peak hour trips than the land uses allowed under the current Plan option. This nomination would generate nearly 1,300 fewer average daily trips than the current Plan option, a reduction of over 100 percent.
- APR Nomination 21MV would generate approximately 900 more average daily trips than the land uses allowed under the current Plan option. However, the net impact of these two nominations results in reductions in both peak hour trips and average daily trips. As a result, the transportation plan for the area would not need to be changed.
- Access to this site is from Richmond Highway and from Buckman Road. Richmond Highway is shown on the Transportation Plan map to require major improvements. During rezoning, care should be taken to provide the type of retail facilities that would

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serve the local neighborhood community and not attract much traffic from Richmond Highway.

- The transportation issues associated with any development of the subject parcels, particularly those associated with access will need to be adequately addressed during the course of the normal rezoning review process. The development plan should address overall circulation patterns, turning movements, signalization, parcel consolidation, pedestrian circulation, safety issues, and transit amenities. Internal circulation and access issues as well as safety issues (particularly pedestrian related), are of primary concern. Dedication of right-of-way for sidewalk, roadway improvements/widening, transit, and associated easements may be required.
- 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 Virginia Department of Transportation (VDOT). Any amendment to the Comprehensive Plan that would generate 5,000 additional vehicle trips per day, assuming the highest density permissible, would trigger a review by VDOT. This review is also commonly referred to as “VDOT 527” or “Chapter 527”. Upon review of the highest density currently allowed under the Comprehensive Plan and the proposed amendments, neither nomination would require a VDOT Chapter 527 review.

#### Parks and Recreation

- Existing nearby parks (Martin Luther King, Jr. Park, Little Hunting Creek Park, Vernon Heights Park, Mount Vernon Woods Park, and George Washington Community Park) will meet only a portion of the demand for parkland generated by residential development in the service area of the nominations. In addition to parkland, the recreational facilities in greatest need in the Mount Vernon Planning District include rectangular fields, adult softball fields, basketball courts, playgrounds, neighborhood skate parks and trails. The nomination references the addition of the school site on Buckman Road to the park inventory. However, this property remains in the ownership of the School Board of Fairfax County and is not considered parkland.
- The Comprehensive Plan for the Mount Vernon Planning District establishes provision of Urban and Neighborhood Parks and facilities in conjunction with new development as a major park and recreation objective. Additionally, as mentioned previously, guidance for Suburban Neighborhood Area 4 between Hybla Valley/Gum Springs and South County Center CBCs provides additional conditions to be satisfied coincident with the higher density option. Several of these conditions include the provision of useable, well-landscaped open space; that outdoor residential recreation areas are not located in areas with projected noise levels in excess of DNL 65dBA; preservation of trees of value, if feasible; and contributions to offset park and recreational deficiencies through dedication of land (2.5-4 acres if on-site, 3-4 acres if off-site) or funds to the Park Authority. Additional conditions include provision of appropriate neighborhood park recreation facilities as well as urban park features.
- In total, these proposals could allow for a potential increase in residents within the Mount Vernon Planning District by approximately 603 individuals—264 within the limits of APR 09-IV-20MV and 339 within the limits of APR 09-IV-21MV. Residents will need access to park and recreation facilities on site or nearby.

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- The retention of the existing plan text as it relates to the design of open space, preservation of trees of value and the parameters to offset park and recreational deficiencies, including the provision of urban park features, is recommended. Additional guidance may be added to clarify the responsibility of each application toward the contribution of park dedication. However, each of these conditions would continue to well serve any future development at the proposed densities as well as the surrounding community and are worded in ways that provide flexibility and reasonableness.
  - The Comprehensive Plan Trails Map identifies the Interstate Route One Bikeway across the application's frontage on Route 1. Continuation of this cross-country bicycle route would improve non-motorized access to parks from commercial and residential areas and increase connectivity between park sites.

#### Natural and Cultural Resources

- Both APR nomination areas are located directly upstream of parkland on Little Hunting Creek. This area experiences excessive stormwater flows during storm events due to lack of adequate detention and treatment. It is recommended that all redevelopment on the subject properties be required to detain stormwater on site and provide 24-hour extended detention for the one-year storm. To further enhance the protection of natural and water resources in the Little Hunting Creek watershed and stream valley, to the extent possible, stormwater management facilities should be designed to approximate the pre-development hydrograph.
- Two parcels within the area of APR nomination 21MV contain two architectural sites, VDHR#029-4143 (Fairfax County Architectural Site #101-2A03) and VDHR#029-5144 (Fairfax County Architectural Site #101-2A04). Both sites were built between 1937 and 1953. The area of these APR nominations also lies in the heart of the Gum Springs tract, which was given by George Washington to his freed slave, West Ford. The area is particularly sensitive to the County's African American heritage. Although portions of the property have been surveyed, others have not. Any relatively undeveloped parcels that have not been surveyed should be addressed by a Phase I archaeological survey, and, as warranted, a Phase II significance assessment and Phase III data recovery.

#### Schools

- The subject properties are served by Riverside Elementary School, Whitman Middle School, and Mount Vernon High School.
- The addition of 121 townhouse units in 09-IV-20MV would result in approximately 46 students: 25 elementary, 7 middle school, and 14 high school students. The addition of 180 low-rise multifamily units in 09-IV-21MV would result in approximately 42 students: 24 elementary, 6 middle school, and 12 high school students.
- In school year 2009-2010, none of the schools affected by the nomination will be experiencing a deficiency in capacity. It is noted that capacity enhancement funding was approved in the 2009 Bond Referendum for Whitman Middle School with a completion date for the 2011-12 school year. However, there is projected to be a capacity deficit at Whitman Middle School for the 2014-2015 school year.

Water

- Water service in the subject area is served by Fairfax Water, which is a non-profit Water Utility that serves Northern Virginia. Providing service to a more intense, mixed-use development would likely require a looped water main configuration to accommodate reliability, water quality, and fire protection needs. It should be noted that transmission system improvements are anticipated along the Richmond Highway Corridor. Coordination of land development activity with these improvements will be necessary. Individual developers would be responsible for extending lines to their development and would make these commitments during the rezoning and development process.
- As the area transitions from suburban to urban water system infrastructure improvements and expansion will ultimately be required. In addition to the proposed transmission main, affected facilities include supporting pumping stations located in the Gum Springs and Hybla Valley sections of Route 1 and water storage facilities at Beacon Hill.

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ATTACHMENT I

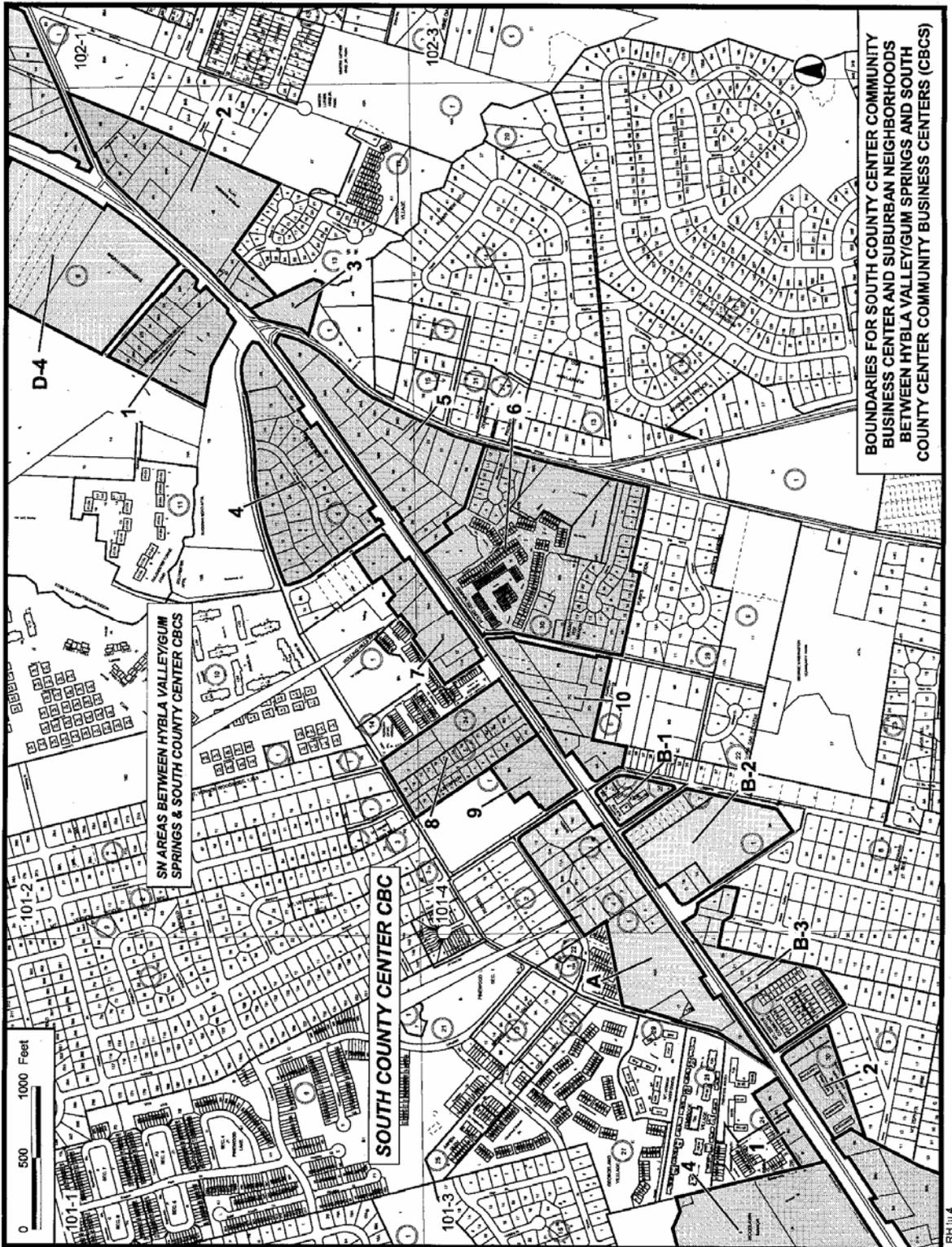
PRELIMINARY STAFF RECOMMENDATION

**MODIFY:** Fairfax County Comprehensive Plan, 2007 Edition, Area IV, Mount Vernon Planning District, Richmond Highway Corridor, as amended through 8-3-2009, page 52-55:

- “4. The area fronting on the west side of Richmond Highway south of its intersection with Buckman Road to Janna Lee Avenue is planned for townhouse-style office and neighborhood-serving retail use up to .25 FAR to provide a transition to the adjacent single-family neighborhoods. The remainder of the land unit is planned for residential use at 2-3 dwelling units per acre. As an option, a mix of predominantly residential use up to 25 dwelling units per acre with 50,000 – 80,000 square feet of use consisting of office and ground floor retail may be appropriate if the area is redeveloped in accordance with Appendix 8 of the Land Use section of the Policy Plan “Guidelines for Neighborhood Redevelopment,” and all of the following conditions are met:

Phasing and Land Use:

- The non-residential component of the project is constructed and completed with the first phase of the development to ensure its compatible integration. A minimum of 70,000 square feet of commercial space comprised of a minimum of 60,000 square feet of office use and a minimum of 10,000 square feet of retail use is desired. Retail uses should be located on the ground floor of office buildings. Freestanding retail uses are discouraged.



• FIGURE 11

**Design:**

- Complete parcel consolidation is desired. If total consolidation is not achieved, the development plan should demonstrate how the unconsolidated parcels could be integrated within the project at a later date, and buffered from the development in the interim.
- High quality, pedestrian-oriented architectural and landscape design, and other elements contained in the Urban Design Recommendations for the Richmond Highway Corridor are incorporated.
- Buildings provide appropriate transition in scale and mass from Richmond Highway towards existing adjacent residential areas along Buckman Road and Janna Lee Avenue.
- A mix of unit and building types including mid-rise structures are provided to create open space.
- Useable, well-landscaped open space is provided throughout the site.
- Landscaping is employed to offset the effect of parking lots, driveways and pavement areas adjacent to the commercial and residential structures.
- All stacked townhouses and multi-family units are designed such that they include doors, windows, and recessed balconies in the front and rear elevations to ensure an attractive “front door” appearance from all sides. Commercial buildings designed to provide an attractive appearance on all sides. Building materials of the highest quality should be used.

**Environment:**

- Residential development is not located in any portion of the site with projected highway noise exposures exceeding DNL 75 dBA, and outdoor residential recreation areas are not located in areas with projected noise levels in excess of DNL 65 dBA. Full mitigation should be achieved through appropriate design of the site, and the design and construction of buildings. Noise walls along Richmond Highway are not appropriate.
- Trees determined to be of value by the Urban Forester are preserved if feasible.

**Parks and Recreation:**

- The existing park and recreation deficiencies are offset through provision of neighborhood park land through a dedication to the Park Authority of 2.5 to 4 acres, if provided on-site, or 3 to 4 acres, if provided off-site. As a substitute, funds may be dedicated to the Park Authority for off-site land acquisition and/or facilities. Appropriate neighborhood park recreation facilities should also be provided. In addition, urban park features should be integrated within the site, such as plazas, gathering spaces, special landscaping, street furniture, and pedestrian amenities.

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Transportation and Pedestrian Circulation:

- Capacity issues associated with the Buckman Road/Mt. Vernon Highway/Richmond Highway intersection are resolved with the dedication of right-of-way for an interchange. If right-of-way for an interchange is not provided, Richmond Highway should be improved to a six-lane divided highway with a raised median between Janna Lee Avenue and Buckman Road.
- Primary access is provided via Janna Lee Avenue and Buckman Road. Vehicular access from Richmond Highway is limited to one right turn in and one right turn out access point only with a possibility of a pick up/drop off area along the highway frontage.
- Janna Lee Avenue between Richmond Highway and Buckman Road is improved and modifications of the Janna Lee/Richmond Highway intersection are made to achieve efficient circulation patterns.
- Continuous sidewalks and trails within a streetscape consistent with the Richmond Highway Corridor guidelines are provided along Richmond Highway, Janna Lee Avenue and Buckman Road. Hard surface material that enhances the corridor's urban character should be used. Within the site, trails and sidewalks are provided to create a pedestrian friendly environment and to connect the site with transit services along the Richmond Highway corridor and surrounding areas.
- An effective Transportation Demand Management (TDM) program applicable to residential and non-residential uses that utilizes a combination of measures as deemed appropriate by the Department of Transportation is provided. These measures may include shuttle services, transit subsidies, vanpool or carpool matching services and bus shelters as well as telework office space with advanced telecommunication systems. The program should be monitored periodically.

As a second option for a subset of Area 4 (Tax Map Parcels 101-2 ((1)) 22,23; 101-2 ((5))(2) 13-15; and 101-2 ((5))(3) All), development of residential use at a density of 8-12 dwelling units per acre may be appropriate if the area is redeveloped in accordance with Appendix 8 of the Land Use section of the Policy Plan "Guidelines for Neighborhood Redevelopment," and all of the following conditions are met. Construction of the residential units may be phased.

Design:

- Complete parcel consolidation is desired. If total consolidation is not achieved, the development plan should demonstrate how the unconsolidated parcels could be integrated within the project at a later date, and buffered from the development in the interim.
- High quality, pedestrian-oriented architectural and landscape design, and other elements contained in the Urban Design Recommendations for the Richmond Highway Corridor are incorporated.
- Useable, well-landscaped open space is provided throughout the site.
- Landscaping is employed to offset the effect of parking lots, driveways and pavement areas adjacent to structures.

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- All townhouses are designed such that they include doors, windows, and recessed balconies in the front and rear elevations to ensure an attractive “front door” appearance from all sides. Building materials of the highest quality should be used.

Environment:

- Residential development is not located in any portion of the site with projected highway noise exposures exceeding DNL 75 dBA, and outdoor residential recreation areas are not located in areas with projected noise levels in excess of DNL 65 dBA. Full mitigation should be achieved through appropriate design of the site, and the design and construction of buildings. Noise walls along Richmond Highway are not appropriate.
- Trees determined to be of value by the Urban Forester are preserved if feasible.

Parks and Recreation:

- The existing park and recreation deficiencies are offset through provision of neighborhood park land through a dedication to the Park Authority of 2.5 to 4 acres, if provided on-site, or 3 to 4 acres, if provided off-site. As a substitute, funds may be dedicated to the Park Authority for off-site land acquisition and/or facilities. Appropriate neighborhood park recreation facilities should also be provided. In addition, urban park features should be integrated within the site, such as plazas, gathering spaces, special landscaping, street furniture, and pedestrian amenities.

Transportation and Pedestrian Circulation:

- Capacity issues associated with the Buckman Road/Mt. Vernon Highway/Richmond Highway intersection are resolved with the dedication of right-of-way for an interchange. If right-of-way for an interchange is not provided, Richmond Highway should be improved to a six-lane divided highway with a raised median between Janna Lee Avenue and Buckman Road.
- Primary access is provided via Rolling Hills Avenue.
- Janna Lee Avenue between Richmond Highway and Buckman Road is improved and modifications of the Janna Lee/Richmond Highway intersection are made to achieve efficient circulation patterns.
- Continuous sidewalks and trails within a streetscape consistent with the Richmond Highway Corridor guidelines are provided along Richmond Highway, Janna Lee Avenue and Buckman Road. Hard surface material that enhances the corridor’s urban character should be used. Within the site, trails and sidewalks are provided to create a pedestrian friendly environment and to connect the site with transit services along the Richmond Highway corridor and surrounding areas.
- An effective Transportation Demand Management (TDM) program applicable to residential and non-residential uses that utilizes a combination of measures as deemed appropriate by the Department of Transportation is provided. These measures may include shuttle services, transit subsidies, vanpool or carpool matching services and bus shelters as well as telework office space with advanced telecommunication systems. The program should be monitored periodically.”