



# PROPOSED COMPREHENSIVE PLAN AMENDMENT

ITEM: S08-IV-RH1  
November 6, 2008

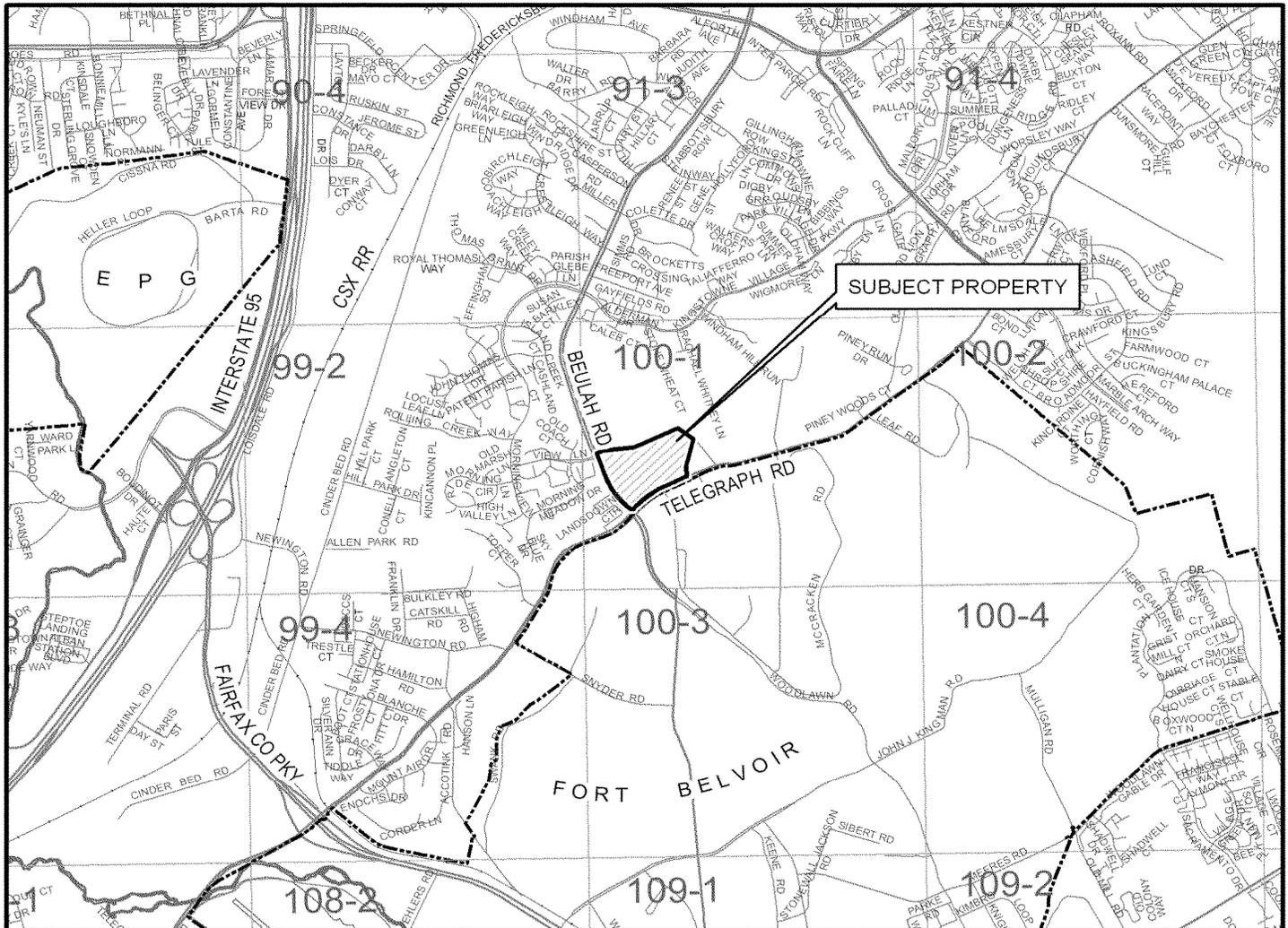
**GENERAL LOCATION:** Parcels bounded by Beulah Street and Telegraph Road  
**SUPERVISOR DISTRICT:** Lee, Mt. Vernon  
**PLANNING AREA:** IV  
**PLANNING DISTRICT:** Rose Hill, Springfield  
**SUB-DISTRICT DESIGNATION:** Lehigh Community Planning Sector (RH1) and Newington Community Planning Sector (S6)  
**PARCEL LOCATION:** 100-1 ((1)) 9pt., 11A, 11A1, 14, 15

**PLANNING COMMISSION PUBLIC HEARING:** Thursday, November 20, 2008 @ 8:15 P.M.  
**BOARD OF SUPERVISORS PUBLIC HEARING:** Monday, December 8, 2008 @ 4:00 P.M.  
**PLANNING STAFF DOES RECOMMEND THIS ITEM FOR PLAN AMENDMENT**

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



Reasonable accommodation is available upon 7 days advance notice. For additional information about accommodation call (703) 324-1334.



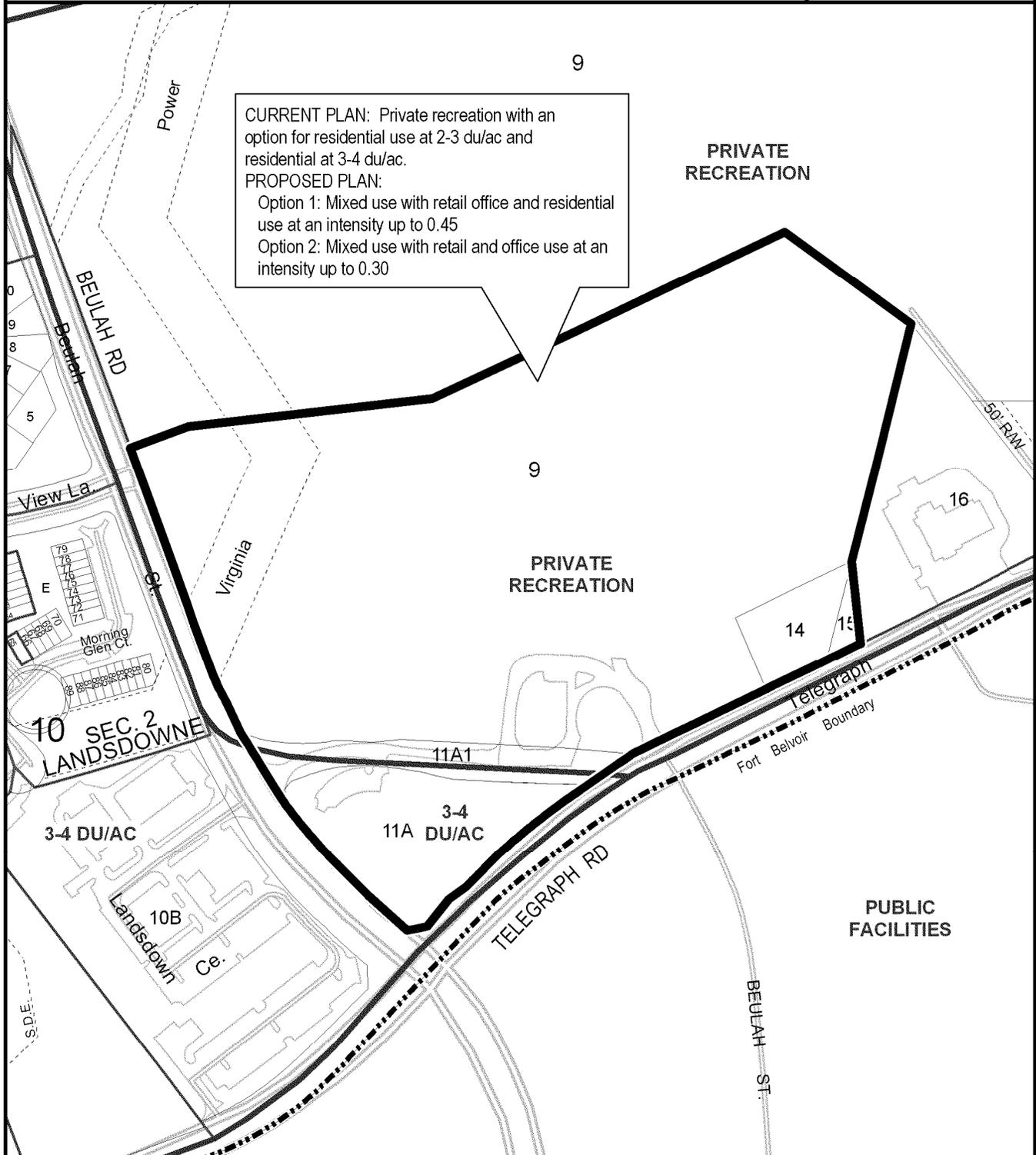
3000 FEET

PREPARED BY THE DEPARTMENT OF PLANNING AND ZONING USING FAIRFAX COUNTY GIS



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

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300 FEET

PREPARED BY THE DEPARTMENT OF PLANNING AND ZONING USING FAIRFAX COUNTY GIS  
PARCEL INFORMATION CURRENT TO OCTOBER 2008

**STAFF REPORT FOR PLAN AMENDMENT S08-IV-RH1****BACKGROUND**

On February 11, 2008, the Board of Supervisors (Board) authorized Plan Amendment (PA) S08-IV-RH1 for property owned by the Hilltop Sand and Gravel Company (tax map parcels 100-1((1))9pt., 11A, 11A1, 14, 15) located at the intersection of Beulah Street and Telegraph Road. The Board directed staff to evaluate a mix of retail, office and possibly residential uses on the 33-acre subject property.

The Board further directed staff to accept and concurrently process rezoning and special exception applications. The concurrent rezoning (RZ/FDP 2008-LE-003) seeks to rezone the subject area from I-3 and R-1 to PDC. An initial submission sought mixed use development, with a residential component at an intensity up to .41 FAR. The submission was revised on October 17, 2008 to eliminate residential use, and request retail and office uses at an intensity up to .25 FAR. For the purpose of the Plan Amendment, both development scenarios are examined.

**CHARACTER OF THE PROPERTY**

The 33-acre subject property is located on the north side of Telegraph Road and the east side of Beulah Street at the intersection of these two thoroughfares. The subject property is located within the Lee and Mount Vernon Magisterial Districts. Comprehensive Plan guidance for the area is found in the Lehigh Community Planning Sector (RH4) in the Rose Hill Planning District, and the Newington Community Planning Sector (S6) in the Springfield Planning District. Tax map parcels 100-1((1))9pt., 11A1, 14 and 15 are planned at the baseline level for private recreation with an option for residential use at 2-3 (du/ac); tax map parcel 100-1((1))11A is planned for residential use at 3-4 du/ac. The majority of the subject property is zoned I-3, with the exception of parcels 11A and 11A1 which are zoned R-1. A portion of parcel 9 within the subject area was part of the now closed debris landfill. Parcel 11A is developed with a private athletic field. Parcel 11A1 is vacant and wooded and borders Old Beulah Street. Parcels 14 and 15 are vacant but are being used as storage areas for vehicles related to the landfill operation, and contain wooded areas in close proximity to Telegraph Road.

**CHARACTER OF THE AREA**

The subject property is mostly located in the Lehigh Community Planning Sector (RH4). The central portion of the sector consists of much of the land formerly known as the Lehigh Tract. This large tract extended from slightly south of Franconia Road to the Newington area, between Beulah Street and Telegraph Road. The area was used for many years for natural resources extraction; the worked-out gravel pits have been one of the physical constraints on development in the sector. Much of the land within this sector not formerly used for gravel operations contains marine clay soils with unstable characteristics. The presence of steep slopes, which are

considered unsuitable for construction, have also influenced the pattern of development in the surrounding area, now developed as Kingstowne, Island Creek, and Manchester Lakes.

On the subject parcel itself, a Virginia Power easement containing overhead power lines and the former landfill area limit the use of the site. The former landfill encompasses the northern portion of the subject area and extends farther north beyond the subject area. An active Hilltop Sand and Gravel landfill operation is located to the north of the former landfill and the Hilltop Golf Club (golf course) is located to the northeast. Both the landfill and golf course are planned for private recreation with options for low density residential development. The Kingstowne fire station abuts the subject property on the east on parcel 16 and is planned for governmental use. Fort Belvoir is located to the south across Telegraph Road. To the west along Beulah Street are the Lansdowne Shopping Center and residential communities. This area is planned for residential use at 3-4 du/ac, and developed with a mix of townhouses and single family detached units.

## **PLANNING HISTORY**

The subject area has been the focus of several land use proposals over the past ten years. On May 11, 1998 the Board authorized Out-of-Turn Plan Amendment S98-IV-RH1. The subject property contained tax parcels 100-1((1))9, 14,15,17,19, 20 and 23A, and included the Hilltop Landfill and adjacent parcels, which were also the subject of rezoning, special permit, and special exception applications requesting a golf course, a miniature golf course, improvements to an existing golf driving range and related uses. The Plan Amendment proposed to add an option for private recreation uses to the base recommendation of residential at 3-4 du/ac. On June 24, 1998 the Planning Commission recommended that the Board amend the Comprehensive Plan to add an option for commercial recreation uses, such as miniature golf and batting cages, on the southern portion of tax parcel 100-1((1))23A. On July 13, 1998 the Board approved the Planning Commission's recommendation.

On June 3, 2002, the Board of Supervisors reduced the residential density for parcels 100-1((1))9pt., 14, 15, 17 and 23A from residential use at 3-4 du/ac to 2-3 du/ac as part of Telegraph Road Corridor study, Plan Amendment 2000-17.

The owners of the subject property filed Area Plan Review Nomination 02-IV-7RH during the 2002 South County Area Plans Review. The Planning Commission rejected the nomination because the subject area had been reviewed as part of the Telegraph Road Corridor Special Study, which was adopted in June 2002. The Citizen's Guide to the 2002 South County Cycle Area Plans Review excluded land areas from the APR process that were included in special studies authorized or adopted by the Board of Supervisors since January 2000. To enable further consideration of the Comprehensive Plan guidance for the Hilltop property, however, the Board authorized an Out-of-Turn Plan Amendment and requested that it be considered in tandem with the schedule established for the Lee District APR nominations during the South County APR process.

The proposed 2002 Plan Amendment included a larger area than the current proposal, encompassing tax parcels 100-1((1))9, 14, 15, 17, 23A, 24 and 25. This area included approximately 185 acres. The original proposal was for a mixed-use development consisting of 740 predominantly multifamily residential units, retail uses up to .35 FAR and 100,000 square feet of retail space, and a golf course. The residential and retail uses were to be developed on a 26-acre area of the site located at the intersection of Beulah Street and Telegraph Road. The nomination was subsequently modified by reducing the residential component to between 475-490 units. On October 23, 2002 the Planning Commission recommended denial of the proposed Plan Amendment and to retain the adopted Plan guidance for private recreation and residential uses at 2-3 du/ac. The Board also voted to deny the proposed Plan Amendment on November 18, 2002.

### **ADOPTED COMPREHENSIVE PLAN**

The Fairfax County Comprehensive Plan, Policy Plan, 2007 Edition, Land Use, Amended through 12-3-2007

Page 5:

**“Objective 8: Fairfax County should encourage a land use pattern that protects, enhances and/or maintains stability in established residential neighborhoods.**

Policy a) Protect and enhance existing neighborhoods by ensuring that infill development is of compatible use, and density/intensity, and that adverse impacts on public facility and transportation systems, the environment and the surrounding community will not occur.”

Page 8:

**“Objective 12: The location and level of development intensity should be utilized as a means of achieving a broad range of County goals.**

Policy b) Limit development intensity to that which can be accommodated at acceptable levels of service with consideration of the cumulative, long-term impacts of development on the adequacy of public facilities and transportation systems;

Policy d) Locate development intensity in a manner which assists in achieving appropriate community character;

Policy e) Place appropriately located mixed-use development at intensities that will enhance the production of affordable housing;

Policy f) Limit development intensity to levels which can be reasonably accommodated by planned public facilities and transportation systems in general accord with the guidelines and standards located elsewhere in the Plan.”

Page 9:

**“Objective 13: The pace of development in the County should be in general accord with the Comprehensive Plan and sustainable by the provision of transportation and public facilities.**

Policy a) Influence the timing of development to coincide with the provision of transportation and other necessary public improvements;

Policy b) Make provisions for new residential and non-residential development to meet the projected demand for public facilities on-site and/or contribute to the acquisition of nearby property to meet this demand;

Policy d) Require the proportionate participation of all development in fully mitigating impacts to public facility and transportation capacity.”

Page 9:

“Objective 14: **Fairfax County should seek to achieve a harmonious and attractive development pattern which minimizes undesirable visual, auditory, environmental and other impacts created by potentially incompatible uses.**

Policy c) Achieve compatible transitions between adjoining land uses through the control of height and the use of appropriate buffering and screening;

Policy f) Utilize urban design principles to increase compatibility among adjoining uses;

Policy h) Utilize landscaping and open space along rights-of-way to minimize the impacts of incompatible land uses separated by roadways;

Policy i) Minimize the potential adverse impacts of the development of frontage parcels on major arterials through the control of land use, circulation and access.”

The Fairfax County Comprehensive Plan, 2007 Edition, Area IV, Rose Hill Planning District, RH4-Lehigh Community Planning Sector,  
Amended through 9-24-2007, page 69:

“45. At such time as the Hilltop landfill ceases operation and is properly reclaimed, any alternative use of the site will require extensive review and significant engineering measures. The property is planned for private recreation; however, residential use at 2-3 dwelling units per acre may be considered on portions of the property if sufficient documentation can be provided to verify that the landfill site is suitable and safe for building. Restoration or re-use of any historic structures on the property should be explored.”

“46. Parcels 100-1((1))14, 15, 17, 19, 20, and 23A are planned for private recreation with an option for residential use at 2-3 dwelling units per acre. It is recommended that they be consolidated, with any private recreation development that takes place on the site of the Hilltop landfill. A commercial recreation facility may be appropriate on the southern part of parcel 23A with screening sufficient to minimize its off-site impacts. If parcels 19 & 20 are consolidated and develop independently of the recreational area, interparcel access to parcel 23A should be provided.”

## **PROPOSED PLAN AMENDMENT**

The February 11, 2008 Board authorization directed staff to accept and concurrently process a Plan Amendment (PA), as well as rezoning and special exception applications. The Board also gave staff latitude to determine if this amendment should be reviewed by the special Area Plans Review Task Force focusing on Fort Belvoir Base Realignment and Closure (BRAC) activities. After it was concluded that the amendment was not specifically BRAC-oriented, a review schedule independent of the BRAC effort was

established, although the item was presented to the BRAC Area Plans Review Task Force for information.

Two possible development alternatives, which are summarized on the chart below, have been evaluated, as both are within the scope of the Board authorization. Alternative 1 reflects the initial rezoning submission, while Alternative 2 reflects the current submission.

**Description and Quantification of Scenarios**

<b>Alternative 1 with Residential Use</b>			<b>Alternative 2 without Residential Use</b>	
<i>Use</i>	<i>Square feet</i>	<i>Dwellings</i>	<i>Use</i>	<i>Square feet</i>
Grocery	150,000		Grocery	150,000
Retail	90,155		Retail	104,000
Office	160,555		Office	113,000
Residential	188,657	172 units	Residential	NA
Total	589,367		Total	367,000
FAR	0.41		FAR	0.25

Alternative 1 reflects a mix of residential, office and retail uses as shown on the RZ/FDP 2008-LE-003 plan, dated February 12, 2008. The development represents an intensity of .41 FAR consisting of:

- 150,000 square feet (s.f.) grocery store;
- approximately 90,000 s.f. as a combination of first floor retail, retail strip and two commercial pad sites;
- 170,400 s.f. of office distributed among one freestanding 4-story building and above retail in three two-story buildings; and
- 172 multifamily units in a 4-story building.

Alternative 2 eliminates residential use and consists of retail and office use at an intensity of .25 FAR, which includes:

- 150,000 s.f. grocery store;
- approximately 104,000 of retail use in two, one-story retail buildings, one combined ground floor retail and office building, and two pad sites; and
- approximately 113,000 square feet of office in one stand-alone, 4-story office building and one combined ground floor retail and office building.

The number of new vehicular trips generated by either of the proposed changes triggers a Virginia Department of Transportation review of the Plan Amendment and one of the rezoning applications. As previously stated, the proposed PA includes five parcels within the Lehigh and Newington Community Planning Sectors (Tax Maps 100-1 ((1))9pt., 11A, 11A1, 14 and 15.

## Concurrent Rezoning and Special Exception Applications

The proposed PA is concurrent with rezoning applications RZ-2008-MD-003, RZ-2008-LE-001, RZ-2008-LE-002, RZ-2008-LE-003 and special exception amendments SEA 2005-LE-027 and SEA 78-L-074-06 dated October 17, 2008. Of these, the most informative for the Plan Amendment is rezoning application RZ-2008-MD-003, which proposes to rezone 33 acres of land located at the northeast quadrant of the intersection of Beulah Street and Telegraph Road on tax parcels 100-1((1))9pt., 11A, 11A1, 14 and 15 from the I-3 industrial district and the R-1 residential district to the PDC planned development commercial district. The other applications relate to the landfill and proposed recreation area outside the subject parcels.

## ANALYSIS

### Land Use

#### *Alternative 1: Mixed-Use Village Center*

The first alternative proposes to create a mixed-use village center development anchored with a large grocery store use, in a suburban location that is characterized by single-use properties. The nearest grocery store in the area is more than half a mile away, located on Telegraph Road. There is no grocery store of this size located in the area. The proposed office uses may meet a demand for office space as a result of expansion of facilities at Fort Belvoir.

A central question to be answered is whether a successful village center can be created through this mix of uses. To meet this standard, a village center should create a sense of place. The uses in the center should be those that can be well-integrated and offer, for example, retail and other services along the street level in multi-story buildings. The uses should also be of a scale and type that can be oriented to and served by a grid system of streets. Such a scale of buildings would complement and frame elements such as wide sidewalks, benches and landscaping that are necessary to invite pedestrian use.

Alternative 1 reflects a desire to accommodate a large stand-alone retail store and supporting surface parking on approximately half the site. The perceived and functional orientation to the automobile is exacerbated by pad sites and more surface parking on other parts of the site. The large amount of surface parking and stand-alone buildings are at odds with the notion of creating a pedestrian-oriented, mixed-use village center environment. With respect to intensity, the proposed development potential of .41 FAR would greatly exceed that of the area surrounding the Hilltop site, which contains lower density residential, retail and service uses. Better building clustering and more structured parking could provide opportunities for increased buffering and better transitions, but as mentioned previously, the character of the proposed retail uses, with the desire for large amounts of surface parking, precludes the creation of a more compact design.

A successful village center should include open space such as a signature urban plaza that forms the central focus, with sufficient gathering places for residents, employees, and

shoppers. Also, there should be additional, smaller green space areas distributed throughout the site.

The site design, height (including building), and intensity proposed for the subject property should provide a cohesive and complementary development pattern to achieve appropriate transitions to the surrounding uses, which are generally less intensively developed than that proposed. The appearance of buildings and surface parking lots should be softened with landscape treatments. The inclusion of residential use does not appear to be suitable for the subject property because of the type and orientation of retail uses. Moreover, the proposed location of the residential building along Telegraph Road may not be compatible with the need to protect secure facilities at Fort Belvoir.

#### Alternative 2: Suburban Shopping Center with Office Uses

The second alternative eliminates residential use and reduces the intensity to just over .25 FAR. As shown on the development plan associated with the rezoning, residential use has been replaced by two stand-alone retail buildings, slightly increasing the amount of this use on the site. Conversely, office use has been reduced. A 4-story office building and 4-story parking structure would front on Telegraph Road, with one of the pad sites in the northwest corner of the site, and one fronting on Telegraph Road.

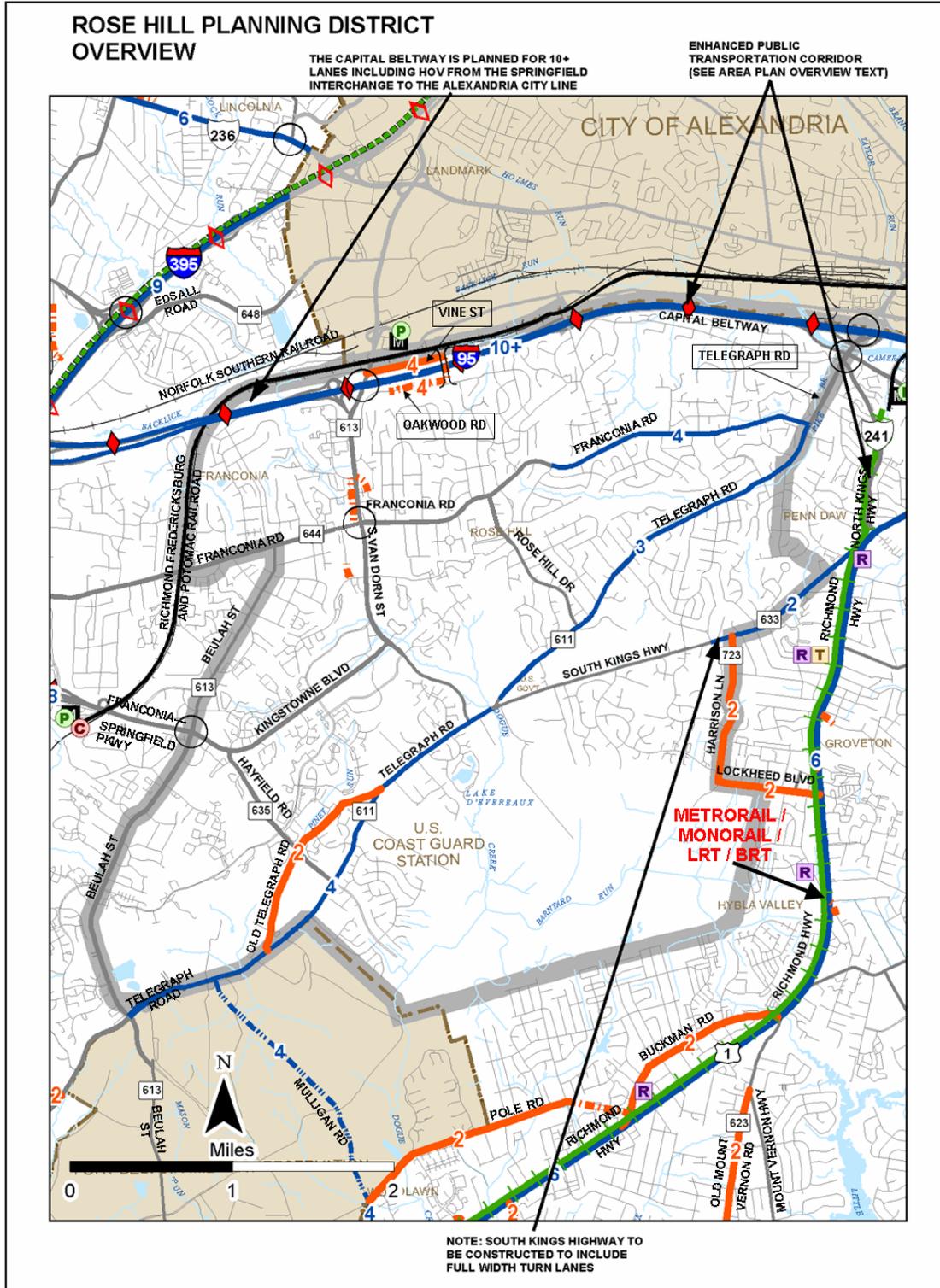
This second alternative would accommodate a more traditional shopping center design, which is in keeping with the desire to provide an opportunity for a large (150,000 s.f.) grocery store to be located on the site. However, achieving a high quality development is still an important consideration. Building orientation, façade treatments to avoid blank walls, pedestrian amenities and open space amenities with pedestrian connections to properties in the surrounding area are design elements that should be addressed. Additionally, Fort Belvoir should be consulted regarding the height of buildings along Telegraph Road to address possible security concerns.

#### Transportation

As the map on the following page shows, the Comprehensive Plan calls for the construction of Mulligan Road through Fort Belvoir. With the construction to the of the future Mulligan Road connector, the potential exists for significant through travel movements from the segment of Beulah Street that is north of Telegraph Road to the future Mulligan Road that will be south of Telegraph Road. Telegraph Road is proposed as a four lane cross-section between Telegraph Road and Leaf Road. Consideration should be given to expanding the portion of Telegraph Road adjacent to the proposed development for additional turn lane right-of-way.

Optimally, site access along Beulah Street at Lansdowne Center Drive should be considered the main entrance to the retail center. However, the increased traffic caused by vehicles wishing to access both the Lansdowne Shopping Center and the proposed retail center, and increased traffic from the future Mulligan Road may prevent adequate

FAIRFAX COUNTY COMPREHENSIVE PLAN, 2007 Edition  
Rose Hill Planning District, Amended through 9-24-2007  
Overview



functioning of the intersection of Beulah Street and Lansdowne Center Drive. Should it be determined that this is the case, then the main entrance should be relocated to one of the other two access points to the site further north at the View Lane intersection or on Telegraph Road. It is recommended that bus transit stops and accompanying shelters be provided along Telegraph Road and along Beulah Street.

In addition, the potential exists for conflicts between vehicles queuing in the left turn lane along southbound Telegraph Road that wish to enter Fort Belvoir via the Beulah Street entrance, and northbound traffic on Telegraph Road turning left into the proposed Hilltop Village Center. A turning movement analysis should be conducted to ensure that queues do not spill back into the through lanes of Telegraph Road.

Currently, the intersection of Beulah Street and Telegraph Road functions at Level of Service (LOS) "D" in the AM peak hour of travel and at LOS "C" in the PM peak hour of travel (Fairfax County 2008 BRAC-Related APR Existing Conditions Report, p.224). Transportation improvements to maintain at least a LOS D should be provided. If such improvements are not possible, the intensity should be reduced accordingly.

The proposed plan would generate 22,087 vehicle trips over the Current Plan (800 trips maximum) and would generate 782 trips in the AM peak hour of travel and 2,239 trips in the PM peak hour of travel.

This exceeds the 5,000 additional daily trips threshold established by the Chapter 527 regulations and a traffic impact analysis has been submitted to the Virginia Department of Transportation (VDOT) for Traffic Impact Analysis review and comment. This analysis addressed the requirements for the Plan Amendment only and was approved by VDOT on September 18, 2008 in its evaluation report. VDOT agreed with the transportation elements provided in the plan amendment traffic study, specifically:

- The need to maintain adequate capacity on Telegraph Road and Beulah Street.
- Additional turn lanes may be required to the Telegraph road/Beulah Street signal to improve efficiency.
- Coordination required with proper authorities at Fort Belvoir for any changes to Fort Belvoir's existing access.
- Provision for interparcel access to the potential recreational area north of the subject site.
- Provision for pedestrian access and links to existing systems are strongly encouraged.
- In accordance with the Comprehensive Plan, on-street bike lanes or shared use paths should be provided along Telegraph Road and Beulah Street.

- Site development should be phased with transportation capacity.
- Any additional access to Beulah Street to the site should be carefully considered. For example, it is suggested that any proposed entrance to Beulah Street, opposite Lansdowne Centre, be restricted to only one outbound lane to lessen the impact along this roadway.
- Consolidation of vehicle access points should be encouraged.

General Comments:

A Traffic Impact Analysis (TIA) in accordance with 24 VAC 30-155-40 should be provided at the time of any subsequent rezoning for this property. The study should be presented in conformance with the pages 49-52 of the Traffic Impact Analysis Regulations Administrative Guidelines, including:

- Trip generation for each land use
- Independent trip generations for each phase of the traffic analysis
- Signal Warrant Analysis for any proposed traffic signals
- Right turn lane warrants for all site entrances
- Left turn lane warrants for all site entrances

Additional Concerns and Recommendations:

The timing of the State project to widen Telegraph Road along the frontage of this property has not been finalized. Depending on the phase of development, this may require additional road improvements at the time of construction.

Restriction or alteration of any access to the Federal property on the south side of Telegraph Road will require coordination with the appropriate authority and their concurrence with any changes.

**Vehicular Trip Generation**

Scenario	Weekday Daily	Weekday AM Peak Hour		Weekday PM Peak Hour	
		In	Out	In	Out
<u>Current Plan</u>					
Recreation; 32.17 acres	74	1	1	1	2
Residential, single family, 12 units	115	3	7	8	5
<b>Total</b>	<b>189</b>	<b>4</b>	<b>8</b>	<b>9</b>	<b>7</b>
<u>Current Plan with Option</u>					
Recreation; 10.17 acres	24	1	1	1	1
Residential, single family, 81 units	776	16	46	52	31
<b>Total</b>	<b>800</b>	<b>17</b>	<b>47</b>	<b>53</b>	<b>32</b>
<u>Proposed Plan (No Residential)</u>					
Office, general office, 96,000 SF	1,293	160	22	32	154
Office, general office, 15,860 SF	323	38	5	16	80
Wegmans (PHR+A local data)	14,523	238	172	605	605
Retail, shopping center, 90,017 SF	4,539	61	39	203	219
Service, drive-in banks (2); 8,961 SF	2,209	62	49	205	205
<b>Total</b>	<b>22,887</b>	<b>559</b>	<b>287</b>	<b>1061</b>	<b>1263</b>
Proposed Plan comparison to Current Plan (No Residential)	+22,087	+542	+240	+1,008	+1,231

**Parks and Recreation**

The Park Authority’s primary concern is the lack of park and recreational facilities within the proposed area. Alternative 1 would increase that need by converting areas designated for private recreation, with limited residential potential, into a mixed-use development allowing for almost 200 residential units. While Alternative 2 does not include residential use, efforts to reduce the deficit in parks and recreational facilities are needed. Under either alternative, proposed improvements that include ball fields north of the village center site will help alleviate some of the area’s deficiencies. An existing athletic field will be eliminated if the proposal is implemented. New on or offsite fields or contributions to such facilities would offset this loss.

**Environment**

There are no Resource Protection Areas or Environmental Quality Corridors on the subject property. Tree cover is very limited, there are some small areas of tree cover on the fringes of the site that may be worthy of preservation.

It is recommended that the proposed development meet or exceed the County's policy for green buildings, as contained in Objective 13 of the Environment section of the Policy Plan of the Comprehensive Plan. This means that buildings and their associated landscapes should be designed to use energy and water resources efficiently and to minimize short and long term negative impacts on the environment and occupants of the buildings. This also means that certification that green building standards by the U.S. Green Building Council's Leadership in Energy and Environmental Design (LEED) program or other comparable programs should be sought.

Given the proximity of planned development to Telegraph Road, any proposal to develop these parcels should incorporate noise mitigation for proposed new noise sensitive uses.

A portion of the site has been used as a debris landfill for an extended period of time. Methane release and subsidence resulting from the decay and settling of materials within the landfill area are both concerns which will need to be addressed. This will necessitate additional review, comments and possible approvals from both the Virginia Department of Environmental Quality (DEQ) and Fairfax County, Department of Public Works and Environmental Services, (DPWES).

The implementation of low impact development (LID) measures for the parking area including pervious paving should be encouraged. The use of porous pavement design, especially on the perimeter parking spaces is recommended.

### **Schools**

Most of the schools in the area have enough future capacity to handle the new student population that will be created by the proposed residential mixed-use option, with the exception of Island Creek Elementary School which is projected to have a deficit of 67 students by the 2012-2013 school-year. Alternative 1 would add 7 students to this deficit. Alternative 2 would not affect the student population.

### **CONCLUSION**

Both alternatives are dominated by a proposed large grocery store use in the eastern portion of the site that requires a large expanse of surface parking. The bifurcation of the site to support the grocery store diminishes open space and limits pedestrian mobility. Other elements such as pad sites and additional surface parking limit the ability to create a mixed use village center that includes residential uses.

In Alternative 1, the design and orientation of the retail use did not result in the type of integration and pedestrian orientation that is expected in a mixed use village center. For example, the proposed residential use was not connected to open space areas on the site. In Staff's opinion, the mix of uses proposed by Alternative 1 did not function as a whole. Finally, Fort Belvoir expressed concerns that the locating residential use along Telegraph Road at the proposed height of 4-5 stories might raise security issues within Fort Belvoir's boundaries.

Staff believes the office and retail mix offered by Alternative 2 is more suitable for the subject property. By eliminating residential use, the need to create a primarily pedestrian-oriented character in the development is reduced, although amenities geared to customers and workers to reduce the need to drive within the site to accomplish errands or enjoy open space can and should be provided. While the mix of uses in Alternative 2 represents a better solution for the site, building placement is still of concern with regard to the comments received from Fort Belvoir. The height of both the stand-alone office building and its accompanying parking structure (which is also 4 stories) may be inconsistent with the security standards of the installations mentioned earlier. Therefore, the need to involve Fort Belvoir in the review of any zoning proposal is important.

Finally, transportation impacts in the vicinity of the proposed development including increased traffic on both Telegraph Road and Beulah Street as a result of the future Mulligan Road connection need to be addressed, and as do the needs of personnel, employees and customers wishing to access both Fort Belvoir and the proposed Hilltop center from Telegraph Road. There may be conflicts between vehicles travelling southbound on Telegraph Road and turning left into Fort Belvoir, and vehicles travelling northbound on Telegraph Road and turning left into the proposed Hilltop Village Center, therefore, consideration should be given to expanding the portion of Telegraph Road adjacent to the proposed Hilltop Village Center for additional turn lane right-of-way to accommodate the increased vehicular traffic volumes.

## RECOMMENDATION

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

**MODIFY:** Fairfax County Comprehensive Plan, Area IV, 2007 edition, Rose Hill Planning District, as amended through September 24, 2007, RH-4 Lehigh Community Planning Sector, page 69:

45. “At such time as the Hilltop landfill ceases operation and is properly reclaimed, any alternative use of the site will require extensive review and significant engineering measures. The property is planned for private recreation; however, residential use at 2-3 dwelling units per acre may be considered on portions of the property if sufficient documentation can be provided to verify that the landfill site is suitable and safe for building. Consolidation with parcel 100-1((1)) 11A, which is planned for residential use at 3-4 du/ac, is encouraged. Restoration or re-use of any historic structures on the property should be explored. See recommendation 47 for an additional option.
46. Parcels 100-1((1))~~14, 15~~, 17, 19, 20, and 23A are planned for private recreation with an option for residential use at 2-3 dwelling units per acre. It is recommended that they be consolidated, with any private recreation development

that takes place on the site of the Hilltop landfill. A commercial recreation facility may be appropriate on the southern part of parcel 23A with screening sufficient to minimize its off-site impacts. If parcels 19 & 20 are consolidated and develop independently of the recreational area, interparcel access to parcel 23A should be provided.

47. As an option to the guidance found in recommendations 45 and 46, retail and office use up to .30 FAR may be appropriate on parcels 100-1((1))9pt., 11A, 11A1, 14, and 15, if all parcels are consolidated and the site design creates a cohesive and walkable environment. To achieve this goal, high-quality architecture should be provided. In addition, buildings should be oriented to streets and sidewalks, and sufficient open space should be interspersed with retail and office uses to provide usable public gathering areas. Also, the following conditions should be met:

- Taller structures should be located at a sufficient distance from Telegraph Road to avoid conflict with Fort Belvoir security standards. Building tapering, vegetative buffering and screening should be provided as needed on the periphery to create a transition to the surrounding areas;
- The development is encouraged to meet U.S. Green Building Council's Leadership in Energy and Environmental Design (LEED) standards or other comparable programs with third party certification. The impervious nature of hard surfaces should be offset through approaches such as providing vegetated planting strips in surface parking lots;
- A grocery store use is appropriate on the eastern portion of the property. An outdoor café or seating area is desirable as a technique to help integrate this use with the other retail uses proposed on the remainder of the site;
- Multi-story office buildings should include ground-floor retail use and other services where possible;
- Internal roadways, trails, sidewalks and street crossings should connect buildings and open spaces, and link the site to adjoining communities, Fort Belvoir and the Lansdowne Shopping Center. Streetscape treatments should include trees, landscaping, sidewalks, bicycle facilities, street furniture, and various paving textures, to the extent possible;
- If the existing ball field located at the corner of Beulah Street and Telegraph Road is removed as a result of the proposed development, new recreational facilities such as fields, tot lots and pavilions should be provided at some other location on the Hilltop Sand and Gravel property, or a commitment made to make improvements to nearby park/recreation facilities;

- Transportation improvements are provided so that an Approach Level of Service D is maintained at relevant intersections. If such improvements are not possible, intensity should be reduced accordingly;
- The portion of Telegraph Road adjacent to the proposed development should be considered for additional right-of-way to accommodate turn lanes. A turning movement analysis should be conducted to ensure that queues do not spill back into the through lanes of Telegraph Road; and
- Bus transit stops and accompanying shelters should be provided along Telegraph Road and Beulah Street.”

All subsequent recommendations will be renumbered. The Comprehensive Plan map will not change.