



PROPOSED COMPREHENSIVE PLAN AMENDMENT

ITEM: S12-IV-MV1
September 20, 2012

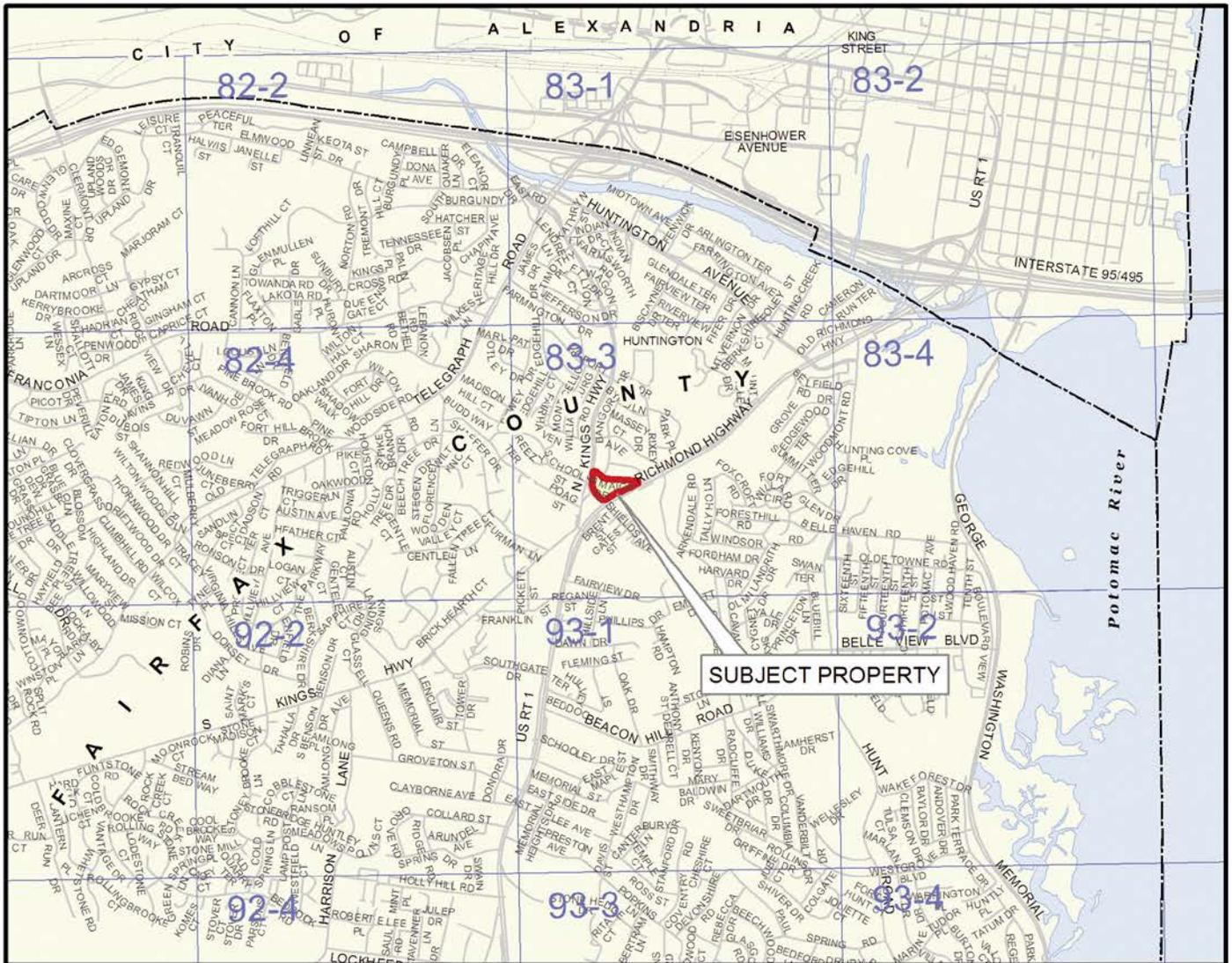
GENERAL LOCATION: East of North Kings Highway, south of Jamaica Drive, west of Richmond Highway.
SUPERVISOR DISTRICT: Mount Vernon
PLANNING AREA: Area IV
PLANNING DISTRICT: Mount Vernon
SUB-DISTRICT DESIGNATION: Land Unit D, Subunit F-1 of Penn Daw CBC and a portion of Land Unit P within the Huntington Transit Station Area.

PARCEL LOCATION: 83-3 ((1)) 22B, 22C, 22D; 83-3 ((9)) (1) A, B, B1, B2, 1, 2, 3, 4, 4A, 5, 5A.
PLANNING COMMISSION PUBLIC HEARING: Thursday, October 4, 2012 @ 8:15 PM
BOARD OF SUPERVISORS PUBLIC HEARING: Tuesday, October 30, 2012 @ 4:00 PM
PLANNING STAFF DOES RECOMMEND THIS ITEM FOR PLAN AMENDMENT

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



Reasonable accommodation is available upon 48 hours 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



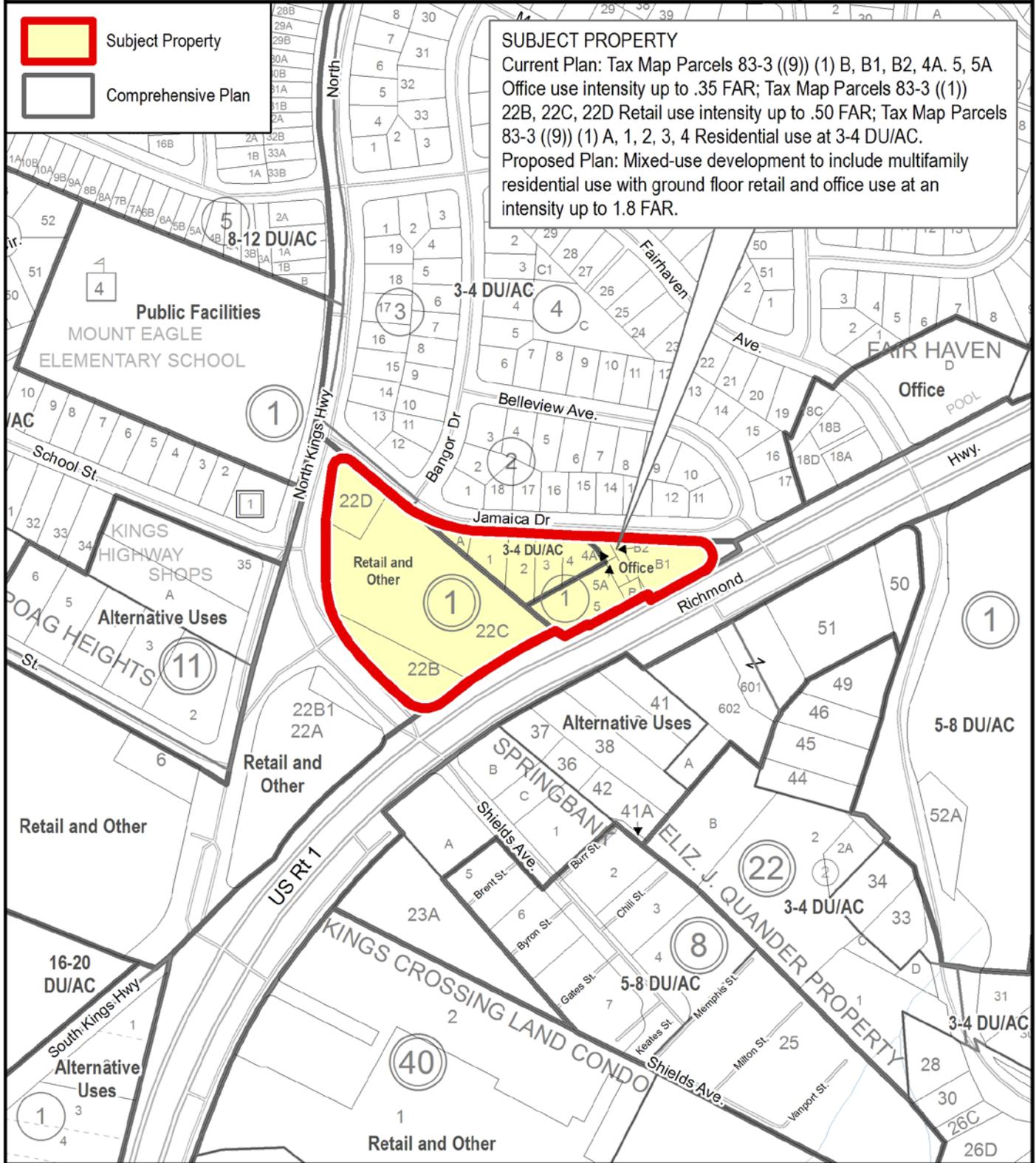
CURRENT PLAN AND PROPOSED CHANGE

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

ITEM: S12-IV-MV1
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-  Subject Property
-  Comprehensive Plan

SUBJECT PROPERTY
 Current Plan: Tax Map Parcels 83-3 ((9)) (1) B, B1, B2, 4A, 5, 5A Office use intensity up to .35 FAR; Tax Map Parcels 83-3 ((1)) 22B, 22C, 22D Retail use intensity up to .50 FAR; Tax Map Parcels 83-3 ((9)) (1) A, 1, 2, 3, 4 Residential use at 3-4 DU/AC.
 Proposed Plan: Mixed-use development to include multifamily residential use with ground floor retail and office use at an intensity up to 1.8 FAR.



300 FEET

PREPARED BY THE DEPARTMENT OF PLANNING AND ZONING USING FAIRFAX COUNTY GIS
 PARCEL INFORMATION CURRENT TO JULY 2012
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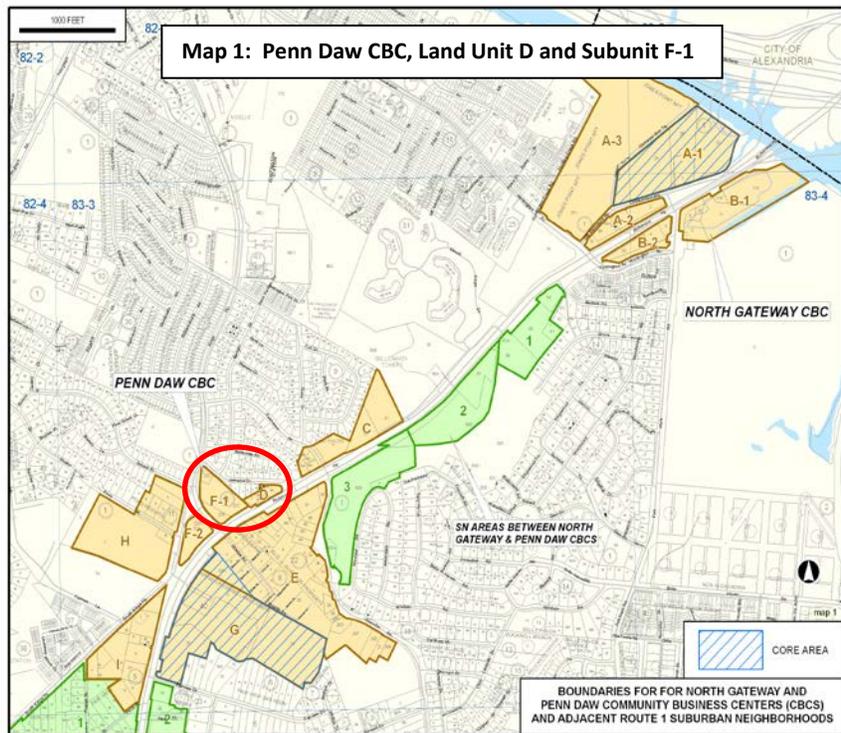
STAFF REPORT FOR PLAN AMENDMENT S12-IV-MV1

BACKGROUND

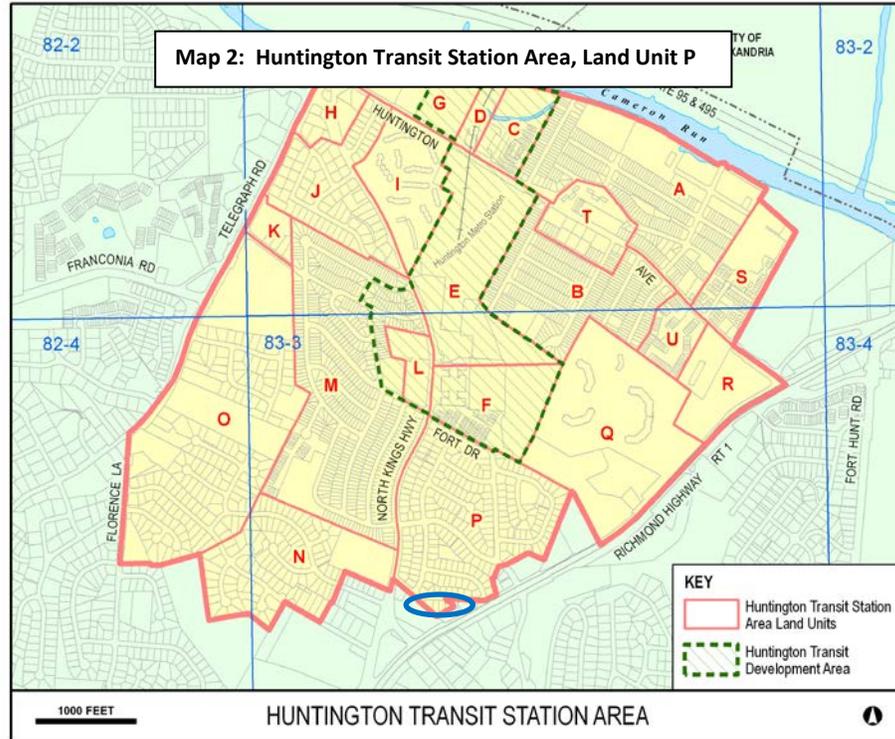
On January 10, 2012, the Board of Supervisors authorized Plan Amendment S12-IV-MV1 for property generally located east of North Kings Highway, south of Jamaica Drive and west of Richmond Highway. The Board directed staff to consider a plan amendment for Land Unit D and Subunit F-1 of the Penn Daw Community Business Center (CBC). On May 1, 2012, the Board expanded the subject area to include a portion of Land Unit P of the Huntington Transit Station Area (TSA) and in total, the subject area includes Tax Map Parcels 83-3 ((1)) 22B, 22C, 22D located at 6228 and 6220 Richmond Highway and 6117 North Kings Highway, Alexandria, 22303; Tax Map Parcels 83-3 ((9)) (1), B1 located at 6200 Richmond Highway; 1, 2, 3, 4, located at 2515, 2513, 2511 and 2509 Jamaica Drive, Alexandria, 22303 and Tax Map Parcels 83-3 ((9)) (1) A, B, B2, 4A, 5 and 5A. The subject area contains approximately 4.4-acres. The plan amendment proposes mixed-use development to include multifamily residential use with ground floor retail and office uses at an intensity up to 1.8 floor area ratio (FAR).

CHARACTER OF THE PROPERTY AND SURROUNDING AREA

The subject area is developed with a small grocery store (approximately 40,000 square feet) and a small strip retail center with surface parking; four single family detached homes; and a stand-alone pizza parlor. A portion of the site is undeveloped. Land Unit D is planned for office use at an intensity up to .35 FAR and Subunit F-1 is planned for retail use at an intensity up to .50 FAR. Parcels A, 1, 2, 3, 4, of Land Unit P in the Huntington TSA are planned for residential use at 3-4 dwelling units per acre. Parcel 4A within Land Unit P of the Huntington TSA is planned for office use up to .35 FAR (see maps 1 and 2). The land within the Penn Daw CBC is zoned C-8 Commercial and is also located within the Commercial Revitalization Overlay District. The land within the Huntington TSA is zoned R-4 residential.



To the north of the subject area is the Fairhaven neighborhood that comprises a stable area of single family detached homes planned for residential use at 3-4 dwelling units per acre and zoned R-4. To the east across Richmond Highway within Land Unit E of the Penn Daw CBC is the Penn Daw Terrace Trailer Park



planned for residential use at 5-8 dwelling units per acre and zoned R-4 Residential and various commercial properties planned for neighborhood serving retail up to .50 FAR zoned C-8 Commercial. Land Unit E includes an option for mixed-use development including residential, office, retail and hotel uses at an overall intensity up to 1.5 FAR. To the south is Subunit F-2 of the Penn Daw CBC that contains a closed Rite-Aid store and is planned for community serving retail use up to .50 FAR and zoned C-8 Commercial. To the west are retail and office uses within Subunit H-1 of the Penn Daw CBC which is planned for retail use, low-rise office and/or compatible institutional uses up to .25 FAR and is zoned C-5 Commercial. Subunit H-1 includes an option for a mix of multifamily residential use and ground floor retail use at an overall intensity up to 1.4 FAR. Also to the west are a church, single-family detached homes and the Mount Eagle Elementary School, planned for residential use at 3-4 dwelling units per acre and zoned R-4 Residential.

PLANNING HISTORY

No land use related amendments to the Comprehensive Plan have been adopted for the subject property within the last 10 years, but the site has been included in numerous transportation and policy related amendments and Area Plans Review nominations that deal with issues such as service drive design, widening of Richmond Highway, deletion from the plan of a proposed grade separated interchange at the intersection of North Kings Highway and Richmond Highway and recommendations for the implementation of stormwater management measures found in the Little Hunting Creek Watershed Management Plan. No rezoning applications have been submitted for the subject property within the last 10 years.

ADOPTED COMPREHENSIVE PLAN

Fairfax County Comprehensive Plan, 2011 Edition, Area IV, Mount Vernon Planning District, Amended through 5-1-2012, Richmond Highway Corridor Area, pages 37, 39:

“Penn Daw Community Business Center

Land Unit D

Lots fronting on the west side of Richmond Highway between Jamaica Drive and Sub-unit F-1 are planned for low-rise office use up to .35 FAR.

Sub-unit F-1

Properties included in this sub-unit are Parcels 83-3((1)) 22B pt., 22C and 22D which are planned for retail uses up to .50 FAR and building heights of 50 feet. Consolidation of contiguous lots is desirable. Existing landscaping, which serves as a buffer to the adjacent residential neighborhood should be maintained. In any development proposal, sidewalks should be provided to facilitate pedestrian access. Vehicular access should be provided only at one point each on Richmond Highway and North Kings Highway.

Fairfax County Comprehensive Plan, 2011 Edition, Area IV, Mount Vernon Planning District, Amended through 5-1-2012, MV1 Huntington Community Planning Sector, page 112:

Land Unit P (Fairhaven Neighborhood)

The Fairhaven neighborhood is located south of the Metro station and is generally bounded by Fort Drive on the north, commercial uses along Richmond Highway on the east, Jamaica Drive on the south and North Kings Highway on the west. The land use recommendations for this area (Land Unit P) encourage the preservation of the Fairhaven community.

Fairhaven (Land Unit P) is a stable neighborhood of single-family detached dwellings that is planned for 3-4 dwelling units per acre.”

PROPOSED PLAN AMENDMENT

Plan Amendment S12-IV-MV1 proposes to re-plan the subject area for a mix of multifamily residential use with ground floor retail (which may also include neighborhood serving office use) use at an intensity up to 1.8 FAR. The proposed plan includes a maximum of 360 residential units and up to 40,000 square feet of retail and office uses. The proposed development would be served by a limited amount of surface parking with the majority of spaces provided in underground parking structures beneath the buildings.

ANALYSIS

Land Use

The subject area is located within the Richmond Highway Corridor which is mostly developed with auto-oriented retail uses with some office and higher density residential uses. The land use guidance for the future development of the Corridor calls for a mix of uses within the CBCs to include office, retail, residential and institutional uses.

Redevelopment of properties along the Richmond Highway Corridor supports several Comprehensive Plan objectives described in the following paragraphs, for a transition of the area from a single use auto-oriented character to a mixed-use pedestrian and transit friendly character of development. An impediment to redevelopment has been the inability to consolidate multiple properties due to a pattern of fragmented land ownership along the Corridor.

The current owner of the subject property has been successful in pursuing a strategy of acquiring abutting properties and has been able to negotiate contracts for purchase with almost all of the landowners within Land Unit D and Subunit F-1, of the Penn Daw CBC and the six parcels within Land Unit P of the Huntington TSA that abut Land Unit D and Subunit F-1. The parcels containing the existing pizza parlor (B1 and B2 at the edge of Land Unit D) will remain under separate ownership, but are included within the area authorized by the Board of Supervisors for the proposed plan amendment. This circumstance creates the opportunity to formulate a holistic and integrated plan for the entirety of Land Unit D and Subunit F-1. This achieves an objective for the Richmond Highway Corridor that states “substantial consolidation of contiguous parcels starting at the Richmond Highway frontage back to the existing stable residential neighborhoods to provide for projects that function in a well-designed, efficient manner and for the redevelopment of unconsolidated parcels in conformance with the Area Plan”.

The six parcels located within Land Unit P of the Huntington TSA are outside of the CBC. At some point in the future after redevelopment of the subject area occurs, it may be logical to bring these parcels into the CBC by adding them to either Land Unit D or Subunit F-1. In any event, the inclusion of the parcels in the subject area means that effective transition to the adjacent residential neighborhood can be effectuated.

The level of consolidation and frontage on Richmond Highway within a CBC are elements that could work to achieve the vision described in the Planning Objectives section for the Richmond Highway Corridor which state “within designated Community Business Centers, mid-rise buildings are generally appropriate as long as there is no other site-specific Plan language regarding height limits”.

The Richmond Highway Corridor Urban Design recommendations include design objectives that are intended to establish visual continuity, establish a clear corridor image, improve access and functional amenities and reduce the impacts of new development to residential neighborhoods. The Urban Design section includes recommended standards for streetscape elements, landscaping, parking lot screening, lighting and other considerations. These recommendations should be incorporated into the proposed development wherever possible.

The proposed plan includes four midrise multifamily residential buildings between 4-5 stories in height, with ground floor retail and office uses to be served primarily by underground parking below the buildings. The slope of the site upwards from Jamaica Drive to Richmond Highway affords the ability to create a stepped down design to the surrounding residential neighborhoods. The buildings are oriented towards Richmond Highway and Shields Avenue/North Kings Highway which are the highest elevations of the site. With underground parking and midrise buildings space for a central plaza area that serves as a gathering place for residents, employees and shoppers could be a prominent feature. The interior of the site should be connected by pedestrian walkways to the existing sidewalks along Richmond Highway, Shields Avenue/North Kings Highway and Jamaica Drive.

Finally, a minor change to the boundaries of the Penn Daw CBC should be made to add Tax Map Parcel 83-3 ((9)) (1) 4A to Land Unit D. This parcel was created after the vacation of South Court, a street that once provided a southern connection between Jamaica Drive and Richmond Highway. Parcel 4A is not currently located within a subarea of either the Huntington Transit Station Area (TSA) or the Penn Daw Community Business Center (CBC). The parcel is approximately 1,600 square feet in size, does not have an assigned address and is too small to be developed on its own. Parcel 4A has been planned for office at an intensity up to .35 FAR for many years, and is identical to the planned use of the other parcels within Land Unit D.

Transportation

The attached trip generation estimates show that the proposed plan would generate fewer daily and PM peak hour outgoing trips than the land uses allowed under the current Comprehensive Plan. The proposed plan shows higher AM peak hour trips than the current Comprehensive Plan, mainly due to its the residential component. Impacts will need to be evaluated and mitigated as part of the rezoning process.

Site access to and from Richmond Highway should be limited, with existing driveways eliminated, where feasible. The presence of traffic signals, turn lanes, medians and other constraints would limit access to and from Richmond Highway.

This site is adjacent to the intersection of North Kings Highway and School Street/Shields Avenue. The Comprehensive Plan recommends that this intersection be realigned to a traditional four-way intersection. Adequate right-of-way along Shields Avenue and North Kings Highway should be made available for this realignment. Redevelopment should provide for area and corridor-wide improvements through financial contributions proportional to project scale and impacts. Off-site improvements identified in the Comprehensive Plan include severing of the connection between South/North Kings Highway and Richmond Highway (at the Penn Daw Plaza and Wal-Mart Entrances).

A major paved trail along Richmond Highway is shown on the Fairfax Countywide Trails Plan. A major paved trail along South Kings Highway is also shown, as well as a minor paved trail along North Kings Highway. Access to and from the site via existing sidewalks and these planned County facilities should be provided.

Trip Generation Estimates for Plan Amendment S12-IV-MV1

Scenario	Daily	AM Peak Hour		PM Peak Hour	
		In	Out	In	Out
Current Comp Plan (.35 FAR)					
General Office (710); 6,400 SF	161	18	3	15	71
Shopping Center (820); 74,927 SF	5623	46	29	257	267
Total	5784	64	32	272	338
Proposed Amendmt (2.00 FAR Opt)					
Multifamily Apartmt (220); 360 DU	2,305	36	144	140	76
General Office (710); 10,000 SF	227	26	4	15	75
Shopping Center (820); 30,000 SF	3,105	18	12	139	145
Total	5,637	80	160	294	296
Net Impact of Proposed Amendment Above Comp Plan	-147	-16	128	-22	-42

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.

Parks and Recreation

The proposed plan amendment would result in a potential increase of 670 residents plus a small number of retail employees. This increase generates a need for 1 acre of urban park land. This quantitative measure will be used to evaluate development proposals that tend towards a more urban form. Inclusion of high quality integrated urban park spaces is critical to enhancing the desirability of the project, supporting localized leisure needs and contributing to redevelopment efforts and a sense of place.

If the plan amendment is adopted as proposed, the impact on park and recreation levels of service should be offset per Objective 6 of the Parks and Recreation Section of the Policy Plan. Recommendations should include integrated well-designed, publicly accessible park spaces to enhance the recreational options and sense of place for new residents. Connectivity to surrounding land uses and pedestrian ways should be ensured. The impacts to park facility service levels in the area should be addressed through the provision of appropriate new facilities or contributions to improvements at existing parks.

Environment

The Green Buildings subsection of the Policy Plan Environment Chapter recommends that new multifamily residential development 4 stories or more in height attain LEED Certification or its equivalent. Landscaped areas along Richmond Highway and within the site should be provided in order to accommodate low impact development areas (LID) to improve management of water quality and quantity on the site. Objective 4 of the Policy Plan, Environment element recommends that residential development not occur in areas with a projected noise level above 75 decibel Day-Night Loudness (dBA DNL). Noise from Richmond Highway above this level

may impact the site. At the time of rezoning, a noise study may be necessary in order to determine noise impacts from Richmond Highway on the proposed residential use, and additional noise mitigation measures may be required.

Schools

The greatest impact of the proposed plan amendment would be felt at the elementary school level. Mount Eagle Elementary School is projected to be over its capacity for students in the 2016-17 school year. The 17 additional elementary school students that the proposed plan would yield would create a need for one additional classroom. In combination with new student yields anticipated from the adjacent recently approved Penn Daw Plan Amendment ST 10-IV-MV1 the projected capacity deficit at Mount Eagle Elementary School will be further exacerbated. At the time of rezoning, a proffer condition would be recommended to offset the impact that the new residential units may have on surrounding schools.

CONCLUSION

The subject area is located within the Richmond Highway Commercial Revitalization Overlay Zoning District. The district’s purpose is to encourage the improvement of the economic viability and appearance of the Corridor through quality new development and/or redevelopment. The proposed plan amendment supports the goals of the Comprehensive Plan and the Commercial Revitalization District by directing growth to a CBC within the Corridor. Therefore, Staff recommends that the Comprehensive Plan be amended to add an option for mixed-use development to include midrise multifamily residential use with ground floor retail and office uses.

RECOMMENDATION

Staff recommends that the Comprehensive Plan be amended as shown below. New Plan text is shown as underlined.

MODIFY: Fairfax County Comprehensive Plan, 2011 Edition, Area IV, Mount Vernon Planning District, Amended through 6-19-2012, MV1 Huntington Community Planning Sector, page 112:

“Land Unit P (Fairhaven Neighborhood)

The Fairhaven neighborhood is located south of the Metro station and is generally bounded by Fort Drive on the north, commercial uses along Richmond Highway on the east, Jamaica Drive on the south and North Kings Highway on the west. The land use recommendations for this area (Land Unit P) encourage the preservation of the Fairhaven community.

Fairhaven (Land Unit P) is a stable neighborhood of single-family detached dwellings that is planned for 3-4 dwelling units per acre.

As an option, mixed-use development on Tax Map Parcels 83-3 ((9)) (1) A, 1, 2, 3 and 4 to include midrise multifamily residential use with ground floor retail and office uses may be appropriate (see Subunit F-1 for detailed recommendations)."

MODIFY: Fairfax County Comprehensive Plan, 2011 Edition, Area IV, Mount Vernon Planning District, Richmond Highway Corridor Area, Amended through 6-19-2012, pages 37 and 39:

“Land Unit D

Lots fronting on the west side of Richmond Highway between Jamaica Drive and Sub-unit F-1 are planned for low-rise office use up to .35 FAR.

As an option, mixed-use development to include midrise multifamily residential use with ground floor retail and office uses may be appropriate (see Subunit F-1 for detailed recommendations)."

“Sub-unit F-1

Properties included in this sub-unit are Parcels 83-3((1)) 22B pt., 22C and 22D which are planned for retail uses up to .50 FAR and building heights of 50 feet. Consolidation of contiguous lots is desirable. Existing landscaping, which serves as a buffer to the adjacent residential neighborhood should be maintained. In any development proposal, sidewalks should be provided to facilitate pedestrian access. Vehicular access should be provided only at one point each on Richmond Highway and North Kings Highway.

As an option, mixed-use development to include midrise multifamily residential use with ground floor retail and office uses at an intensity up to 1.8 FAR may be appropriate. This includes a maximum of 360 dwelling units and 40,000 square feet of ground floor retail and/or office uses. The following conditions should be met:

- Full consolidation of Tax Map Parcels 83-3 ((1)) 22B, 22C, 22D; 83-3 ((9)) (1) B, 5, 5A; and 83-3 ((9)) (1) A, 1, 2, 3, 4 and 4A is achieved.
- High quality site design and architecture should be provided and coordinated throughout Land Unit D, Subunit F-1 and Tax Map Parcels 83-3 ((9)) (1) A, 1, 2, 3, 4 and 4A, especially if redevelopment is phased.
- Buildings should be oriented to Richmond Highway and North Kings Highway in order to create an urban street edge.
- Any new retail and office uses should be located on the first floor of the residential buildings. The location of retail and office uses should maximize visibility along the Richmond Highway and

North Kings Highway frontages. Retail uses should offer community amenities, such as sidewalk cafés and restaurants to the surrounding residential neighborhoods.

- Building height should be limited to a maximum of five stories or 60 feet.
- Adequate buffering and screening should be provided to minimize the visual impact of redevelopment on existing single-family neighborhoods. Buffer areas should be landscaped with year-round vegetation to aid in the transition to the single-family neighborhoods, especially along Jamaica Drive and across Shields Avenue/North Kings Highway.
- A well designed, publicly accessible urban plaza or park should be included in the design to create a sense of place and provide recreational opportunities for residents and visitors. The development of these facilities should be consistent with the Fairfax County Park Authority Urban Park Framework.
- Parking facilities should be designed to avoid adverse visual impacts to the streetscape and neighboring residential neighborhoods. Parking should be consolidated into underground parking structures that are integrated into the buildings using architectural features, screening, lighting and landscaping. Limited surface parking may be appropriate provided need is demonstrated and such spaces are integrated into the pedestrian environment.
- Adequate right-of-way should be dedicated for planned transportation improvements in the vicinity of Land Unit D and Subunit F-1, including the possible future realignment of North Kings Highway and Shields Avenue. A financial contribution may be provided towards the implementation of off-site planned transportation improvements, as deemed appropriate.
- Efforts should be made to enhance the multi-modal connectivity of the site through the addition of streetscaping and bicycle facilities. Enhanced connectivity to the Huntington Metrorail Station through incorporation of bus shelters and enhanced transit service is encouraged.
- Stormwater quality and quantity control measures that are more extensive than minimum requirements should be provided. The emphasis should be on low impact development (LID) techniques and best management practices (BMPs) that evapotranspire water, filter water through vegetation and/or soil, and return water to the ground or reuse it. Stormwater design-quality control credit of the most current version of the Leadership in Energy and Environmental Design for New Construction (LEED®-NC) or Leadership in Energy and Environmental Design for Core and Shell (LEED®-CS) rating system (or third party equivalent of these credits) should be provided. If this goal is demonstrated not to be

achievable, all measures should be implemented to the extent possible in support of this goal.”

MODIFY FIGURE: Fairfax County Comprehensive Plan, 2011 Edition, Area IV, Mount Vernon Planning District, Amended through 6-19-2012, Richmond Highway Corridor Area, Figure 8 Boundaries for North Gateway and Penn Daw Community Business Centers (CBCS) and Adjacent Route 1 Suburban Neighborhoods, page 32:

Expand the boundary of the Penn Daw Community Business Center (CBC) by adding Tax Map Parcel 83-3 ((9)) (1) 4A to Land Unit D. Land Unit D will include Tax Map Parcels 83-3 ((9)) (1) B, B1, B2, 4A, 5 and 5A.

**MODIFY
COMPREHENSIVE**

PLAN MAP: The boundary shown for the Penn Daw CBC will be modified to include Tax Map Parcel 83-3 ((9)) (1) 4A.