PROPOSED COMPREHENSIVE PLAN AMENDMENT

ITEM: 2016-I-A1
May 11, 2016

GENERAL LOCATION: West side of Heritage Drive between Commons Drive and Rectory Lane in Annandale

SUPERVISOR DISTRICT: Braddock

PLANNING AREA: Area I

PLANNING DISTRICT: Annandale

SUB-DISTRICT DESIGNATION:
A10-Ossian Hall Community Planning Sector

PARCEL LOCATION:
70-2 ((1)) 1D1, 2A, and 2C

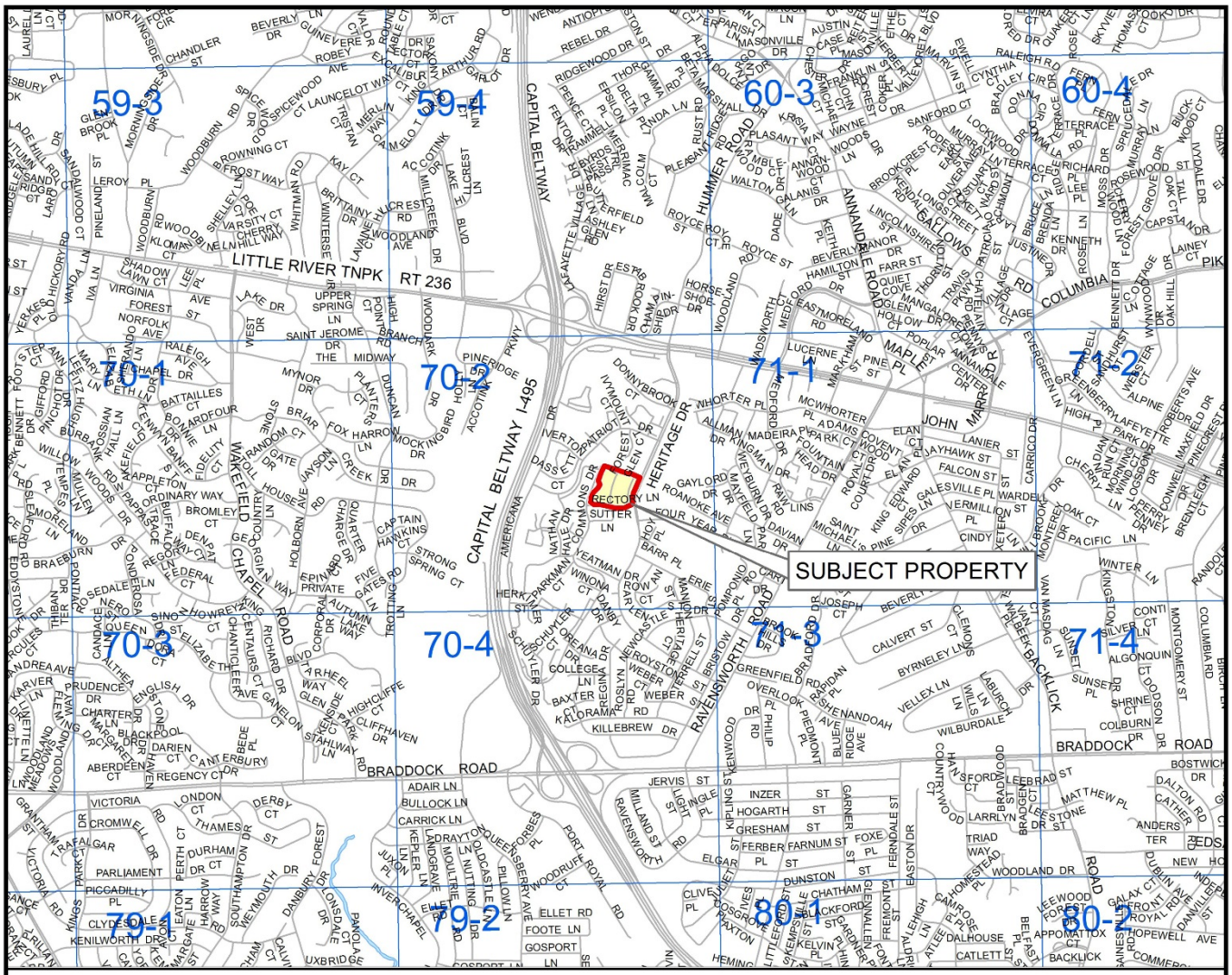
For additional information about this amendment call (703) 324-1380.

PLANNING COMMISSION PUBLIC HEARING:
Wednesday, May 25, 2016 @ 8:15 PM

BOARD OF SUPERVISORS PUBLIC HEARING:
Tuesday, June 21, 2016 @ 4:00 PM

PLANNING STAFF <u>DOES</u> RECOMMEND THIS ITEM FOR PLAN AMENDMENT

Reasonable accommodation is available upon 48 hours notice. For additional information about accommodation call the Planning Commission office at (703) 324-2865, or the Board of Supervisors office at (703) 324-3151.

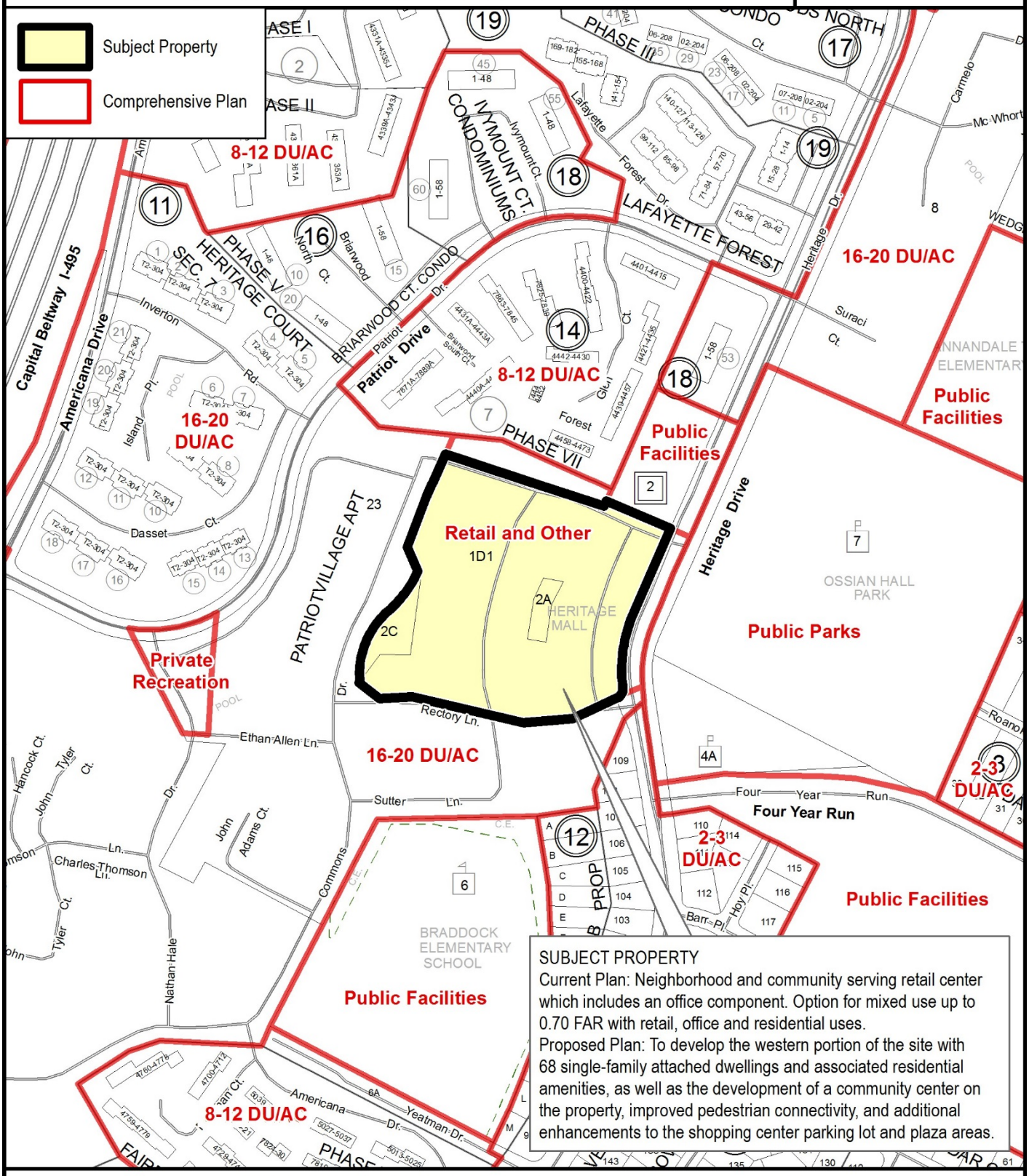


PREPARED BY THE DEPARTMENT OF PLANNING AND ZONING USING FAIRFAX COUNTY GIS
Heritage Mall

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: 2016-I-A1



SUBJECT PROPERTY

Current Plan: Neighborhood and community serving retail center which includes an office component. Option for mixed use up to 0.70 FAR with retail, office and residential uses.

Proposed Plan: To develop the western portion of the site with 68 single-family attached dwellings and associated residential amenities, as well as the development of a community center on the property, improved pedestrian connectivity, and additional enhancements to the shopping center parking lot and plaza areas.

400 FEET

PREPARED BY THE DEPARTMENT OF PLANNING AND ZONING USING FAIRFAX COUNTY GIS
PARCEL INFORMATION CURRENT TO MARCH 2016
G:\projects\ocp\pd\OTPA_GRAPHICS - Heritage Mall

STAFF REPORT FOR PLAN AMENDMENT 2016-I-A1

BACKGROUND

On January 12, 2016, the Fairfax County Board of Supervisors (Board) authorized Plan Amendment (PA) 2016-I-A1 for Tax Map Parcels 70-2((1))1D1, 2A and 2C, located on the west side of Heritage Drive between Commons Drive and Rectory Lane. The site is located within the A10-Ossian Hall Community Planning Sector of the Annandale Planning District in the Braddock Supervisor District. The Board authorized staff to consider an amendment to the current Comprehensive Plan (Plan) guidance to facilitate development of the western portion of the site with 68 single-family attached dwelling units and associated residential amenities. In addition, the Board authorized staff to consider the development of a community center on the property, improved pedestrian connectivity and additional enhancements to the shopping center parking lot and plaza areas.

CHARACTER OF THE SITE

The 11-acre subject property is zoned C-6 and is planned for a neighborhood and community serving retail center which includes an office component. There is also a Plan option for mixed-use development with conditions. The site, shown in Figure 1, consists of three parcels. The property was developed with retail uses in the 1960s and an office building was added in the 1980s. Today, a 79,745 square foot retail and office shopping center, known as Heritage Mall, exists on the eastern portion of the site. A surface parking lot is situated between the shopping center and Heritage Drive to serve the shopping center. The western portion of the site includes a rear parking lot for the shopping center, a former service station, a 2,600 square foot convenience store and undeveloped open space. The entire site is currently developed at an intensity of approximately 0.17 FAR. The majority of the site exists as impervious surface, with the exception of some landscape strips and the undeveloped open space along the western portion of the site.

CHARACTER OF THE AREA

The Ossian Hall Community Planning Sector is bounded on the north by Little River Turnpike (Route 236), on the east by Backlick Road, on the south by Braddock Road, and on the west by the Capital Beltway/Interstate 495 (I-495). The Heritage Mall shopping center property is located along the west side of Heritage Drive, south of Little River Turnpike and north of Braddock Road, just inside the Beltway. The area immediately to the north of the subject property is planned for 8-12 dwelling units per acre (du/ac), is zoned R-20 and is currently developed with multi-family dwelling units at 11.6 du/ac. The exception is Parcel 70-2((1))2, which is planned for public facilities, is zoned C-5 and R-20 and is currently developed with a church. The area immediately to the east across Heritage Drive is planned for and developed with a public park (Ossian Hall Park) and is zoned R-3. Annandale High School is also located to the east across

Heritage Drive. The area immediately to the south and west of the subject property is planned for 16-20 du/ac, is zoned R-20 and is developed with multi-family dwelling units at 16.9 du/ac.

Figure 1: Aerial View of Subject Property

PLANNING HISTORY

Plan guidance for the A10-Ossian Hall Community Planning Sector within the Annandale Planning District has existed within the Plan since before 1984. The areas within the A10-Ossian Hall Community Planning sector that are not contained within the Annandale Community Business Center (CBC) are envisioned to continue to develop as stable residential neighborhoods. Prior to 2006, there was no site-specific Plan guidance for the subject property. During the 2005-2006 APR (Area Plans Review) cycle, a nomination was submitted for the subject property that considered a mixed-use option with office, retail and residential use. APR 05-I-13A was approved on September 11, 2006, which amended the Comprehensive Plan recommendation for the property to permit an option for mixed-use development up to 0.70 FAR with retail, office and residential uses with conditions. The mixed-use option could result in up to 200 multi-family units, 27,300 square feet of office and 63,700 square feet of retail. However, the redevelopment envisioned by this Plan option did not occur, and the shopping center has since been renovated.

ADOPTED COMPREHENSIVE PLAN TEXT

The Comprehensive Plan Map shows that this property is planned for retail and other commercial uses. Specific Plan text for the subject property recommends a neighborhood and community serving retail center which includes an office component. There is also an option for mixed use up to 0.70 FAR with retail, office and residential uses. The Plan text is cited below.

Fairfax County Comprehensive Plan, 2013 Edition, Area I, Annandale Planning District, as amended through October 20, 2015, A10-Ossian Hall Community Planning Sector, Recommendations, Land Use, pages 146-149:

"Land Use

The Ossian Hall Community Planning Sector contains stable residential neighborhoods. Infill development in these neighborhoods should be of a compatible use, type and intensity and in accordance with the guidance provided by the Policy Plan under Land Use Objectives 8 and 14.

…

4. The Heritage Mall (Parcels 70-2((1))1D1, 2A and 2C) is developed and planned for a neighborhood and community serving retail center which includes an office component. As an option, mixed use up to 0.70 FAR with retail, office and residential uses may be appropriate provided the following conditions are met:

    - The commercial component should not exceed a maximum of 91,000 square feet, which should include about 30%office use and about 70% neighborhood and community serving retail uses. In addition, a community serving use such as a community resource center should be provided and located within the structure occupied by the existing convenience retail use at the southwest corner of the property.

    - Development should be phased to ensure that the redevelopment of the existing shopping center occurs before or concurrently and is integrated with any new residential development.

    - The residential use should be limited to a maximum of 200 dwelling units (excluding bonus and affordable dwelling units) and should be designed as an integral component of the mixed use development and may include ground floor retail.

    - The residential development should be designed in a manner such that its mass and scale are compatible with the surrounding residential uses. The residential structure should be limited to five (5) stories including ground floor retail. The exception is when parking for the residential use is designed as an integral part of the residential structure, in which case the height limit should not exceed six stories for portions of the buildings that include any above ground parking structure.

- The mixed use development should provide a pedestrian oriented environment including open space amenities such as a community green with well-lighted and landscaped pedestrian connections to surrounding areas.

- Public facility and infrastructure impacts of any proposed development, such as transportation, schools, and parks will need to be mitigated through on-site and off-site improvements or contributions."

Fairfax County Comprehensive Plan, 2013 Edition, Area I, Annandale Planning District, as amended through October 20, 2015, Overview, Major Objectives, page 3:

"MAJOR OBJECTIVES

Major planning objectives for the Annandale Planning District are:

- Preserve existing stable residential communities with emphasis on appropriate infill development, and on achieving appropriate transitions between these neighborhoods and higher intensity commercial and/or residential uses;"

Fairfax County Comprehensive Plan, 2013 Edition, Policy Plan, Land Use, as amended through April 29, 2014, Preservation and Revitalization of Neighborhood and Community Serving Uses, pages 5-6:

"**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.

Policy b. Discourage commercial development within residential communities unless the commercial uses are of a local serving nature and the intensity and scale is compatible with surrounding residential uses.

…

Policy d. Implement programs to improve older residential areas of the county to enhance the quality of life in these areas."

Fairfax County Comprehensive Plan, 2013 Edition, Policy Plan, Land Use, as amended through April 29, 2014, Land Use Compatibility, pages 9-10:

"**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 a. Locate land uses in accordance with the adopted guidelines contained in the Land Use Appendix.

Policy b. Encourage infill development in established areas that is compatible with existing and/or planned land use and that is at a compatible scale with the surrounding area and that can be supported by adequate public facilities and transportation systems.

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

…

Policy e. Stabilize residential neighborhoods adjacent to commercial areas through the establishment of transitional land uses, vegetated buffers and/or architectural screens, and the control of vehicular access.

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

Policy g. Consider the cumulative effect of institutional uses in an area prior to allowing the location of additional institutional uses.

…

Policy l: Regulate the amount of noise and light produced by nonresidential land uses to minimize impacts on nearby residential properties."

PROPOSED PLAN AMENDMENT

As stated previously, the Board authorized staff to consider an amendment to the current Comprehensive Plan guidance for the property to develop the western portion of the site with 68 single-family attached (SFA) dwelling units and associated residential amenities. In addition, the Board authorized staff to consider the development of a community center on the property, improved pedestrian connectivity, and additional enhancements to the shopping center parking lot and plaza areas. The following table quantifies the existing development, the current Plan recommendation, the current zoning potential, and the proposed Plan densities.

	Total Floor Area	**Residential**	**Non-Residential**
Base Plan / Existing Development: Retail and Office at 0.17 FAR	82,345 sf.	0	Retail: 59,919 sf. Office: 22,426 sf. **Total: 82,345 sf.**
Current Plan: Option for mixed use at 0.70 FAR	293,600 sf.	200 units approx. 200,000 sf.*	Commercial: 91,000 sf. -Retail: 63,700 sf. (70%) -Office: 27,300 sf. (30%) Community Center: 2,600 sf. (to be located in former convenience store structure) **Total: 93,600 sf.**
Proposed Plan Amendment: FAR: 0.52	247,045 sf.	68 SFA units approx. 15.45 du / ac on 4.40 ac approx. 167,300 sf.**	Retail: 57,319 sf. Office: 22,426 sf.*** **Total: 79,745 sf.**
Existing Zoning: C-6 (max. FAR: 0.4)	191,664 sf.	0	Retail: 143,748 sf. Office: 47,916 sf. **Total: 191,664 sf.**

*Assumes multi-family dwelling units at 1,000 sf. per unit
**Assumes single-family attached dwelling units at 2,500 sf. for 41 units, 2,700 sf. for 19 units, and 1,500 sf. for 9 units.
***Includes proposed community center square footage (assumed at 2,600 sf.)

Figure 2: Quantification Table

ANALYSIS

This Plan amendment considers the subject property in the context of the larger mix of uses in the Ossian Hall area and the extent to which it furthers the Annandale Planning District objective of preserving stable residential communities with emphasis on appropriate infill development, and on achieving appropriate transitions between these neighborhoods and higher intensity

commercial and/or residential uses. Other considerations include the potential impact of additional residential uses on the transportation network, schools, parks and recreation, and the environment.

Land Use

The Comprehensive Plan's Concept for Future Development recommends that most of the Annandale Planning District, including most of the Ossian Hall Community Planning Sector, remain developed as suburban neighborhoods. Suburban neighborhoods contain a range of allowable residential densities, styles, parks and open space. Supporting neighborhood-serving commercial services are encouraged where appropriate. Land Use Objective 8 in the Policy Plan reiterates the need to protect existing neighborhoods by ensuring that infill development is of compatible use and intensity, and that adverse impacts will not occur. Land Use Objective 14 in the Policy Plan elaborates on this notion by recommending compatible scale, transitions and urban design principles for infill development to achieve a harmonious and attractive development pattern. Therefore, any residential development on the site should have a logical layout that provides appropriate transitions to both the adjacent shopping center and the surrounding residential neighborhoods. Redesigned elements of the shopping center and the strategic placement of the proposed community center should also aid in the integration of the residential and nonresidential uses.

<u>Residential use</u>

The 68 proposed dwelling units are a significant decrease in intensity compared to the 200 dwelling units permitted by the current Plan option. The proposed townhomes would yield a residential density of approximately 15.45 du/ac when calculated on the western portion of the site where they are proposed to be located. This density is lower but compatible with the adjacent multi-family development to the south and west that is planned for 16-20 du/ac and developed at 16.9 du/ac. The provision of townhomes would introduce a new unit type to the area, creating the opportunity for more housing options for a mix of income levels as well as the potential for move-up housing for local residents. Residential uses on the site would establish more homes within walking distance to the shopping center, which would enhance the already established pedestrian relationship between the shopping center and the surrounding residential communities. The existing rear parking lot is not only an aesthetic nuisance, but also a functional nuisance due to loitering and parking of large vehicles. The proposed townhomes would replace the rear parking lot with uses that are more compatible with the surrounding residential uses and would create an opportunity for reuse that would benefit the overall relationship of residential uses to the shopping center.

The proposed residential uses for the subject property are in a unique location, situated to the rear of the shopping center and in the center of a large multi-family community. The design of the proposed townhomes should consider the development of central open or community space features, residential amenities, and enhanced pedestrian connections in order to provide a transition between the new townhomes, the shopping center to the east, and the multi-family units to the south and west. Given the location of the proposed residential development and the location and orientation of the surrounding residential developments, the open space should be

designed to be accessible to the public and not just for the tenants of the new townhomes. The open space is an integral consideration that can function to connect the new townhomes to the existing development. Depending on the layout of the new townhomes, the open space could be configured to connect to the reworked plaza area in front of the shopping center, or could be oriented towards the south or west of the site to connect to the existing multi-family development. In general, adequate screening should be provided for the new townhomes, particularly those townhomes to be located closest to the shopping center areas. A mix of residential unit types could also be considered for the site in order to provide more open space and to ensure adequate transitions to the surrounding uses. For example, this mix of units could include two-over-two stacked dwelling units. This alternative is not meant to substantially increase the number of dwelling units for the site, but rather to reserve more space on the site to achieve compatibility between all uses.

Retail use

The current Plan option envisions a redevelopment of the existing shopping center that would allow for integration of new retail and office uses with new residential development. Ideally, the two center buildings in the shopping center would have been relocated, opening up the center of the retail strip to provide a visual and functional connection to development to the rear of the shopping center. While this reconfiguration of the shopping center is still desirable with the current proposal for townhomes, the property owner has indicated that such a redevelopment of the shopping center is not feasible due to recent renovations. Other mechanisms to activate the rear of the shopping center should be explored, such as wrapping restaurant uses towards the back of the shopping center, installing windows in the rear of the shopping center buildings, or creating a pedestrian plaza/community space that could tie into the redesigned plaza in the front of the shopping center. Another option could be to orient the community center towards the rear of the shopping center, and connect the community center to the new townhomes with a common open space area. In addition, loading and trash areas should be located so as not to negatively impact any pedestrian connections, community areas or the quality of the townhome area. The use of vegetated buffers should soften the transition from the retail uses to the new townhomes.

Community Center

The current Plan option guidance and the Board authorization for this Plan amendment recommend a community serving use for the site. This type of use has the potential to provide benefits to the community by bringing needed resources and facilities to the area, and can also improve the layout and function of the proposed redevelopment. If sited in a logical manner, the community center can function to tie into and enhance any open or community space areas, as well as serve as a transition from the retail uses to the new townhomes. Any new Plan language should not dictate what specific facility type the community center should be. However, a community engagement process could be considered to solicit feedback from the community to determine best uses for the community center. A review of community assets as well as a demonstrated need could be a useful exercise prior to making a determination for a specific facility type.

Transportation

The transportation analysis for the Plan amendment analyzed the vehicle trip generation for the 68 proposed townhomes and existing shopping center and provided vehicle trip comparisons to the existing development, the current Plan option, and by-right zoning build-out of the site. The existing development on the site yields an estimated 5,289 vehicle trips per day. The addition of 68 townhomes is estimated to add an additional 322 vehicle trips per day, for a total estimation of 5,611 vehicle trips per day. For comparison, the current Plan option has an estimated 6,926 vehicle trips per day, and the by-right zoning build-out of the site has an estimated 9,352 vehicle trips per day. The proposed Plan amendment is estimated to have 1,315 fewer trips than the current Plan option and 3,741 fewer trips than by-right zoning build-out of the site.

				AM			PM		
Development Type	**Quantities**	**Unit**	**Daily**	**In**	**Out**	**Total**	**In**	**Out**	**Total**
Existing Development									
Retail (820)	60	KSF	4,868	36	22	58	204	221	425
Office (710)	22	KSF	421	51	7	58	18	86	104
Total			**5,289**	**87**	**29**	**116**	**222**	**307**	**529**
Current Plan									
Apartments (220)	200	DU	1,336	20	81	101	83	45	128
Retail (820)	64	KSF	5,066	38	23	61	213	230	443
Office (710) [1]	30	KSF	524	64	9	73	19	93	112
Total			**6,926**	**122**	**113**	**235**	**315**	**368**	**683**
Existing Zoning									
Retail (820)	144	KSF	8,600	86	52	138	367	397	764
Office (710)	48	KSF	752	94	13	107	22	110	132
Total			**9,352**	**180**	**65**	**245**	**389**	**507**	**896**
Proposed Plan									
Townhomes (230)	68	DU	460	6	31	37	29	14	43
Retail (820)	57	KSF	4,730	34	21	55	198	215	413
Office (710) [1]	22	KSF	421	51	7	58	18	86	104
Total			**5,611**	**91**	**59**	**150**	**245**	**315**	**560**

[1] Due to a lack of trip generation data for the proposed Community Center land use, it was assumed as part of the office component. Note that this may result in a conservative trip generation estimate for the site, overall.

Trip Generation derived from the Institute of Traffic Engineers (ITE), Trip Generation, 9th edition (2012). 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

Figure 3: Vehicle Trip Generation Comparison Table

There are two primary access points for the site: Commons Drive at Heritage Drive and Rectory Lane at Heritage Drive. Access to the site is not proposed to change with the proposed Plan Amendment. Staff acknowledges that there may be some congestion leaving the site during the

morning peak rush hour, especially with Annandale High School located across Heritage Drive. In addition, the shopping center is likely to generate increased traffic at certain times, such as on the weekends. However, it is unlikely that the addition of 68 townhomes would adversely impact traffic levels in the vicinity of the site. The proposed community center could have varying vehicle trips depending on the specific facility. There may be an opportunity to provide shuttles to mitigate transportation-related impacts of the community center. Community input has suggested that a lack of parking is a major issue on and around the site due to overflow parking from both the shopping center and the surrounding multi-family uses. While the proposal would remove the existing rear parking lot, the development would need to meet the parking requirements listed in the Zoning Ordinance and there would be an opportunity to reconfigure the front parking lot to maximize the amount of parking spaces in front of the shopping center. Any redevelopment should ensure that there is ample parking on the site for new tenants and visitors of new tenants, while still maintaining sufficient parking for shopping center employees and customers.

Other transportation considerations include transit service, bicycle facilities, pedestrian connections, and onsite circulation. The site is well served by bus routes, and the Fairfax County Bicycle Master Plan recommends sharrows (shared-lane markings) on Heritage Drive, from Patriot Drive to Rectory Lane, and an on-road bike lane on Heritage Drive, from Rectory Lane to Ravensworth Road. Any redevelopment of the site should consider safe pedestrian access to transit services and facilitate safe bicycle connections to Heritage Drive.

The central location of the proposed townhomes between existing residential uses and the shopping center increases the need for safe and logical pedestrian facilities. Careful thought should be given to how both the tenants of the proposed townhomes and the existing tenants of the surrounding apartments access the shopping center. The need for pedestrian accessibility is further emphasized with the addition of a community center. In addition, the locations of Annandale High School and Ossian Hall Park generate the need for safe and convenient pedestrian crossings across Heritage Drive. Pedestrian walkways should be designed to have direct access to nearby trails, sidewalks and bus stops, and to minimize exposure to vehicles. The onsite circulation of both pedestrians and vehicles should be carefully examined to establish a logical and safe onsite transportation network that also functions to integrate the retail and residential uses.

Schools

The Plan amendment area is within the Braddock Elementary School, Poe Middle School and Annandale High School boundaries. The school capacity chart below (Figure 4) shows enrollment and school capacity balances. Student enrollment projections are conducted on a six-year timeframe, currently through school year 2020-2021, and are updated annually. At this time, if development occurs within the next five years, all three schools are projected to have a capacity surplus. Beyond the six-year projection horizon, enrollment projections are not available.

School	Capacity 2015 / 2020	Enrollment (9/30/15)	Projected Enrollment SY16-17	Capacity Balance SY16-17	Projected Enrollment SY20-21	Capacity Balance SY20-21
Annandale HS	2,559 / 2,559	2,158	2,056	503	2,193	366
Poe MS	1,140 / 1,140	878	885	255	1,070	70
Braddock ES	1,039 / 1,039	842	851	188	858	181

Figure 4: School Capacity, Enrollment and Projected Enrollment

Using the current countywide student yield ratios, development under the current Plan recommendation was analyzed for single-family attached units. Development under the Plan amendment proposal for 68 single-family attached dwelling units on the site would yield 30 total students (17 elementary, 4 middle, 9 high). Based on this information, the proposed Plan amendment would not contribute to a capacity deficit at any of the schools in the service area. While proffers during the rezoning phase typically include monetary contributions, other contributions may be appropriate to mitigate the impacts of development on the school system.

Parks and Recreation

The new residents of the proposed townhomes would need access to nearby park and recreation facilities. There are a number of facilities in the vicinity of the subject property that provide both active and passive recreational opportunities, including Ossian Hall Park and Annandale High School. Existing nearby parks (Ossian Hall, Wakefield, Fitzhugh and Backlick Parks) meet only a portion of the demand for parkland generated by residential development in the service area of the subject site. In addition to parkland, the recreational facilities in greatest need in the Annandale Planning District include baseball diamonds, basketball courts, playgrounds and trails.

The development should be designed to be pedestrian-oriented with open space amenities that increase non-motorized connectivity between the proposed residential area and the shopping center, as well as with the existing neighborhood pedestrian network. Development of urban parks such as pocket parks, plazas and common greens is encouraged as a part of the development plan. Integration of publicly accessible urban parks in the overall development design is critical to providing onsite recreation resources and can serve to enhance the desirability of the new development and contribute to a sense of place. Any on-site recreational facilities should be designed, sited and maintained so as to be accessible by area residents, visitors and the general public. Recreational amenities should be collocated with other community facilities and uses, such as the proposed community center.

There is also an opportunity to enhance the pedestrian connectivity to Ossian Hall Park from the subject site to provide greater access to recreational facilities located across Heritage Drive for the new and existing residents in the area. The Countywide Trails Plan notes an existing minor paved trail along Heritage Drive. This trail links Ossian Hall Park with the surrounding neighborhood. There is potential to connect these community assets to the proposed development via pedestrian and multimodal trails and to improve the flow of pedestrian traffic between recreational, commercial and residential uses.

Environment

No Environmental Quality Corridors (EQC) or Resource Protection Areas (RPA) exist on the site. The site slopes downward from the east side of the property to the west side of the property, with the most significant elevation change occurring in the southwest corner of the site. A substantial transition between the existing shopping center on the eastern portion of the site and the proposed residential units on the western portion of the site is encouraged to address commercial loading, noise and lighting impacts, particularly through screening and buffering. While the majority of the site exists as impervious surface, any development proposal should seek to maximize open space for residents and to preserve / restore as much tree cover as possible. Green building measures are also highly encouraged. The new townhomes should seek LEED certification or equivalent, such as Earthcraft or National Green Building Standard 2012 (NGBS) in order to demonstrate conformance with the Comprehensive Plan's Green Building Policy. As the southwestern portion of the site was previously developed with a service station, an environmental site assessment should be performed to ensure that the service station has not been a source of soil or water contamination. Community open space may not be appropriate on this portion of the site. The site currently contains no stormwater measures. The development would need to meet the stormwater requirements listed in the Zoning Ordinance, for both stormwater detention and water quality. The opportunity exists to include Low-Impact Design (LIDs) features in the design of the townhomes and redesigned shopping center areas to further address stormwater management.

CONCLUSION

The Plan amendment considers an option to permit single-family attached dwelling units on the site, as well as a community center, improved pedestrian connectivity and enhancements to the shopping center parking lot and plaza areas. The new townhomes and associated residential amenities would replace the existing rear parking lot and service station / convenience store areas. This would rid the site of a nuisance and under-utilized area, rendering the site more compatible with the surrounding neighborhoods. If designed to integrate the new townhomes with the retail center through adequate open space and site amenities, the addition of townhomes could produce a high-quality development that would serve as a compliment to the existing retail and multi-family residential uses. In addition, a community center use would benefit the community.

Due to the central location of the proposed townhomes situated between residential and commercial uses, the need to ensure that the infill development has appropriate transitions and sufficient high-quality urban design principles is greatly emphasized. Sufficient forethought should be given to the inclusion and location of open space and site amenities to balance and further integrate the residential and retail uses, and to foster a sense of place. Onsite circulation is key to the success of the development, with pedestrian accessibility as a top priority. The development should also be designed to minimize parking impacts. The recommended number of dwelling units should be considered the maximum and include any bonus densities associated with the inclusion of affordable or workforce housing units.

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~~. Text shown to be replaced is noted as such.

MODIFY: Fairfax County Comprehensive Plan, 2013 Edition, Area I, Annandale Planning District, as amended through October 20, 2015, A10-Ossian Hall Community Planning Sector, Recommendations, Land Use, Recommendation #4, new option, pages 148-149:

4. The Heritage Mall (Parcels 70-2((1))1D1, 2A and 2C) is developed and planned for a neighborhood and community serving retail center which includes an office component.

"Option 1: Retail, office and residential uses up to 0.55 FAR to allow for additional residential uses, inclusive of affordable dwelling units and associated bonus densities, may be appropriate provided the following conditions are met:

- The residential uses should be located on the western portion of the site, which could include up to approximately 68 single-family attached dwelling units. In order to provide more open space area and to ensure adequate transitions to the surrounding residential neighborhoods and adjacent retail center, a limited mixture of unit types may be considered.

- Appropriate transitions to the surrounding residential neighborhoods and from the new residential units to the existing retail center should be provided. High-quality design should be utilized to soften the transition and relationship between the retail uses and new residential use.

- Orientation of new residential units should minimize visual impacts from the retail center and not preclude a logical redevelopment of the retail center in the future.

- A community serving use such as a community resource center should be provided onsite. Consideration of the community center's location and ability to improve the transition from the retail uses to the residential use is encouraged.

- The development should provide a pedestrian oriented environment including publicly accessible open space amenities such as a community green with well-lighted and landscaped pedestrian connections to surrounding areas. The location of the open space amenities should assist with the transition from the retail uses to the residential use, if possible.

- Pedestrian connections to surrounding areas and improved pedestrian

connections to Ossian Hall Park should be provided, including enhancing the existing crosswalk across Heritage Drive.

Option 2: ~~As an option,~~ M~~m~~ixed use up to 0.70 FAR with retail, office and residential uses may be appropriate provided the following conditions are met:

- The commercial component should not exceed a maximum of 91,000 square feet, which should include about 30% office use and about 70% neighborhood and community serving retail uses. In addition, a community serving use such as a community resource center should be provided and located within the structure occupied by the existing convenience retail use at the southwest corner of the property.

- Development should be phased to ensure that the redevelopment of the existing shopping center occurs before or concurrently and is integrated with any new residential development.

- The residential use should be limited to a maximum of 200 dwelling units (excluding bonus and affordable dwelling units) and should be designed as an integral component of the mixed use development and may include ground floor retail.

- The residential development should be designed in a manner such that its mass and scale are compatible with the surrounding residential uses. The residential structure should be limited to five (5) stories including ground floor retail. The exception is when parking for the residential use is designed as an integral part of the residential structure, in which case the height limit should not exceed six stories for portions of the buildings that include any above ground parking structure.

- The mixed use development should provide a pedestrian oriented environment including open space amenities such as a community green with well-lighted and landscaped pedestrian connections to surrounding areas.

- Public facility and infrastructure impacts of any proposed development, such as transportation, schools, and parks will need to be mitigated through on-site and off-site improvements or contributions."

COMPREHENSIVE LAND USE PLAN MAP:

The Comprehensive Land Use Plan Map will not change.

TRANSPORTATION PLAN MAP:

The Countywide Transportation Plan Map will not change.