



County of Fairfax, Virginia

MEMORANDUM

DATE: November 3, 2011

TO: Plan Amendment ST10-IV-MV1 (Penn Daw CBC Special Study) Task Force

FROM: Meghan Van Dam
Department of Planning and Zoning

SUBJECT: Plan Amendment ST10-IV-MV1 Staff Impact Analysis

This memorandum contains a summary of the background of the Penn Daw CBC Special Study [Plan Amendment (PA) ST10-IV-MV1] and impact analyses related to land use, the environment, public schools, housing, and water service to facilitate discussion. Transportation issues will be provided separately.

BACKGROUND:

On May 11, 2010, the Board of Supervisors (BOS) authorized PA ST10-IV-MV1 for a portion of the Penn Daw Community Business Center (CBC), Tax Map parcels 83-3 ((1)) 6 and 7. The special study was based on deferred Area Plans Review (APR) nomination 09-IV-22MV. The APR nomination proposed to replan an 11-acre portion of the study area for residential, retail, and/or office uses at an intensity up to 1.5 floor-area ratio (FAR). On November 16, 2010 the BOS expanded the study area to 17 total acres by including Tax Map parcels 83-3((1)) 22A, 22B1; 83-3((4)) A, 34, and 35; 83-3((11)) 1, 2, 3, 4, and 6. The goal of the expansion was to allow for a more holistic review of the area, particularly transportation issues. The expansion did not affect the proposed land use or intensity.

The study area is generally located west of the intersection of Richmond Highway and North Kings Highway, between School Street and the Kings Garden Apartments. The area is generally located at a distance of approximately $\frac{3}{4}$ of a mile from the Huntington Metrorail Station platform and currently contains two shopping centers, vacant office and retail buildings, and several single-family residential units. The anchor tenant in the Penn Daw Plaza shopping center, south of Poag Street, has vacated the center.

Comprehensive Plan recommendations for Land Unit H and Sub-unit F2 of Penn Daw CBC along the Richmond Highway Corridor and a small portion of the Huntington Community Planning Sector apply to the area. (See Subject Area Map on page 6.) Land Unit H contains the Penn Daw Plaza shopping center and various other commercial uses, between Poag and School Streets. The shopping center is planned for retail use at an intensity of up to 0.35 FAR. The remaining area within the land unit is planned for low-rise office or institutional uses at an intensity of up to 0.25 FAR or 0.35 FAR, if consolidated. Sub-unit F2 is planned for retail use at an intensity of up to 0.35 FAR and consists of a former Eckerd Pharmacy, now vacant. The portions of the subject area that are outside of the CBC in the Huntington Planning Sector contain single-family detached homes and are planned for residential use at 3-4 dwelling units per acre (du/ac). The subject area is zoned C-5, C-8, and R-4.

Directly east of the subject property, the Transportation Plan recommends severing the intersection of Richmond Highway and North Kings Highway in order to alleviate the traffic concerns in the area. A new connection from North Kings Highway and Richmond Highway, in the vicinity of Fairview Drive is planned south of the subject area. The Richmond Highway Corridor is planned as an enhanced public transportation corridor. Plan guidance can be found at: <http://www.fairfaxcounty.gov/dpz/comprehensiveplan/area4/mtvernon1.pdf>, page 39-40 and on the Comprehensive Plan Map.

LAND USE ALTERNATIVES:

The task force and the property owners discussed a range of land use alternatives, accompanied by two transportation networks, the current Plan network and a “grid-like” road system. The land use alternatives are as follows:

Current Comprehensive Plan	Task Force Alternative 1	Task Force Alternative 2	Property Owners’ Proposal
194,000 SF retail use	130,000 SF retail	90,000 SF retail	70,000 SF retail
58,000 SF office use	300 mid-rise multi-family units	500 mid-rise multi-family units	780 mid-rise multi-family units
	20 townhomes	20 townhomes	36 townhomes
3 single family dwelling units	4 single family units	4 single family units	

The land use alternatives (Task Force Alternatives 1 and 2 and the Property Owners’ Proposal) propose to redevelop the study area by increasing the development intensity and changing the character of the area from a primarily, suburban-style commercial area into an urban-style, residential mixed-use format. The alternatives would be designed with buildings oriented and aligned to the street, for the most part. The intensity would be concentrated with the tallest buildings towards Richmond and North Kings Highway. Retail uses would be located on the ground-floor of the multi-family residential buildings, most likely along Richmond and North Kings Highways. Building height would taper down toward the existing residential neighborhood, surrounding the study area. The type of residential use changes from multi-family to townhouses and/or single-family units as the building height tapers. (See Attachment 1 for massing studies of the task force alternatives.)

ANALYSIS:

Land Use

The majority of the study area is located within a designated CBC along the Richmond Highway Corridor, identified within the Comprehensive Plan, but outside of the “core area” of the CBC that is planned in Land Unit E, east of the study area and across Richmond Highway. The proposed type of redevelopment in each of the land use alternatives generally conforms to the broad goals established for CBCs along the Richmond Highway Corridor. The proposed redevelopment would support the goal of directing growth along the corridor to a CBC. Redevelopment would promote the economic stability of the corridor and the Penn Daw area and limit commercial encroachment into the surrounding, stable neighborhoods.

The land use alternatives also would support a mix of uses at a community-scale. Each alternative contains some level of retail use that could provide community services to the new and existing residents in the proposed multi-family, townhouse, and single-family units. Ground-floor retail uses as proposed in the multi-family residential buildings also would support the goal of integrating accessible, small businesses into commercial centers. While the least amount of retail use is proposed in the Property Owners' Proposal with the majority of the use being residential, additional services for the residents could be met through the mixed-use redevelopment of the core area, east of Richmond Highway in Land Unit E. Furthermore, the urban-style design would encourage pedestrian activity and reduce dependence on the automobile for transportation. In general, the proposed redevelopment would encourage reinvestment in a designated growth area and revitalization of vacant buildings.

A number of land use topics still need to be examined in coordination with the findings of the transportation analysis. These issues include, but may not be limited to, the intensity of redevelopment and the relationship of the study area to the core area in Land Unit E; the distribution of intensity across the study area; parcel consolidation and coordinating development; the types of land uses; the edge condition and buffering to surrounding neighborhood; and the potential expansion of the CBC to include Tax Map parcels 83-3((4)) 34 and 83-3((11)) 6.

Parks

The area is well served by district parks, including Mount Vernon District Park and Lee District Park, but not well served by local serving parks within walking or a short driving distance from users. The existing nearby parks meet only a portion of the demand for park and recreational facilities generated by residential development in this area. Since the study area is located in a CBC and the alternatives are envisioned with an urban character, urban parks should be incorporated within the development. Urban parks should have a high quality design with amenities well-integrated into the overall development design and should be located in areas of high pedestrian activity rather than leftover spaces in the development. Using Urban Park standards, the proposed population increases, resulting from the range of alternatives from Task Force Alternative 1 to the Property Owners' proposal would generate a need for between 0.95 to 2.45 acres, respectively, of urban park land.

Existing guidance within the Policy Plan, the Area Plans, the Park Authority's Urban Park Framework, and the Great Parks, Great Communities Park Comprehensive Plan should be followed to mitigate adverse impacts to parkland and recreation facilities. Specifically, Plan text related to parks for this site should integrate well-designed, publicly-accessible park spaces. These spaces should enhance the recreational options and sense of place for the development, ensure pedestrian connectivity throughout the development and to surrounding land uses, and address impacts to park facility service levels. Redevelopment should provide appropriate facilities or contributions to existing park facility improvements. (See Attachment 2 for Fairfax County Park Authority comments.)

Environment

Noise – Transportation generated noise exceeding day/night noise levels (DNL) of 75 decibels (dBA) may impact this site from Richmond Highway, which may adversely affect residential use in the proposed alternatives. This issue may be avoided based on the location of the residential use. If residential development is either shielded by other structures, located an adequate

distance from the noise source(s) or by topography, then noise might be adequately mitigated at this location. A noise study may be necessary in order to determine noise impacts for any proposed residential or other noise sensitive uses.

Problem Soils – The western portion of the site contains Marumscos Soils, classified as a problem soils. A geotechnical study may be required in order to determine the extent of these problem soils and any remediation measures, which might be required for development/redevelopment of the subject property. See page 7 for 2011 Soils Map.

Green Building Measures – Green building measures should be included as part of any redevelopment in the study area, as county policy encourages these types of commitments in CBCs. For any new residential development green building measures may include U.S. Green Building Council's Leadership in Energy and Environmental Design (LEED) for Homes, Earthcraft or Energy Star certification.

Water Quality and Stormwater Management: The study area spans the watershed divide between the Pike Branch Watershed Management Area in the Cameron Run watershed and Hunting Creek in the Belle Haven watershed, which are divided by North Kings Highway. The health of these watersheds is characterized as "Very Poor" in the county's Stream Protection Strategy Baseline Study and subsequent annual monitoring events for overall site condition. These scores are most likely the result of the development of the watershed before current stormwater management regulations were enacted. A privately owned dry pond in the Penn Daw Shopping Center is located in the southwest corner of Land Unit H. This is an older facility that should be retrofitted to provide both water quality and quantity control to improve the health of receiving waters. There is no stormwater management on the remainder of Land Unit H or Sub-unit F2.

Stormwater management and water quality controls and practices should be optimized for any redevelopment in the study area as recommended in the Policy Plan and county regulations governing new development, including a 40 percent phosphorus removal requirement for water quality and enhanced stormwater management measures. Construction of new and renovation of existing buildings should avoid, minimize, and mitigate potential impacts to Resource Protection Areas, floodplains, and wetlands. Low Impact Development and other design methods for road corridors, parking areas and buildings should be implemented to offset the losses and minimize the long-term impacts of the development. Landscaping, removal of unnecessary impervious surface and re-vegetation of the site with native vegetation should visually enhance new development and improve water and air quality. (See Attachment 3 for stormwater comments)

Public Schools

The study area is located within the Mount Eagle Elementary School (ES), Twain Middle School (MS), and Edison High School (HS) boundaries. Through School Year 2016-2017 a capacity deficit is projected at Mount Eagle ES, while Twain MS and Edison HS are projected to have sufficient student capacity. Enrollment projections are not available beyond the six year projection horizon. The residential use in the current Plan yields two total students (combined ES, MS, and HS), whereas the Task Force (TF) Alternatives 1 and 2 would yield 35 total students and 54 total students, respectively. The Property Owners' Proposal would yield 81 total students.

New students from any redevelopment in the study area within the next 5-6 years would increase this projected capacity deficit at Mount Eagle ES. In addition, available capacity for School Year 2016-2017 at Twain MS and Edison HS may be subject to change as a result of the Annandale Regional Boundary Study, approved in July 2011, which will affect the high school level starting in School Year 2012-2013. Redevelopment would need to offset the impact that new residential units may have on the surrounding schools, as per Policy Plan recommendations. (See Attachment 4 for comments from the Fairfax County Public Schools)

Housing

Each of the land use alternatives includes some level of multi-family dwelling units. Any redevelopment that includes multi-family housing on the study area should provide affordable housing. The provision should meet all Affordable Dwelling Unit ordinance requirements and Workforce Dwelling Unit policies in the range of 12% to 20% depending on factors such as proximity to public transportation.

Fairfax Water Service

The study area is served through 12-inch diameter and smaller water mains. Fairfax Water is presently designing water main improvements in the area, specifically along Richmond Highway, North Kings Highway, and Poag Street, as part of Fairfax Water's Distribution System Sustainability program. The proposed road realignment could have a significant impact on both existing water mains and proposed improvements. Redevelopment in the study area would need to offset impacts to the system in order for quality service to be provided. (See Attachment 5 for comments from Fairfax Water).

Study Area Map for PA ST10-IV-MV1

Subject Area for Penn Daw Special Study PA ST10-IV-MV1

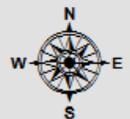


Legend

-  Penn Daw CBC Boundary
-  Subject Area PA ST10-IV-MV1



Map Created by Fairfax County Department of Planning and Zoning, November 2010
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Aerial Flight Date 2009



2011 Soils Map for PA ST10-IV-MV1



GENERAL NOTES

Soil Lines

Soil survey maps are to be used for general planning purposes only. Please be aware that soil lines are not definitive. Soils gradually phase into one another and characteristics of neighboring soil types will be found within a soil's borders

Marumscos Soils

Marumscos soils are mapped in complexes with other soil types. The complexes are highly variable and consist of combinations of clays, silts, sands and gravels. They may also be problematic. In steep areas that contain clays known as "marine clays," slope stability can be a problem. In addition, structures constructed on clays found in this complex could suffer foundation distress if adequate precautions are not taken during design and construction.