



# PROPOSED COMPREHENSIVE PLAN AMENDMENT

ITEM: 2014-IV-MV1  
April 16, 2015

**GENERAL LOCATION:** Northeast quadrant of  
Buckman Road and Main Street.

**SUPERVISOR DISTRICT:** Lee

**PLANNING AREA:** Area IV

**PLANNING DISTRICT:** Mount Vernon Planning  
District

**SUB-DISTRICT DESIGNATION:**  
Community Planning Sector: Woodlawn (MV8)

**PARCEL LOCATION:** 101-3 ((1)) 15A and  
101-3 ((1)) 15B

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

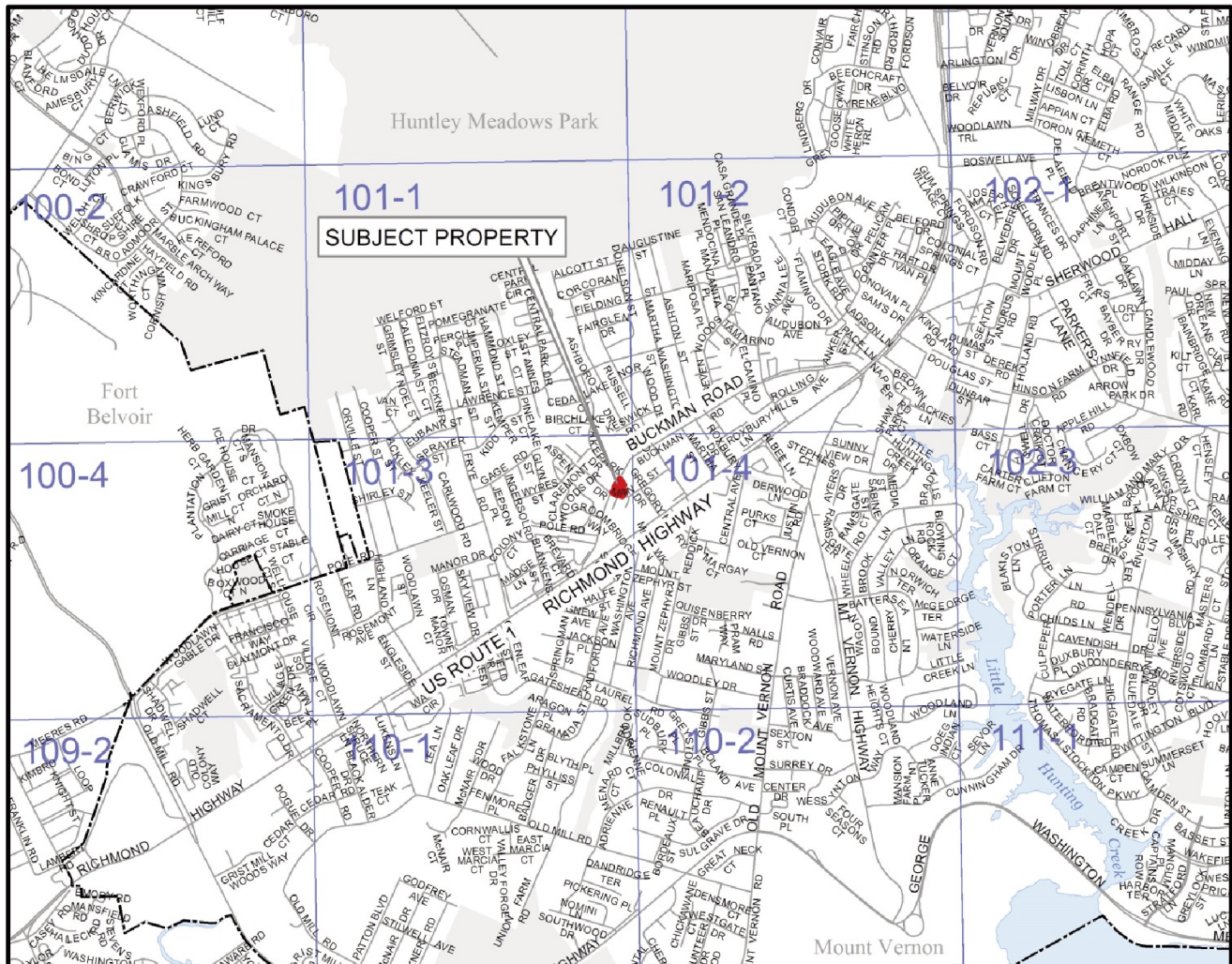
**PLANNING COMMISSION PUBLIC HEARING:**  
Thursday, April 30, 2015 @ 8:15 PM

**BOARD OF SUPERVISORS PUBLIC HEARING:**  
Tuesday, June 2, 2015 @ 4:00 PM

**PLANNING STAFF DOES RECOMMEND  
THIS ITEM FOR PLAN AMENDMENT**



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  
4201 and 4203 Buckman Road



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# CURRENT PLAN AND PROPOSED CHANGE

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

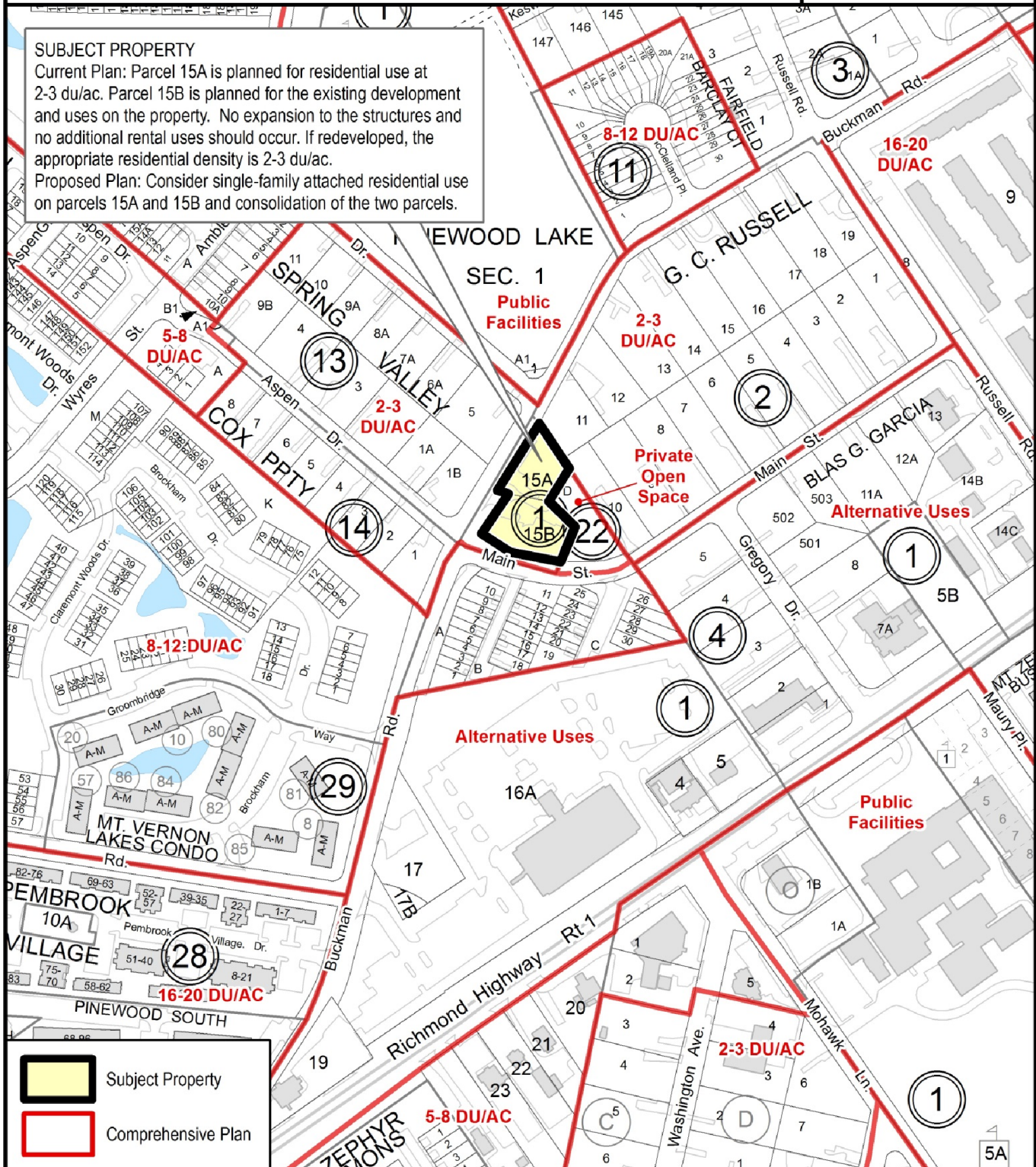
ITEM: 2014-IV-MV1

April 16, 2015

## SUBJECT PROPERTY

Current Plan: Parcel 15A is planned for residential use at 2-3 du/ac. Parcel 15B is planned for the existing development and uses on the property. No expansion to the structures and no additional rental uses should occur. If redeveloped, the appropriate residential density is 2-3 du/ac.

Proposed Plan: Consider single-family attached residential use on parcels 15A and 15B and consolidation of the two parcels.



PREPARED BY THE DEPARTMENT OF PLANNING AND ZONING USING FAIRFAX COUNTY GIS  
PARCEL INFORMATION CURRENT TO MARCH 2015

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# STAFF REPORT FOR PLAN AMENDMENT 2014-IV-MV1

## BACKGROUND

On October 29, 2014, the Fairfax County Board of Supervisors (Board) authorized Plan Amendment (PA) 2014-IV-MV1 for Tax Map Parcels 101-3 ((1)) 15A (Parcel 15A) and 101-3 ((1)) 15B (Parcel 15B), located at 4201 and 4203 Buckman Road, Alexandria, VA 22309. The authorization directed staff to consider single-family attached residential use, or townhomes, on the subject properties and consolidation of the two parcels. The authorization further stated that if parcel consolidation is not achieved, development on Parcel 15B should be designed in a manner that complements the development of a compatible use and intensity on Parcel 15A. The Board also directed staff to concurrently review the PA with any proposed zoning requests and allow concurrent processing of the site plan.

Review of the PA is concurrent with proposed Proffer Condition Amendment (PCA) 1994-L-004. The PCA application applies to Parcel 15B, and requests this parcel be redeveloped with five townhouses and to remove the proffer that would limit residential redevelopment to one single-family detached residential unit.

## CONTEXT

**General Location:** The subject properties consist of two parcels located at the northeast intersection of Buckman Road and Main Street. Vehicular access is provided on Buckman Road. The subject area is about 0.40 miles from the South County Center, measured by walking distance using main roads.

### *Planned and Existing Land Use and Zoning*

**Subject area:** The subject properties are approximately 0.79 acres in size. Parcel 15A is approximately 0.33 acres and is developed with one single-family detached residential unit. The existing development is consistent with the adopted Comprehensive Plan recommendation of residential use at 2-3 dwelling units per acre (du/ac), as indicated on the Comprehensive Land Use Plan Map (Plan Map) and text. This property is also developed in accordance with its existing zoning designation of R-3 (residential use up to 3 du/ac). Parcel 15B is approximately 0.46 acres in size and is developed with two separate structures that contain five apartment units. At the time of publication of this staff report, the units are vacant and the structures have been boarded up. The adopted Plan also states that no further expansion to the existing structures and no additional rental units within the structures should occur. Lastly, the Plan states in the event the property is redeveloped, the appropriate density is 2-3 du/ac consistent with the adjacent single-family detached subdivision. This property is zoned R-12 (residential use up to 12 du/ac).

***Adjacent area:***

**North and West:** Buckman Road is the western boundary of the subject area. The area to the north and west includes the Pinewood Lake subdivision located on the west side of Buckman Road and Lakepark Drive. This area is planned for and developed with single-family detached residential use at 2-3 du/ac, and is zoned R-3. The east side of Lakepark Drive, directly north of the subject properties (Tax Map Parcel 101-3 ((21)) B) is planned for public facilities use and is owned by the Fairfax County School Board. This ten-acre parcel is currently vacant and is zoned R-8 (residential use up to 8 du/ac).

**North and East:** The area along the east side of Buckman Road, north and east of the subject properties, is planned for and developed with single-family detached residential use at 2-3 du/ac and is zoned R-2 (residential use up to 2 du/ac). The parcel immediately adjacent to the subject area on the east (Tax Map parcel 101-3 ((22)) D) is proffered open space for the Chateauneuf townhouse subdivision located to the south of the subject area. This parcel is shown as private open space on the Plan Map and is zoned R-8.

**South:** Main Street is the southern boundary of the subject area. The Chateauneuf townhouses built in the 1970s are located on the south side of Main Street. Chateauneuf is planned for and developed with townhomes at 8-12 du/ac and is zoned R-8.

**PLANNING HISTORY**

Parcel 15A has been planned for residential use at 2-3 du/ac since the Fairfax Planning Horizons process in the early 1990s. Parcel 15B was subject to PA S93-IV-MV2 (Adopted No. 92-24) adopted by the Board of Supervisors on February 28, 1994, which resulted in the current Comprehensive Plan recommendation for the parcel (Land Use Recommendation #7). A rezoning application for the parcel (RZ 94-L-004) was approved by the Board of Supervisors on May 16, 1994 that rezoned the property from R-3, HC (Highway Corridor Overlay District) to R-12, HC. The approved rezoning permitted the existing structures and apartment units built in the 1960s to remain. A proffer reflecting the Comprehensive Plan text for this parcel was also part of the approved rezoning application. The proffer states that the density shall not exceed one unit if the property were to be redeveloped.

**ADOPTED COMPREHENSIVE PLAN**

The Plan Map shows Parcel 15A planned for residential use at 2-3 du/ac. There is no site specific Plan text for this parcel. The Plan Map shows Parcel 15B planned for residential use at 2-3 du/ac. The site specific Plan text for this parcel is cited on page 4 of this report.

The Fairfax County Concept for Future Development designates the subject properties as Suburban Neighborhoods. Suburban Neighborhoods are planned to be protected and enhanced by assuring compatible relationships between uses. These areas include a variety of residential densities as well as neighborhood-serving retail, public facilities and institutional uses.

Fairfax County Comprehensive Plan, 2013 Edition, Policy Plan, as amended through April 29, 2014, Land Use, Land Use Pattern pp 5-6, 9-10:

**“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.

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

Fairfax County Comprehensive Plan, 2013 Edition, Area IV, Mount Vernon Planning District, as amended through October 28, 2014, MV8-Woodlawn Community Planning Sector, pp 178-181:

#### “RECOMMENDATIONS

##### Land Use

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

##### **Outside of Richmond Highway Corridor**

...

7. The property listed under Tax Map 101-3((1))15B is planned for the existing development and uses on the property, which are two structures containing five units. No further expansion to the existing structures and no additional rental units within the structures should occur. In the event that the property is redeveloped, the appropriate density is 2-3 dwelling units per acre, consistent with the adjacent single-family detached subdivision.”

## ANALYSIS

### **Land Use**

#### *Suburban Neighborhood Context*

The subject properties are located in a stable suburban neighborhood that contains different housing types and neighborhood-supporting uses, consistent with the characterization in the Concept for Future Development. The subject property is adjacent to single-family detached housing, townhomes, and a parcel planned public facilities. Therefore, the proposed single-family attached use could be consistent with the character of the suburban neighborhood areas. The Residential Development Criteria is Appendix 9 in the Land Use Section of the Policy Plan. The Residential Development Criteria should be used for the review of any proposed residential redevelopment.

#### *Consolidation*

A logical consolidation of parcels is encouraged if it provides benefits to redevelopment, including better site design, building layout, access, or greater buffering or open space. Due to the configuration of Parcel 15A and Parcel 15B, the benefits of consolidation may not offset the additional density that would result if both parcels are recommended for higher density residential use.

Instead, retaining the adopted Comprehensive Plan recommendation for single-family detached residential use on Parcel 15A and not encouraging consolidation would prevent further expansion of higher density residential development into the single-family detached residential area, bounded by Main Street, Buckman Road and Russell Road. Site design that includes orientation of buildings to Main Street and vehicular access on Main Street could create a more compatible development with the existing townhouses to the south.

#### *Density*

The subject property is located between the Chateaufort townhomes to the south and single-family detached homes to the east and west. A density that allows for a transition to the single-family detached homes can support a more substantial buffer to screen parking and minimize impacts to the adjoining property, as well as encourage a site design that provides usable open space and more opportunities for tree preservation.

#### *Buffering and Screening*

As noted previously, countywide objectives and policies provide guidance regarding land use compatibility. Appropriate buffering can assist with the transition between single-family detached and single-family attached uses. Redevelopment on Parcel 15B should provide a well-designed vegetated open space buffer to Parcel 15A to minimize noise, lighting, and other adverse impacts.

#### *Open Space*

Redevelopment at the proposed density of single-family attached units should work to maximize the amount of usable open space for the units and minimize impervious surfaces.



## Transportation

### *Estimated Trip Generation*

The following tables consider the vehicular trip generation from development under the current Plan (Scenario 1), the proposed single-family attached uses on Parcels 15A and 15B (Scenario 2), and an alternative proposal with townhomes on Parcel 15B and one single-family detached unit on Parcel 15A (Scenario 3). Scenario 2 is estimated to result in an increase of nine daily trips, one morning peak hour trip, and one evening peak hour trip compared to Scenario 1. Scenario 3 is estimated to result in a decrease of four daily trips and no change in morning and evening peak hour trips compared to Scenario 1.

(Scenario 1) Current Plan: One single-family detached unit, five multifamily units

<b>Land Use</b>	<b>Daily Trips</b>	<b>A.M. Peak Hour Trips</b>	<b>P.M. Peak Hour Trips</b>
One single-family (SF) detached residential unit	10	1	1
Five multifamily residential units	33	2	3
<b>Total</b>	<b>43</b>	<b>3</b>	<b>4</b>

(Scenario 2) Townhomes on Parcels 15A and 15B: Nine single-family attached units

<b>Land Use</b>	<b>Daily Trips</b>	<b>A.M. Peak Hour Trips</b>	<b>P.M. Peak Hour Trips</b>
SF attached residential units	52	4	5
<b>Total</b>	<b>52</b>	<b>4</b>	<b>5</b>

(Scenario 3) Single-family detached and townhomes: One single-family detached unit, five single-family attached units

<b>Land Use</b>	<b>Daily Trips</b>	<b>A.M. Peak Hour Trips</b>	<b>P.M. Peak Hour Trips</b>
One SF detached residential unit	10	1	1
Five SF attached residential units	29	2	3
<b>Total</b>	<b>39</b>	<b>3</b>	<b>4</b>

The Fairfax County Transportation Plan Map recommends that Buckman Road be improved as an enhanced two-lane facility. The facility is recommended to be brought up to Virginia Department of Transportation (VDOT) standard, with turn lanes on Main Street. The Fairfax County Bicycle Master Plan calls for an on-road bicycle lane on Buckman Road. The Fairfax County Trails Plan calls for a minor paved trail along Buckman Road which could be accommodated with a new sidewalk.

The subject area is located within one-half mile of the South County Government Center. A future Bus Rapid Transit (BRT) station is proposed at the South County Government Center. A study of future BRT service along the Richmond Highway Corridor is tentatively scheduled to begin in the spring of 2015. Details about this prospective station area are unknown at this time; however there is the potential for better transit options and accessibility to serve the area near the South County Center.

## Schools

The schools serving this area are Riverside Elementary School (ES), Whitman Middle School (MS), and Mount Vernon High School (HS). The school capacity chart below is a snapshot in

time for student enrollments and school capacity balances. Student enrollment projections are conducted on a six-year timeframe, currently through school year 2019-20, and are updated annually. If development occurs within the next five years, Riverside ES is projected to have a capacity deficient. Whitman MS and Mount Vernon HS are projected to have sufficient capacity. Beyond the six-year projection horizon, enrollment projections are not available.

#### Existing School Capacity, Enrollment, Projected Enrollment

School	Capacity 2014/2019	Enrollment (9/30/14)	Projected Enrollment 2015-16	Capacity Balance 2015-16	Projected Enrollment 2019-2020	Capacity Balance 2019-20
Riverside ES	816/816	773	779	37	870	-54
Whitman MS	1,284/1,284	969	1,040	244	1,093	191
Mount Vernon HS	2,451/2,451	1,965	2,002	449	2,257	194

*Capacities based on 2016-2020 CIP (December 2014). Projected Enrollments based on 2014-15 to 2019-2020 6-Year Projections (April 2014)*

The tables below consider the student yield from development under the current Plan (Scenario 1), the proposed single-family attached uses on Parcels 15A and 15B (Scenario 2), and an alternative proposal with townhomes on Parcel 15B and one single-family detached unit on Parcel 15A (Scenario 3). Each of the estimated yields is derived from 2013 Countywide student yield ratios. Scenario 2 is estimated to generate four students, a net increase of three students over Scenario 1. Scenario 3 is estimated to generate two students, a net increase of one student over Scenario 1.

#### (Scenario 1) Current Plan: One single-family detached unit, five multifamily units

School Level	Single-Family Detached Ratio	Number of Units	Estimated Student Yield
Elementary	.270	1	0
Middle	.085	1	0
High	.175	1	0

School Level	Low-rise Multifamily Ratio	Number of Units	Estimated Student Yield
Elementary	.194	5	1
Middle	.046	5	0
High	.085	5	0

**Total Yield: One student**

#### (Scenario 2) Townhouses on Parcels 15A and 15B: Nine single-family attached units

School Level	Single-Family Attached Ratio	Number of Units	Estimated Student Yield
Elementary	.252	9	2
Middle	.062	9	1
High	.127	9	1

**Total Yield: Four students**

#### (Scenario 3) Single-family detached and townhomes: One single-family detached unit, five single-family attached

School Level	Single-Family Detached Ratio	Number of Units	Estimated Student Yield
Elementary	.270	1	0
Middle	.085	1	0

High	.175	1	0
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School Level	Single-Family Attached Ratio	Number of Units	Estimated Student Yield
Elementary	.252	5	1
Middle	.062	5	0
High	.127	5	1

***Total Yield: Two students***

### **Environment**

The Green Buildings, Water Quality and Stormwater Management, and Tree Preservation sections below reference the Environment section of the Policy Plan, which can be found online at <http://www.fairfaxcounty.gov/dpz/comprehensiveplan/policyplan/environment.pdf>.

#### ***Green Buildings***

Policy C under Objective 13 of the Environment section of the Policy Plan recommends that new residential development provide green building certification according to one of several options available.

#### ***Water Quality and Stormwater Management***

The Environment section of the Policy Plan discusses preventing and reducing pollution of surface and groundwater resources. Should any redevelopment occur, the application of water quality and quantity controls to the extent practicable is recommended, as per county policy. The implementation of low impact development (LID) techniques is also encouraged by the Policy Plan. These techniques include minimizing the amount of impervious surface and encouraging the fulfillment of tree cover requirements through tree preservation instead of replanting where existing tree cover permits.

#### ***Tree Preservation***

Support for tree preservation is contained in the Environment section of the Policy Plan. Policy C under Objective 1 recommends supporting air quality improvement through tree preservation. Policy K under Objective 2 recommends siting buildings to minimize impervious cover associated with driveways and parking areas, tree preservation, and fulfilling tree cover requirements through tree preservation instead of replanting. Effort should be made to retain trees that are recommended for preservation.

### **Parks and Recreation**

The subject property is located within the Mount Vernon Planning District. A range of park types are located in the planning district, and recreation facilities include two RECenters, rectangle and diamond ball fields, tennis and multi-use courts, trails, and other types of facilities.

Existing nearby parks meet only a portion of the demand for parkland generated by residential development in the service area of the proposed Plan Amendment. In addition to parkland, the recreational facilities in greatest need in the Mount Vernon Planning District include basketball and sports courts, rectangle fields, playgrounds and trails.

Attached units will likely have smaller yards, and the use of common and shared open space will be more important. Opportunities to integrate a usable open space area or recreational

amenity in the overall development design should be explored. Connectivity and improvement to the adjacent open space (Parcel 101-3 ((22)) D) also could provide a benefit to future residents.

### **Heritage Resources**

The subject properties have not been included in any known heritage resource study and are not listed in *The Fairfax County Inventory of Historic Sites*. The mid-20<sup>th</sup> century dwelling located on Parcel 15A does not appear to warrant further research or documentation. Initial review of the Parcel 15B indicates that further research and documentation may be warranted. The *Heritage Resource Management Plan* adopted by the Board of Supervisors in 1988 identifies Study Units of Early Suburbanization and Urbanization. The role this property may have played in the changing character and development patterns of Fairfax County from the early to late 20<sup>th</sup> century and the community it reflected appears to warrant research and documentation.

Therefore, further research and documentation is recommended for Parcel 15B, and should be completed prior to any ground disturbance. Ideally, this work should be completed concurrently with the review of PCA 1994-L-004 as per county policy regarding heritage resources in the Policy Plan and Area IV volume of the Comprehensive Plan. The Heritage Resources section of the Policy Plan can be found online at <http://www.fairfaxcounty.gov/dpz/comprehensiveplan/policyplan/heritage.pdf>.

### **CONCLUSION**

If redevelopment occurs, consolidation of Parcels 15B and 15A may not provide a significant design benefit due to the configuration of the parcels. Townhomes on Parcel 15B could be compatible with the surrounding residential development, if the appropriate buffering and screening is provided to the single-family detached home. A density that allows for a transition to the single-family detached neighborhood can support a more substantial buffer to screen parking and minimize impacts to the adjoining property, as well as encourage a site design that provides usable open space and more opportunities for tree preservation. Further, a more compatible site design could result if townhomes on Parcel 15B are oriented to the existing townhomes to the south. The evaluated increase in density would result in a nominal effect on vehicular trip generation and student yield. The Residential Development Criteria contained in the Policy Plan should be used for the review of any proposed redevelopment.

### **RECOMMENDATION**

Consolidation of Parcels 15A and 15B is not recommended. The current planned density for single-family detached residential use at 2-3 du/ac for Parcel 15A should remain. A planned density of 8-12 du/ac on Parcel 15B is recommended to be added to the Plan guidance as an option. The Residential Development Criteria should be used for the review of any proposed redevelopment.

## **PROPOSED AMENDMENT TO THE COMPREHENSIVE PLAN**

Staff recommends 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 ~~strike through~~.

**MODIFY:** Fairfax County Comprehensive Plan, 2013 Edition, Area IV, Mount Vernon Planning District, as amended through October 28, 2014, MV8-Woodlawn Community Planning Sector, Land Use, Recommendations, page 181:

“7. ~~The property listed under~~ Tax Map 101-3((1))15B is planned for the existing development and uses on the property, which are two structures containing five units. No further expansion to the existing structures and no additional rental units within the structures should occur. In the event that the property is redeveloped, the appropriate density is 2-3 dwelling units per acre, consistent with the adjacent single-family detached subdivision and the Comprehensive Land Use Plan Map. As an option, residential use at a density of 8-12 dwelling units per acre may be appropriate.

## **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