



PROPOSED COMPREHENSIVE PLAN AMENDMENT

ITEM: PA 2015-IV-MV3
September 1, 2016

GENERAL LOCATION: East side of Richmond Highway and north of Fairview Drive.

SUPERVISOR DISTRICT: Mount Vernon

PLANNING AREA: Area IV

PLANNING DISTRICT OR SPECIAL AREA:
Mount Vernon Planning District,
Richmond Highway Corridor Area

SUB-DISTRICT DESIGNATION: Penn Daw Community Business Center, Land Unit G and MV3
Greater Belle Haven Community Planning Sector

PARCEL LOCATION: 83-3((1))18,19 and 20

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

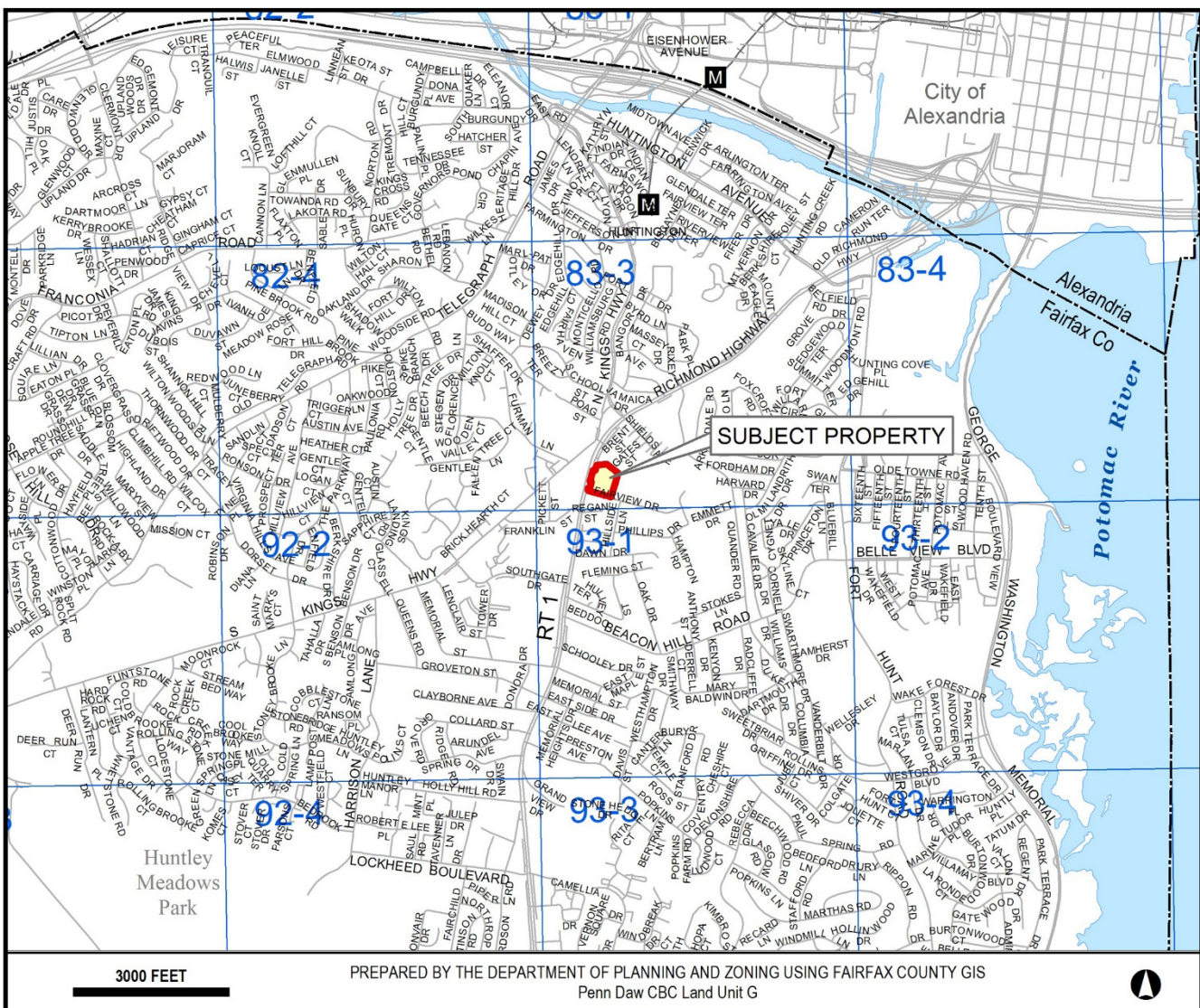
PLANNING COMMISSION PUBLIC HEARING:
Thursday, September 15, 2016 @ 8:15 PM

BOARD OF SUPERVISORS PUBLIC HEARING:
Tuesday, October 18, 2016 @ 5:00 PM

**PLANNING STAFF DOES 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.



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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:
PA 2015-IV-MV3



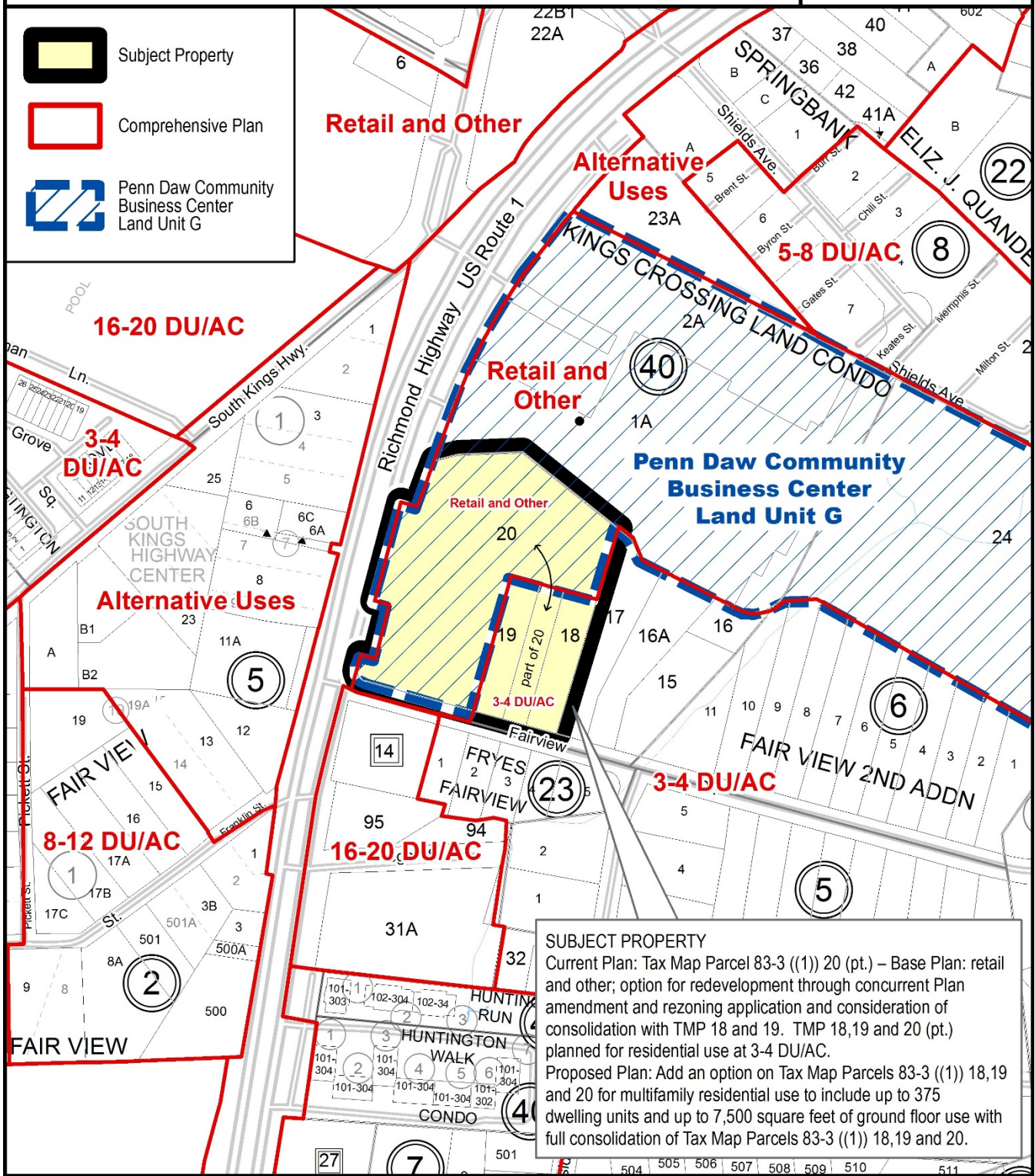
Subject Property



Comprehensive Plan



Penn Daw Community
Business Center
Land Unit G



SUBJECT PROPERTY

Current Plan: Tax Map Parcel 83-3 ((1)) 20 (pt.) – Base Plan: retail and other; option for redevelopment through concurrent Plan amendment and rezoning application and consideration of consolidation with TMP 18 and 19. TMP 18, 19 and 20 (pt.) planned for residential use at 3-4 DU/AC.
Proposed Plan: Add an option on Tax Map Parcels 83-3 ((1)) 18, 19 and 20 for multifamily residential use to include up to 375 dwelling units and up to 7,500 square feet of ground floor use with full consolidation of Tax Map Parcels 83-3 ((1)) 18, 19 and 20.

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STAFF REPORT FOR PLAN AMENDMENT 2015-IV-MV3

BACKGROUND

On July 28, 2015, the Fairfax County Board of Supervisors (Board) authorized Plan Amendment (PA) 2015-IV-MV3 for Tax Map Parcels 83-3 ((1))18, 19 and 20 located at 6319, 6321, 6325 and 6329 Richmond Highway and 2622, 2700 and 2716 Fairview Drive, Alexandria, VA, 22306. The subject area is located in the Mount Vernon Planning District, Richmond Highway Corridor Area, and partially within the Penn Daw Community Business Center (CBC). The Board directed staff to evaluate multifamily residential development to include up to 375 dwelling units and/or live/work units, and up to 7,500 square feet of retail use.

Concurrent rezoning application RZ/FDP 2016-MV-002 proposes to rezone the subject area from the C-8 Highway Commercial District and R-4 Residential District (four dwelling units per acre) to the PRM (Planned Residential Mixed Use) District to allow the construction of a multifamily building with a maximum of 340 dwelling units and first-floor amenity space, served by structured parking.

CHARACTER OF THE SITE

The approximately 5.2-acre subject area contains a fast food restaurant, and other low-intensity retail uses one of which is vacant, served by surface parking, and other vacant land. The adopted Plan for the subject area recommends community-serving retail use at an intensity up to .50 floor area ratio (FAR) on a portion of parcel 20 within Land Unit G of the Penn Daw CBC and residential use at 3-4 dwelling units per acre (du/ac) on the remaining portion of parcel 20 and parcels 18 and 19 located outside of the CBC in the MV3 Greater Belle Haven Community Planning Sector. There is an option for the subject area that recommends the examination of redevelopment through consolidation of parcels 18, 19 and 20 and through a concurrent Plan amendment and rezoning application process. Parcel 20 is split-zoned. The portion of parcel 20 fronting on Richmond Highway is zoned C-8, and the remaining portion of parcel 20, and parcels 18 and 19 are zoned R-4. The entire subject area lies within the Highway Corridor Overlay District, but only the portion of parcel 20 that is zoned commercial lies within the Commercial Revitalization Overlay District.

CHARACTER OF THE AREA

The subject area is located on the Richmond Highway Corridor and surrounded by low-intensity commercial uses along Richmond Highway and low density suburban neighborhoods to the east. Northeast of the subject area is a big box retailer and other pad retail uses within Land Unit G of the Penn Daw CBC, also planned for community-serving retail uses up to .50 FAR and zoned C-8 Commercial District. The Springbank community, a single-family residential neighborhood planned for residential use at 3-4 du/ac and zoned R-4 is located to the east and southeast. To the south along Richmond Highway is a church planned for residential use at 16-20 du/ac and zoned

C-8. To the west across Richmond Highway are retail and office uses planned for retail and office uses, or retail and office mixed-use up to .50 FAR and zoned C-8 commercial district.

PLANNING HISTORY

The adopted Plan option for the subject area originated from Area Plans Review Nomination 09-IV-26MV, adopted by the Board on September 28, 2010. The nomination proposed to replan Tax Map Parcels 83-3((1))18,19 and 20 for mid-rise multifamily residential use with first floor retail use up to a 1.0 FAR and expand the Penn Daw CBC. Ultimately, the Board adopted text that recognized the redevelopment potential of parcel 20 through a concurrent Plan amendment and zoning application process, applicable for redevelopment within commercial revitalization areas, and possible consolidation with adjacent parcels 18 and 19.

The subject area is located within the study area of Embark Richmond Highway (Plan Amendment 2015-IV-MV1), presently underway. The study is considering refining the land use and transportation recommendations for the Richmond Highway Corridor to incorporate guidance for a Bus Rapid Transit (BRT) system between the Huntington Metro Station and Fort Belvoir and a long-term extension of the Metrorail Yellow line from Huntington to Hybla Valley. The study envisions one of the BRT stations located just north of the subject area within the Penn Daw CBC.

ADOPTED COMPREHENSIVE PLAN TEXT

Fairfax County Comprehensive Plan, 2013 Edition, Area IV, Mount Vernon Planning District, Overview, Planning Objectives, as amended through 10-20-2015, page 3-4.

- “Preserve stable residential neighborhoods through appropriate infill development which is compatible in use, type and intensity with surrounding uses.
...
- Establish well-defined buffers, particularly for existing residential development adjacent to high density/intensity corridors, with appropriate pedestrian access between commercial and residential areas.
- Establish an appropriate mix of land uses and intensities in the Community Business Centers along Richmond Highway and provide transitions to adjacent Suburban Neighborhoods.
...
- Encourage the consolidation of small land parcels to provide for future development opportunities.”

Fairfax County Comprehensive Plan, 2013 Edition, Area IV, Mount Vernon Planning District, Richmond Highway Corridor Area, Planning Objectives for the Richmond Highway Corridor, Land Use, as amended through 10-20-2015, page 26.

- “Plan for quality development, which may include office, retail, residential, mixed-use and institutional uses in six Community Business Centers along Richmond Highway:

North Gateway, Penn Daw, Beacon/Groveton, Hybla Valley/Gum Springs, South County Center and Woodlawn...

...

- Encourage 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.

...

- Reduce adverse impacts, such as noise, glare and incompatible building forms, on adjacent residential communities by establishing effective transitions, buffering and screening, and by designing buildings of appropriate scale and height. 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. In the core areas of the Community Business Centers, high-rise buildings may be appropriate in order to create an urban environment. Building heights should taper down to adjacent residential neighborhoods and special care should be given to screening and buffering these neighborhoods.”

Fairfax County Comprehensive Plan, 2013 Edition, Area IV, Mount Vernon Planning District, Penn Daw CBC, Richmond Highway Corridor Area, as amended through 10-20-2015, pages 42-43.

“Land Unit G

The area along the east side of Richmond Highway south of Shields Avenue to Fairview Drive is planned for community-serving retail use up to .50 FAR. Tax Map parcel 83-3((1))24 is owned by the county. Steep slopes, streams and floodplains with their existing vegetation located on the property should be preserved as a public park. Where past practices have degraded these slopes and streams, bioengineering approaches should be followed to restore them to more natural conditions and functions.

The Plan Map recommends residential use at a density of 3-4 du/ac for a portion of Parcel 20, and parcels 18 and 19. As an option, Tax Map parcel 83-3((1))20 may be appropriate for redevelopment. The mix of use and intensity should be examined through a concurrent Comprehensive Plan amendment and zoning application. This approach is consistent with county policy that permits concurrent processing of Comprehensive Plan amendment and zoning applications in order to facilitate the review of development proposals in Commercial Revitalization Areas. Redevelopment under this option may consider consolidation with Tax Map parcels 83-3((1))19 and 18 in order to accommodate compatible land use transitions, building height tapering, and potential buffering to the adjacent, low density neighborhood.”

ANALYSIS

Land Use

The proposed Plan amendment would support the general policy objectives for the Richmond Highway Corridor that recommend the concentration of more intense, mixed-use development

within CBCs. In addition, the proximity of the subject area near a planned transit station, which will be refined as a BRT station through the Embark Richmond Highway effort, affords the proposed plan the potential to become a signature transit-oriented development (TOD), if sited and designed appropriately to fit into the fabric of the area. The realization of this Plan amendment could be the first step in transforming the east side of the Penn Daw CBC into a high quality, transit-oriented and bicycle and pedestrian-friendly environment that could be a model for other TOD along the Richmond Highway Corridor.

Land Use Intensity

The proposed redevelopment at an equivalent intensity of approximately 1.6 FAR would be the highest planned intensity in the Penn Daw CBC. The Embark Richmond Highway Study is evaluating a BRT station in the CBC near the subject area. The increased intensity could be appropriate to support the ridership for the BRT and the formation of a transit oriented development (TOD) environment, if appropriately sited and designed.

Consolidation

Planning objectives encourage the consolidation of parcels to promote high quality site design and promote redevelopment opportunities. The consolidation of parcels 83-3((1))18,19 and 20 would have the potential to create a more viable redevelopment project; improve design, circulation, and open space opportunities; and provide additional space for buffering and transition to the low density neighborhood to the east and south with proper siting and design.

Expansion of Penn Daw Community Business Center

The amendment proposes an expansion of the Penn Daw CBC into a low-density residential neighborhood. In general, expansions of CBCs are discouraged because the expansion of more intense redevelopment or commercial uses in the CBC could threaten the stability of the surrounding neighborhoods. However, in this case the expansion would result from a consolidation effort that has multiple benefits as mentioned in the previous paragraph. Special efforts would need to be made with the proposed expansion to create a functional and aesthetically appealing transition to the surrounding neighborhood. Such tools as the tapering of building height toward the neighborhood with the tallest section of the redevelopment located away from the neighborhoods, architectural enhancements to reduce the appearance of a rear-side to the building, and buffering and screening techniques, including wrapping any parking structures with residential units could be employed to support an appropriate transition.

Transportation

Trip Comparison

As shown on Figure 1, the proposed Plan amendment and the proposed rezoning application would reduce the daily and PM peak-hour vehicle trips compared to the current Plan; however, there is a slight increase in AM peak-hour vehicle trips compared to the current Plan. The trip reductions shown are due to the proposed residential use producing fewer trips than planned non-residential uses.

Figure 1. Trip Generation Estimates for PA 2015-IV-MV3

Land Use (ITE Code)		Daily Trips	AM			PM		
			In	Out	Total	In	Out	Total
Current Plan								
Single Family (210)	2 DU	29	3	8	11	2	1	3
Retail (820)	94 KSF	6,523	56	34	90	276	299	575
Total Trips Generated		6,552	59	42	101	278	300	578
Plan Option 1								
Apartments (220)	375 DU	2,396	37	150	187	146	78	224
Retail (820)	7.5 KSF	1,261	4	3	7	51	55	106
Total Trips Generated		3,657	41	153	194	196	134	330
Gross Impact Over Current Plan		-2,895	-17	110	93	-81	-167	-248
Plan Option 2 (Prop. RZ)								
Apartments (220)	340 DU	2,184	34	136	170	133	72	205
Total Trips Generated		2,184	34	136	170	133	72	205
Gross Impact Over Current Plan		-4,368	-25	94	69	-145	-228	-373

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.

Access

There are four (4) existing access points along the Richmond Highway frontage of the subject area, of which three (3) are right-in-right-out without a traffic signal or a median break. The fourth access point has a median break, which allows traffic to access southbound Richmond Highway. This access is located at the intersection of Fairview Drive and Richmond Highway with Fairview Drive under stop sign control. Transportation issues associated with any development of the subject parcels, particularly those associated with access, would need to be adequately addressed during the rezoning review process. The development plan should address overall circulation patterns, turning movements, parcel consolidation, pedestrian circulation, safety issues and transit amenities. Internal circulation and access issues as well as safety issues, particularly pedestrian related, are of primary concern.

Relationship to Embark Richmond Highway

Preliminary Embark Richmond Highway discussions envision better pedestrian, bicycle and vehicular connectivity as part of the community design for the Penn Daw CBC. Any redevelopment of this site should not preclude inter-parcel connectivity to the property to the north in Land Unit G via a publicly accessible road that meets Virginia Department of Transportation (VDOT) standards. The road would be a segment of a potential network of neighborhood streets within the CBC. This road should serve both vehicular and pedestrian traffic.

Pedestrian and Bicycle Connectivity

Pedestrian facilities should provide direct access to nearby bus stops, amenities and retail uses. Safe pedestrian crossings of Fairview Drive and Richmond Highway would be essential with any redevelopment. Any redevelopment should provide safe bicycle connections to Richmond Highway as well as nearby retail and recreational amenities.

Right-of-Way

A right-of-way dedication of 89 feet from centerline would need to be provided as part of a reconfigured future cross section of Richmond Highway, based on the current Plan recommendations adjusted by the current VDOT standards for multimodal trails. The cross-section is planned to accommodate future transit, vehicular travel lanes, pedestrian and separated bicycle facilities.

Trails

The Countywide Trails Plan designates a major paved trail along Richmond Highway. The Comprehensive Plan states that trails in this planning sector are an integral part of the overall county system. Appropriate transitions to the north and south at the edges of the property should be designed so that the sidewalk can link with an existing multiuse trail along Richmond Highway.

Schools

The school capacity chart shows a snapshot in time for student enrollments and school capacity balances. Student enrollment projections are developed for a six-year timeframe, currently through school year 2020-21 and are updated annually. At this time, if development occurs within the next five years, West Potomac High and Sandburg Middle schools are projected to have a capacity deficit. Belle View Elementary School is projected to have surplus capacity. Beyond the six-year projection horizon, enrollment projections are not available.

Figure 2. School Capacity

School	Capacity 2015 / 2020	Enrollment (9/30/15)	Projected Enrollment SY16-17	Capacity Balance SY16-17	Projected Enrollment SY20-21	Capacity Balance SY20-21
West Potomac HS	2,219 / 2,219	2,482	2,630	-411	2,918	-699
Sandburg MS	1,458 / 1,458	1,434	1,417	41	1,519	-61
Belle View ES	680 / 700	531	527	153	524	176

Based on the proposed 375 dwelling units, the proposed plan would yield 11 high school students, 6 middle school student and 21 elementary school students for a total yield of 38 new students. There are capital improvements plans for area schools that may mitigate any capacity deficits that are projected. Plans include a permanent addition or relocation of a modular addition for West Potomac High School, temporary facilities and/or architectural modifications to Sandburg Middle School and an ongoing renovation of Belle View Elementary School that will increase its capacity to 700 students as of the 2019-2020 school year.

Parks and Recreation

Urban Parks

According to the county's Urban Parks Framework described Appendix 2 of the Parks and Recreation Chapter of the Policy Plan of the Comprehensive Plan, urban parks should be integrated into mixed-use developments, urban centers, and designated mixed-use centers planned at an urban scale. The proposed plan would result in an increased need for urban parkland in the area of approximately 0.96 acre. Key features of urban parks include public accessibility from streets and sidewalks by pedestrians and bicycles. The integration of publicly accessible urban parks would be critical to providing onsite recreation resources within any redevelopment of the subject area and would enhance the desirability of the project, contribute to redevelopment efforts and contribute to a sense of place. Dog parks would be discouraged due to the accompanying noise and odor impacts. There are dog parks located in nearby public parks.

Connections to Adjacent Parkland

Tax Map Parcel 83-3((1))24 located east-northeast of the subject area is vacant land and currently owned by the Board. The adopted Plan recommends this property to be preserved as a public park. A portion of a pedestrian connection to this parcel from Richmond Highway should be provided through the subject area with any redevelopment.

Cultural Resources

The subject area lies within a large area of known Civil War camps. County policy recommends that a Phase I archaeological survey be conducted to determine the presence or absence of archaeological sites. If archaeological sites are found Phase II testing is recommended to determine county significance and/or eligibility for inclusion on the National Register of Historic Places. In addition, development of archaeological sites should be avoided or Phase III data recovery be conducted.

CONCLUSION

The proposed Plan amendment represents an opportunity to achieve county goals of revitalization and redevelopment along Richmond Highway, support ridership for the potential BRT system, and contribute to the future network of neighborhood streets within the CBC. With the expansion of the CBC, the proposed development would need to incorporate effective transition and buffering to abutting residential properties and features that soften the visual perception of the building mass and scale. The proposed amendment would need to provide high quality public spaces and pedestrian connections to the future BRT station and county owned property to the east of the subject area, planned for a future public park. The proposed amendment also would generate fewer vehicle trips overall than the adopted Plan for the property, which would reduce the impact to the transportation network.

RECOMMENDATION

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 ~~strikethrough~~.

MODIFY: Fairfax County Comprehensive Plan, 2013 Edition, Area IV, Mount Vernon Planning District, amended through 10-20-2015, Richmond Highway Corridor Area, Penn Daw Community Business Center, Land Unit G, pages 42-43:

“The area along the east side of Richmond Highway south of Shields Avenue to Fairview Drive is planned for community-serving retail use up to .50 FAR. Tax Map Parcel 83-3((1))24 is owned by the county. Steep slopes, streams and floodplains with their existing vegetation located on the property should be preserved as a public park. Where past practices have degraded these slopes and streams, bioengineering approaches should be followed to restore them to more natural conditions and functions.

~~As an option, Tax Map parcels 83-3((1))20 may be appropriate for redevelopment. The mix of use and intensity should be examined through a concurrent Comprehensive Plan amendment and zoning application. This approach is consistent with county policy that permits concurrent processing of Comprehensive Plan amendment and zoning applications in order to facilitate the review of development proposals in Commercial Revitalization Areas. Redevelopment under this option may consider consolidation with Tax Map parcels 83-3((1))19 and 18 in order to accommodate compatible land use transitions, building height tapering, and potential buffering to the adjacent, low density neighborhood.~~

As an option, midrise multifamily residential use with a maximum of 375 dwelling units with ground floor retail use or amenity space may be appropriate subject to the following conditions:

- Full consolidation of Tax Map Parcels 83-3 ((1))18,19 and 20 should be achieved.
- High-quality architecture, landscape design, and pedestrian amenities should be provided. Façade treatments, including windows, ground-floor unit entrances, building articulation, and distinctive architecture should be used on all four sides of the building to the extent possible,
- Building height and massing should taper, or other architectural elements such as balconies, or pitched rooflines should be employed to reduce the effect of the building height and bulk on the adjacent residential neighborhoods to the south and east.
- Adequate buffering and screening landscaped with year-round vegetation should be provided to minimize the visual impact of any development on the adjacent neighborhood.

- Well designed, publicly accessible urban plaza(s) or park(s) should be included to create a sense of place and provide recreational opportunities for residents and visitors, consistent with the Urban Parks Framework.
- Development should dedicate 89 feet from the centerline of Richmond Highway for planned transportation improvements.
- The walkability and multi-modal connectivity of the redevelopment should be enhanced through the addition of sidewalks, streetscaping, and bicycle facilities. Safe pedestrian and bicycle connections that provide direct access to nearby transit, amenities and retail uses should be provided. Safe pedestrian crossing of Fairview Drive is essential with any redevelopment.
- A public street should be accommodated, including the dedication of right-of way, to connect Fairview Drive to Tax Map Parcel 83-3((40))1A. The street is intended to link to a network of neighborhood streets that will be created with the future redevelopment of parcels 83-3 ((40)) 1A and 83-3 ((40)) 2A.
- Parking facilities should be designed to minimize adverse visual impacts to the streetscape and neighboring properties. Parking should be consolidated into a structure that is integrated into the development using such features as aesthetically appealing architectural detailing, dwelling units that wrap the structure, screening, lighting and/or landscaping. Access to the parking structure should be from the new road that connects Fairview Drive to Tax Map Parcel 83-3((40))1A.

MODIFY FIGURES:

Expand the Penn Daw CBC boundary by adding Tax Map Parcels 83-3((1))18 and 19 to Land Unit G, for each of the following figures:

Fairfax County Comprehensive Plan, 2013 Edition, Area IV, Mount Vernon Planning District, as amended through 10-20-2015, Richmond Highway Corridor,

- Figure 8, “Boundaries for North Gateway and Penn Daw Community Business Centers (CBCs) and Adjacent Route 1 Suburban Neighborhoods,” page 32;
- Figure 9, “Boundaries for Beacon/Groveton Community Business Center (CBC) and Adjacent Route 1 Suburban Neighborhoods,” page 49;
- Figure 13, “Transportation Recommendations North Gateway and Penn Daw CBCs and Adjacent Richmond Highway Suburban Neighborhoods”, page 79; and,
- Figure 14, “Transportation Recommendations Beacon/Groveton CBC and Adjacent Richmond Highway Suburban Neighborhoods,” page 80.
- Figure 40, “MV3- Belle Haven Community Planning Sector Land Use Recommendations General Locator Map,” page 143;

Add note, “Accommodate a public street connecting Fairview Drive to a future network of neighborhood streets. See Land Unit G recommendations for additional guidance,” and arrow to the following figures:

- Fairfax County Comprehensive Plan, 2013 Edition, Area IV, Mount Vernon Planning District, amended through 10-20-2015, Richmond Highway Corridor Area, Figure 13, “Transportation Recommendations North Gateway and Penn Daw CBCs and Adjacent Richmond Highway Suburban Neighborhoods”, page 79;
- Fairfax County Comprehensive Plan, 2013 Edition, Area IV, Mount Vernon Planning District, amended through 10-20-2015, MV3 Belle Haven Community Planning Sector, Figure 43, “Access Recommendations MV3 Belle Haven Community Planning Sector, page 146;

COMPREHENSIVE LAND USE PLAN MAP:

The Comprehensive Plan Map would be modified to expand the Penn Daw CBC boundary to add Tax Map Parcels 83-3((1))18 and 19 to Land Unit G.

TRANSPORTATION PLAN MAP

The Transportation Plan Map would not be modified.