**County of Fairfax, Virginia**
**Planning Commission Meeting**
**November 19, 2025**
**Planning Commission Action**

PLAN AMENDMENT 2022-CW-1CP – MANUFACTURED HOUSING
(COUNTYWIDE)

PLANNING COMMISSION RECOMMENDATIONS:
On November 19, 2025, the Planning Commission voted 11-0-1 (Commissioner Landgraf abstained from the vote) to recommend to the Board of Supervisors the adoption of the staff recommendation for Plan Amendment 2022-CW-1CP as found in the Staff Report dated October 22, 2025.

ATTACHED DOCUMENTS:
Staff Report dated October 22, 2025

CD

# PROPOSED COMPREHENSIVE PLAN AMENDMENT

**ITEM:** PA 2022-CW-1CP
October 22, 2025

**GENERAL LOCATION:** Countywide

**SUPERVISOR DISTRICT:** All

**PLANNING AREA:** All

**PLANNING DISTRICT:** All

**SUB-DISTRICT DESIGNATION:** All

**PARCEL LOCATION:** All

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

**PLANNING COMMISSION PUBLIC HEARING:**
Wednesday, November 12, 2025 @ 7:30 PM

**BOARD OF SUPERVISORS PUBLIC HEARING:**
Tuesday, December 9, 2025 @ 4:00 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.

**MAP NOT APPLICABLE**

# STAFF REPORT FOR PLAN AMENDMENT 2022-CW-1CP

## BACKGROUND

In July 2020, the Fairfax County Board of Supervisors (the Board) established the Affordable Housing Preservation (AHP) Task Force for the purpose of developing comprehensive affordable rental housing preservation strategies. The task force had three aspirational goals, which focused on 1) preserving the affordability of market affordable multifamily units, 2) preserving the affordability of committed affordable multifamily units, and 3) *"[…]preserving through a combination of means the affordability of the approximately 1,750 housing opportunities that exist in manufactured housing communities*."

The AHP Task Force's report was published in February 2021 and included specific recommendations regarding manufactured housing recognizing the unique challenges, opportunities, and special considerations for these communities. One of the recommendations was that the Board should form a separate Manufactured Housing Task Force (MHTF) to act as a forum for manufactured home redevelopment and preservation issues.

In August 2021, the Board established the MHTF for the purpose of developing a set of strategic recommendations to preserve the affordable housing opportunities that exist in the county's seven Manufactured Housing Communities (MHCs). The MHTF included a diverse array of manufactured housing residents, property owners, property managers, and housing advocates. The task force developed 34 recommendations that addressed the unique challenges experienced by residents of the MHCs. Three of the MHTF's recommendations relate to the Comprehensive Plan.

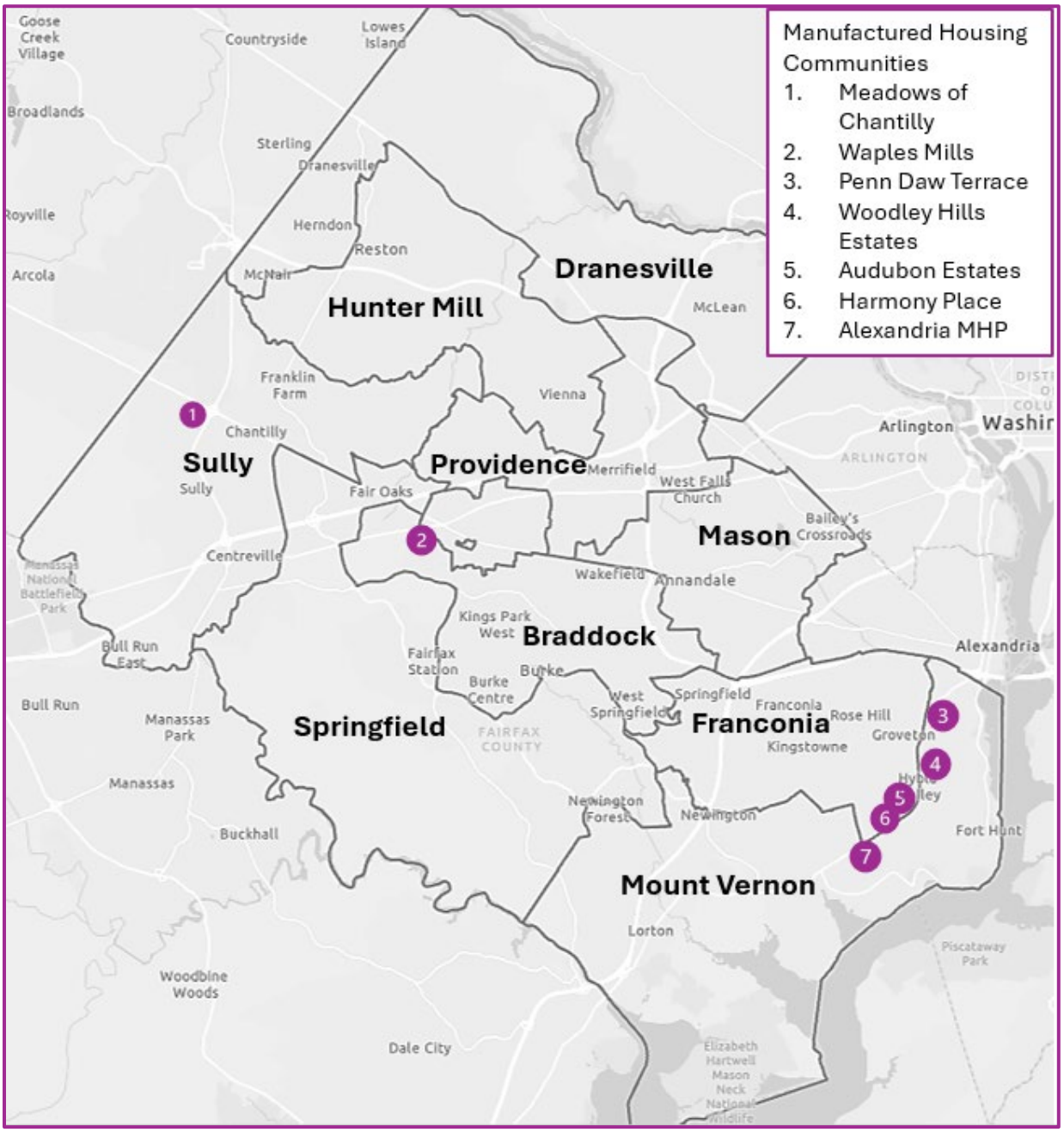
On October 11, 2022, the Board authorized consideration of a Comprehensive Plan amendment to implement the MHTF's Comprehensive Plan recommendations, which consist of changes to the Housing and Land Use elements of the Policy Plan, the Comprehensive Plan Glossary, Comprehensive Land Use Plan Map, and the Area Plan volumes. The Board authorization for the amendment states the following:

*Consideration of a one-for-one replacement policy for manufactured housing units being redeveloped, as well as strengthening existing manufactured housing language in the Plan, identifying inconsistencies in manufactured housing policies, and assessing the Area Plans to determine if changes are needed for existing recommendations for the manufactured housing communities in the County.*

The proposed Comprehensive Plan amendment is concurrent with and in coordination with the proposed Manufactured Housing Zoning Ordinance amendment (ZOA), which is being prepared by the Zoning Administration Division and is subject to a separate staff report, and the Manufactured Housing Relocation Guidelines which are being developed by the Department of Housing and Community Development (HCD).

In November 2019, a Site-Specific Plan Amendment (SSPA) was nominated through the 2019-2020 South County SSPA process for the Suburban Neighborhood Area (SNA) between South County Center and Woodlawn Community Business Centers (CBCs) to consider revisions to the adopted Comprehensive Plan ("Plan"). The study area included the Engleside Trailer Park / Rays Mobile Home Colony site (since renamed the Alexandria Mobile Home Park), and other adjacent properties. On January 26, 2021, the Board authorized, and indefinitely deferred, the study of the SSPA.

**Figure 1: Manufactured Housing Communities in Fairfax County, VA.**



Fairfax County is home to seven mobile home communities (MHCs), collectively containing approximately 1,769 units. Unlike traditional homeownership, where the land and home are owned by a single entity, residents of manufactured homes typically own the home but rent the land from a separate entity. These communities serve as crucial but diminishing source of housing for working families. Manufactured homes cost significantly less than traditional detached homes and often provide more living space than apartments. As shown in Figure 1, five of the MHCs are located along the Richmond Highway corridor; one is located near the Fairfax County Government Center on Route 29, and one is located near the intersection of Route 50 and Route 28 near Dulles airport. Four of the MHCs are owned by national companies, two are locally-owned, and one is owned by the Fairfax County Redevelopment and Housing Authority.

MHCs face multifaceted challenges, including escalating land values, regulatory constraints, pad rent increases, threat of redevelopment, and vulnerability to environmental hazards such as flooding, storms, and extreme heat. Residents of MHCs are disproportionately impacted by these challenges due to limited economic resources, physical location in environmentally hazardous areas, and language access barriers. These factors highlight the need to develop a set of strategic preservation recommendations to preserve the existing manufactured housing stock in the county. This is particularly important due to regulatory constraints that limit expansion of MHCs such as zoning and environmental regulations. The following staff report summarizes the MHTF recommendations, recommends amendments to the Comprehensive Plan, and proposes other related changes to implement preservation strategies.

## PLANNING HISTORY

MHCs began developing within the county in the early 1940s. Since 1975, the number of units in the county on average has been steadily declining, with the total number of units currently at 1,769 units. Plan guidance has acknowledged the value of these units and their loss in some form since the 1970s.

Below is a list of the existing MHCs and when they were established:

- Waples Mill Estates was constructed in two parts, the northern section was developed in the 1960s, and the southern section was constructed in the early 1990s. (Braddock District)
- Audubon Estates was constructed in the 1960s and was completed by 1972. (Franconia District)
- Harmony Place Trailer Park was constructed in the 1950s. (Franconia District)
- Alexandria Mobile Home Park (Formally known as Engleside Mobile Home Park and Rays Mobile Home Colony) was constructed from the 1940s to 1960s. (Mount Vernon District)
- Woodley Hills Estates (Formally known as Woodley Nightengale Mobile Home Park) was constructed in the late 1940s. (Mount Vernon District)
- Meadows of Chantilly was constructed in the 1970s. (Sully District)
- Penn Daw Terrace Mobile Home Park was established in 1957. (Mount Vernon District)

Since the adoption of the 1975 Comprehensive Plan, the county has recognized the role this type of housing plays in meeting needs and supporting affordability. The 1977 Comprehensive Plan

Edition stated, "one of the greatest housing needs in Fairfax County may be the in the category of safe, sanitary, and attractive mobile home parks, as they do represent one of the few types of low-to-moderate-cost housing still available." As part of the Planning Horizons process in 1990, the Board adopted Appendix 10, Guidelines for Mobile Home Retention in the Land Use Policy Plan, at a time when there were several parks that were being fully or partially redeveloped for other uses. The guidelines note "in many cases the existing Plan designation and the underlying zoning conflict. Further, many of these mobile home parks can be redeveloped in other uses as a matter of right, leading to a loss of affordable housing and the displacement of residents."

**DIMINISHING SUPPLY**

Several MHCs have been redeveloped into other uses. The 1989 Comprehensive Plan Edition listed 10 mobile home/ trailer parks, with a total of 1,712 units, along the Richmond Highway Corridor. Until 1995**,** four MHCs within the Hybla Valley Community Planning Sector (Harmony Place, Mount Vernon Mobile Home Park, Oak Grove Mobile Home Park and Audubon Estates) had a total of 970 units, representing 40% of all MHCs in the county. The following list represents a history of the MHC redevelopment to alternative uses:

- The county's 1953 historical aerial images show an MHC south of the existing Penn Daw Terrace Mobile Home Park that was similar in size to Penn Daw Terrace. In the 1970s, this site was redeveloped as the Walmart Supercenter at Kings Crossing.

- The Gum Springs Neighborhood Improvement Program and Conservation Plan, adopted in 1979, noted the Adams Trailer Park consisting of approximately 30 units and located east Route 1 and north of Sherwood Hall Lane. The plan recommended that the park should be "retained but improved to reflect R-MHP standards and a more residentially oriented setting for the park." In 1990, 11.48 acres of land, including the Adams Trailer Park, was redeveloped for the Village at Gum Springs redevelopment, with attached and detached residential uses.

- In 1979, a redevelopment plan for the Woodley Nightengale Mobile Home Park was adopted by the Board with the goal of preserving affordable housing resources and meeting modern design standards. The area included approximately 49 acres of land, of which approximately 39 acres were developed as a MHC, containing approximately 500 spaces for units. In 1993, the Board reduced the Plan Area boundary to contain 357 units. Due to environmental hazards, parts of the community had to relocate, forming the boundaries of the current park consisting of 115 units. The construction of the Residences at North Hill/Towns at North Hill redevelopment in 2020 was built on areas that were previously removed from the mobile home park to build affordable multifamily and market-rate units.

- The Oak Grove Mobile Home Park and Mount Vernon Mobile Home Park, located east of Audubon Estates and west of Richmond Highway, were redeveloped as a Walmart in 1995, displacing around 179 units.

- In 1995, Waples Mill Estates was rezoned to Residential, Manufactured Home Park District (R-MHP), subject to proffers, when the original park was partially redeveloped with a Walmart in the Kamp Washington area near the City of Fairfax.

Since the mid-1990s, no MHCs have been redeveloped into other uses. However, as noted in the Background section of this report, the prior owner of the Engleside Trailer Park/Rays Mobile Home Colony, now known as the Alexandria Mobile Home Park, submitted a nomination for a site-specific Plan amendment (SSPA) in the 2019-2020 South County SSPA cycle. This nomination was added to the Comprehensive Plan Amendment Work Program but was indefinitely deferred pending the MHTF review of manufactured housing policy. The SSPA is currently a Tier 3 deferred item on the Work Program. There are currently no pending applications to replan, rezone, or redevelop any of the other MHCs.

## ADOPTED COMPREHENSIVE PLAN TEXT

The adopted Comprehensive Plan provides recommendations for MHCs at the countywide level in the Policy Plan Land Use Element Appendix 10: Guidelines for Mobile Home Retention. This policy notes that MHCs are an important alternative source of affordable housing, however, in many instances the underlying zoning and plan recommendations are in conflict, which can lead to the MHCs redeveloping to other uses and displacement of the residents. Per Appendix 10, if an existing MHC is to be displaced due to redevelopment, every effort should be made to accommodate the displaced units on adjacent property, however the appendix lacks guidance on preservation strategies. Appendix 10 recommends further study to determine whether it is appropriate to replan these sites to continue their use for MHCs. Appendix 10 also contains guidance for the establishment of new manufactured housing communities under the R-MHP zoning district, including recommendations for screening and buffering, relocation assistance, and ensuring significant portions of new pad sites remain affordable. The Area Plan recommendations vary by MHC and sites may be planned to remain as an MHC, for residential use generally, or for redevelopment. Area Plan recommendations can be found within sections of the Dulles Suburban Center, Fairfax Center Area, Richmond Highway Corridor, Hybla Valley Community Planning Sector, , and Groveton Community Planning Sector. Figure 2 below summarizes site-specific recommendations for each MHC.

**Figure 2. A summary of where the MHC recommendation can be found, existing density, and adopted Comprehensive plan site-specific area plan recommendations for each MHC are shown below:**

| Manufactured Housing Communities (MHC) | Area Plan Section | Existing Density | Adopted Comprehensive Plan Language |
|---|---|---|---|
| **Waples Mills Estates** | Fairfax Center Area | 5.9 du/ac<br>152 units | Residential use at 1-2 du/ac<br><br>The MHC should remain located in this area. |
| **Woodley Hills Estates** | Mount Vernon Planning District (Groveton Community Planning Sector) | 8.4 du/ac<br>115 units | Residential use at 5-8 du/ac |
| **Audubon Estates** | Mount Vernon Planning District (Hybla Valley Community Planning Sector) | 8.36 du/ac<br>700 units | Residential at 5-8 du/ac |
| **Meadows of Chantilly** | Dulles Suburban Center | 6.2 du/ac<br>500 units | This neighborhood is a suitable residential area, and the MHC should be protected.<br><br>Land Use Map: Industrial Use |
| **Penn Daw Terrace** | Richmond Highway Corridor (Penn Daw Community Business Center) | 13 du/ac<br>91 units | Base Plan: Residential use at 5-8 du/ac<br><br>Redevelopment Option: Mixed use up to 9 to 15 story buildings |
| **Harmony Place Mobile Home Park** | Richmond Highway Corridor (Suburban Neighborhood Area) | 12.9 du/ac<br><br>17.3 du/ac (with RVs)<br><br>68 MH units<br>23 RVs | **Outside of Floodplain and EQC:**<br><br>Base Plan: Residential use at 5-8 du/ac<br><br>Option: Residential use at 8-12 du/ac<br>Portions of Harmony Place within EQC should be preserved for open space. Mobile homes located in the floodplain should be relocated into any areas planned for mobile home park. |
| **Alexandria Mobile Home Park** (Formally Engleside Trailer Park and Ray's Mobile Home Colony) | Richmond Highway Corridor (Suburban Neighborhood Area) | 9.82 du/ac<br>120 units | Base Plan: Residential use at 5-8 du/ac<br><br>Option: Mixed use at 16-20 du/ac |

## PROPOSED PLAN AMENDMENT

The proposed revisions to the Comprehensive Plan are based on the MHTF's Land Use recommendations, which are shown below:

- Recommendation D1: "*Define manufactured housing communities on the Comprehensive Land Use Plan Map in recognition of the fact that MH communities are an important source of affordable housing.*"

- Recommendation D2: *"Review and clarify Comprehensive Plan (Area Plan) recommendations for manufactured housing communities to add description of manufactured housing communities and Plan guidance about preservation explicitly or, if redevelopment is planned, a strategy for achieving the goal of no net loss through replacement considerations."*

- Recommendation D3: *"Strengthen Comprehensive Plan (Policy Plan) language for manufactured housing communities with the same protection as any other single family residential community."*

Given the policy direction of this Plan amendment, the additional density increase requested with the 2019 Engleside Trailer Park SSPA is not included in this amendment. Any future redevelopment on that site would be reviewed in the context of the proposed Policy Plan objective and policies related to MHCs, and the Site-Specific Area Plan recommendation, should it be adopted by the Board.

## COMMUNITY OUTREACH AND FEEDBACK

Since March 2025, the departments of Housing and Community Development (HCD) and Planning and Development (DPD) have led a coordinated outreach strategy to inform and engage residents of MHCs, property owners, and property managers at each of the seven MHCs. Staff also engaged the Manufactured Housing Roundtable, a group of community representatives, property owners, and various advocates that were established to foster positive relationships and create a respectful environment for dialogue.

For each of the MHCs, staff engaged and received feedback from the following property owners and/or property managers:

- Property Owner and Staff of Pacific Current Partners for Alexandria Mobile Home Park
- Property Owner and Staff of Hometown America Communities for Audubon Estates
- Property Owner of Six Rocks Properties for Harmony Place Mobile Home Park
- Property Owner for Penn Daw Terrace Mobile Home Park
- Property Manager of Equity LifeStyle Properties for Meadows of Chantilly. The property manager indicated they shared the proposed changes with the owner.
- Property Operations Manager for Waples Mills Estates
- Property Owner and Staff for Woodley Hills Estates

The first round of outreach held from March to June 2025 included meetings with the property owners and/or property managers, and community meetings tailored to each of the county's seven MHCs, held either on-site or at nearby accessible locations, as well as a virtual meeting with the Roundtable. To maximize awareness and participation, the Department of Neighborhood and Community Services (NCS) provided critical support services for the engagements, including transportation, childcare, language access, and technical assistance. Presentations, summary documents, and draft plan text language were provided in both Spanish and English. These efforts led to engaging conversations and were instrumental in shaping the proposed policies and frameworks.

During the engagement sessions, the property owners and/or property managers from all seven MHCs expressed their intent to remain as MHCs. At that time, there were no pending applications to replan, rezone, redevelop or sell the property. Some of the owners expressed interest in preservation incentives to help facilitate the maintenance needs of the existing MHCs, while one park owner was concerned that policy changes could affect the value of their property leading to potentially higher borrowing costs and increased rental rates.

A common concern that residents expressed at each of the MHCs was the annual increase in rent that many experience, and how these increases affect short and long-term affordability and their ability to remain in their communities. Many of the MHC residents shared comments and concerns specific to the upkeep and general conditions on the MHC where they live, such as infrastructure issues, broken light poles, potholes, sidewalks, and, at Harmony Place Trailer Park and Audubon Estates, flooding issues. Community members expressed concerns over safety, speeding, and insufficient on-site parking. Many residents shared stories of living and growing up in these communities where there are strong connections and support for each other, and the pride they have in homeownership. Many residents also expressed interest in opportunities or pathways for community members to purchase the land under their units, either cooperatively or as individuals.

A second round of engagement to the property owners, property managers, and community members was conducted following publication of the draft plan text for the Comprehensive Plan, the draft Zoning Ordinance amendment, and summary of the Manufactured Housing Relocation Guidelines. Engagement included both in-person and virtual options to participate and provide feedback on the draft language. All three documents were available in Spanish and English. A Public Input webpage was developed to ensure all the documents and resources were accessible and to provide a forum for written feedback on the proposed policy revisions. When speaking to property owners and/or managers, it was still expressed that currently, there were no pending applications to replan, rezone, or redevelop any of the MHCs. One park owner reiterated their concern that policy changes could affect the value of their property. Many questions and comments were related to the proposed Zoning Ordinance amendment.

When speaking to the community members, there was support for strategies to preserve existing MHCs, and an expressed fear that redevelopment will occur, and they will be displaced from the community. In addition, community advocacy groups specifically highlighted the pressing need to facilitate ownership of MHCs by residents or nonprofit organizations when a park is for sale to gain economic security through resident ownership. Advocacy groups also emphasized the

importance of ensuring that residents are informed and actively involved in discussions regarding redevelopment early in the process.

## ANALYSIS

### Revisions to the Policy Plan

*MHTF Recommendation: Strengthen Comprehensive Plan (Policy Plan) language for manufactured housing communities with the same protection as any other single family residential community.*

Since 1975, Plan guidance has acknowledged the important value that MHCs provide, but due to rent increases, threat of redevelopment, escalating land values and environmental hazards, there has been a diminishing supply over time. A majority of the MHCs exist in areas within the higher vulnerability range based on the Vulnerability Index, a map that compares areas in the county based on occupation, education, language, income, transportation, health insurance and housing. The Vulnerability Index is measured by Census Tract, which can be much larger than an individual MHC, so information may not specifically reflect the MHC itself (but is indicative). A score of 1 to 5 is given for each Census Tract, with 5 representing the most vulnerable. The list below provides the Vulnerability Index and top indicators designated for the Census Tract that contains the noted MHC:

- Meadows of Chantilly: Index of 3.125 which means high vulnerability. Top Indicators: no health insurance, median income, low English ability, no bachelor's degree and low wage occupations.
- Waples Mill: Index of 2.875 which means average vulnerability. Top Indicators: severe rent burden, no health insurance, median income, low English ability, no bachelor's degree and low wage occupations.
- Penn Daw Terrace: Index of 1.625 which leans low vulnerability. Top Indicators: low wage occupations.
- Woodley Hills Estates Mobile Home Park: Index of 4.75 which means very high vulnerability. Top Indicators: severe rent burden, no health insurance, median income, low English ability, no bachelor's degree, homeownership, no vehicle and low wage occupations.
- Audubon Estates and Harmony Place Trailer Park: Index of 4.5 which means very high vulnerability. Top indicators: severe rent burden, no health insurance, median income, low English ability, no bachelor's degree, homeownership, no vehicle and low wage occupations.
- Alexandria Mobile Home Park: Index of 3.375 which means high vulnerability. Top Indicators: severe rent burden, no health insurance, median income, no bachelor's degree, homeownership, no vehicle and low wage occupations.

These factors support the need for preservation and relocation support as the communities are vulnerable, and the MHCs provide an important source of housing affordability options.

The Comprehensive Plan amendment proposes to update guidance in the Housing and Land Use elements for maintaining manufactured housing as an affordable housing option. The proposed revisions would remove the adopted Appendix 10, Guidelines for Mobile Home Retention within the Land Use Element of the Policy Plan and replace it with new Objective 7 and related policies within the Housing Element in the Policy Plan. The adopted Appendix 10 does not include preservation strategies for incentivizing existing MHCs to commit to affordability levels, or where redevelopment is planned, support a goal of no loss of affordable units. A new Objective and the policies that follow are better suited under the Housing element to recognize manufactured housing and MHCs as an integral part of housing in the county. Affordable housing options, such as manufactured housing, are critical to providing affordability that could help with greater stability for residents, better health and educational outcomes, and economic prosperity.

The proposed Objective 7 and the related policies would create strategies to preserve existing MHCs as affordable housing, which include the following:

a) Facilitate potential investments in infrastructure to enhance the community.
    - Each community is unique and has different challenges due to aging infrastructure, areas being located within a floodplain, and varying community needs. Investments could be directed toward infrastructure upgrades and improving physical community facilities. The Department of Housing and Community Development is currently exploring potential investment options.

b) Encourage rezoning to R-MHP or a special exception to allow manufactured housing use, where applicable.
    - Four of the seven communities are not zoned R-MHP. The proposed language would encourage rezoning or utilizing a zoning measure to reduce nonconformities in the MHCs, provide a clearer process for reviewing additions and support the preservation of MHCs as a source of affordable housing. The related Zoning Ordinance amendment, reviewed concurrently with this amendment via a separate staff report, proposes to update outdated standards and reduce nonconformities related to district size, density, setbacks, and separation distances. Also, the new special permit and special exception options proposed with that amendment would provide additional pathways for residents and park owners to bring their homes and parks into conformance.

c) Support for community members or a nonprofit to purchase the MHC to promote affordable homeownership opportunities.
    - Unlike traditional homeownership, in which the property and the home are owned by a single entity, manufactured homes are typically owned by the occupant who rents the land from a separate entity. During community engagement sessions, one of the community's main priorities is securing the future of MHCs through a resident-led acquisition or nonprofit organization when these communities are put up for sale. This policy would support residents or non-profit organizations in efforts to acquire ownership of the park when the property owner decides to sell, whether through fee-simple or cooperative arrangements, allowing residents to

build equity in places where they live and foster a more sustainable future.

d) If redevelopment is proposed, the affordability of the units should be preserved with a goal of one-for-one replacement of affordability. Developers are encouraged to provide replacement housing with the goal of relocating community members on-site to the extent feasible and/or provide relocation support.
    - The objective proposes a goal to reduce or eliminate the loss of affordability (not preservation of the unit itself, but replacement on site or in the area of a housing unit that would serve the same income level). This may not be possible in all circumstances, and developers should consult with the Department of Housing and Community Development (HCD) early in the process. The developers will need to provide data and an affordability analysis indicating the barriers to achieving a full one-for-one replacement.

e) Owners pursuing by-right developments that do not require BOS approval are strongly encouraged to voluntarily comply with the Relocation Guidelines to support the County's objectives for housing stability and to mitigate the adverse effects of displacement.

f) Identify land to support relocation and preservation of affordability and facilitate more traditional forms of affordable homeownership when redevelopment or other environmental hazards warrant relocation.

The proposed language references new Manufactured Housing Relocation Guidelines, which would play an important role in providing resources, assistance and compensation to community members in redevelopment scenarios. These will be brought to the Board for consideration under separate title and action

**Revisions to the Area Plans and Comprehensive Land Use Map**

*MHTF Recommendation: Review and clarify Comprehensive Plan (Area Plan) recommendations for manufactured housing communities, and Plan guidance about preservation explicitly or, if redevelopment is planned, a strategy for achieving the goal of no net loss through replacement considerations.*

The Area Plans provide guidance for each of the seven MHCs in the county, recognizing that each MHC faces unique and different challenges. A description of each MHC in the appropriate Area Plan guidance is proposed to be updated, with recommendations for preservation strategies, as appropriate based on Site-Specific Area Plan recommendations, existing zoning, existing densities and environmental hazards, such as floodplains. Adopted and proposed Area Plan text is summarized for each community below.

MHCs Zoned R-MHP (Residential, Manufactured Home Park District)

**Waples Mills Estates, Woodley Hills Estates, and Audubon Estates** are currently zoned R-MHP. The proposed revisions would replan these sites for manufactured housing use (if not already specified) at existing developed densities. The bullets below summarize the adopted Plan

language for each of the communities, and the proposed revisions to the Plan map and text:

**Waples Mills Estates** is within the Fairfax Center Area Planning District, Sub-unit W2. The adopted Plan notes that the MHC should remain located in this area. The proposed Plan recommendations note this MHC is planned and developed as a manufactured housing use as the base plan at the existing density of 5.9 du/ac. The Comprehensive Land Use Plan Map range will be changed from residential use at 1-2 du/ac to 5-8 du/ac.

**Woodley Hills Estates** is within the Mount Vernon Planning District, MV5 Groveton Community Planning Sector and owned by the Fairfax County Redevelopment and Housing Authority. There are no adopted Plan recommendations that highlight that Woodley Hills Estates is planned and developed for manufactured housing use. The proposed revisions include adding a new land use recommendation to highlight this MHC within the Groveton Community Planning Sector Land Use Recommendations General Locator Map. The proposed Plan recommendations note this MHC is planned and developed as a manufactured housing use as the base plan at the existing density of 8.4 du/ac and planned to remain and be preserved as affordable housing. The Comprehensive Land Use Plan Map range will be changed from residential use at 5-8 du/ac to 8-12 du/ac.

**Audubon Estates** is the largest MHC in the county and located in the Mount Vernon Planning District, MV2 Hybla Valley Community Planning Sector. There are no adopted Plan recommendations that highlight that Audubon Estates is planned and developed for manufactured housing use. Approximately 165 of the 700 units are located within a floodplain, and the proposed Plan language states the homes currently located in the floodplain should be elevated above flood elevations per the Zoning Ordinance or relocated into areas planned or zoned for manufactured housing use. The proposed revisions include adding a new land use recommendation to highlight this MHC within the Hybla Valley Community Planning Sector Land Use Recommendations General Locator Map. The proposed Plan recommendations note this MHC is planned and developed as a manufactured housing use as the base plan at the existing density of 8.36 du/ac. The revisions also recommend that relocation assistance should be provided in accordance with the Manufactured Housing Relocation Guidelines. The Comprehensive Land Use Plan Map range will be changed from residential use at 5-8 du/ac to 8-12 du/ac.

A summary of the adopted plan, existing zoning, and proposed Plan amendment for the R-MHP-zoned parks are shown below:

**Figure 3. MHCs Zoned R-MHP District**

| Manufactured Housing Communities | Current Zoning | Existing Density | Adopted Comp Plan Language | Proposed Plan Map *reflect existing density | Proposed Plan |
|---|---|---|---|---|---|
| **Waples Mills Estates** | R-MHP | 5.9 du/ac 152 units | Residential use at 1-2 du/ac<br><br>The MHC should remain located in this area. | Residential use at 5-8 du/ac | <u>Base Plan:</u> Manufactured housing use<br><br>*Audubon Estates: Homes currently located in the floodplain should be elevated above the flood elevation or relocated. Relocation assistance should be provided. |
| **Woodley Hills Estates** | R-MHP | 8.4 du/ac 115 units | Residential use at 5-8 du/ac | Residential use at 8-12 du/ac | |
| ***Audubon Estates** | R-MHP | 8.36 du/ac 700 units | Residential at 5-8 du/ac | Residential use at 8-12 du/ac | |

<u>MHC Zoned for Industrial Use with No Redevelopment Option</u>

**Meadows of Chantilly** is within the Dulles Suburban Center, Land Unit H and zoned I-3 (Light Intensity Industrial District); however, the adopted Comprehensive Plan text highlights this MHC as providing an important source of housing and supports this MHC as a suitable residential neighborhood that should be protected. The current Comprehensive Land Use Plan Map designates the MHC for industrial use, reflecting the underlying zoning and the area's proximity to the Dulles International Airport and other industrial uses. This area of the county, including a small portion of this community, is within the Airport Noise Impact Overlay District (ANIOD) and Board adopted day night average (DNL) 65-70 decibels (dBA) noise contour associated with Dulles Airport; however, all the units in the MHC itself are currently within the DNL 60-65 dBA noise contour, which allows for residential use per the Zoning Ordinance and Comprehensive Plan. Section 3103 of the Zoning Ordinance (Airport Noise Impact Overlay District) provides additional regulations regarding land uses within the Airport Noise Impact Overlay District boundaries, and the Environment element of the Comprehensive Plan Policy Plan provides guidance on residential land uses in the DNL 60-65 dBA noise contour. Given the surrounding Plan recommendations for industrial uses, and the proximity to the ANIOD, no change to the base map is proposed at this time. Similar to the other MHCs, the proposed revisions would be updated to note that this MHC is planned and developed as a manufactured

housing use as the base Plan at the existing density of 6.2 du/ac and is recommended to remain and be maintained. The specific plan text would continue to meet the intent of explicitly preserving this community. Any redevelopment of the MHC should be in accordance with Objective 7 of the Housing element of the Policy Plan and relocation assistance to the residents of the community should be provided in accordance with the Manufactured Housing Relocation Guidelines. Below highlights the adopted and proposed plan language for the Meadows of Chantilly:

A summary of the existing zoning, adopted plan, and proposed plan for the I-3-zoned park is shown below:

**Figure 4. MHC Zoned for Industrial Use**

| Manufactured Housing Communities | Current Zoning | Existing Density | Adopted Comp Plan Language | Proposed Plan Map | Proposed Plan |
|---|---|---|---|---|---|
| **Meadows of Chantilly** | I-3 | 6.2 du/ac<br>500 units | This neighborhood is a suitable residential area, and the MHC should be protected.<br><br>Land Use Map: Industrial Use | No changes to the Plan Map | Base Plan: manufactured housing use<br><br>If redeveloped, preserve units with the goal of one-for-one replacement to preserve or increase the affordability levels. Relocation assistance should be provided. |

MHCs with Redevelopment Options

**Penn Daw Terrace Mobile Home Park, Harmony Place Trailer Park, and Alexandria Mobile Home Park** currently have redevelopment options for higher density, mixed-use development in the adopted Plan language, as mentioned previously. Similar to the other MHC communities, the proposed revisions update Plan recommendations to reflect these established communities to be planned and developed as a manufactured housing use at the base Plan level. For these MHCs, the existing development options are maintained, and proposed Plan text incorporates preservation strategies to achieve a goal of one-for-one replacement of affordability if a redevelopment is proposed. Any redevelopment of the MHC should be in accordance with Objective 7 of the Housing element of the Policy Plan, and relocation assistance to the residents of the community should be provided in accordance with the Manufactured Housing Relocation Guidelines. Below highlights the current adopted Plan language, existing zoning, and proposed Plan amendment for each of the communities:

**Penn Daw Terrace Mobile Home Park** is within the Richmond Highway Corridor, Penn Daw Community Business Center (CBC). The MHC is zoned C-8 (Highway Commercial District) but planned and developed as manufactured housing use at a density of 5-8 du/ac, with a plan option for mixed use up to 9 to 15 story buildings if substantial consolidation of parcels is achieved. The

proposed Plan recommendations note this MHC is planned and developed as a manufactured housing use as the base plan at the existing density of 13 du/ac, while also retaining the adopted redevelopment option. If redeveloped to another use, the redevelopment should be in accordance with Objective 7 of the Housing Element in the Policy Plan. The Comprehensive Land Use Plan Map range would be changed from residential use at 5-8 du/ac to 12-16 du/ac.

**Harmony Place Trailer Park** is the smallest MHC and located within the Richmond Highway Corridor, Suburban Neighborhood Area between Hybla Valley/ Gum Springs and South County Center Community Business Centers (CBCs). The MHC is zoned C-8 but is planned for residential use at 5-8 du/ac, with an option for residential use at 8-12 du/ac. Portions of the site within the floodplain are planned for public park. There are no adopted Plan recommendations that highlight that Harmony Place Trailer Park is planned as a manufactured housing use. There are an estimated 42 structures in the floodplain. The adopted Plan text states the units currently located in the floodplain should be relocated to areas planned or zoned for manufactured housing use. The proposed Plan recommendations note this MHC is planned and developed as a manufactured housing use as the base plan at the existing density of 12.9 du/ac. The revisions recommend that units within the floodplain should be elevated above the floodplain or relocated, and relocation assistance should be provided in accordance with the Manufactured Housing Relocation Guidelines. The Comprehensive Land Use Plan Map range for the portions of the site located outside of the floodplain would be changed from residential use at 5-8 du/ac to 12-16 du/ac. No changes will be made to the existing public park Plan map recommendation for areas within the floodplain.

**Alexandria Mobile Home Park (formerly Engleside Mobile Home Park and Rays Mobile Home Colony)** is within the Richmond Highway Corridor, Suburban Neighborhood Area between South County Center and Woodlawn CBCs. The site is zoned C-8 but planned for residential use at 5-8 du/ac with an option for residential use at 16-20 du/ac with substantial parcel consolidation. There are no Plan recommendations that highlight that Alexandria Mobile Home Park is planned for manufactured housing use. As noted in the Background section, an SSPA nomination submitted by a representative of the prior owner of those parks in the 2019-2020 South County SSPA cycle was deferred pending the MHTF review of manufactured housing policy. Staff reached out to the current property owner, who acknowledged they would not intend to pursue the Plan amendment at this time. As a result, the SSPA was not evaluated for impact, and staff recommends removing it from the Comprehensive Plan Work Program. If a density increase, or other land uses changes are desired in the future, the property owner could seek an SSPA that time.

The proposed revisions include updating the Plan recommendations to note this MHC is planned and developed as a manufactured housing use as the base plan at the existing density of 9.82 du/ac. The Comprehensive Plan Map range will be changed from residential use at 5-8 du/ac to 8-12 du/ac.

A summary of the existing zoning, adopted plan, and proposed plan for MHCs with redevelopment options are shown below:

**Figure 5. MHC with Redevelopment Options**

| Manufactured Housing Communities | Current Zoning | Existing Density | Adopted Comp Plan Language | Proposed Plan Map *reflect existing density | Proposed Plan |
|---|---|---|---|---|---|
| **Penn Daw Terrace** | C-8 | 13 du/ac<br>91 units | Penn Daw Community Business Center (CBC)<br><br>Base Plan: Residential use at 5-8 du/ac<br><br>Redevelopment Option: Mixed use up to 9 to 15 story buildings | Residential use at 12-16 du/ac | Base Plan: Manufactured housing use<br><br>Redevelopment Option: Retain redevelopment option. If redeveloped, preserve units with the goal of one-for-one replacement to preserve or increase the affordability levels. Relocation assistance should be provided. |
| **Harmony Place Mobile Home Park*** | C-8 | 12.9 du/ac<br><br>17.3 du/ac (with RVs)<br><br>68 MH units<br>23 RVs | **Outside of Floodplain and EQC:**<br>Base Plan: Residential use at 5-8 du/ac<br><br>Option: Residential use at 8-12 du/ac<br>• Portions of Harmony Place within EQC should be preserved for open space. Mobile homes located in the floodplain should be relocated into any areas planned for mobile home park. | Residential use at 12-16 du/ac<br><br>*RVs are not permitted within the commercial zoning; therefore, the Plan reflects density without RVs. | Base Plan: Manufactured housing use outside of the floodplain.<br><br>Zoned for commercial uses, if redeveloped, relocation assistance should be provided<br><br>*Homes currently located in the floodplain should be elevated above the flood elevation or relocated. Relocation assistance should be provided. |
| **Alexandria Mobile Home Park** (Formally Engleside Trailer Park and Ray's Mobile Home Colony | C-8 | 9.82 du/ac<br>120 units | Base Plan: Residential use at 5-8 du/ac<br><br>Option: Mixed use at 16-20 du/ac | Residential use at 8-12 du/ac | Base Plan: Manufactured housing use<br><br>Redevelopment Option: If redeveloped, preserve units with the goal of one-for-one replacement to preserve or increase the affordability levels. Relocation assistance should be provided. |

**Comprehensive Land Use Plan Map**

Except for Meadows of Chantilly as discussed above, the existing MHCs would be remapped to designations that represent the existing residential use and density for each community, under the established general residential density ranges. The Plan map clearly states that the Plan text supplies "[…]more detailed recommendations than generally illustrated on the Plan map, including provision for optional land use recommendations. In the event of a discrepancy between the specific recommendations of the Area Plans and the map, the Area Plans take precedence". With the exception of Meadows of Chantilly, each of the communities is currently shown on the Map as planned for residential use, but not at the existing density. The re-mapping would reflect the existing density of each MHC within the map's general density range categories, supplemented by the more specific planned density in the associated Area Plan text.

The changes to the Comprehensive Plan Map do not change the Zoning Map, and each of the parks zoned for commercial or industrial uses would maintain that zoning and their ability to develop under their current zoning. In addition to the updates to the Map's density ranges, the proposed Glossary definition for MHC will be added to the legend represented by the "MH" symbol, under the Residential Use categories.

**Revisions to the Glossary**

*MHTF Recommendation: Define manufactured housing communities on the Comprehensive Land Use Plan Map in recognition of the fact that MHCs are an important source of affordable housing.*

**Comprehensive Plan Glossary**

Two terms are proposed to be added to the Comprehensive Plan Glossary:

MANUFACTURED HOME (MH):
A housing unit built off-site in accordance with the U.S. Department of Housing and Urban Development (HUD) standards and transported to a site for occupancy and installed on a permanent or temporary foundation.

MANUFACTURED HOUSING COMMUNITY (MHC):
A manufactured housing community (MHC), also known as a mobile home park, is a planned residential area where homes are primarily manufactured off-site and then transported to individual lots within the community. These communities often provide a range of amenities and services.

**CONCLUSION**

MHCs currently serve as an important and unique housing option in Fairfax County, particularly for working families, but face growing challenges related to diminishing numbers and increasing rents. Recognizing the critical role of MHCs in providing affordable housing, county staff, residents and owners of the MHCs, the MHTF, and MHC advocates have considered

opportunities to preserve and revitalize these communities and support existing residents through the proposed policy revisions. The policy revisions are intended to preserve the affordability of the existing MHCs, reiterating long-standing policies that encourage the retention of MHCs, and where redevelopment is planned, to encourage no net loss of affordability with replacement units and significant relocation assistance.

## AMENDMENT TO THE COMPREHENSIVE PLAN (2017 EDITION)

Staff recommends the Comprehensive Plan be modified as shown in the following section. Text proposed to be added is shown as underlined and text proposed to be deleted is shown with a ~~strikethrough~~. Text to be replaced is noted as such.

### SECTIONS:

**POLICY PLAN:**


**I. LAND USE ELEMENT OF THE POLICY PLAN – Page 21**
**II. HOUSING ELEMENT OF THE POLICY PLAN – Page 22-24**


**AREA III:**


**I. DULLES SUBURBAN CENTER – Page 25-26**
**II. FAIRFAX CENTER AREA - Page 27**


**AREA IV**


**I. RICHMOND HIGHWAY CORRIDOR – Page 28-31**
**II. MOUNT VERNON PLANNING DISTRICT OVERVIEW – Page 32**
**III. MV2 – HYBLA VALLEY COMMUNITY PLANNING SECTOR – Page 33-35**
**IV. MV3 – BELLE HAVEN COMMUNITY PLANNING SECTOR – Page 36**
**V. MV5 – GROVETON COMMUNITY PLANNING SECTOR – Page 37-39**
**VI. MV7 – MOUNT VERNON COMMUNITY PLANNING SECTOR – Page 40**

**GLOSSARY TO THE COMPREHENSIVE PLAN – Page 41**

**PROPOSED REVISIONS:**

**LAND USE ELEMENT OF THE POLICY PLAN**

**DELETE:** Fairfax County Comprehensive Plan, 2017 Edition, Policy Plan, Land Use Element, as amended through September 10, 2024, remove Appendix 10 and renumber all subsequent appendices accordingly:

**"~~APPENDIX 10~~**

**~~GUIDELINES FOR MOBILE HOME RETENTION~~**

~~Mobile homes provide an important alternative source of housing affordable to low and moderate-income households. In Fairfax County this is a relatively small but important segment of the housing inventory. However, in many cases the existing Plan designation and the underlying zoning are in conflict. Further, many of these mobile home parks can be redeveloped in other uses as a matter of right, leading to a loss of affordable housing and the displacement of residents. It is recommended that this issue be studied further to determine whether it is appropriate to replan these sites to continue their use for mobile home parks.~~

~~In the interim, if an existing mobile home park is to be displaced due to redevelopment of the property under the existing zoning prior to the adoption of revised Area Plans, every effort should be made by the property owner to accommodate the displaced units (pads) on adjacent property if such property exists and can be developed in a manner that does not thwart the achievement of sound land use planning objectives. The Board of Supervisors should exercise the flexibility to consider overriding site-specific land use recommendations on a case-by-case basis as a means to achieve the affordable housing objectives through retention of mobile home parks.~~

~~Redevelopment of parcels of land for mobile home park use should only be permitted if it can be accomplished in a manner that does not adversely affect surrounding properties by creating an environment for change in land use, or adversely affect the adequacy and availability of public utilities and services or water quality. Any such project should be effectively screened and buffered from existing or planned residential development and should be sensitive to the environment. The applicant should file a rezoning application on the subject property to R-MHP, for consideration of such a proposal. Further, assistance substantially offsetting the costs of relocation for displaced residents should be provided by the property owner and a significant portion of any new pads created under this provision should remain affordable.~~"

**PROPOSED REVISIONS:**

**HOUSING ELEMENT OF THE POLICY PLAN**

**MODIFY: Fairfax County Comprehensive Plan, 2017 Edition, Policy Plan, Housing Element, as amended through September 10, 2024:**

**"HOUSING NEEDS**

**…**

In addition to the foregoing, the following critical housing challenges must be addressed by the goal, objectives, and policies set forth in the Housing Element:

- There continues to be an insufficient supply of price-appropriate rental and for-sale housing in Fairfax County for all income levels, including, in particular, affordable housing for persons with low- and moderate-incomes.;
- Demolition, renovation, and repositioning of market affordable rental properties, ~~and~~ expiration of committed affordable units, and redevelopment of Manufactured Housing Communities for another use threaten the supply of existing affordable housing;
- Federal support has not increased at the same rate as the need, which makes it more difficult to meet the housing needs of households with low- and moderate-incomes;
- The expanding employment base in the county with a forecasted rate of job growth that is higher than that for future housing production puts pressure on the housing market and an imbalance between demand and available units;
- ~~Preserving established residential neighborhoods remains an important goal;~~
- There is a limited supply of housing for certain populations, such as people with intellectual, developmental, and physical disabilities, families and individuals who are/were unhoused, and seniors with low-income; and,
- There has been and continues to be a shortage of available land to develop for affordable housing."

**…**

**"COUNTYWIDE OBJECTIVES AND POLICIES**

Increasing the supply of housing in the county in appropriate locations while preserving existing residential communities will respond to the housing goal and challenges in the county. It is essential for Fairfax County to indicate a numerical production goal and a preservation goal to signify the commitment to having price-appropriate housing that is affordable at all income levels throughout the county. This production goal, as noted in Objective 1, and the preservation goals, as noted in Objectives 6 and 7, below and as further described in the *Communitywide Housing Strategic Plan*, should be communicated broadly and intentionally to increase public awareness regarding the need for housing affordability and to stimulate public, private and non-profit efforts to create more housing options and opportunities at all affordability levels. These

metrics should be used to assess the performance of the entire community in responding to this critical need for economic success.
…

The following objectives and policies ~~are essential to realize the Board of Supervisors' housing goal. These objectives~~, along with the Affordable Dwelling Unit (ADU) Program as set forth in the Zoning Ordinance, the Workforce Dwelling Unit (WDU) Policies as set forth in Appendix 1, and the Guidelines for Multifamily Affordable Housing Preservation in Appendix 2, are essential to realize the Board of Supervisors' housing goal. ~~to the Housing Element, and the county's broader~~ Affordable housing development and financing efforts will guide the ~~continued development~~ creation of vibrant, resilient communities ~~throughout the county while encouraging development of housing affordability~~ for all income levels and further~~ing~~ the One Fairfax Policy."

**MODIFY: Fairfax County Comprehensive Plan, 2017 Edition, Policy Plan, Housing Element, as amended through September 10, 2024, Countywide Objectives and Policies:**

**"Objective 3: The county should enhance ~~conserve~~ established neighborhoods and encourage rehabilitation and other initiatives that will help revitalize older neighborhoods.**
…
Policy c. Facilitate improvement and maintenance of existing neighborhoods by initiating community development programs, in communities where needed, including Manufactured Housing Communities (MHCs), with as little displacement as possible; and incorporating affordable housing units, including universally designed units, as part of all major housing rehabilitation efforts."
…
~~Policy e. Facilitate the retention of existing mobile home parks which are identified in the Area Plans as appropriate for mobile home park use. For additional guidance, refer to the Guidelines for Mobile Home retention contained in the Appendix to Countywide Land Use.~~

**ADD: Fairfax County Comprehensive Plan, 2017 Edition, Policy Plan, Housing Element, as amended through September 10, 2024, Countywide Objectives and Policies:**

**"Objective 7: Preserve affordability of Manufactured Housing Communities (MHCs), and where redevelopment is planned, support a goal of no loss of affordable units.**

Policy a. Explore and facilitate potential investments to improve the health, safety, and sustainability of the existing MHCs through infrastructure upgrades and improving physical community facilities (e.g., streets, sidewalks, lighting, playgrounds).

Policy b. Encourage MHCs to rezone to R-MHP District, where applicable, or seek a

special exception for manufactured housing use.

Policy c. Engage with MHC residents regarding their community's needs and ensure they are informed early in the process of any redevelopment proposal.

Policy d. Promote affordable homeownership opportunities and support for community members or nonprofit organizations to purchase the MHCs.

Policy e. Conduct an affordability analysis of any proposed redevelopment of existing MHCs seeking a Comprehensive Plan amendment or rezoning application in accordance with the County's Relocation Guidelines for Manufactured Housing Communities, in consultation with the Department of Housing and Community Development (HCD). Any by-right development should be encouraged to be in accordance with this policy.

Policy f. If redevelopment is proposed, preserve affordability with a goal of a one-for-one replacement and encourage developers to provide community members with replacement housing with the goal of relocating them on-site to the extent feasible and/or significant relocation support in accordance with the County's Relocation Guidelines for Manufactured Housing Communities.

Policy g. Identify land to support relocation and preservation of the affordability of MHCs and facilitate more traditional forms of affordable homeownership when redevelopment or environmental hazards warrant relocation."

**AREA III PROPOSED REVISIONS**
**DULLES SUBURBAN CENTER**

**MODIFY: Fairfax County Comprehensive Plan, 2017 Edition, Area III, Dulles Suburban Center, Dulles Suburban Center Land Unit Recommendations, Land Unit H, as amended through 9-10-2024, page 117:**

**"LAND UNIT H**

CHARACTER

…

Land Unit H also contains the Meadows of Chantilly, a Manufactured Housing Community ~~Mobile Home Park~~, located on Tax Map Parcel 34-3((1))21. The community consists of manufactured homes and ~~mobile home park~~ provides an important source of ~~affordable~~ housing; a minor portion of this community is located within the DNL 65-70 dBA noise contour associated with ~~projected~~ operations at Dulles Airport.

…

RECOMMENDATIONS
Land Use

1. Land Unit H is planned for industrial, research and development, and industrial/flex uses at an intensity up to a maximum of .35 FAR, per the Comprehensive Plan Land Use Map.

2. An auto park may be appropriate as an optional use on Parcels 33-2((1))6, 33-2((5)) B, C, D, E, F, J and 33-4((5))A.G,H if the conditions listed below are met. An auto park is defined as a large tract of land that accommodates two or more dealers engaged in automobile sales and service, as well as related ancillary services.

   Conditions:

   - The primary uses in the auto sales park are all related to vehicle sales and service. Ancillary uses to serve customers may also be considered;
   - Substantial setbacks and a landscaped berm should be provided along Route 50 to screen view of the use from the road. A single freestanding sign to identify the auto park may be visible from Route 50; and
   - Development should be oriented to Stonecroft Boulevard, preferably with building placement designed to screen outside display and storage facilities from Route 50.
   - Substantial setbacks, screening and landscaping should be provided along Stonecroft Boulevard to establish a campus-style setting. Signage at the auto park entrance(s) may be appropriate.

Public and/or private recreational uses to serve the local community and employees may be appropriate optional uses in this land unit.

4. The Meadows of Chantilly, located on Tax Map Parcel 34-3((1))21, ~~Mobile Home Park~~ is ~~a viable residential area.~~ planned for manufactured housing use at a density of 6.2 du/ac and developed as a Manufactured Housing Community. ~~This residential neighborhood~~ The community should be maintained and preserved for residential use ~~protected~~; transitional screening requirements on adjacent industrially planned parcels should neither be waived nor modified. The MHC is zoned for industrial uses. Rezoning to R-MHP District or special exception for manufactured housing use ~~may be considered~~ is encouraged. If the manufactured housing community ~~Mobile Home Park~~ is redeveloped to another use, the redevelopment should be in accordance with Objective 7 of the Housing element in the Policy Plan. ~~then relocation assistance to the tenants of the park should be provided in accord with the Policy Plan~~

**AREA III PROPOSED REVISIONS**
**FAIRFAX CENTER AREA**

**MODIFY: Fairfax County Comprehensive Plan, 2017 Edition, Area III, Fairfax Center Area, Land Use Recommendations – Suburban Neighborhoods and Low Density Residential Area, as amended through 9-10-2024, page 87 - 88:**

**"LAND UNIT W**

CHARACTER

This land unit is located south of Lee Highway on either side of Shirley Gate Road. The planned intensities are greatest to the north and then taper down to the south where the area is planned for low density residential use in conformance with the findings of the Occoquan Basin Study. There are a variety of land uses in this land unit including retail, warehousing, housing, a Manufactured Housing Community ~~mobile home park~~, and a Fairfax County Boys' Probation Home.

RECOMMENDATIONS

Land Use

…

**Sub-unit W2**

Baseline: Office use up to .15 FAR; retail use up to .15 FAR; residential use at .1 dwelling unit per acre; residential use at 1 dwelling unit per acre
Overlay: Office use up to .25 FAR; retail use up to .35 FAR; residential use at .2 dwelling unit per acre; residential use at 3 dwelling units per acre

This area contains the Fairfax Centre shopping center, the Waples Mills Estates, which is a Manufactured Housing Community ~~Mobile Home Park~~, a self-storage facility, and several single-family homes. Waples Mills Estates ~~The mobile home~~ ~~park~~, located on Tax Map Parcel 56-2((1))46, is planned for manufactured housing use at a density of 5.9 du/ac and zoned for manufactured housing use. The community should remain located at this site. ~~area in accordance with the Guidelines for Mobile Home Retention in Land Use Appendix 10 of the Policy Plan~~."

**AREA IV PROPOSED REVISIONS**
**RICHMOND HIGHWAY CORRIDOR AREA**

**MODIFY: Fairfax County Comprehensive Plan, 2017 Edition, Area IV, Richmond Highway Corridor Area, Introduction, page 1:**

"LOCATION AND CHARACTER

…

Richmond Highway, generally a north-south oriented transportation route, serves a dual purpose. It functions as a through-commuter roadway connecting the southern part of Fairfax County and counties to the south to the City of Alexandria, Arlington County and Washington, D.C. to the north. It also functions as a "Main Street" that serves the many commercial uses and residential communities located on or near the corridor.

There are six Community Business Centers (CBC) in the Richmond Highway Corridor. From the north to south, they are: North Gateway, Penn Daw, Beacon/Groveton, Hybla Valley/Gum Springs, South County Center, and Woodlawn. In 2017, many of the CBCs were characterized by community shopping centers.

The areas between the CBCs, referred to as Suburban Neighborhood Areas (SNAs), contain a number of smaller scale retail and commercial businesses of various types and sizes, such as gas stations, restaurants, motels, banks, plant nurseries and auto-related businesses. Residential communities along and adjacent to the corridor consist of a variety of housing types, including single-family detached homes, townhomes, garden-style apartments, mid-rise units, and <u>five Manufactured</u> ~~mobile homes~~ <u>Housing Communities</u>.

**MODIFY: Fairfax County Comprehensive Plan, 2017 Edition, Area IV, Richmond Highway Corridor Area, Penn Daw Community Business Centers, as amended through 9-10-2024, page 103:**

<u>Land Unit E (formerly Land Units E and G)</u>
This approximately 53-acre land unit is the largest in the Penn Daw CBC, comprising the land area east of Richmond Highway from Quander Road to Fairview Drive.

*Base Plan*

As delineated on the Comprehensive Land Use Plan Map, properties fronting on the east side of Richmond Highway to include Parcels 83-3((1))23A and 83-3((8))A and parcels between Quander Road and Shields Avenue are planned for neighborhood-serving office and/or retail uses up to 0.50 FAR with a maximum height of 50 feet. The Penn Daw ~~Trailer Park~~ <u>Terrace Mobile Home Park, located on Tax Map Parcel 83-3 ((1)) 25, 83-3((8))2, 3, 5,6, and 7,</u> is planned <u>for manufactured housing use at a density of 13 du/ac,</u> developed as <u>a Manufactured Housing Community, and zoned for commercial use.</u> ~~mobile home park at a density of 5-8 dwelling units per acre. Any redevelopment of the mobile homes should comply with the county's voluntary relocation guidelines.~~ Properties located along the south side of Quander Road between Richmond Highway and Quander Road School are planned for residential use at 3-4 dwelling units per acre.

The area south of Shields Avenue to Fairview Drive is planned for community-serving retail use up to 0.50 FAR. Tax Map parcels 83-3((1))24 and 83-3((1))26F are owned by the county and planned as a public park. Where past storm water management practices have degraded these slopes and streams, current bioengineering approaches should be followed to restore them to more natural conditions and functions. The remainder of Land Unit E is planned for retail use at an intensity up to 0.50 FAR.

*Redevelopment Option*

Residential use at a density of 5-8 dwelling units per acre may be appropriate with complete parcel consolidation of the properties along Quander Road. The homes should be clustered to minimize impacts on steep slopes in the area. Vehicular access points should be consolidated and/or limited in order to reduce congestion within the Richmond Highway and Quander Road corridors and their intersections.

The remainder of Land Unit E is envisioned to be the focal point of the Penn Daw CBC and is recommended for up to 1,600 dwelling units and 700,000 square feet of non-residential uses to create a mixed-use environment. Development proposals should reflect a single integrated project or a project that allows for future coordination with other projects and should meet the following conditions in addition to the general CBC and corridor-wide guidance:

- Substantial consolidation of parcels should be achieved. Where consolidation of parcels is not achieved, existing uses should be integrated into the site design by providing interparcel vehicular and pedestrian access. Redevelopment on a portion of the land unit should not preclude the remainder of the land unit from redeveloping under the plan's redevelopment option in the future;

- Consolidated access for redevelopment along Quander Road should be provided to reduce congestion near the Richmond Highway/Quander Road intersection.

- <u>Any redevelopment of the Penn Daw Terrace Mobile Home Park should be in accordance with Objective 7 of the Housing element of the Policy Plan.</u>

Midrise multifamily residential redevelopment up to approximately 375 dwelling units with ground-floor retail use or amenity space is planned and approved for the area south of Shields Avenue to Fairview Drive should achieve full consolidation of Tax Map Parcels 83-3((1))18, 19 and 20. 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 the Penn Daw CBC grid of streets that will be created with the future redevelopment of parcels 83-3((40))1A and 83-3 ((40)) 2A.

**MODIFY: Fairfax County Comprehensive Plan, 2017 Edition, Area IV, Richmond Highway Corridor Area, Community Business Centers, Hybla Valley/ Gum Springs Community Business Center (CBC), as amended through 9-10-2024, page 143:**

"Sub-unit B-1
This approximately 7-acre area is located on the east side of Richmond Highway, adjacent to the Woodley Hills Estates, a Manufactured Housing Community. ~~Mobile Home Park~~."

**MODIFY: Fairfax County Comprehensive Plan, 2017 Edition, Area IV, Richmond Highway Corridor Area, Community Business Centers, Hybla Valley/ Gum Springs Community Business Center (CBC), as amended through 9-10-2024, page 176:**

"

4. The North Hill, a part of the former Woodley Nightingale Redevelopment Area (approximately 33 acres) located on the eastern side of Richmond Highway north of the Hybla Valley/Gum Springs Community Business Center and the Woodley Hills Estates, a Manufactured Housing Community which is planned to remain~~, Mobile Home Park~~, is planned for public park for passive recreational use. As an option, the site was developed with 279 ~~As an option, the site may be appropriate for up to 279~~ workforce and affordable multifamily units, which may include affordable independent living units, and 175 ~~up to~~ ~~196~~ townhomes with limited community serving uses and the retention of a significant, contiguous portion of approximately 11 acres of the site for a publicly accessible park. The ~~Any~~ development ~~should~~ was ~~be~~ supported by a geotechnical study that shows how slopes and problem soils will be addressed. In addition, the following conditions were ~~should be~~ met:"

**MODIFY: Fairfax County Comprehensive Plan, 2017 Edition, Area IV, Richmond Highway Corridor Area, Community Business Centers, as amended through 9-10-2024, page 178:**

"Suburban Neighborhood Areas between Hybla Valley/Gum Springs and South County Center CBCs

1. The area bounded by Ladson Lane on the north, Richmond Highway on the east, Audubon Estates ~~Mobile Home Park~~ on the west and Little Hunting Creek on the south is planned for residential use at a density of 5-8 dwelling units per acre with an option for 8-12 dwelling units per acre. Substantial parcel consolidation should be accomplished to allow for a well-designed project. Access points should be consolidated and oriented toward Ladson Lane. Tax Map Parcel 101-2((6))25 is the current location of Harmony Place Trailer Park ~~of~~ which is planned for manufactured housing use at a density of 12.9 du/ac, developed as a Manufactured Housing Community, and zoned for commercial use. ~~much~~ More than half of the community has been developed in the Little Hunting Creek flood plain~~.~~, and the manufactured ~~Mobile~~ homes currently located in the flood plain

should be elevated above flood elevation per the Zoning Ordinance's flood plain regulations or relocated into any areas planned or zoned for manufactured housing use. ~~for mobile home park~~ ~~Any redevelopment of this area encouraged to comply with the county's voluntary relocation guidelines.~~ Relocation assistance for units in the floodplain should be provided in accordance with the Manufactured Housing Relocation Guidelines. The environmental quality corridor located on Tax Map Parcel 101-2((6))25 should be preserved for open space.

**MODIFY: Fairfax County Comprehensive Plan, 2017 Edition, Area IV, Richmond Highway Corridor Area, Suburban Neighborhood Areas, as amended through 9-10-2024, page 184 - 185:**

"Suburban Neighborhood Areas between South County Center and Woodlawn CBCs

…

3. This area is bounded by Richmond Highway, Potomac Square Shops & Offices and Forest Place, and includes Alexandria Mobile Home Park (formerly the Engleside Trailer Park and Ray's Mobile Home Colony), located on Tax Map Parcel 101-3((1)) 31C, 32, 33, 101-3((9)) (1) 1, 2 , 3, and 4. The Alexandria Mobile Home Park is planned for manufactured housing use at a density of 9.82 du/ac, developed as a Manufactured Housing Community, zoned for commercial use. The remainder of the area is planned for residential use at 5-8 dwelling units per acre. Residential uses should be designed to provide for a transition to the adjacent single-family residential neighborhood by providing the required buffering, fencing, and/or screening to adjacent neighborhoods. Any redevelopment of this area is encouraged to comply with the county's voluntary relocation guidelines. No access should be provided to any proposed development from the Mount Zephyr or Mount Vernon Manor communities.

   If substantial consolidation is achieved, this area may be appropriate for a mixed-use development using an urban/town center design concept with residential, office and retail uses. Based on the size of the land area, approximately 75 percent of the total development is planned for residential use at a density of 16-20 du/ac, with 25 percent of the development planned for retail and office uses at an intensity of 0.50 FAR.

   In addition, the following conditions should be met:

   - Any redevelopment of the Alexandria Mobile Home Park should be in accordance with Objective 7 of the Housing element of the Policy Plan.
   - The proposed "urban/town center" concept's site design should enable the creation of a cohesive and walkable environment.
   - High-quality architecture should be provided.
   - Buildings should be oriented to internal/external streets and sidewalks, and sufficient open space should be interspersed with retail, residential, and office uses to provide usable public gathering areas."

## MOUNT VERNON PLANNING DISTRICT OVERVIEW

**MODIFY: Fairfax County Comprehensive Plan, 2017 Edition, Area IV, Mount Vernon Planning District, Mount Vernon Planning District Overview, amended through 9-10-2024, page 1:**

**"MOUNT VERNON PLANNING DISTRICT OVERVIEW**

…

The Mount Vernon Planning District has a diverse character. The Huntington Metrorail station is located in the north portion of the district and Fort Belvoir is located in the south. The district is bisected by Richmond Highway (Route 1), a major north-south oriented highway which serves local and through traffic. Single-family detached units in stable neighborhoods are the predominant land use in the Mount Vernon Planning District. Higher density residential developments, including townhouses, duplexes, garden apartments, high-rise apartments and manufactured housing communities ~~mobile home parks~~ are located along Richmond Highway and sometimes provide transitions between single-family detached residential neighborhoods and commercial areas."

**MV2 HYBLA VALLEY COMMUNITY PLANNING SECTOR**

**MODIFY: Fairfax County Comprehensive Plan, 2017 Edition, Area IV, Mount Vernon Planning District, MV2-Hybla Valley Community Planning Sector, amended through 9-10-2024, page 61-64:**

**"MV2 HYBLA VALLEY COMMUNITY PLANNING SECTOR**

CHARACTER

…

Residential land use predominates in this planning sector. There are stable, single-family subdivisions like Groveton Heights, Valley View, and Hybla Valley. There are also concentrations of apartments such as Beacon Hill Apartments, several condominiums and some privately-owned recreation sites.

Two ~~Three~~ of Fairfax County's Manufactured Housing Communities ~~mobile home parks~~ are located in this planning sector. ~~There is a large variation in quality and extent of accommodations among these mobile home parks~~. Audubon Estates, located at Tax Map Parcel 101-2((1))13, is the largest Manufactured Housing Community within Fairfax County and is zoned for manufactured housing use. ~~At least one park has provided wide streets with curb and gutter, open space between units, landscaping, on-site security personnel, and a generally attractive appearance. Other older parks do not meet minimum mobile home park standards.~~ The Little Hunting Creek floodplain extends into the park. Harmony Place Trailer Park , located at Tax Map Parcel 101-2((6)) 25, is the smallest manufactured housing community within Fairfax County, and the majority of the community is within the Little Hunting Creek floodplain. Recommendations for Harmony Place Trailer Park are provided in the Richmond Highway Corridor Area plan.

This planning sector contains heritage resources listed in the Fairfax County Inventory of Historic Sites. A list and map of these heritage resources are included in the Mount Vernon Planning District Overview section, Figures 3 and 4.

…

RECOMMENDATIONS

Land Use

The Hybla Valley Community Planning Sector contains stable residential neighborhoods. Infill development within 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.

Where substantial parcel consolidation is specified, it is intended that such consolidations will provide for projects that function in a well-designed, efficient manner and provide for the development of unconsolidated parcels in conformance with the Area Plan.

…

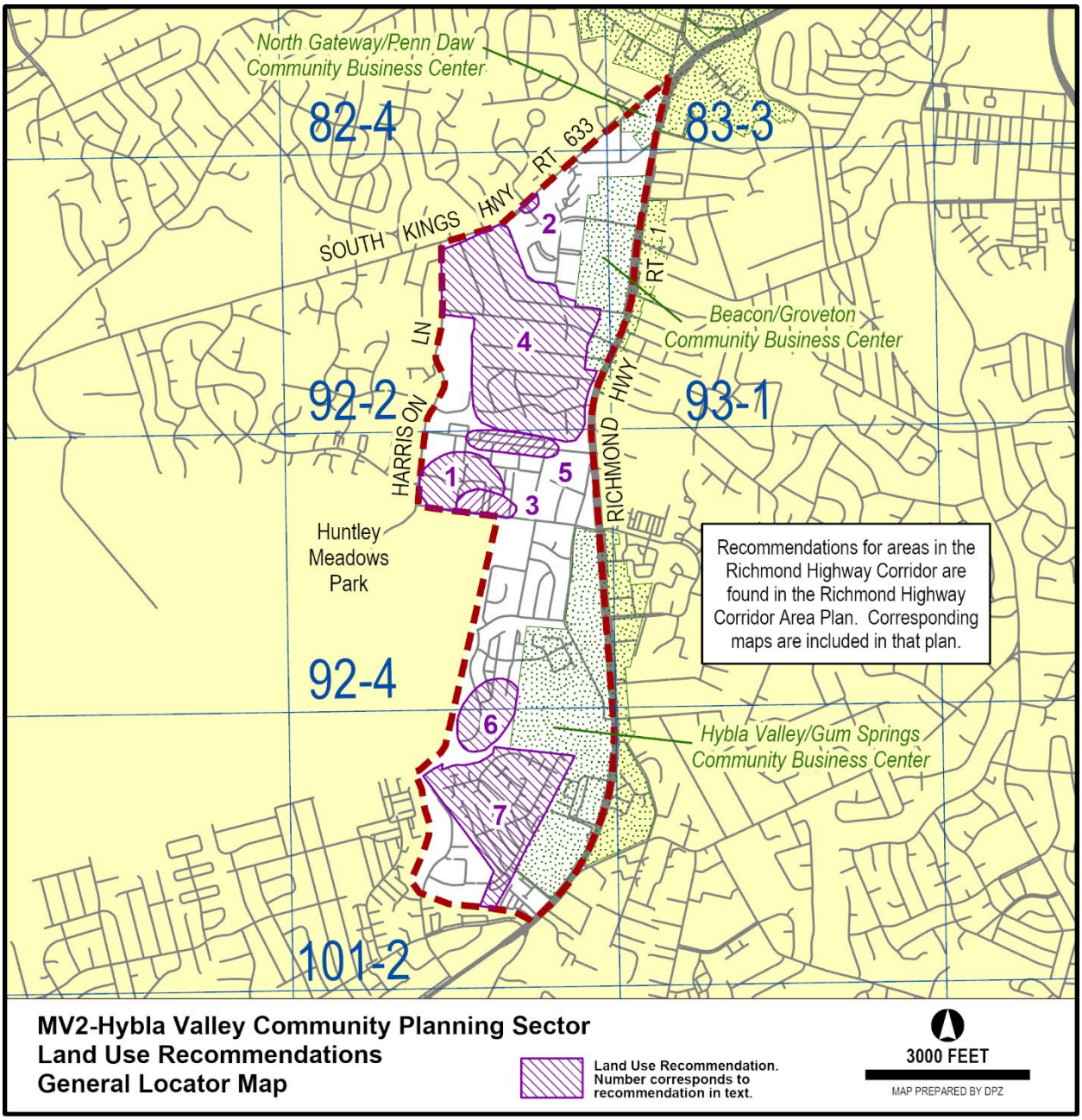
**Outside Richmond Highway Corridor**

Figure 21 indicates the geographic location of land use recommendations for this sector.

…

7. Audubon Estates is developed as a Manufactured Housing Community and planned to remain as a manufactured housing use at a density of 8.36 du/ac and zoned for manufactured housing uses. Manufactured homes currently located in the Little Hunting Creek flood plain should be elevated above flood elevation per the Zoning Ordinance's floodplain regulations or relocated into any areas planned or zoned for manufactured housing use. Relocation assistance for units in the floodplain should be provided in accordance with the Manufactured Housing Relocation Guidelines."

**MODIFY FIGURE 21:** **Fairfax County Comprehensive Plan, 2017 Edition, Area IV, Mount Vernon Planning District, MV-2 Hybla Valley Community Planning Sector, amended through 9-10-2024, page 85; to add and highlight the Audubon Estates recommendation as number seven (7) on the MV-2 Hybla Valley Community Planning Sector Land Use Recommendations General Locator Map:**



**MV3 – BELLE HAVEN COMMUNITY PLANNING SECTOR**

**MODIFY: Fairfax County Comprehensive Plan, 2017 Edition, Area IV, Mount Vernon Planning District, MV3-Belle Haven Community Planning Sector, amended through 9-10-2024, page 69:**

**"MV3 BELLE HAVEN COMMUNITY PLANNING SECTOR CHARACTER**

…

The predominant land use in this planning sector is residential. The planning sector includes a range of housing types. Single-family detached units in stable neighborhoods comprise the majority of residential development. Townhouses are located at the intersection of Richmond Highway and Fort Hunt Road and at the intersection of Fort Hunt Road and Belle Haven Road. Two apartment and condominium complexes are located in the Richmond Highway area. In addition, a Manufactured Housing Community ~~mobile home park~~, is located along Shields Avenue near Richmond Highway."

## MV5 – GROVETON COMMUNITY PLANNING SECTOR

**MODIFY: Fairfax County Comprehensive Plan, 2017 Edition, Area IV, Mount Vernon Planning District, MV5-Groveton Community Planning Sector, amended through 9-10-2024, page 83:**

"**MV5 GROVETON COMMUNITY PLANNING SECTOR CHARACTER**

…

Single-family detached units represent the major land use within this planning sector. A sizable Manufactured Housing Community ~~mobile home park~~ and a large apartment development are located in this planning sector as well. The planning sector also contains Mount Vernon District Park. There is an urgent need for community parkland in the western portion of the sector.

…

Woodley Hills Estates Redevelopment Area

A redevelopment plan for the Woodley Nightingale Mobile Home Park was adopted by the Board of Supervisors on February 26, 1979. The primary goal of that document was to provide a reconstructed mobile home park which meets modern design standards and is of adequate size to accommodate residents of the existing park who wish to remain in the area, and to preserve the park as an affordable housing resource.

The redevelopment plan was amended by the Board of Supervisors on October 25, 1993, changing the name to 'Woodley Hills Estates Redevelopment Plan' and reducing the Plan Area boundary to contain only that area occupied by the Woodley Hills Estates, a Manufactured Housing Community. ~~Mobile Home Park~~."

**MODIFY: Fairfax County Comprehensive Plan, 2017 Edition, Area IV, Mount Vernon Planning District, MV5-Groveton Community Planning Sector, amended through 9-10-2024, page 84:**

"**Outside of Richmond Highway Corridor**

Figure 33 indicates the geographic location of land use recommendations for this sector. Where recommendations are not shown on the General Locator Map, it is so noted.

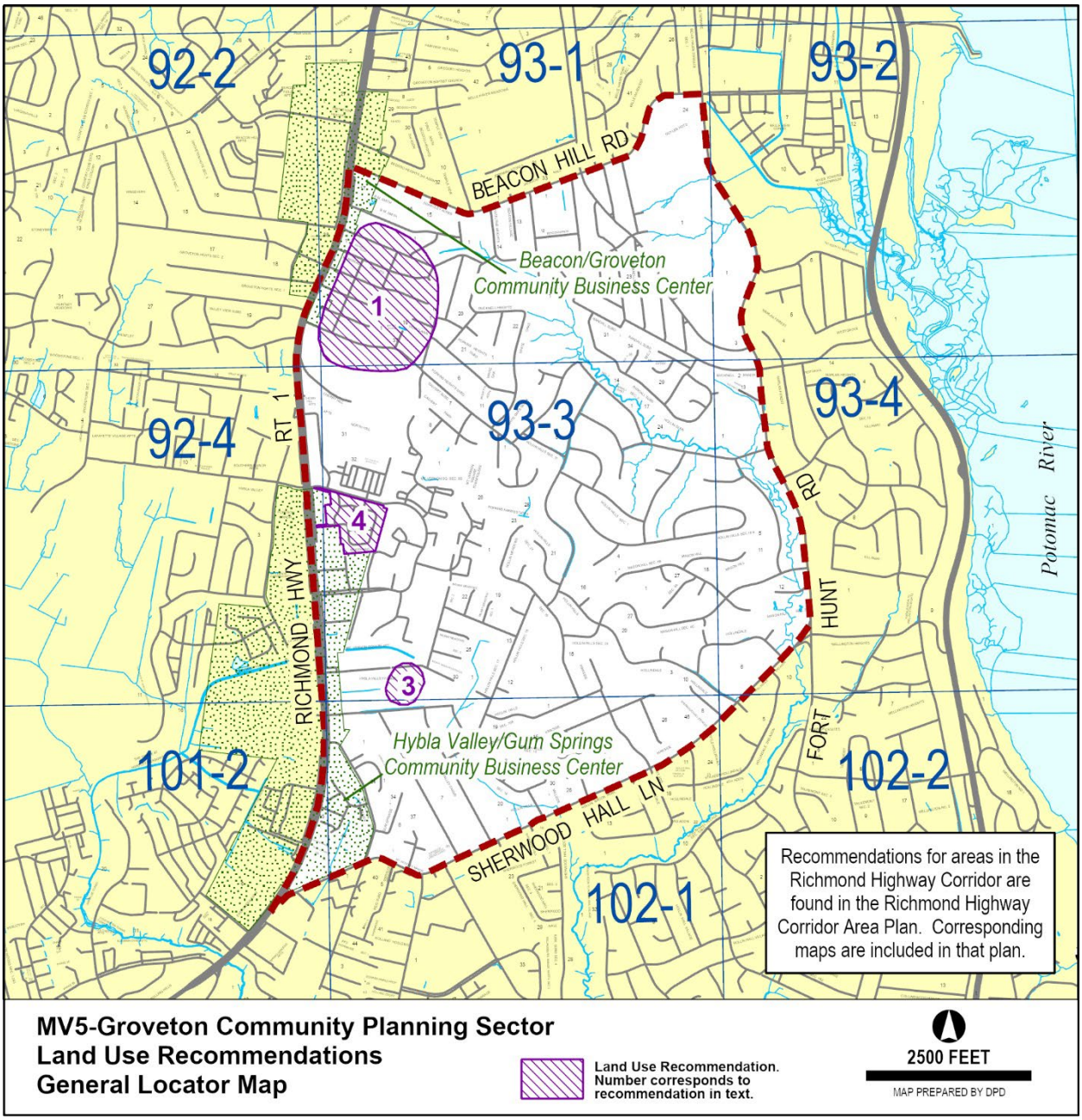
1. Residential infill in Memorial Heights is planned for 3-4 dwelling units per acre. Additional guidance for Tax Map 93-1((18))(D)130 pt. and 138 is included in Land Unit E of the Beacon/Groveton Community Business Center within the Richmond Highway Corridor.

2. Development is planned to conform with the recommendations cited in the Gum Springs Conservation Plan and Redevelopment Plan as adopted by the Board of Supervisors. [Not shown.]

3. The vacant lots located between Hybla Valley Farms and Milway Meadows are planned for residential use at 2-3 dwelling units per acre.

4. <u>The Woodley Hills Estates, located at Tax Map Parcel 93-3((31))6, is planned to remain as a manufactured housing use at a density of 8.4 du/ac and zoned for manufactured housing use and developed as a Manufactured Housing Community.</u>"

**MODIFY FIGURE 33:** **Fairfax County Comprehensive Plan, 2017 Edition, Area IV, Mount Vernon Planning District, MV5-Groveton Community Planning Sector, amended through 9-10-2024, page 85; to add and highlight the Woodley Hills Estates recommendation as number four (4) on the MV5-Groveton Community Planning Sector Land Use Recommendations General Locator Map:**



## MV7 – MOUNT VERNON COMMUNITY PLANNING SECTOR

**MODIFY: Fairfax County Comprehensive Plan, 2017 Edition, Area IV, Mount Vernon Planning District, MV7-Mount Vernon Community Planning Sector, amended through 9-10-2024, page 98:**

**"MV7 MOUNT VERNON COMMUNITY PLANNING SECTOR CHARACTER**

…

Single-family detached units predominate east of the Richmond Highway Corridor and many are oriented toward the natural amenities provided by the Potomac River and George Washington Parkway. Some garden apartments, townhouses, and a Manufactured Housing Community ~~two small mobile home parks~~ also represent the residential segment of the Mount Vernon Community Planning Sector. A private country club with an 18-hole golf course occupies 42 acres."

**PROPOSED REVISIONS:**

**GLOSSARY TO THE COMPREHENSIVE PLAN**

**ADD:** Fairfax County Comprehensive Plan, 2017 Edition, Glossary, as amended through March 21, 2023.

"**MANUFACTURED HOME:**
A housing unit built off-site in accordance with the U.S. Department of Housing and Urban Development (HUD) standards and transported to a site for occupancy and installed on a permanent or temporary foundation.

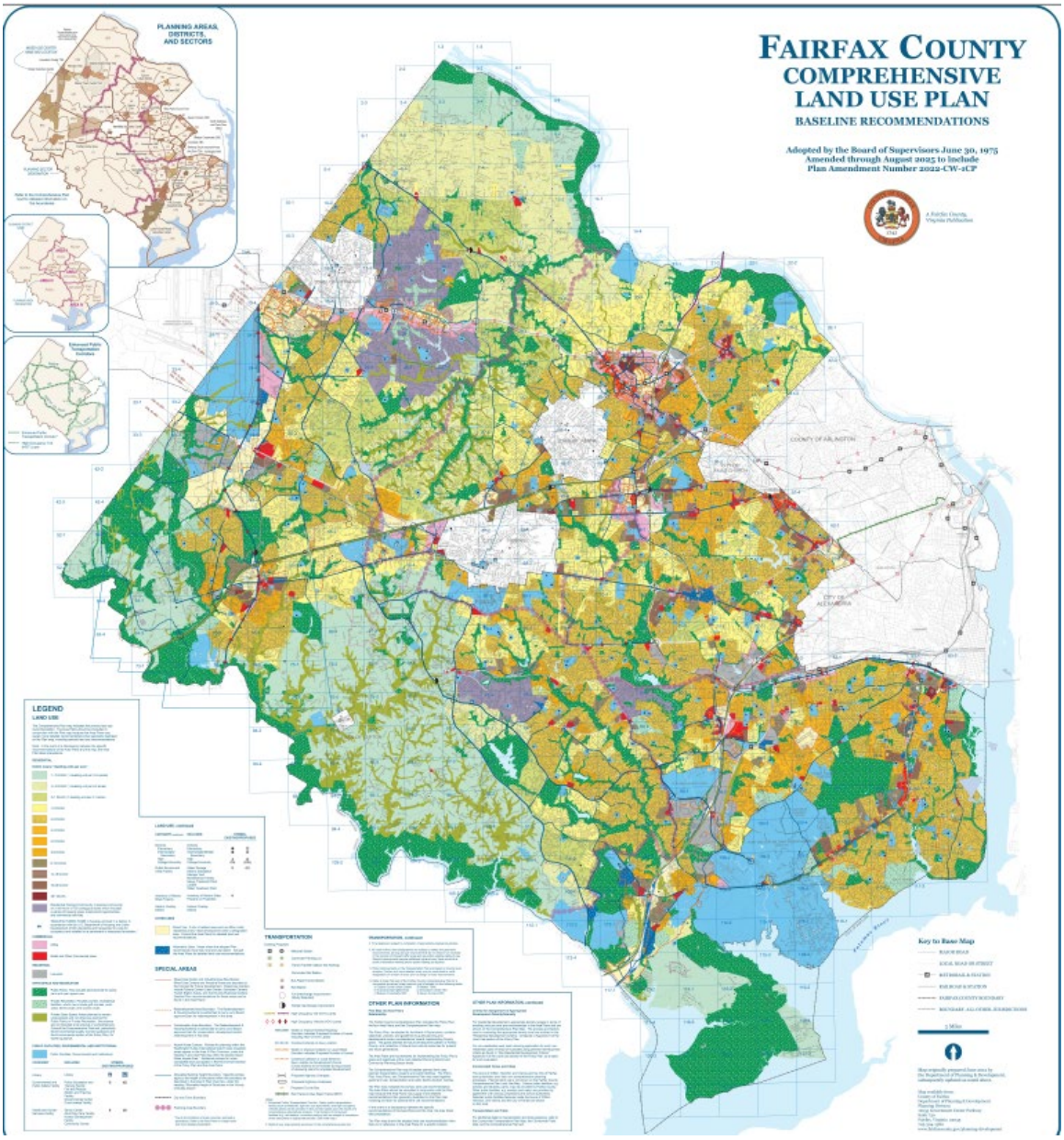
"**MANUFACTURED HOUSING COMMUNITY:**
A Manufactured Housing Community (MHC), also known as a mobile home park, is a planned residential area where homes are primarily manufactured off-site and then transported to individual lots within the community. These communities often provide a range of amenities and services."

**COMPREHENSIVE LAND USE PLAN MAP:**

1. The proposed Glossary definition for Manufactured Housing Community will be added to the "MH" symbol on the Comprehensive Land Use Plan legend, under the Residential Use categories.

2. The existing Manufactured Housing Communities will be remapped to designations that represent the existing residential density for each community. This includes modifying:
    a. Audubon Estates should be amended from a Plan Map recommendation of residential use at 5-8 du/ac to 8-12 du/ac.
    b. Harmony Place Trailer Park, should be amended from a Plan Map recommendation of residential use at 5-8 du/ac to 12-16 du/ac. No changes should be made to the existing public park Plan Map recommendation.
    c. Alexandria Mobile Home Park should be amended from a Plan Map recommendation of 5-8 du/ac to 8-12 du/ac.
    d. Woodley Hills Estates should be amended from a Plan Map recommendation of 5-8 du/ac to 8-12 du/ac.
    e. Penn Daw Terrace Mobile Home Park should be amended from a Plan Map recommendation of 5-8 du/ac to 12-16 du/ac.
    f. Waples Mills Estates should be amended from a Plan Map recommendation of 1-2 du/ac to 5-8 du/ac.

**MODIFY: Fairfax County Comprehensive Land Use Plan Baseline Recommendations based on proposed edits listed above.**




**COUNTYWIDE TRANSPORTATION PLAN MAP:**

The Countywide Transportation Plan Map will not change.