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Department of Planning & Zoning**

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STAFF REPORT 2009-2010 SOUTH COUNTY AREA PLANS REVIEW

SUPERVISOR DISTRICT: MOUNT VERNON

APR ITEM: 09-IV-6LP
PLAN AMENDMENT: S10-IV-LP1

NOMINATOR(S): Linwood Gorham on behalf of the South County Federation (SCF)

ACREAGE: 3.18 acres

TAX MAP I.D. NUMBERS: 108-3 ((1)) 2, 3; 108-3 ((2)) 2, 5, 6

GENERAL LOCATION: Intersection of Lorton Road and Richmond Highway

PLANNING AREA: IV
District: Lower Potomac
Sector: LP2 – Lorton-South Route 1 Community Planning Sector
Special Areas: Sub-unit E4

ADOPTED PLAN MAP: Retail

ADOPTED PLAN TEXT: Sub-unit E4 is planned for retail and related uses up to .25 FAR with full consolidation. Absent full consolidation, no development should exceed .15 FAR. As an option, a drive-in bank and a drive-thru pharmacy up to .15 FAR may be appropriate with conditions.

For complete Plan text see page 5 of 10.

PROPOSED PLAN AMENDMENT: Remove the optional uses for a drive-in bank and drive-thru pharmacy at an intensity of .15 FAR.

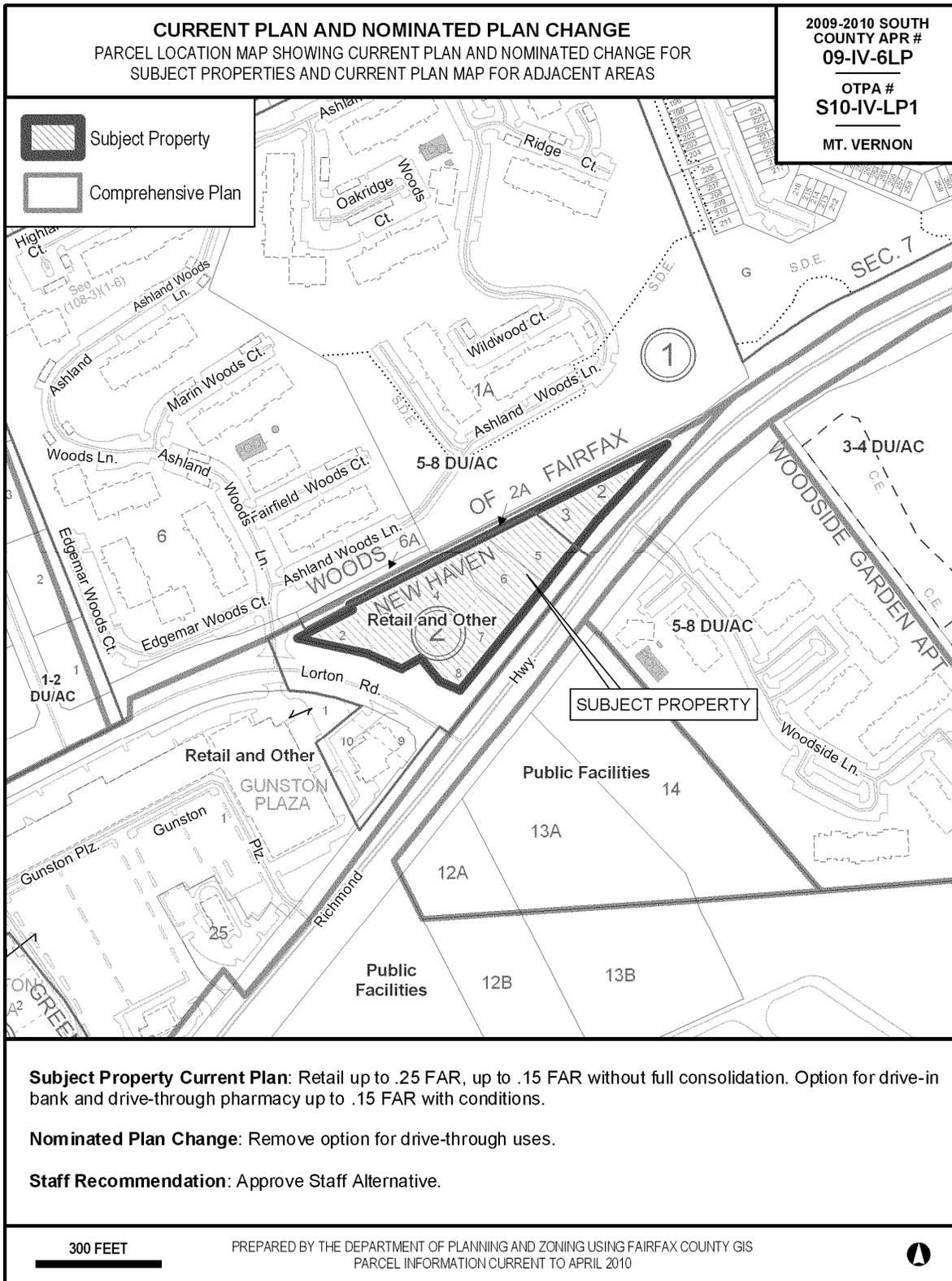
SUMMARY OF STAFF RECOMMENDATION

Approve Nomination as submitted
 Approve Staff Alternative
 Retain Adopted Plan

Staff supports the nomination's proposal to remove text that addresses the widening of Route 1 and Lorton Road. This improvement has been implemented; therefore this recommendation is no longer applicable. Staff proposes retaining the Plan guidance noting primary access to the site from Lorton Road. According to the Virginia Department of Transportation (VDOT) standards, there is

insufficient frontage for full access on Route 1. The portion of Route 1 that fronts the subject property is divided by a median, making it difficult to achieve full access. Lastly, the approved site plan indicates partial access (right-in/right-out) to the site from Route 1.

Staff differs with the portion of the nomination that proposes to delete land use and intensity guidance for the drive-through use option. Retaining the text is important to properly review future requests to modify the existing special exception use. Without the text, the review would lack useful guidance that presently exists relating to site design.



CONTEXT

General Location:

The subject property is generally located at the northeast quadrant of the intersection of Lorton Road and Richmond Highway.

Existing and Planned Land Use and Zoning:

Subject Area: The nominated area is the entirety of Sub-unit E4 within Land Unit E of the Lorton-South Route 1 Community Planning Sector. The Plan map designates this Sub-unit for retail and other uses. The Comprehensive Plan guidance recommends retail and related uses at an intensity up to .25 FAR with full consolidation, and development at an intensity up to .15 FAR without full consolidation. As an option, a drive-in bank and drive-thru pharmacy at an intensity up to .15 FAR may be appropriate. See pages 5 for complete Plan text, and Attachment II on page 10 for a map of all the Sub-units in Land Unit E. The subject property is zoned C-5 and is currently vacant.

Adjacent Area:

North: The Woods of Fairfax, low-rise garden style apartments, are located north of the subject property. These apartments are part of Sub-unit E12. The Plan guidance notes this sub-unit contains stable residential uses that should be preserved and protected, also new or infill development should be compatible with the planned residential density shown on the Plan map. The Plan map indicates 5-8 du/ac, and the apartments are zoned R-20.

East: Parcel 108-3 ((1)) 15 located on the south side of Richmond Highway across from the subject property is developed with the Woodside Apartments. The Plan map shows residential use at 5-8 du/ac, and the parcel is zoned R-20. The Plan guidance notes that Sub-unit G4 is planned for public facilities, governmental and institutional uses and contains the Noman M. Cole, Jr. Pollution Control Plant. The pollution control plant is located approximately 1,000 feet south of the apartments, and there is an open space buffer between the apartments and the plant.

South: The properties to the south of the nominated area (Parcels 108-3 ((1)) 14, 13A, 12A) are owned by the County. These parcels comprise Sub-unit G3, and 8-acre area that is part of the Noman M. Cole, Jr. Pollution Control Plant. This sub-unit is planned for and current functions as an undisturbed buffer between the pollution control plant, Richmond Highway, and the Woodside Apartments.

West: An assisted living facility and the Gunston Plaza Shopping Center are located to the west of the nominated area in Sub-unit E5. The plan recommends community-serving retail and other commercial uses up to .30 FAR, and additional drive-thru uses on the site should be reviewed on a case-by-case basis. The sunrise facility property is zoned C-3, and the shopping center area is zoned C-6 and C-8.

ADOPTED PLAN TEXT:

Fairfax County Comprehensive Plan, 2007 Edition, Area IV, Lower Potomac Planning District, Amended through 3-23-2010, LP2 – Lorton-South Route 1 Community Planning Sector, Page 87:

“Sub-unit E4

This sub-unit, located southwest of the intersection of Route 1 and Lorton Road (see Figure 33), is planned for retail and related uses up to .25 FAR, as long as all the parcels in the sub-unit are consolidated. Absent full consolidation no development should exceed .15 FAR. Any development on the site should recognize site and access constraints. Auto-oriented uses are not appropriate, except as specified under the option below for drive-thru uses. Efficient circulation should be provided and curb cuts should be minimized. Buffering and screening of adjacent residential development should be provided. Dedication for the widening of Route 1 and Lorton Road should be provided with primary access to the site from Lorton Road. Secondary access may be provided from Route 1, but must be restricted to right turns in and out. Internal vehicular circulation and locations of entrances and median breaks should be arranged to minimize conflicts with traffic on the adjacent arterial roadways. As an option, parcels within Sub-unit E4 may be considered for public park.

As an option, a drive-in bank and a drive-thru pharmacy up to .15 FAR may be appropriate provided the following conditions are met:

- All parcels in the sub-unit are consolidated.
- Development should include no more than two separate buildings.
- Every effort should be made to orient buildings toward Richmond Highway and to avoid locating parking in front of buildings in order to create an attractive streetscape along Richmond Highway and to improve/enhance the visual image of this portion of Richmond Highway.
- Development includes appropriate landscaping to protect the integrity and character of Pohick Church and the Pohick Church Historic Overlay District.
- Development includes landscaping in the right-of-way along Lorton Road where it intersects with Richmond Highway, if permission is granted by VDOT.
- All recommendations on transportation and buffering and screening for Sub-unit E4 are satisfied.”

Figure 33 is shown as Attachment II on page 10.

NOMINATED PLAN AMENDMENT

Additions are shown underlined and deletions are shown with ~~strikethrough~~

“Sub-unit E4

This sub-unit, located southwest of the intersection of Route 1 and Lorton Road (see Figure 33), is planned for retail and related uses up to .25 FAR, as long as all the parcels in the sub-unit are consolidated. Absent full consolidation no development should exceed .15 FAR. Any development on the site should recognize site and access constraints. Auto-oriented and high vehicular traffic uses are not appropriate, ~~except as specified under the option below for drive-thru uses.~~ Efficient circulation should be provided and curb cuts should be minimized. Buffering and screening of adjacent residential development should be provided. ~~Dedication for the widening of Route 1 and Lorton Road should be provided with primary access to the site from Lorton Road.~~ Secondary access may be provided from Route 1, but must be restricted to right turns in and out. Internal vehicular circulation and locations of entrances and median breaks should be arranged to minimize conflicts with traffic on the adjacent arterial roadways. As an option, parcels within Sub-unit E4 may be considered for public park.

~~As an option, a drive in bank and a drive thru pharmacy up to .15 FAR may be appropriate provided the following conditions are met:~~

- ~~• All parcels in the sub unit are consolidated.~~
- ~~• Development should include no more than two separate buildings.~~
- ~~• Every effort should be made to orient buildings toward Richmond Highway and to avoid locating parking in front of buildings in order to create an attractive streetscape along Richmond Highway and to improve/enhance the visual image of this portion of Richmond Highway.~~
- ~~• Development includes appropriate landscaping to protect the integrity and character of Pohick Church and the Pohick Church Historic Overlay District.~~
- ~~• Development includes landscaping in the right of way along Lorton Road where it intersects with Richmond Highway, if permission is granted by VDOT.~~
- ~~• All recommendations on transportation and buffering and screening for Sub unit E4 are satisfied.”~~

HISTORY

On April 25, 1994, the Board of Supervisors approved RZ 93-V-028 to rezone the subject property from the R-1 and C-5 districts to the C-5 district, subject to proffers dated April 8, 1994. The proffered Generalized Development Plan (GDP) depicted a shopping center at an intensity of .18 FAR. On March 24, 1997, the Board of Supervisors approved a proffered condition amendment (PCA 93-V-028) to allow development of a retail center with a maximum FAR of .18 with the option

for one, two, or three buildings with up to 39,350 square feet (sf) of gross floor area subject to proffers dated January 24, 1997.

The site was then the subject of Plan Amendment S06-IV-LP1 that added an option for a drive-in bank institution and drive-thru pharmacy at an intensity up to .15 FAR with conditions. In 2007, the site was the subject of a proffered condition amendment, PCA 93-V-028-02, to amend the GDP and proffers previously approved with PCA 93-V-028 and a special exception application, SE-2007-MV-031, to permit a drive-in bank and drive-thru pharmacy on the site. A 3,848 sf drive-in bank with three drive-thru lanes was proposed. The drive-in pharmacy proposed 10,940 sf of retail space with one drive-thru lane. The SE and PCA applications were approved by the Board of Supervisors on November 17, 2008. The site plan for the bank and pharmacy has been approved.

During the review of this nomination, it was discovered that this nomination was not eligible for consideration under the guidelines established for the 2009-2010 South County APR process because it covered a land area that was included in a Plan amendment adopted since May 1, 2006. Since a Plan amendment for this subject area was adopted on December 4, 2006, this nomination should not have been accepted in the 2009-2010 South County APR cycle.

In light of the fact that this nomination was accepted and significant work had been done, and both the nominator and staff have acted in good faith during the course of this process, staff requested that an Plan Amendment be authorized to allow continued consideration of this nomination. The Board of Supervisors authorized the Plan Amendment on January 26, 2010 to consider APR item 09-IV-6LP.

ANALYSIS:

Land Use

A special exception (SE) for a drive-in pharmacy and drive-thru bank was approved in 2008, shortly after an out-of-turn Plan Amendment (S06-IV-LP1) was adopted for the site that resulted in adding the option for a bank and pharmacy. The site plan has been approved and it is anticipated the construction of the bank and pharmacy will begin prior to the date when the SE approval expires. Removing the current Plan text and conditions for this option could create problems in the future should the applicant request any modifications to their approved development, as there is a need to limit the intensity to .15 FAR and continue to provide guidance regarding conditions specific to drive-thru uses. For example, the text lists conditions pertaining to parcel consolidation, the maximum number of buildings, and the preferred orientation of buildings.

Transportation

Lorton Road is currently designated as a Minor Arterial (Type A) and is shown on the Fairfax County Transportation Plan Map to be a six-lane improved arterial. Lorton Road is already six lanes in width. Route 1 is designated a Principal Arterial, also six lanes in width, and shows no improvements on the Transportation Plan Map. Given that Lorton Road and Richmond Highway are already six lanes, the language requiring dedication for these improvements should be removed. Due to proximity to the traffic signal, turn lanes, and medians, the guidance noting primary access be provided from Lorton Road should remain. Secondary access (right-in, right out) as recommended in the current Plan and shown on the approved site plan may be provided along Route 1.

A major paved trail and on-road bicycle path along Richmond Highway are shown on the Fairfax County Countywide Trails Plan. An existing ten-foot wide asphalt trail along the Richmond Highway frontage of the property and an existing five-foot wide sidewalk along the Lorton Road (western) boundary of the site will remain with the proposed development of the site.

Parks and Recreation

A demolished architectural site (VDHR#029-278; Fairfax County Architectural site #108-3A01) is within the nomination area. The house appears on a 1937 aerial photograph. Additionally, the site is surrounded by both Native American and historic sites, including a Civil War Union encampment containing rifle pits.

This issue is addressed by proffers associated with PCA 93-V-028-02, dated October 14, 2008. The proffers note that the Applicant will conduct and complete a Phase I archaeological survey prior to any land disturbing activities and submit this survey to the Cultural Resources Management and Protection Section of the Fairfax County Park Authority (“CRMPS”) for review and approval. Furthermore, the Applicant will conduct Phase II or Phase III surveys if determined necessary by CRMPS.

RECOMMENDATION

Staff recommends approval of a staff alternative. Improvements to Lorton Road and Route 1 have been implemented; therefore the Plan guidance addressing right-of-way dedication should be removed. Staff proposes retaining the Plan guidance noting primary access to the site from Lorton Road and secondary access from Route 1. The site plan has been approved and it is anticipated the construction of the bank and pharmacy will begin in the near term. Removing the current Plan text and conditions for this option could create problems in the future should the applicant request modifications to their approved development, as there is a need to continue to provide guidance regarding conditions specific to drive thru uses.

ATTACHMENT I

Proposed Comprehensive Plan text

Additions are shown underlined and deletions are shown with ~~striketrough~~.

MODIFY:

Fairfax County Comprehensive Plan, 2007 Edition, Area IV, Planning District, Community Planning Sector, Pages 86-87

“Sub-unit E4

This sub-unit, located southwest of the intersection of Route 1 and Lorton Road (see Figure 33), is planned for retail and related uses up to .25 FAR, as long as all the parcels in the sub-unit are consolidated. Absent full consolidation no development should exceed .15 FAR. Any development on the site should recognize site and access constraints. Auto-oriented uses are not appropriate, except as specified under the option below for drive-thru uses. Efficient circulation should be provided and curb cuts should be minimized. Buffering and screening of adjacent residential development should be provided. ~~Dedication for the widening of Route 1 and Lorton Road should be provided with primary access to the site from Lorton Road.~~ Primary access to the site should be from Lorton Road. Secondary access may be provided from Route 1, but must be restricted to right turns in and out. Internal vehicular circulation and locations of entrances and median breaks should be arranged to minimize conflicts with traffic on the adjacent arterial roadways. As an option, parcels within Sub-unit E4 may be considered for public park.

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- All parcels in the sub-unit are consolidated.
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- Every effort should be made to orient buildings toward Richmond Highway and to avoid locating parking in front of buildings in order to create an attractive streetscape along Richmond Highway and to improve/enhance the visual image of this portion of Richmond Highway.
- Development includes appropriate landscaping to protect the integrity and character of Pohick Church and the Pohick Church Historic Overlay District.
- Development includes landscaping in the right-of-way along Lorton Road where it intersects with Richmond Highway, if permission is granted by VDOT.
- All recommendations on transportation and buffering and screening for Sub-unit E4 are satisfied.”

ATTACHMENT II

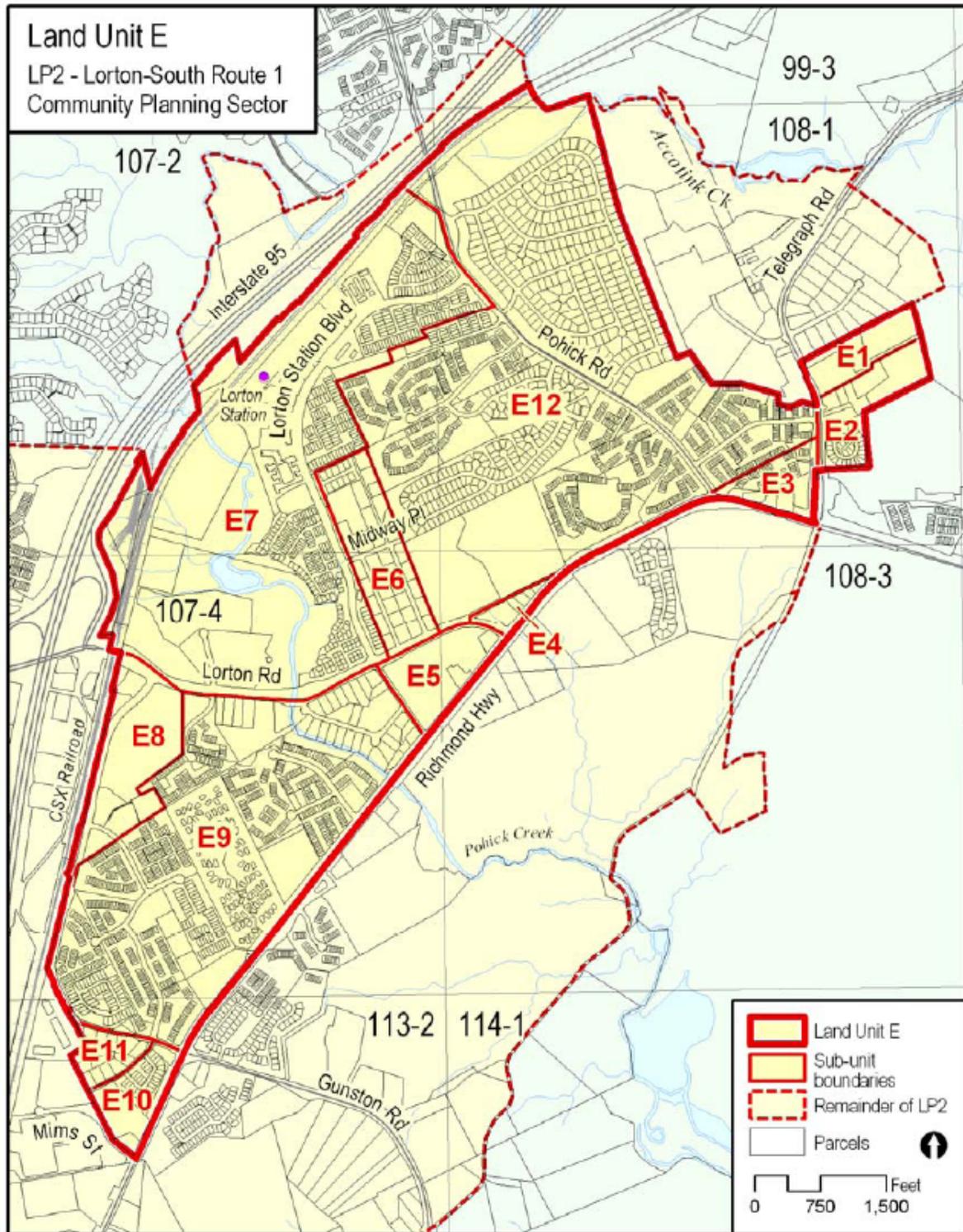


FIGURE 33