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Department of Planning & Zoning**

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**STAFF REPORT
2008 BRAC AREA PLANS REVIEW**

SUPERVISOR DISTRICT(S): Lee

APR ITEM(S): 08-IV-7MV

NOMINATOR(S): Robert A. Wiles

ACREAGE: 3.4 acres

TAX MAP I.D. NUMBERS: 83-3((11)) 2, 3, 4, 5, 6; 83-3((4)) A

GENERAL LOCATION: North of Poag Street, south of School Street, west of North Kings Highway.

PLANNING AREA(S): IV

District(s): Mount Vernon Planning District

Sector: NA

Special Area(s): Richmond Hwy Corridor, Penn Daw CBC, Land Unit H

ADOPTED PLAN MAP: 3-4 du/ac, Mixed Use

ADOPTED PLAN TEXT: Low-rise office or compatible institutional uses up to 0.25 FAR.
Option for intensity up to 0.35 FAR with complete parcel consolidation.

For complete Plan text see: <http://www.fairfaxcounty.gov/dpz/comprehensiveplan/area4/mtvernon1.pdf>
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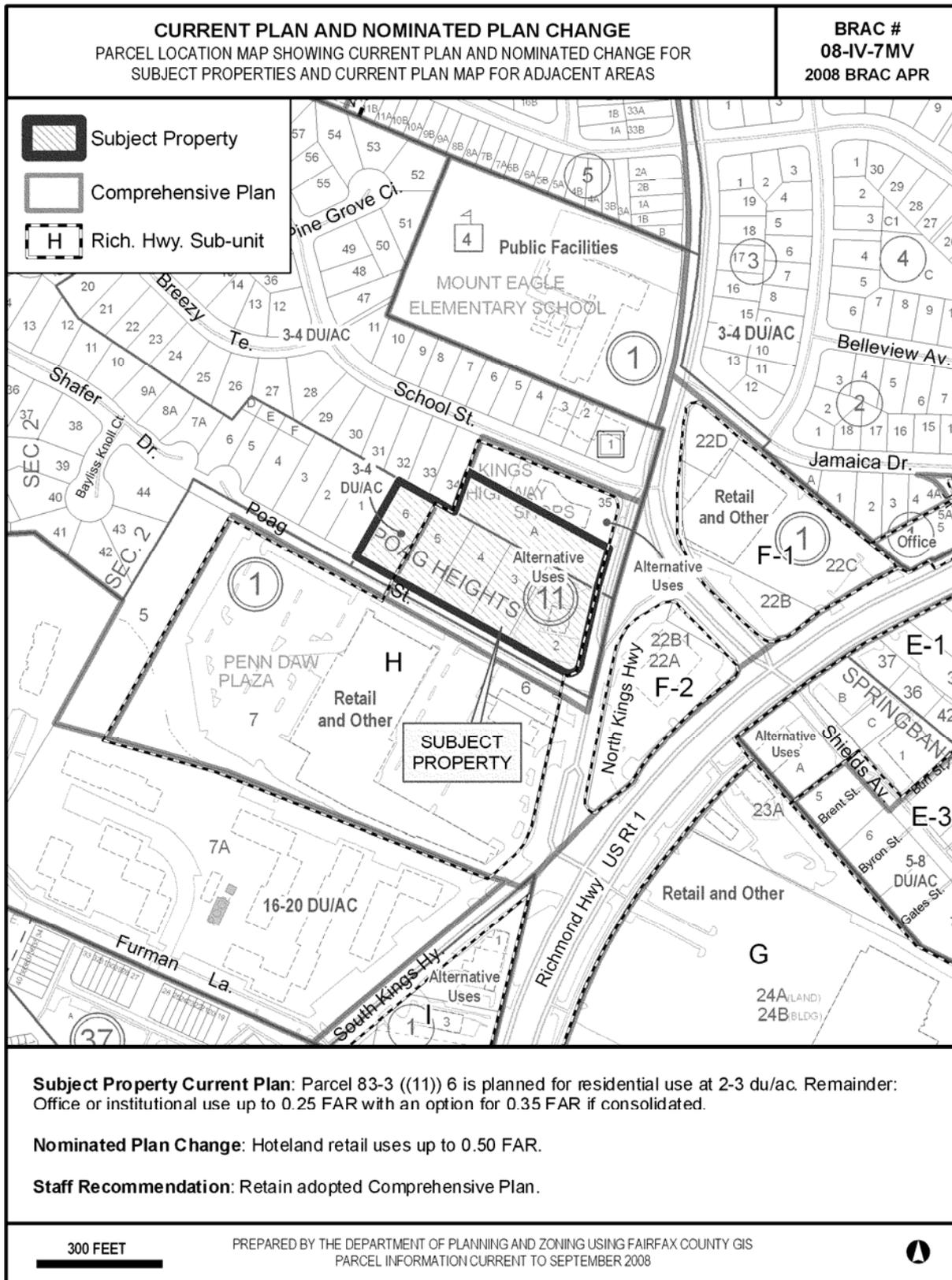
PROPOSED PLAN AMENDMENT: Limited-service hotel and retail up to 0.50 FAR.

SUMMARY OF STAFF RECOMMENDATION:

Approve Nomination as submitted

Approve Staff Alternative

Retain Adopted Plan



CONTEXT

General Location:

The subject property is located north of Poag Street, south of School Street, and west of North Kings Highway. This area is in land unit H of the Penn Daw CBC along the Richmond Highway Corridor.

Existing and Planned Land Use and Zoning

Land Use: The nomination area consists of 3.4 acres. Parcels 83-3 ((11)) A and 83-3 ((11)) 4 are currently vacant. Parcel 83-3 ((11)) 2 contains an office building. Parcels 83-3 ((11)) 3, 5, and 6 are developed with single-family detached residential units. Parcel 83-3((11)) 6 is planned for residential use at 3-4 du/ac. The Plan recommends parcels 83-3 ((11)) 2, 3, 4, 5 and 83-3 ((4)) A, those within the boundary of land unit H, are planned for mixed use. Parcels 83-3 ((11)) 2 and 83-3 ((4)) A are planned for low-rise office or compatible institutional uses up to 0.25 FAR to serve as a transition between the residential and commercial areas located north and south of the subject property.

Zoning: Parcels 83-3 ((11)) 3, 4, 5, 6 are zoned R-4. Under current zoning, four single-family detached residential units could be built on these parcels. Parcels 83-3 ((11)) 2 and 83-3 ((4)) A are zoned C-5, allowing for 20,125 square feet of retail use or 14,087 square feet of retail and 6,037 square feet of office use.

Adjacent Area:

North: The subject property is bounded by the Kings Highway Shops, parcel 83-3 ((11)) 35, which provides community-serving retail and commercial uses. This parcel is zoned C-5. The Penn Daw Village subdivision is located along School Street, immediately north of the Kings Highway Shops. The Penn Daw Village is zoned R-4. Mount Eagle Elementary School is approximately 500 feet from the subject property, north of School Street.

East: North Kings Highway forms the eastern boundary of the subject property. Uses along this portion of North Kings Highway include community serving retail and commercial establishments. Sub-unit F-1 is planned for retail use up to 0.35 FAR. Sub-unit F-2 is planned for retail use up to 0.50 FAR with conditions. Both sub-units are zoned to the C-8 district.

South: The Penn Daw Plaza is located south of the subject property. This plaza includes AMF Alexandria Lanes, Shoppers Food & Pharmacy, and other commercial and retail uses. The Penn Daw Plaza is planned for retail use up to 0.35 FAR and is zoned C-8.

West: The Villages at Huntington subdivision is immediately to the west of the subject property.

This residential neighborhood is planned for 3-4 du/ac and is zoned R-4.

PLANNING HISTORY

A Comprehensive Plan change, APR item 05-IV-17MV, was proposed for adjacent parcel 83-3 ((1)) 7 during the 2005 South County APR process. This parcel contains the Penn Daw Plaza located on Poag Street across from the subject property. The nomination proposed a mixed-use development with 80 percent residential use in the form of 400 mid-rise multi-family dwelling units and 20 percent retail use. The nomination was withdrawn.

No Plan amendments have been proposed for the subject parcels prior to this proposal.

ADOPTED COMPREHENSIVE PLAN TEXT

Fairfax County Comprehensive Plan, 2007 Edition, Area IV, Mount Vernon Planning District, Amended through 8-6-2005, Land Use Recommendations, Land Unit H, p 32 and p 35:

Penn Daw Community Business Center

“Major existing uses in the Penn Daw Community Business Center include the Penn Daw Shopping Center, and neighborhood and community-serving retail establishments. Stable residential neighborhoods abut the Community Business Center on the east and northwest. A small office building at Franklin Street and Richmond Highway is representative of the small percentage of office use in this area. While there are multiple uses in this area located near the Huntington Transit Station, the uses are not well coordinated and do not encourage pedestrian or transit access. However, the location at the intersection of Richmond Highway and Kings Highway provides good auto accessibility and visibility.

Planned highway improvements will impact some uses at the intersection of Richmond Highway and Kings Highway creating an opportunity for a special landscaped area or other identifying landmark at this intersection. The Penn Daw Shopping Center is planned to remain as a community-serving retail center while the east side of Richmond Highway is planned to be redeveloped into a larger single use or as a mixed-use project comprised of residential, retail and office uses. Additional office uses are planned for the western side of Richmond Highway adjacent to the Fairhaven community.

The opportunity exists on the east side of Richmond Highway to create a large scale well designed mixed-use development as a focal point and core area of the Community Business Center. This area is envisioned as an integrated residential and commercial center which functions well within the context of adjacent existing or planned uses and incorporates high quality urban design elements to create a sense of identity. Much of the area located to the east side of Richmond Highway contains steep slopes, a stream valley and other environmentally sensitive features which should be protected and any degraded natural conditions and functions restored.”

“Land Unit H

Land unit H contains the Penn Daw Shopping Center and adjacent commercial uses between School and Poag Streets along North Kings Highway. The Penn Daw Shopping Center site is planned for retail use up to .35 FAR. Free-standing uses should be discouraged to preserve an opportunity for connections to the proposed "gateway park". Additional parking lot landscaping and the introduction of a landscaped berm between the front parking lot and North Kings Highway is encouraged.

The existing commercial uses between School and Poag Streets along the west side of North Kings Highway are planned for low-rise office or compatible institutional uses up to .25 FAR to serve as a transition between the residential and commercial areas located north and south of the subject property, respectively. As an option, if parcels are completely consolidated and an integrated, well-designed development is proposed, an FAR up to .35 may be appropriate.”

NOMINATED PLAN AMENDMENT

The nomination proposes to amend the Comprehensive Plan to allow for hotel and retail use at an intensity up to 0.50 FAR on the subject property. The development proposed by the nomination is a 66,000 square foot hotel and 7,000 square feet of retail use for a total of 73,000 square feet of development. Under the current Plan, approximately 31,800 square feet of non-residential development could be built.

ANALYSIS**Land Use**

Compatibility: Hotel use at an intensity of 0.50 FAR would be incompatible with the adjacent Penn Daw Village and Villages at Huntington residential neighborhoods located north and west of the subject parcels, respectively. Hotel uses tend to generate 24-hour activity including lighting, noise, and traffic generated by hotel patrons. This amount of activity has the potential of destabilizing the established residential neighborhood by substantially changing the existing character of the area. The Plan recommends low-intensity uses as compatible transitional uses that will generate less of an impact in the area. Furthermore, office or other compatible institutional uses are not active in the evening hours and will be of comparable size, design, and scale to nearby residential neighborhoods.

Expansion of Land Unit H: The proposed amendment to the Comprehensive Plan would alter the boundary of land unit H to include one parcel located in a stable residential community that is planned and zoned for residential use. Implementation of this proposed Plan amendment may set an undesirable precedent for additional replannings and rezonings to allow for piecemeal expansion of land units, resulting in encroachment upon existing stable residential areas.

Intensity of Development: The Plan recommends the Penn Daw Shopping Center have the most intense development potential within land unit H at an intensity up to 0.35 FAR. It is not

recommended that other parcels within land unit H have the same development potential; this would result in a higher-intensity node on the west side of Richmond Highway. The Plan recommends a large, well-designed mixed-use node and focal point of the Penn Daw CBC located on the east side of Richmond Highway in land unit G. Land unit G is currently planned for retail use up to 0.50 FAR without consolidation. Therefore, this Plan Amendment would allow for the same intensity of development on a small group of parcels that is currently recommended on the entirety of land unit G.

Transportation

Approximately 2,200 average daily trips are generated under the current Plan recommendations. The nomination would generate approximately 1,200 average daily trips. The proposed uses on the subject parcels does not necessitate a change in the transportation plan recommendations for the area and offers some benefits over the current Plan by reducing the number of daily trips generated by approximately 1,000 average daily trips.

Environmental

The subject property does not contain any Resource Protection Area (RPA) or Environmental Quality Corridor (EQC) acreage. There is little existing tree cover, however if new development and/or redevelopment is supported on the subject property, it should incorporate landscaping techniques that would improve water quality and provide shade and screening as recommended in the Policy Plan. Any development provides an opportunity to utilize best stormwater management practices (SWM/BMP's) with an emphasis on the use of low impact development (LID) and Leadership in Energy and Environmental Design (LEED) techniques. LID techniques aim to reduce the amount of impervious surface, which could result in improving water quality and addressing flooding concerns raised by the watershed management plan for Cameron Run created by the Fairfax County Department of Public Works and Environmental Services. An example of implementing best SWM/BMP's using LID techniques is the Mount Eagle Elementary School LID, a project to construct a bioretention area below the school parking lot and a detention micro-berm along the edge of the baseball field to provide stormwater quality controls.¹

Parks

A major parks and recreation objective for the Mount Vernon Planning District is to provide additional active recreation facilities and urban and neighborhood parks and facilities in conjunction with new development. Current recreation facilities within parks that serve the Mount Vernon Planning District do not meet standards established by the Park Authority through the Needs Assessment study. Based on this Needs Assessment study, by the year 2015 the Mount Vernon Planning District will have projected deficiencies of 132 acres of local parkland and 974 acres of district and County-wide parklands. In order to address this deficiency along with the objective of providing parks and facilities in conjunction with new development, hotel

¹ Department of Public Works and Environmental Services, Fairfax County Stormwater Planning Division, "Watershed Plan", August 2008, < http://www.fairfaxcounty.gov/dpwes/watersheds/publications/cr/08_chapter-6.pdf>, (August 2007), 6-25.

guests should be provided with active year-round recreation opportunities such as fitness facilities. It is appropriate that these facilities be provided on-site for hotel guest use.

RECOMMENDATION

The proposed Plan amendment would have the effect of undermining current Plan recommendations to develop land unit G as a large, well-designed, mixed-use node in the Penn Daw CBC. Other nominations located close to transit and/or those that propose a mix of residential, retail, and office uses are better suited to fulfill BRAC-related needs and County-wide land use objectives. Staff recommends retaining the current Comprehensive Plan. There are other locations along the Richmond Highway Corridor that may be more suitable for hotel use in terms of visibility and compatibility with existing planning and zoning recommendations.