

**PRELIMINARY  
STAFF REPORT  
2009-2010 SOUTH COUNTY AREA PLANS REVIEW**

**SUPERVISOR DISTRICT:** MOUNT VERNON

**APR ITEM(S):** 09-IV-12LP

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**NOMINATOR:** David R. Gill on behalf of WRIT- NVIP, LLC

**ACREAGE:** 69.37

**TAX MAP I.D.:** 108-1((1))1C, 1D, 1E, 1F, 1G, 1H, 1J, 1K, 1M, 1N, 2A, 3C, 3D;  
108-1((10)) all

**GENERAL LOCATION:** West of Telegraph Road, east of Pohick Estates Park, north of Southgate Woods townhouse development.

**PLANNING AREA:** IV

**District:** Lower Potomac

**Sector:** LP2 – Lorton-South Route 1 Community Planning Sector

**Special Areas:** Land Unit D

**ADOPTED PLAN MAP:** Industrial, public parks

**POLICY PLAN TEXT:**

Fairfax County Comprehensive Plan, 2007 Edition, Land Use, Amended through 9-22-2208, Policy Plan, Land Use, Page 6:

“Redevelopment

The County's system of public facilities, services and infrastructure is based on accommodating demand generated by existing and planned land uses. Unanticipated redevelopment can pose a substantial potential problem for the continued provision of these public necessities if land uses of a higher intensity than envisioned by the Comprehensive Plan are developed. Consequently, it is critical that redevelopment be in conformance with the Comprehensive Plan to assist the County in maintaining its high level of commitment to providing public facilities, services and infrastructure.

**Objective 9: Non-residential redevelopment should be in accord with the recommendations of the Comprehensive Plan.**

Policy c. Ensure that the redevelopment of existing uses is consistent with the provision of adequate transportation and public facilities.

**LAND USE INTENSITY**

The intensity of land use has a direct effect on the ability to provide adequate levels of service for transportation and public facility systems. The Comprehensive Plan is the primary mechanism available to the County for establishing appropriate locations for various levels of land use intensity. Through this mechanism, development is encouraged to occur in accord with

the Plan, at intensities that can assist in achieving various County goals. For instance, high intensity uses will be located in areas of the County where the transportation and public facilities systems can best accommodate the demands from such uses, thereby efficiently using County resources.

**Objective 12: The location and level of development intensity should be utilized as a means of achieving a broad range of County goals.**

Policy a: Concentrate the highest level of development intensity in areas of transportation advantage, i.e., the Tysons Corner Urban Center, cores of Suburban Centers and Transit Station Areas.

Policy b: Limit development intensity to that which can be accommodated at acceptable levels of service with consideration of the cumulative, long-term impacts of development on the adequacy of public facilities and transportation systems.

Policy f: Limit development intensity to levels which can be reasonably accommodated by planned public facilities and transportation systems in general accord with the guidelines and standards located elsewhere in the Plan.”

Fairfax County Comprehensive Plan, 2007 Edition, Land Use, Amended through 6-20-2005, Policy Plan, Parks and Recreation, Page 8:

**“Objective 6: Ensure the mitigation of adverse impacts to park and recreation facilities and service levels caused by growth and land development through the provision of proffers, conditions, contributions, commitments, and land dedication.**

Policy c: Non-residential development should offset significant impacts of work force growth on the parks and recreation system.”

**AREA PLAN TEXT:**

Fairfax County Comprehensive Plan, 2007 Edition, Area IV, Lower Potomac Planning District, Amended through 5-4-2009, LP2-Lorton-South Route 1 Community Planning Sector Page 67:

“Industrial Areas

The Plan for the Lorton-South Route 1 area recognizes two areas appropriate for industrial uses. The industrial area in the north central portion of the sector near Lockport Place contains warehouse/wholesale activities. The Plan recommends that infill and new development in this area be in industrial uses of a compatible scale and character and at a floor area ratio up to .35.”

Fairfax County Comprehensive Plan, 2007 Edition, Area IV, Planning District, Community Planning Sector, Page 82:

“Land Unit D

This land unit is surrounded by Accotink Creek, Pohick Estates and Rose Heights subdivisions and Southgate Woods and Worthington Woods townhouse developments (see Figure 32). The area is characterized by existing industrial uses. Primary uses are wholesale/ warehouse activities.

Land Unit D is planned for industrial use. New or infill development should be compatible with existing industrial uses up to .35 FAR and should provide for substantial buffering when located adjacent to planned or existing residential uses.

The area generally adjacent to Accotink Creek is planned for public park.”

**PROPOSED PLAN AMENDMENT:**

Amend the Comprehensive Plan to recommend non-residential mixed-use consisting of office, industrial/flex space, hotel, retail, and civic/institutional uses at an intensity up to .7 FAR. Option to increase intensity up to .8 FAR with attainment of LEED Silver certification.

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**SUMMARY OF STAFF RECOMMENDATION**

Approve Nomination as submitted

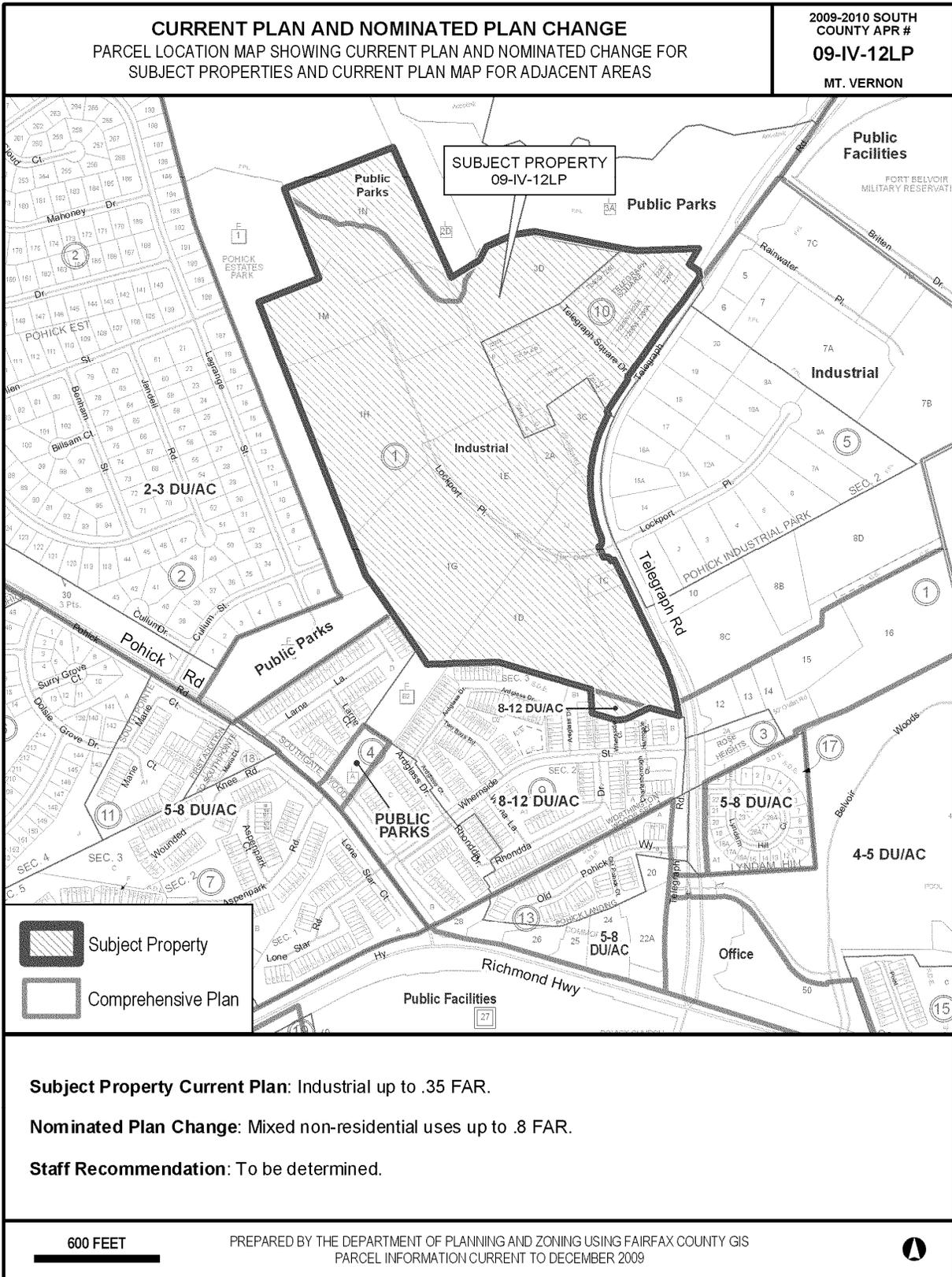
Approve Staff Alternative

Retain Adopted Plan

Staff recommends that the existing Comprehensive Plan be retained. The subject property contains approximately one million square feet of industrial/flex and warehouse space. There are few remaining areas in the county that provide these important services, and diminishing areas planned for industrial uses leads to these industries moving into neighboring jurisdictions. In the BRAC APR cycle, adopted nominations provide new development potential that totals over 3.1 million square feet of non-residential use. The Springfield Connectivity Study Plan Amendment and Springfield Mall also increased the amount of non-residential development potential.

A similar nomination (BRAC APR 09-IV-2LP) was reviewed in the BRAC APR process and did not receive support from staff. The BRAC APR Task Force did not support the proposed development at an intensity up to 1.0 FAR, and instead provided a Task Force alternative. The nomination was withdrawn prior to the Planning Commission public hearing. There has been no change in circumstance to warrant reconsideration of the staff recommendation that the Comprehensive Plan be retained.

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**BACKGROUND:**

As noted previously, a similar nomination was submitted during the 2008 BRAC APR process. Staff recommended retaining the adopted Comprehensive Plan due to a surplus of opportunities to accommodate BRAC-related contractors as a result of other BRAC nominations and proposed Plan Amendments. The BRAC APR Task Force voted to support a Task Force alternative, which included replanning at the lower end of the proposed intensity up to .8 FAR and conditions including tapering building heights away from residential neighborhoods, maintaining undisturbed resource protection area (RPA) and environmental quality corridor (EQC) acreage, and no requirement for consolidation between the nominated property and the condominium property. The nomination was withdrawn from consideration in the BRAC APR process on June 16, 2009 prior to the Planning Commission public hearing.

**CRITICAL ISSUES****Land Use**

The nominated area is currently developed with approximately one million square feet of industrial/flex space. Industrial/flex is a term used to describe a combination of industrial and office uses within a single building. For instance, establishments for processing and warehousing combined with office use are an example of industrial flex space. The existing industrial/flex and warehousing complex represents an important component of Fairfax County's local economy. Amending the plan to recommend uses other than industrial use could undermine the valuable economic benefit derived from industrial services and similar supportive uses in this area. A decrease in locations that are supportive of industrial use in Fairfax County could result in these services relocating to neighboring jurisdictions, consequently the County would not be able to provide these types of services in the future and undermines County policy to provide a balanced mix of land uses.

The existing industrial/flex space and warehousing has been developed in a way that provides a good transition and compatible relationship to adjacent residential neighborhoods. Higher intensity development and/or uses that generate 24-hour activity, such as a hotel, could have a negative impact on adjacent neighborhoods. Office use at the intensity proposed would likely result in significantly taller buildings that may conflict with the safety zones for Fort Belvoir's Davison Airfield.

Other locations in the vicinity of Fort Belvoir and the nomination area provide ample opportunity to attract tenants seeking office and research and development space. This is due in part to the adopted BRAC nominations and the recently adopted Springfield Connectivity and Springfield Mall Plan Amendments, which provide opportunities for future growth in areas to include office, retail, and hotel use. Unlike this nomination, the adopted nominations and plan amendments fulfill one or more of the following planning principles as noted in the Policy Plan: creating a land use pattern which increases transportation efficiency and encourages transit use by concentrating development near transit in the form of mixed-use development, ensuring that redevelopment is consistent with the provision of adequate transportation and other public facilities, and providing revitalization benefits by creating "activity centers."

In the Springfield CBC, three adopted nominations (08-IV-4FS, 8FS and 10FS) support hotel, office, and retail use and provide revitalization benefits to the Springfield CBC. Near the GSA-Parr warehouse within the Franconia-Springfield TSA, two nominations (08-IV-1FS and 2FS) provide an opportunity to maximize transit oriented development. Adopted nomination (08-IV-10S) is within

walking distance to the Franconia-Springfield metro station and provides the opportunity to expand an existing office park. Two adopted nominations are located within a quarter mile to half mile walking distance of the Huntington transit station (BRAC APR nominations 08-IV-3MV and 9MV) will foster transit-oriented development through a mix of residential, office, and retail uses. Since most of these adopted nominations are located within walking distance to metro rail, the impacts on transportation systems and infrastructure will be reduced.

### **Transportation**

As shown in the table below, the proposed change would result in a sizeable increase in trip generation of up to 16,044 daily trips. The increase would represent a substantial impact to, and could potentially create adversities within, the proximate transportation network. A Chapter 527 Traffic Impact Study was conducted by the applicant in late 2008 for BRAC APR nomination 08-IV-2LP. Fairfax County and VDOT should coordinate on whether or not there is a need to have the applicant update all or parts of this study (including traffic counts, growth rates, intersection analyses, mitigation, etc.). Mitigation measures that were recommended for all intersections analyzed in the Chapter 527 study for BRAC APR item 2LP should be included for consideration in any traffic impact study that will be required for this nomination.

Scenario	Daily	AM Peak Hour		PM Peak Hour	
		In	Out	In	Out
<u>Current Comprehensive Plan</u> Industrial/Office; 1,057,600 square feet	8,202	1,089	149	215	1,048
<b>Total</b>	<b>8,202</b>	<b>1,089</b>	<b>149</b>	<b>215</b>	<b>1,048</b>
<u>Proposed Amendment</u> Shopping Center; 96,700 sf	6,644	92	59	305	317
Office; 1,934,000 sf	13,054	1,765	241	382	1,863
Industrial Park; 241,700 sf	1,683	166	37	44	164
Hotel; 121,000 sf (300 rooms)	2,312	98	62	94	84
Civic/Recreation; 24,000 sf	553	24	15	13	22
<b>Total</b>	<b>24,246</b>	<b>2,145</b>	<b>414</b>	<b>838</b>	<b>2,450</b>
Net Impact of Proposed Amendment Above Comp Plan	16,044	1,056	265	623	1,402

Trip Generation derived from the Institute of Traffic Engineers (ITE), Trip Generation, 8<sup>th</sup> Edition (2008). Trip Generation estimates are provided for general order-of-magnitude comparisons, only, and do not account for pass-by, internal capture, or traffic reductions as a result of proximity to transit stations.

The Fairfax County Transportation Plan map shows a future grade-separated interchange at the intersection of Telegraph Road and Richmond Highway and improvements to Old Colchester Road (existing) south/southwest of Richmond Highway. Old Colchester Road is proposed for an improved two lane cross-section. One primary site access should be allowed on Telegraph Road, such as at the existing traffic signal at Lockport Place. An internal collector road system should be developed on site to distribute trips within the proposed development.

The Fairfax County Parkway interchange at Telegraph Road could be impacted by the estimated additional trips generated by this nomination and could cause the interchange to operate at a lower (more congested) level of service. The 2008 Chapter 527 Traffic Impact Study conducted for BRAC APR nomination 08-IV-2LP resulted in mitigation measures being recommended at both the eastbound and westbound ramps. An evaluation of the impacts to the I-95/Fairfax County Parkway interchange was omitted and should be considered for inclusion in an update to the study, should one

be determined necessary.

The Fairfax Connector currently provides bus service (Route 171) along the Telegraph Road corridor. Development of this site should accommodate efficient transit operations within the corridor and vicinity. For a development of this size, further review and analysis is likely necessary to determine if new bus stops and/or enhanced services are needed. The original 2008 BRAC APR nomination contained language noting that the developer would offer shuttle service between the subject site, the Lorton Virginia Railway Express (VRE) station, Fort Belvoir, and possibly the Engineer Proving Grounds (EPG). Should this nomination be approved, the Plan should contain language requiring such shuttle service to manage transportation demand to and from the subject site. In addition, it is recommended that shuttle service be provided to and from DeWitt hospital and the proposed U.S. Army Museum sites at Fort Belvoir and to the Franconia-Springfield metro station to serve any hotel use developed on the site.

### **Environment**

Accotink Creek traverses the nomination area in an east west direction on the northern portion of the site. This stream valley is considered Resource Protection Area (RPA) as well as 100 year floodplain and Environmental Quality Corridor (EQC). No new development should occur in the RPA/EQC; redevelopment of the site should accommodate for restoration of any RPA/EQC areas which are currently developed or disturbed. Additional Plan guidance is suggested to protect RPA and EQC areas as undisturbed land for dedication to the Fairfax County Park Authority.

A proposed hotel use would be affected by highway noise from Telegraph Road and helicopter traffic from Davison Airfield situated east of Telegraph Road across from this nomination. No current noise contours exist for the Airfield. As a noise sensitive use, a hotel may not be appropriate at this location without acceptable mitigation. If the Comprehensive Plan is amended to allow a hotel use, there should be a condition requiring a noise study to identify areas of impacted by noise and possible mitigation measures.

This site falls within the 219' elevation safety surface for Davison Airfield, therefore no structures should exceed 219' in height. Lastly, consideration should be given to the fact that soils which pose a constraint to development, such as marine clay and other hydric soils types, exist in the general vicinity of this nomination and could influence proposed intensity of future development.

### **Parks and Recreation**

Existing nearby parks (Pohick Estates Park, Southgate Park, Accotink Stream Valley Park) meet a portion of the demand for parkland generated by development in the service area of the nomination. In addition to parkland, the recreational facilities in greatest need in the Lower Potomac Planning District include a variety of fields, parks, and trails. The impact on parks and recreation level of service should be offset per Objective 6c of the Parks and Recreation Section of the Policy Plan. If the nomination is accepted as proposed, the Park Authority recommends new Plan guidance be added that encourages development to contribute toward constructing master planned park facilities and replacing aging park facilities at nearby parks within the district to meet the needs of the area workforce and hotel guests.

The integration of urban parks in the overall development design will enhance the desirability of the project and serve some leisure needs. The provision of indoor recreation facilities for employees and

hotel guests is also appropriate. Additional Plan guidance is suggested to address urban parks and all-year recreation facilities for employees and hotel guests.

**Public Facilities**

Existing parcels are served through a 12-inch diameter water main and a number of smaller diameter water mains traversing the site. Future service to a mixed-use development on the site warrants a looped water main configuration to accommodate reliability, water quality, and fire protection needs. Specific details pertaining to water distribution infrastructure will be developed with the site planned and engineering process. Coordination with transmission system improvements to accommodate growth in southern Fairfax County, including Fort Belvoir, may be necessary. Additional desired facilities funded by Fairfax Water may be incorporated into the water system infrastructure of the proposed redevelopment.

ATTACHMENT I

