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INTRODUCTION: WHAT IS BRAC?

Base Realignment and Closure (BRAC) is the process the U.S. Department of Defense (DoD) uses to reorganize its military installations to adapt to changing circumstances. The 2005 BRAC law includes the transfer of over 22,000 Department of Defense jobs to Fort Belvoir by September 15, 2011.

The Army released its Final Environmental Impact Statement (FEIS) and Record of Decision (ROD) regarding the BRAC moves to Fort Belvoir in 2007. The ROD addresses the relocation of 14,000 of the jobs affected by the Fort Belvoir BRAC initiative: the National Geospatial-Intelligence Agency (NGA), with its 8,500 employees, will be located at the Engineer Proving Grounds, while relocation of commands in Army leased space and the new DeWitt Medical Center will bring approximately 5,500 employees to the main post of Fort Belvoir. The ROD deferred decision on the location of an additional 6,200 jobs associated with the Washington Headquarters Service (WHS). Currently the General Services Administration (GSA) warehouse site near the Franconia-Springfield metro is being studied as a possible location for WHS, as are Victory Center on Eisenhower Avenue and Mark Center on Beauregard Street in Alexandria, Virginia.

Fairfax County faces an enormous challenge with the possible net gain of over 20,000 jobs to Fort Belvoir in 2011. The impacts of these planned movements will significantly affect transportation systems, the natural environment, and the quality of life both on- and off-post. The County must be prepared to address and mitigate adverse impacts as well as capitalize on new opportunities that may be created by the addition of new employees. For example, additional jobs and households may be created as contractors and service providers move to the area to support the defense jobs. Accommodating and mitigating the impacts will require careful planning and a clear understanding of the supply of and demand for development.

The purpose of this study is to provide a basis to analyze whether changes to the Comprehensive Plan are warranted given the relocation of these jobs to Fort Belvoir. These proposed changes will be reviewed during the BRAC related APR process, described in the next section, initiated in March, 2008. This study includes an examination of existing, zoned and planned development in several areas in the vicinity of Fort Belvoir and the Engineering Proving Ground (EPG). These are identified in the Comprehensive Plan as:

- Beltway South (I-395) Industrial Area;
- Huntington Transit Station Area (TSA);
- Kingstowne Community Business Center;
- Lorton-South Route 1 Suburban Center;
- Richmond Highway Corridor from the City of Alexandria boundary to Fort Belvoir;
- Springfield Community Business Center; and
- Franconia-Springfield TSA.

BRAC-Related Area Plans Review

Fairfax County invited the public to suggest changes to the County's Comprehensive Plan that may be warranted in response to the BRAC actions. To carry out this effort, the County through

the Planning Commission and the Department of Planning and Zoning is sponsoring a modified version of the cyclical Comprehensive Plan review that typically occurs every four years, which is known as the Area Plans Review, or APR.

The APR process provides an opportunity for the Fairfax County community to participate in the planning process by submitting proposals to amend the Area Plan volumes of the Comprehensive Plan (the Plan) and/or the Comprehensive Plan Map. The Plan is the guide used by the community, the Planning Commission, and the Board of Supervisors to make decisions about the county's built and natural environment.

The BRAC-related APR process will focus on several areas in proximity to Fort Belvoir and the Engineer Proving Grounds (EPG) that are most appropriate to accommodate the types of development anticipated with the BRAC movements. These are:

- Huntington Transit Station Area (TSA);
- I-95 Industrial Area except for parcels 99-1 ((1)) 22 and 23A and 99-1 ((5)) 3 and 4;
- Kingstowne Community Business Center;
- Lorton-South Route 1 Suburban Center inside the approved sewer service area;
- Central Business Districts located in the Richmond Highway Corridor between the City of Alexandria and Fort Belvoir as well as Accotink Village;
- Springfield Community Business Center; and
- Franconia-Springfield TSA excluding the Springfield Mall.

In the 2005 South County APR cycle, five nominations were deferred to the BRAC-related APR. The nominators have been asked to resubmit the nominations so that they may be updated and will be reviewed along with other nominations.

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I. LAND USE

Overview

This section describes land use development potential based on existing uses, uses permitted under the Zoning Ordinance, and the recommendations contained in the adopted Comprehensive Plan. Existing land use is based on data current to November, 2007. The development potential associated with the Comprehensive Plan and Zoning Districts are presented as ranges because multiple uses are often possible within both: The Comprehensive Plan may have more than one recommendation for any given parcel or area, while non-residential zoning districts provide opportunity for different land uses and intensities within one category.

Site-specific Comprehensive Plan guidance is linked to the Concept for Future Development, a countywide policy that classifies areas according to intended character. This report focuses on industrial areas, community business centers, transit station areas, suburban neighborhoods and a suburban center. The Concept for Future Development policies for these areas are as follows:

Industrial Areas are intended to “help reserve suitable locations for activities such as light manufacturing, processing, repair and maintenance services, scientific research, product testing/development, and goods and storage. ...this category focuses on establishing and reinforcing a land use pattern which will minimize the impacts of industrial activities on adjacent areas while maximizing efficiency for these activities in an industrial park environment.”⁴ Beltway South and the I-95 Corridor areas are classified as Industrial Areas.

Transit Station Areas are recommended to provide a mix of residential and non-residential uses “to optimize development opportunities associated with rapid rail stations...” The Huntington and Franconia-Springfield Transit Station Areas are addressed in this report.

Community Business Centers are planned to be community-serving, pedestrian oriented focal points that include cultural and other uses designed to promote activity. This document includes an examination of the Springfield and Kingstowne CBCs as well as the Richmond Highway Corridor CBCs.

Suburban Neighborhood Areas comprise stable residential neighborhoods which are “to be protected and enhanced by assuring compatible relationships among uses.” Supporting commercial uses may be appropriate. This report includes information about suburban neighborhoods located between the Richmond Highway Corridor CBCs.

Suburban Centers “encourage a complementary mixture of office, retail and residential uses in a cohesive, low to moderate-intensity setting.” The Lorton South-Route 1 Suburban Center is addressed in this report.

⁴ Concept for Future Development and Land Classification System, August 6, 1990.

A. BELTWAY SOUTH INDUSTRIAL AREA

The Beltway South Industrial Area is located north of Interstate 495 and bisected by I-395, as shown in Map 2. The area's location, at the junction of two interstate highways, contributes to its overall regional accessibility, particularly for trucks. The area is characterized by a mix of industrial, office, and research and development facilities, although some residential use exists. Warehouse uses are prevalent, as well as processing and manufacturing uses such as Virginia Concrete and the Southern Iron Works.

Existing Development

The Beltway (I-395) South Industrial Area consists of about 600 acres (excluding roads). The approximate acreage of existing land uses within the area is as follows:

- 54 acres (9%) are categorized as government/institutional use and transportation/utilities uses.
- 333 acres (55%) are developed with industrial uses
- 86 acres (14%) are developed with office uses.
- 10.4 acres (2%) are open space/park uses.
- 27 acres (4%) are in residential use.
- 26 acres (4%) are developed with retail uses.
- 65 acres (11%) are vacant.

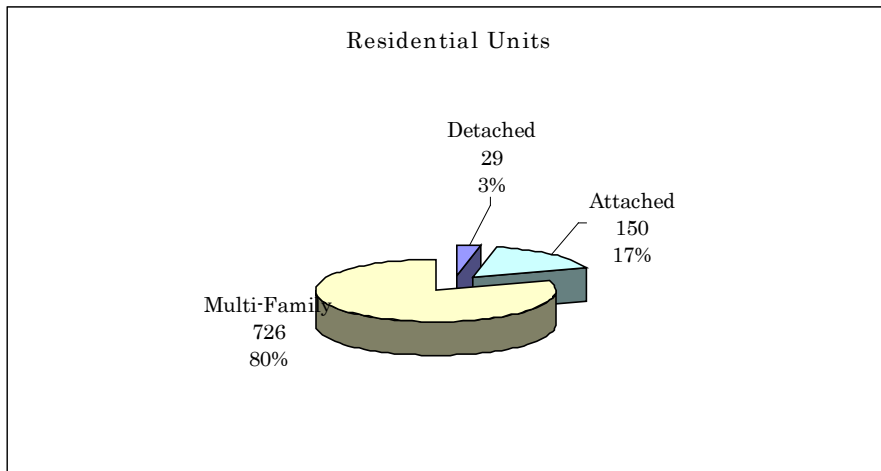
Map 3 shows the existing land use in the study area.

Residential

Limited residential use exists in the Beltway South Industrial Area, which contains a total of 905 detached and attached single family, and multi-family residential units. These are located in Windy Hill, developed in 1999, which is comprised of 28 detached, 150 attached, and 92 multifamily units and Sullivan Place, built in 2006/2007, with 634 multifamily condominium units. Map 3 shows the locations of residential use. As shown in Figure 1.1 and 1.2, there are 29 detached units (3% of total units), 150 attached units (17%), and 726 multi-family units (80%) in the study area. The multi-family units are all in low-rise condominium developments.

Overall, the residential portion covers just 27 acres of land, which comprise 4% of the land in the area. Figure 1.2 compares the housing stock for the subject area with that of the County (Demographic Report 2004 data). In all residential types, the Beltway South area is dissimilar to the rest of the county, reflecting its planned and existing predominantly industrial character. Compared to the county, which has 49% of its housing stock built with detached units, study area has very few units, at 3%. Of these, attached units comprise 17% of the area as opposed to 22% of the overall county. Eighty-one percent of the units in the area are multi-family whereas they make up 28% of the county's housing stock.

Figure 1.1: Residential Units Distribution by Type



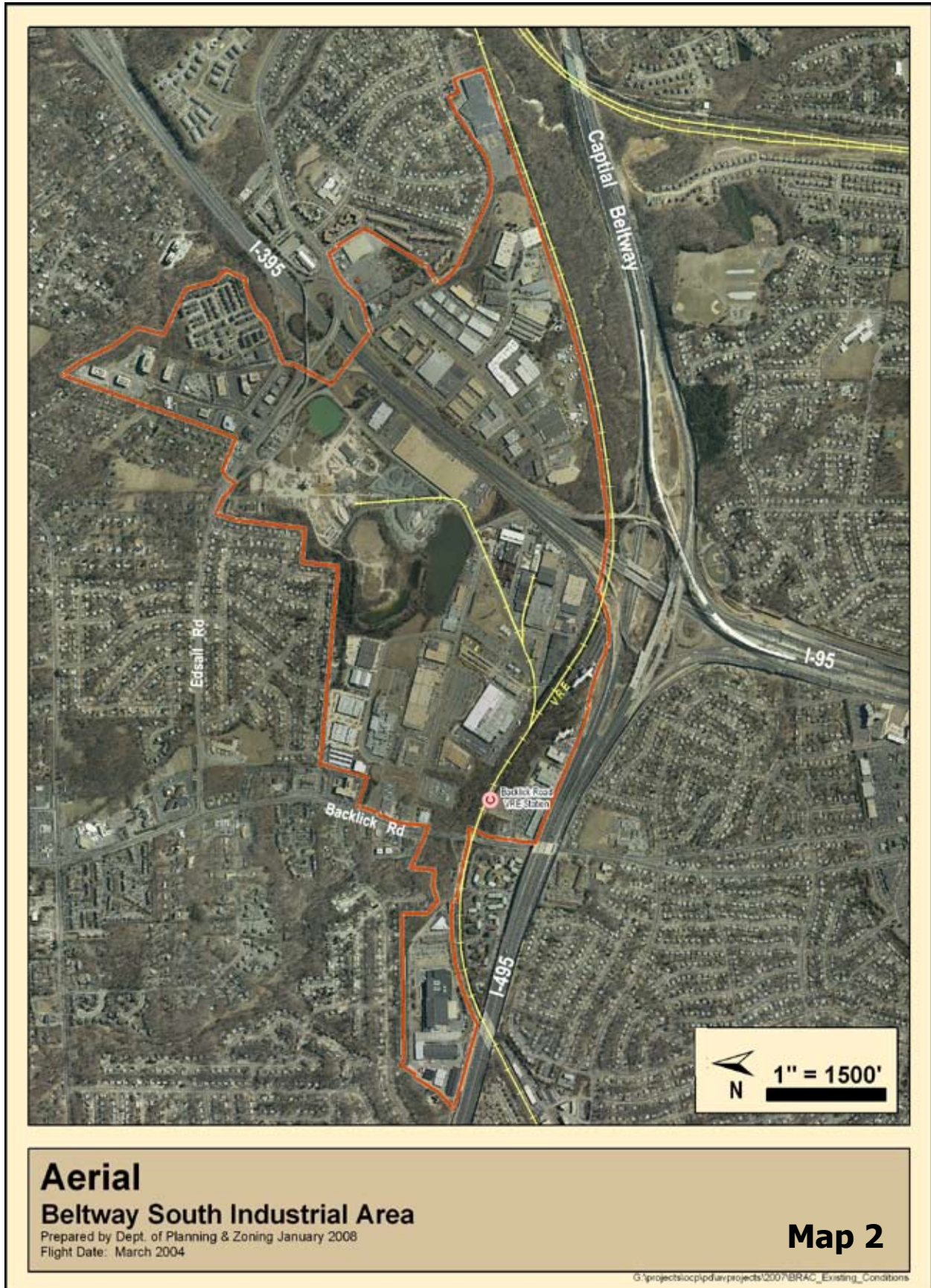
The residential communities are located on the periphery of the industrial area and provide specific benefits that offset the loss of industrial land. For example, at Windy Hill, located north of Cherokee Avenue, extensive stream valley corridors associated with the Indian Run and Poplar Run were preserved. The Residences at Sullivan Place separates the industrial area from Bren Mar, a stable residential neighborhood to the north. The development replaced a portion of a failing shopping center with a pedestrian-oriented, mixed-use activity center that also serves the adjacent neighborhood.

Figure 1.2: Existing Residential Unit Distribution by Unit Type

Land Use Types	Existing Development (units)		Proportion of Development	
	County Total	Study Area Total	% of County	% of Study Area
Residential				
Detached	185,292	29	48.9%	3%
Attached	84,642	150	22.4%	17%
Multi-family	106,965	726	28.2%	80%
Mobile Homes	1,740	0	0.5%	0%
Total	378,639	905	100%	100%

Non-Residential

Figure 1.3 compares the distribution of land area for residential and non-residential uses, and also compares the non-residential gross floor area (GFA) between land uses. Figure 1.4 shows the non-residential distribution of uses in the study area, and Figure 1.5 compares that distribution to the county as a whole.



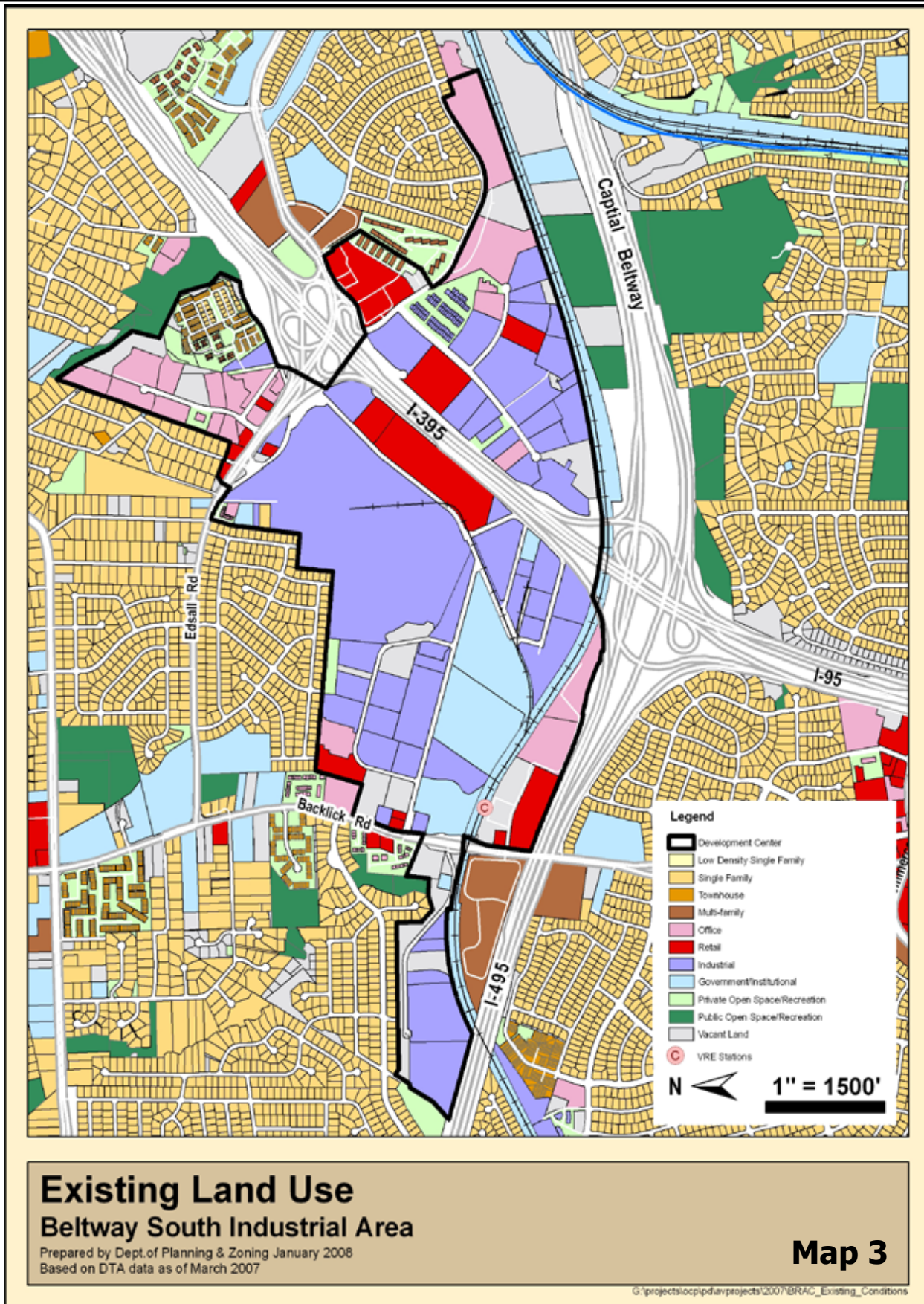
Aerial Beltway South Industrial Area

Prepared by Dept. of Planning & Zoning January 2008
Flight Date: March 2004

Map 2

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Figure 1.3: Distribution of Development by Land Use in GFA and Acres

Land Use	GFA (Sq Ft)	Percent of Total Non-res GFA	Land Area (Acres)	Percent of Total Non-res Land Area	Percent of Total Land	Non-Res FAR
Residential	N/A	N/A	27	N/A	4%	N/A
Office	1,504,757	26%	85.6	15%	14%	0.4
Retail	364,542	6%	26	5%	4%	0.32
Hotel	0	0%	0	0%	0%	0
Industrial	3,930,343	67%	333.2	58%	55%	0.24
Govt/ Institutional	39,864	Less than 1%	54.1	9%	9%	0.06
Private Recreation	0	0%	0	0%	0%	0.00
Open Space	N/A	N/A	9.8	2%	2%	N/A
Parks	N/A	N/A	0.6	Less than 1%	0%	N/A
Vacant	N/A	N/A	65	11%	11%	N/A
Total	5,839,506	100%	601	100%	100%	

Office

The Beltway South Industrial Area has approximately 1.5 million square feet of GFA currently being utilized for office use, which is approximately 26% of the non-residential GFA in the area. As would be expected, in comparison to the County, the area has proportionately less development in office use. The County has more than twice the proportion of non-residential GFA developed for office uses.

Retail

Retail uses include stores in shopping centers and malls, restaurants, and automobile sales and services establishments. The study area has 364,542 square feet of built retail area, which is about 6% of the total non-residential GFA. In the County as a whole, 25% of non-residential GFA is being used for retail and hotel uses. The major retail centers that exceed 50,000 square feet within the area are: Backlick Plaza, which includes a Home Depot, Lindsay Cadillac, and Marlo Furniture Warehouse. When excluding specialized retailing operations such as the furniture warehouse and auto dealership, a very small amount of retail use is found in this area.

Figure 1.4: Non-Residential Development Distribution by Land Use

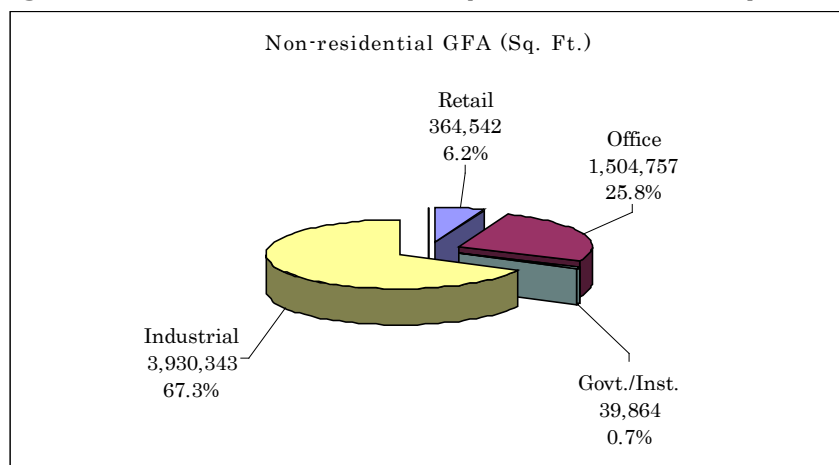


Figure 1.5: Existing Non-Residential Development Distribution by Land Use

Land Use Types	Existing Development (GFA)		Proportion of Non-Residential Development	
	County Total	Study Area Total	% of County	% of Study Area
Office	102,844,513	1,504,757	53.5%	26%
Retail (Includes Hotel)	48,147,367	364,542	25.1%	6%
Industrial	41,150,059	3,930,343	21.4%	67%
Govt./Institutional	N/A	39,864	N/A	0.7%
Total	192,141,939	5,839,506	100.0%	100.0%

Industrial

The industrial category includes warehouse, wholesale, manufacturing, printing and publishing, industrial-flex, construction concerns, and other industrial uses. Industrial-flex is a term used to describe a combination of industrial and office uses within a single building. Contractors’ offices, establishments for production, processing, manufacturing, or warehousing when combined with office use are examples of industrial flex space. Structures housing industrial flex uses are commonly characterized by an office facade with loading docks to the rear.

Industrial use accounts for approximately 67% of the total non-residential GFA in the area, as compared to approximately 21% of the County as a whole. The 3.9 million square feet industrial use in this area is comprised primarily of warehouses, mini-warehouses, auto-related uses, and printing and publishing plants, including the Washington Post newspaper production and distribution plant.

Government/Public Facilities/Institutional

These uses include government facilities such as public schools, post offices, fire stations, health and human services facilities, public safety and utilities, and transportation facilities. The Beltway South Industrial Area has approximately 40,000 square feet of Government/Public Facilities/Institutional GFA, which is less than 1% of the total non-residential GFA in the area. The use occupies a total of 54 acres of land, including land that is not built but has some public use such as utility lines, easements, and dedicated right-of-way, as well as a private school.

Private Recreation/Open Space

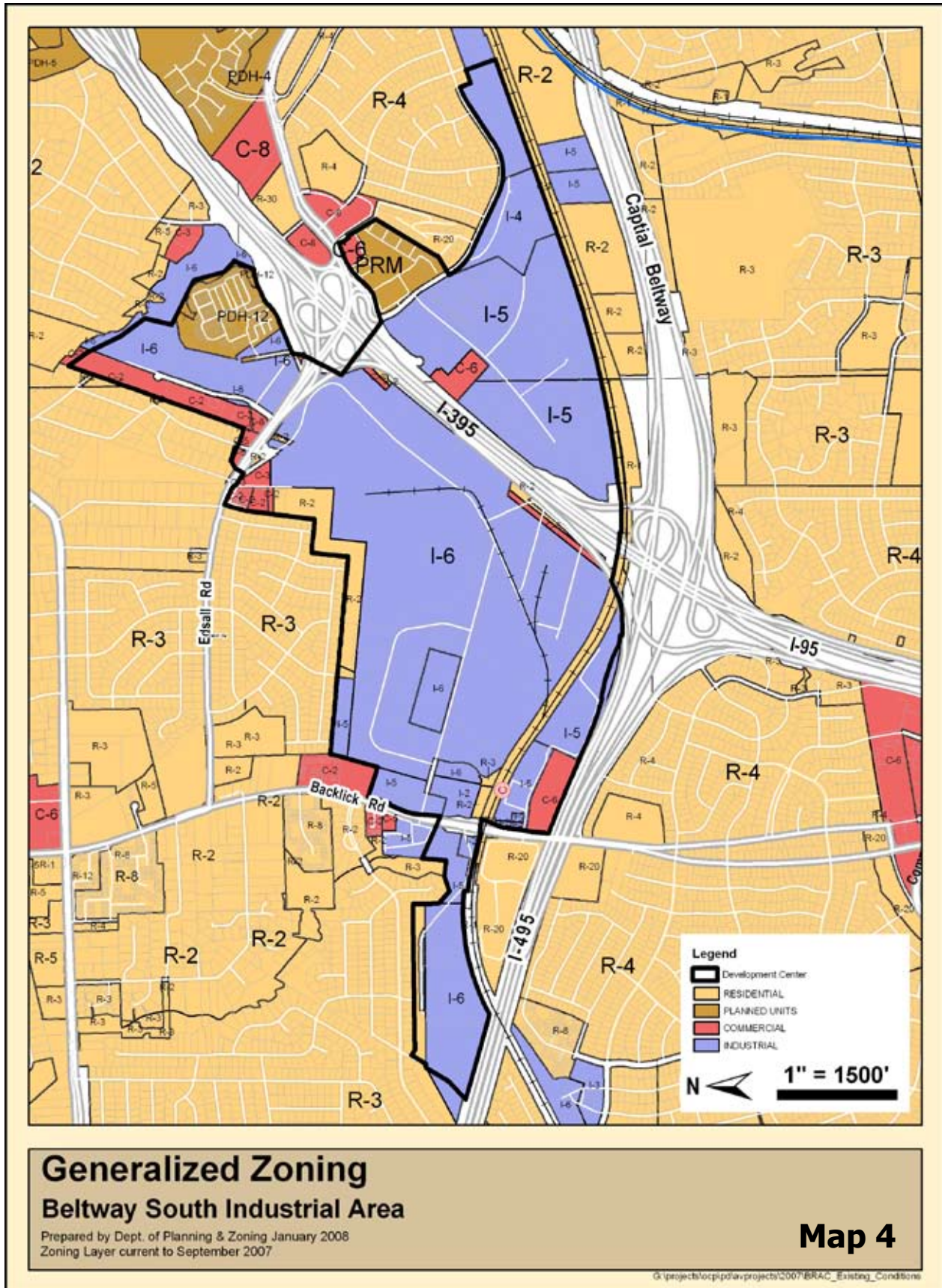
This category includes land that is dedicated for open space such as private recreational facilities and common areas within subdivisions. The area has approximately 10 acres of land currently being used as open space which is about 2% of the total non-residential land and approximately 2% of the total acreage of the study area.

Vacant

Vacant land includes parcels that are undeveloped or have dilapidated structures of no visible use. Vacant land accounts for 11% (65 acres) of the land within the study area. These vacant areas include some parcels that are used for parking lots and are reserved as buffers to adjacent areas, and should not be considered available for development. Vacant parcels range in size from less than an acre to over eight acres.

Zoning Potential

Map 4 shows the zoning district designations for the Beltway South Industrial Area. The



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potential exists for a total of 11 million additional non-residential square feet of development under existing zoning, a 95% increase over the existing GFA in this study area. Some of the additional development potential could be absorbed through new construction, but most would involve the redevelopment of existing low intensity uses, which are not built to the full zoned potential. The area competes against newer industrial space in Prince William County and in the Dulles Corridor. Land not restricted by proffers could be redeveloped as industrial use or converted to office development. Proffers are voluntary commitments by the property owner that become legally binding conditions of a rezoning action and run with the land. Proffers often contain details about the uses and development intensities that are allowed on a property.

Development in excess of what currently exists may be possible under current zoning. By-right development options are defined in the zoning ordinance. Proffered agreements are voluntary offerings by a property owner that become legally binding conditions of a rezoning action and run with the land; proffers often contain details about the uses and development intensities allowed on a property. Figure 1.6 shows a range of non-residential uses that are possible under current zoning, including proffered development..

The zoning potential represented in Figure 1.6 reflects that, in many cases, more than one use is permitted within a district. For example, certain commercial districts allow retail or office uses, while office is a permitted use in some industrial districts. In addition, uses may be permitted in varying proportions within the districts. The accompanying quantification provides an estimate of what intensities these districts may yield. Regardless of the distribution of uses or development options permitted by-right and under existing proffered conditions, GFA in the study area will not exceed the total non-residential zoning potential that is shown at the bottom of the table.

Figure 1.6: Non-Residential Zoning Potential (GFA) by Land Use

Use	Low	High
Office	888,766	10,927,562
Retail	442,903	483,384
Industrial	73,000	10,071,315
Total Non-Residential Potential: 11,369,306		

Comparing zoning potential to existing development, the calculations suggest that an additional 60 residential units (Figure 1.9) could be built in the study area if all the acreage zoned for residential use met site, subdivision and zoning ordinance requirements, the zoned residential potential is not likely to be fully realized. For example, some areas zoned R-2 along the northern edge of the Shirley Industrial Park are dedicated as an open space buffer, and will not be developed. Similarly, land zoned R-3 north of Wimsatt Road is planned and utilized as open space to buffer the residential neighborhood to the north from the industrial uses to the south. Therefore the Beltway South Industrial Area may be assumed to have little to no residual residential zoning potential.

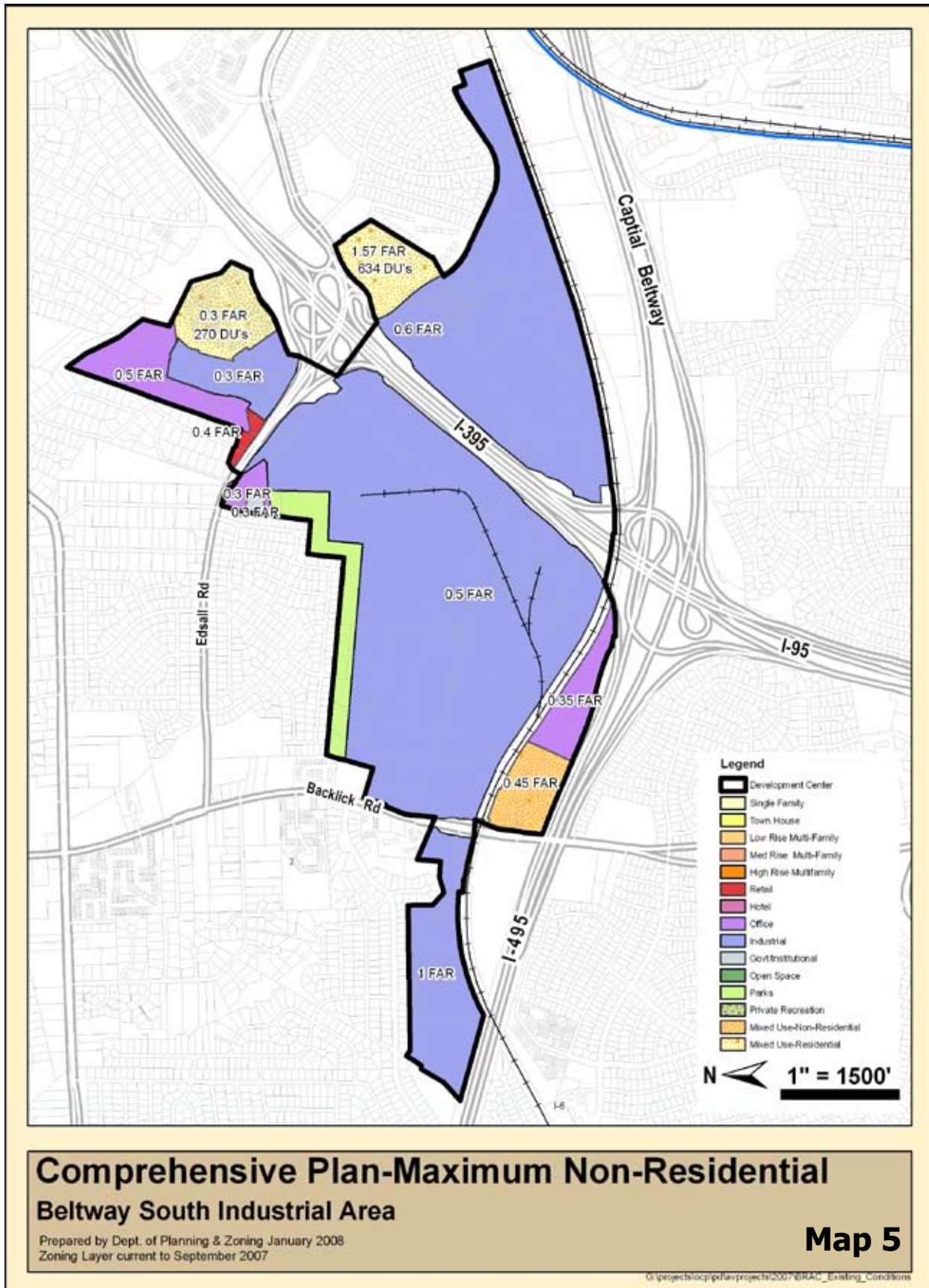
Figure 1.7: Residential Zoning Potential (Units) by Zoning District

Zone	Single Family Detached	Single Family Attached	Multifamily	TOTAL
R-2	42	0	0	42
R-3	19	0	0	19
PRM	0	0	634	634
PDH-12	28	150	92	270
TOTAL	89	150	726	965

Comprehensive Plan Potential

The Beltway South Industrial Area is recommended by the Concept for Future Development as one of several locations in the County which should retain an overall industrial orientation for future uses. The majority of the area is planned at the baseline for industrial use up to .50 FAR, along with office, public facilities, and retail uses at lower intensities. The Comprehensive Plan also includes options for residential uses in a few locations to help create appropriate transitions to adjacent residential development. Several of the residential options have been implemented in the northern portion of the study area.

Figure 1.8 shows two potential development scenarios using options in the adopted Comprehensive Plan, both of which assume every parcel is developed to the maximum intensity recommended. If the Beltway South Industrial Area were developed to maximize non-residential options, approximately 14.8 million square feet of non-residential development and 904 residential units would result. Alternatively, if residential options within the area were exercised to the full extent supported by the Plan, approximately 14.6 million square feet of non-residential development and 1,367 residential units could be built. See Maps 5 and 6 for an illustration of the Plan options.



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Figure 1.8: Comprehensive Plan Potential Scenarios by Land Use[†]

Land Use	Comprehensive Plan Potential	
	Non-Residential Emphasis	Residential Emphasis
Non-Residential Uses (GFA)		
Office	1,657,332	1,389,590
Retail	186,080	196,580
Industrial	12,961,423	12,961,423
Govt/Institutional	19,239	19,239
Open Space	0	0
Hotel	0	0
Parks	0	0
Private Recreation	0	0
TOTAL GFA:	14,824,074	14,566,832
Residential Uses (Units)		
Single Family	0	0
Town House	178	178
Low Rise Multi-Family	92	468
Med Rise Multi-Family	634	634
High Rise Multifamily	0	0
TOTAL UNITS:	904	1,230

Summary

A summary of existing development, and zoned and planned potential is shown in Figure 1.9. Current development in the Beltway South Industrial area includes approximately 5.3 million square feet of nonresidential use, of which two-thirds is industrial space, and 900 dwelling units. While the area is planned to maintain an industrial emphasis, office uses could also make up a significant portion of new development under existing zoning. Its location at the junction of two significant interstate highways makes the Beltway South area an attractive location for industrial or office development.

Significant additional non-residential development potential exists under the current zoning and in the Comprehensive Plan. Using the most robust Comprehensive Plan assumptions, non-residential GFA could increase by as much as 154% over the existing development. This is assuming land is not constrained by factors that would limit development potential, such as environmentally sensitive areas. It is also important to consider that much of this potential could be realized only through redevelopment, which may be more costly than development of vacant property. In addition, rising land values may adversely affect the ability of industrial businesses to remain or locate in this area.

Market data for 2006 and the first quarter of 2007 indicates that rental rates for industrial and

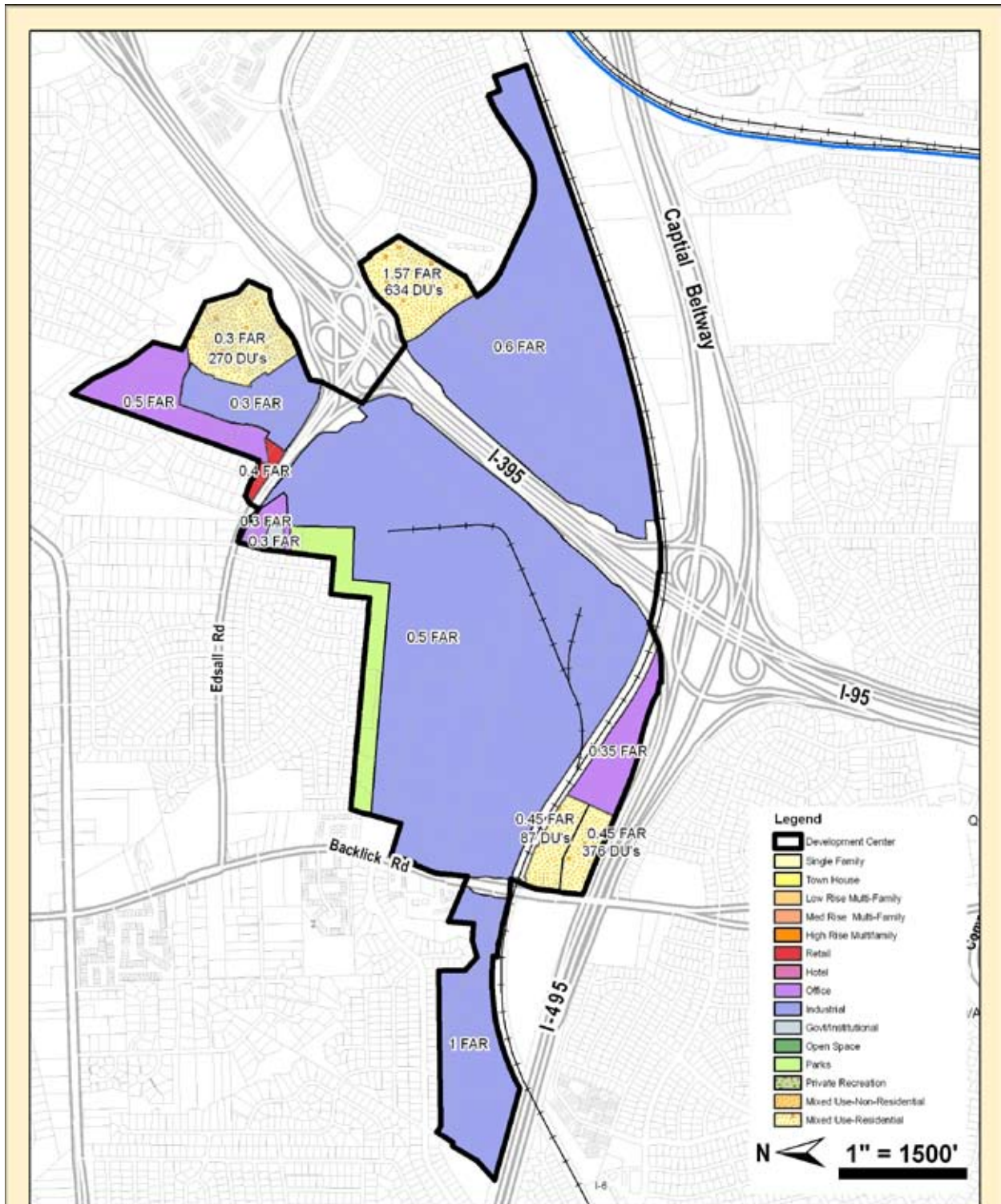
[†] This chart compares estimates of existing and zoned land uses to those recommended by the Comprehensive Plan. The Comprehensive Plan development potential is presented as two categories to illustrate that Comprehensive Plan guidance could be implemented in a variety of ways.

industrial flex space in the I-95 corridor exceeded the Northern Virginia average. However, according an on-line article in the October 2007 edition of Southeast Real Estate Business, pressure to redevelop industrial areas inside or close to the Beltway for more lucrative business ventures may force industrial uses farther west and south to less expensive areas.

With respect to residential use, development potential remains in the area of Backlick Road adjacent to the VRE station, which could support approximately 376 new units. Residential development in this area has been recommended when such development will serve certain strategic purposes, such as buffering existing neighborhoods, preserving environmentally sensitive areas, or promoting transit oriented development. Expansion of areas planned for residential use should occur only if one or more of objectives such as these could be met, in order to avoid weakening the viability of the existing industrial uses.

Figure 1.9: Summary of Existing, Zoned and Plan Potential by Land Use

Land Use	Existing	Zoned Potential		Comprehensive Plan Potential	
		Low	High	Non-Residential Emphasis	Residential Emphasis
Non-Residential Uses (GFA)					
Office	1,504,757	888,766	10,927,562	1,657,332	1,389,590
Retail	364,542	442,903	483,384	186,080	196,580
Industrial	3,930,343	73,000	10,071,315	12,961,423	12,961,423
Govt/Institutional	39,864			19,239	19,239
Hotel					
Private Recreation					
TOTAL GFA:	5,839,506	11,369,306		14,824,074	14,566,832
Residential Uses (Units)					
Single Family	29		88		
Town House	150		150	178	178
Low Rise Multi-Family	92		92	92	468
Med Rise Multi-Family	634		634	634	634
High Rise Multifamily					
TOTAL UNITS:	905		965	904	1230



Comprehensive Plan-Maximum Residential Beltway South Industrial Area

Prepared by Dept. of Planning & Zoning January 2008
Zoning Layer current to September 2007

Map 6

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