



**A Publication of the County of Fairfax, Virginia  
Department of Planning & Zoning**

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**STAFF REPORT  
2008 BRAC AREA PLANS REVIEW**

**SUPERVISOR DISTRICT:** Lee **APR ITEM:** 08-IV-10S

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**NOMINATOR(S):** David R. Gill on behalf of MR Lewin Park Capital LLC

**ACREAGE:** 11.6 acres

**TAX MAP I.D. NUMBERS:** 91-1((4))1, 2, 3, 4, 5, 6, 7, 8, 9, 10, 11, 13, 14, 15, 16, 17, 18, 19, 20, 21, 22, 23, 24, 25; 91-1((4))500, 501

**GENERAL LOCATION:** North of the Franconia-Springfield Parkway,  
west of Beulah Street, south of Metro Park business park.

**PLANNING AREA:** IV  
**District:** Springfield Planning District  
**Sector:** S9, Beulah  
**Special Area:** Walker Lane/Lewin Park Area

**ADOPTED PLAN MAP:** 1-2 du/ac

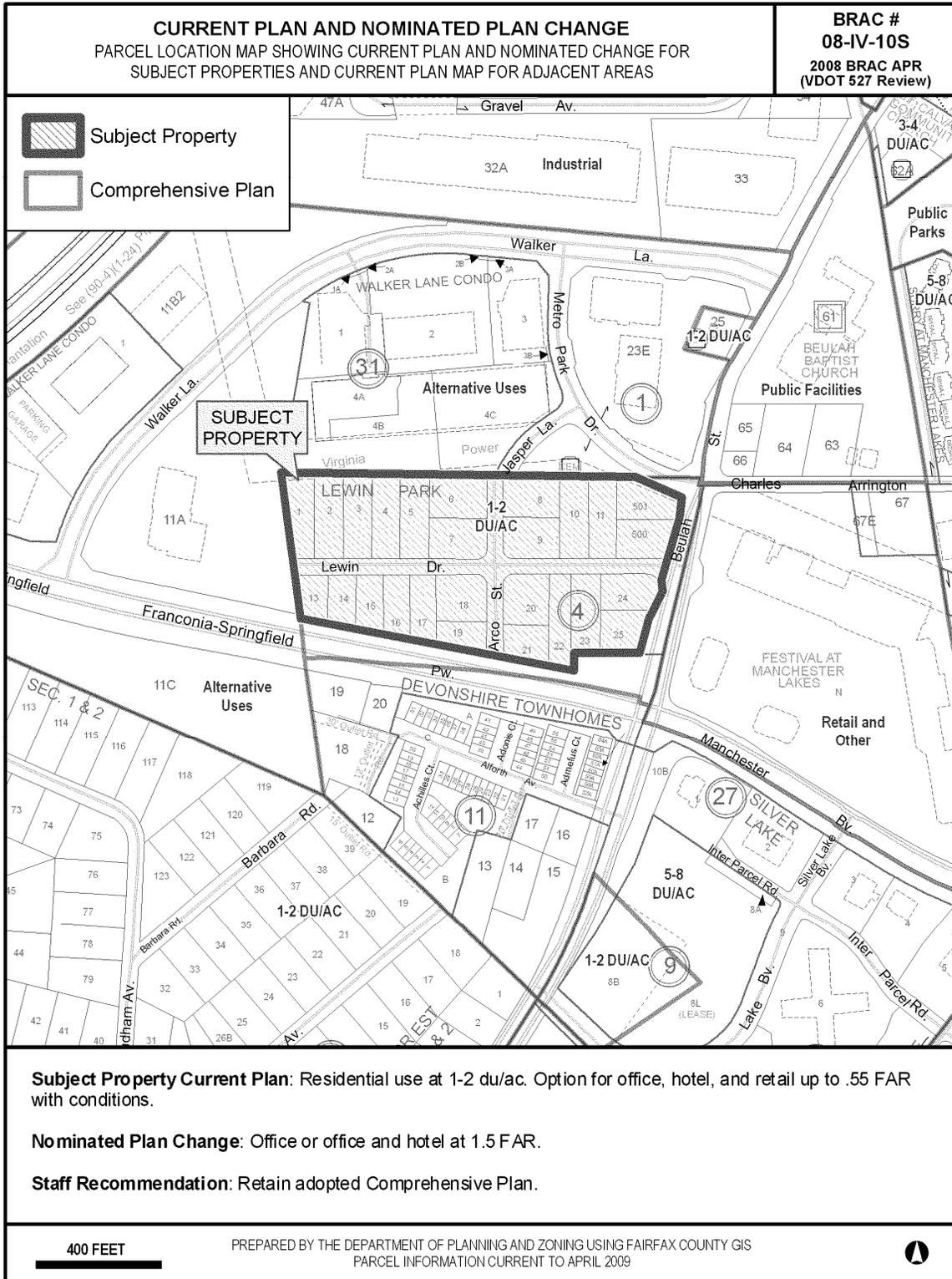
**ADOPTED PLAN TEXT:** 1-2 du/ac. Option for office, hotel, support retail up to .55 with consolidation and other conditions. For complete Plan text see <http://www.fairfaxcounty.gov/dpz/comprehensiveplan/area4/mtvern on1.pdf>

**PROPOSED PLAN AMENDMENT:** The original nomination accepted by the Board of Supervisors on May 19, 2008 proposed amending the Comprehensive Plan by adding an option for office or office and hotel use at an intensity up to 1.95 FAR. In November 2008, the nominator amended the proposal for office or office and hotel at an intensity up to 1.5 FAR for the purposes of traffic impact analysis.



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**SUMMARY OF STAFF RECOMMENDATION:**

- Approve Nomination as submitted
- Approve Staff Alternative
- Retain Adopted Plan

Staff recommends retaining the adopted Comprehensive Plan. The subject property, a single family neighborhood, is part of a larger area planned for an overall intensity of .55 FAR. An effective intensity of 1.1 FAR has been produced in the area adjacent to the subject parcels to the north due to land dedication and building clustering. The need for the subject property to dedicate right-of-way for an interchange and widening of Beulah Road to six lanes will constrain the developable area and will produce a higher effective intensity on the subject area. This situation, coupled with the desire to limit buildings to a mid-rise height along the Franconia-Springfield Parkway opposite the existing residential neighborhood, as well as provide compatible building scale and height tapering indicates that the Comprehensive Plan guidance which allows for non-residential redevelopment up to .55 FAR should be retained.

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**CONTEXT**

**General Location:** The nomination area is located at the intersection of the Franconia-Springfield Parkway and Beulah Street. Metro Park, an office park consisting of buildings five to six stories in height, abuts the subject property to the north and west, and is accessible to the subject area via Jasper Lane.

**Existing and Planned Land Use and Zoning**

**Subject Property**

**Land Use:** The 11.6-acre subject area is divided by Arco Street that runs north to south and Lewin Drive that runs east to west. Eighteen of the twenty-six parcels are developed with single family detached units. The remaining eight undeveloped parcels located in the south-east quadrant contain mature tree cover.

**Zoning:** The subject property is zoned R-1. Under this zoning designation, eleven single-family detached residential units could be built.

Table 1: Existing Development and Planned, Zoned, Proposed Development Potential

	Res # of Units		Hotel		Office	Retail	Total
	SF Detached	Total Units	Sq. Ft.	Rms	Sq. Ft.		Non-Res SF
Existing Development	18	18	0	0	0		0
Current Plan: 1-2 DU/AC	11	11	0	0	0		0
Current Plan Option: Office, hotel, retail up to 0.55 FAR*	0	0	27,700	49	235,200	13,800	276,700
Zoning Potential: 1 DU/AC	11	11	0	0	0	0	0
Proposal 1: Office at 1.5 FAR	0	0	0	0	754,700	0	754,700
Proposal 2: Office and hotel at 1.5 FAR	0	0	150,000	263	604,700	0	754,700

\*Staff generated scenario - this does not reflect an approved conceptual development plan

### Adjacent Area

**North and West:** Land Units A and B of Metro Park, an office development, are located north and west of the subject property. At the optional level, the Land Units are planned for office with support retail up to .55 FAR and up to 110,000 square feet (sf) total for office with an option for a child care center. The area directly north is developed at an effective intensity of 1.1 FAR. The higher effective intensity results from the dedication of land located south of the Franconia-Springfield Parkway to the county as open space, and the clustering of buildings in the central portion of Metro Park. Refer to the planning history section for more details. To the west is the Inova Healthplex facility within Land Unit A. The Inova property is zoned PDC, and was developed under the option for office use up to .55 FAR.

**East:** Beulah Street, a four lane divided roadway, borders the subject property on the east. The Festival at Manchester Lakes shopping center located on the opposite side of Beulah Street contains numerous retail and commercial uses.

**South:** The Franconia-Springfield Parkway forms the southern boundary of the subject property. The Devonshire Townhomes located on the opposite side of the Parkway are planned and developed at 5-8 dwelling units per acre (du/ac) and zoned R-8.

### PLANNING HISTORY

In July of 1998, the Board of Supervisors authorized a Plan Amendment (PA) for approximately 37 acres in Land Units A and B of the Beulah Community Planning Sector to consider office and commercial uses at an intensity between .50 and 1.0 FAR. In March of 1999, the Board of Supervisors authorized the expansion of this PA to include Land Unit C for mixed non-residential office, hotel, and support retail uses. Staff recommended that redevelopment of the Lewin Park area may be appropriate to achieve an integrated development if substantial and logical parcel consolidation is demonstrated and development is of a similar use and intensity as that in the Walker Lane area, which currently consists of Metro Park developed at an effective intensity of .62 FAR and the Fleet Industrial Center warehouses located north of Walker Lane and south of Gravel Avenue developed at an intensity of .32 FAR.

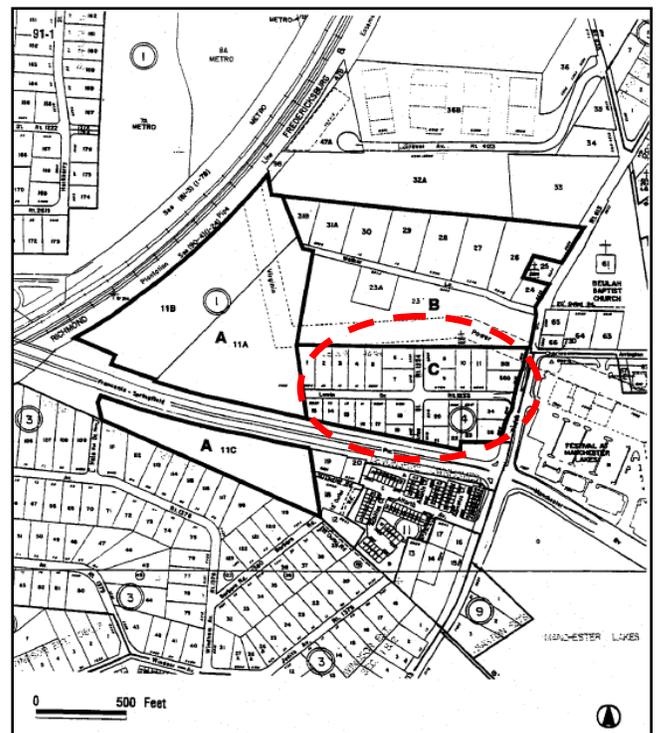


Figure 1: Walker Lane/Lewin Park Area

A Rezoning and Final Development Plan (RZ-1998-LE-048) for Land Units A and B was considered concurrently with this PA. This RZ/FDP proposed Planned Development Commercial (PDC) uses consisting of office, support retail, a hotel, and a child care. RZ-1998-LE-048 was approved by the Board of Supervisors on August 2, 1999 to allow office, retail, hotel, and child care uses at an intensity up to .55 FAR. However, the overall development as proposed in the application had an effective intensity of .62 FAR to account for the portion of Land Unit A located south of the Franconia-Springfield Parkway dedicated as open space. The approval of the RZ-1998-LE-048 satisfies the condition that allows the optional uses on Land Unit C to be exercised. This option under the current Plan allows for office, hotel, and support retail uses at an intensity up to 0.55 FAR on Land Unit C.

### **ADOPTED COMPREHENSIVE PLAN TEXT**

Fairfax County Comprehensive Plan, 2007 Edition, Area IV, Springfield Planning District, amended through 1/26.2009, S9-Beulah Community Planning Sector, p. 94

#### **“LAND UNIT C**

The Lewin Park community is planned for residential use at 1-2 dwelling units per acre. Land Unit A, to the west, is planned for residential use with an option for office use, while Land Unit B, to the north, is recommended for residential use with office uses as an option. If the optional uses for Land Unit B are approved through a rezoning, then office, hotel, and support retail uses at up to .55 FAR may be appropriate for Land Unit C if the following conditions are satisfied:

- The parcels in the land unit are substantially and logically consolidated;
  - The Guidelines for Neighborhood Redevelopment as provided in the Policy Plan are met;
- and
- Right-of-way is dedicated for the planned Beulah Street/Franconia-Springfield Parkway interchange.”

For complete Plan text see Attachment I.

### **NOMINATED PLAN AMENDMENT**

The original nomination accepted by the Planning Commission on May 19, 2008 proposed amending the Comprehensive Plan (the Plan) by adding an option for office or office and hotel use at an intensity up to 1.95 FAR. The BRAC APR Task Force recommended an alternative that would support the same uses, but at a lower intensity of 1.5 FAR provided building height is consistent with the existing six story structures. As allowable through the process described in the 2008 BRAC APR Citizens' Guide in November 2008, the nomination was amended to reflect the Task Force recommendation for the purposes of traffic impact analysis review.

### **ANALYSIS**

**Land Use:** The nominated intensity of 1.5 FAR is more than twice the intensity that is currently recommended for the subject property and the surrounding area. The most intensively developed portion of Metro Park is directly north of the subject area, and Metro Park contains approximately 670,000 square feet of office use on 13.3 acres at an effective intensity of 1.1 FAR. It is characterized

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by office buildings up to 6 stories in height adjacent to a large parking garage. The effective intensity of 1.1 FAR on this part of the business park is the result of open space being provided elsewhere on the site, as well as the dedication of land south of the Franconia-Springfield Parkway to serve as a buffer to residential neighborhoods.

The developed portion of Metro Park is arranged in such a way that building height tapers down away from the central area, with open space located along the periphery of the site. The purpose of tapering building heights along Beulah Street is to concentrate the most intense development in the center of the Walker Lane area and along the western edge to avoid disruption of the surrounding low-rise development pattern to the south and east. The intention is to accommodate the office and Inova buildings, and ultimately redevelop Lewin Park in a setting that blends with the surrounding low intensity/density area.

The nomination requests an additional 478,000 square feet of office and hotel use to result in 770,000 square feet of development on the 11.6-acre subject property. This nominated development potential is 100,000 square feet greater on an area that is 1.7 acres smaller than exists to the north. If approved, the core will shift from the central boulevard area to the edge.

In order to accommodate office buildings and structured parking on the site at 1.5 FAR, the office buildings would exceed six stories along the Parkway opposite the Devonshire townhouses. One of the conditions noted by the BRAC APR Task Force is that building heights should not exceed those of the Metro Park development. A portion of the subject property would need to be reserved as right-of-way (ROW) for the planned interchange, and as noted in the transportation comments, Beulah Street will need to be widened. This ROW dedication will reduce developable acreage, producing an effective intensity that brings into question the ability to achieve development at a scale that creates the desired transition from the core area of Metro Park to the periphery.

Recommendations relating to an existing option under the Comprehensive Plan propose limiting building heights to 12 stories and reducing maximum heights along Beulah Street contingent upon setback distance for Land Units A and B, which abut Land Unit C to the north and west. Recognizing that development on Land Unit C (the subject area) would be constrained by ROW dedication along Beulah Street, these setback limitations are not applied in the current Comprehensive Plan guidance. However, it was anticipated that the development would function as both a part of the Metro Park development and would achieve a tapering of building heights toward the Franconia-Springfield Parkway.

Under the existing Plan option, approximately 280,000 square feet of office and/or hotel use could be built. If all 280,000 square feet was developed as office use, two five-story buildings the size of Metropark II and Metropark III could be built on the subject property. These office buildings are located in Land Unit A east of the Inova Healthplex facility. This mid-rise building height along the Franconia-Springfield Parkway would provide a compatible scale to the existing Metro Park development, address the Task Force condition of comparable building heights, and allow for ROW dedication.

The development scenario for the existing Plan option used for evaluation purposes consists of 85 percent office, 10 percent hotel, and 5 percent retail use. Under this scenario, approximately 784 jobs would be created. One justification for this nomination is that the site should be re-planned for high intensity use to accommodate contractors who will seek to relocate with BRAC Department of Defense jobs. It is estimated that 7,500 contracting jobs will locate to southern Fairfax County as a

result of BRAC actions at Fort Belvoir and EPG. However, the 4,100 National Geospatial-Intelligence Agency (NGA) contracting jobs that are affected by BRAC will be embedded in the NGA campus at EPG and are counted as a part of the 8,500 jobs relocating there. Therefore, it is likely that less office space may be needed for contractor relocating to the area.

Opportunities for development to accommodate these jobs are already present. The Pallone Chevrolet/Patriot Ridge property could potentially house approximately 3,000 jobs, while the nearby Springfield Mall, and the Boston Properties rezoning site located within one-half mile of the Franconia-Springfield Metro Station, could house an additional 3,400 and 1,700 jobs, respectively. In total, Pallone Chevrolet/Patriot Ridge, Springfield Mall, and the Boston Properties sites could accommodate 8,500 jobs. Additionally, current zoning in the adjacent I-95 Industrial Corridor Area would allow for additional office growth potentially resulting in 12,000 jobs. Given the existing undeveloped capacity for additional jobs in this area, it is unlikely that the jobs added as a result of this nomination would be necessary to support BRAC-related growth at Fort Belvoir and EPG. In addition, the creation of additional development intensity in these locations could undermine the revitalization of the Springfield CBC, Springfield Mall, and GSA Parr Warehouse Area.

Due to this surplus of office potential, re-planning areas for additional office development should offer opportunities to achieve other strategic goals, such as contributing to the creation of larger mixed-use activity centers in designated areas such as the Springfield Community Business Center (CBC) or the Franconia-Springfield Transit Station Area (TSA). The site is located beyond one-half mile of the Franconia-Springfield metro station, the maximum distance considered to be walkable to mass transit. Higher intensity non-residential development located in mixed-use and/or Transit Oriented Development (TOD) centers better align with long-term County goals for land use. The existing Plan recognizes office and hotel use may be appropriate on the nominated subject property at a lesser intensity, and the existing option provides sufficient development potential to fulfill any potential BRAC-related contractor needs at this location.

**Transportation:** Any redevelopment scenario would require that the site be accessed from within the existing Metro Park development via Jasper Lane and Metro Park Drive or another internal roadway. Direct access to and from Beulah Street and the Franconia-Springfield Parkway (VA-7900) would not be supported. The nomination would require widening Beulah Street to six lanes between Metro Park Drive and the Franconia-Springfield Parkway. Additional, internal roads may require widening to provide efficient internal vehicular circulation, a condition noted under the current Plan option.

The Policy Plan establishes a minimum Level of Service (LOS) "D". Existing LOS is identified as "A" in the AM peak and "B" in the PM peak for the Walker Lane/Beulah Street intersection. When the traffic that could be generated from the Plan Amendment is added to the 2030 Comprehensive Plan and build-out of the Constrained Long Range Plan (CLRP) transportation network, intersection LOS worsens to LOS "F" and "E" in the AM and PM peak, respectively.

Construction of a full grade-separated interchange at the Franconia Springfield Parkway/Beulah Street is noted in the Comprehensive Plan. A proffered commitment for this interchange would result in a portion of the subject property dedicated ROW. As noted previously, the development potential for the subject property might be limited due to ROW acquisition.

Travel to and from I-495/Capital Beltway via Beulah Street and South Van Dorn Street could cause intersection LOS degradation at the Franconia Road/South Van Dorn Street intersection, which

currently operates at congested LOS in the AM and PM peaks, “D” and “E” respectively<sup>1</sup>. While no formal study has been completed for this intersection, further LOS degradation is likely at this location.

The nominated area is located less than one mile to the east of the Franconia-Springfield Metro and Virginia Railway Express (VRE) station platforms. Transportation Demand Management (TDM) strategies encouraging the use of the metro and VRE station, parking management programs, charging for parking, and other County approved measures should be included as conditions for redevelopment if this Plan Amendment is adopted. These conditions exist in the transportation/access section of the Plan recommendation for Lewin Park; however they may require amendments pending adoption of this Plan Amendment. At a minimum, shuttle bus service should be provided to the Franconia-Springfield Metro station during peak periods. This service could be implemented by enhancing the existing Transportation Association of Greater Springfield (TAGS) shuttles that serve the subject property.

If supported, staff proposes that development occur in phases, and that construction at each phase is contingent upon achieving TDM objectives. This would ensure that development meets County-wide policies related to allocating appropriate development intensity to a level that 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.

**Environment:** No Resource Protection Areas (RPAs) or Environmental Quality Corridors (EQCs) exist on the subject property. There appears to be significant tree cover encompassing southwestern portion of the site, and there is a strong interest in maximizing tree cover on wooded sites. The current Comprehensive Plan language recommends retention of as many indigenous hardwood trees as possible. Development at the proposed intensity would likely curtail or eliminate the ability to retain the desired tree cover. Should redevelopment of this area occur following Plan Amendment approval and rezonings, tree preservation, re-planting, and other natural resource restorative measures should be taken.

## RECOMMENDATION

Staff recommends retaining the adopted Comprehensive Plan. If certain conditions are met, an option for non-residential development at an intensity up to .55 FAR exists under current Plan recommendations. The Plan has been partially implemented by the Board of Supervisors’ zoning approval and subsequent development of Land Units A and B. The existing Plan recognizes that office use may be appropriate on the nominated subject property, and the existing option provides the opportunity to fulfill potential BRAC-related contractor needs at this location while being able to better accommodate the loss of land for the planned interchange. Additionally, the need to widen Beulah Street to six lanes between the Franconia Springfield Parkway and Metro Park Drive and improve internal vehicular circulation would further constrain the developable area and severely limit site design.

Development at an intensity of 1.5 FAR on Land Unit C would conflict with Comprehensive Plan guidance and the Task Force recommendation that calls for a visually and physically unified

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<sup>1</sup> Fairfax County DPWES, *South Van Dorn Street/Franconia Road Interchange Project*, [www.fairfaxcounty.gov/dpwes/construction/vandorn/images/traffic\\_schematics.pdf](http://www.fairfaxcounty.gov/dpwes/construction/vandorn/images/traffic_schematics.pdf).

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development in Land Units A, B, and C. Development at an intensity up to .55 FAR provides the opportunity to limit building heights as well as provide usable open space such as urban parks and/or plazas. While staff recognizes the importance of capitalizing on the opportunity for redevelopment in this part of the County as a result of BRAC, the best location of development must also be determined. Re-planning for new office should be in locations that offer substantive benefits to the County, such as areas closest to transit, revitalization areas, or areas with environmental features where redevelopment could help bring about restoration, preservation, or provide a community amenity.

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**Attachment I****ADOPTED COMPREHENSIVE PLAN TEXT**

Fairfax County Comprehensive Plan, 2007 Edition. Area IV Volume, Springfield Planning District as amended through 1/26.2009; S9-Beulah Community Planning Sector, pages 93-98.

**“CONCEPT FOR FUTURE DEVELOPMENT**

The Beulah Community Planning Sector is recommended to develop as Suburban Neighborhoods under the Concept for Future Development.

**RECOMMENDATIONS**Land Use

1. The area of approximately 64 acres generally located in the northwest quadrant of Franconia-Springfield Parkway and Beulah Street consists of an older residential neighborhood and land zoned for industrial use (I-4 and I-5). Access to the industrial area is available only through the residential neighborhood due to a limited access easement along the Franconia-Springfield Parkway. This area is located in close proximity to the Joe Alexander Transportation Center. Given the unique characteristics of the site, additional planning objectives for this area are to resolve the issue of land use compatibility and promote transit oriented development at this location. The area is divided into Land Units A,B, and C as depicted on Figure 47.

**LAND UNIT A**

At the baseline, Land Unit A, located east of the CSX Railroad tracks, north of the Franconia-Springfield Parkway, and the terminus of Lewin Drive, is planned for residential use at 3-4 dwelling units per acre or for low-intensity office use up to .25 FAR. In all instances, the portion of the land unit located south of the Franconia-Springfield Parkway should be dedicated to the County for open space with the intensity associated with this area shifted to the portion of the land unit north of the Parkway.

Development should provide well-designed interior circulation with no direct vehicular access through the Lewin Park community or the Parkway. Access from the Parkway for emergency vehicles associated with an urgent care facility and a shuttle bus linking the Metro Station, and a right-in/right-out vehicular connection from Land Unit A to the Parkway may be appropriate provided that such are approved by the Commonwealth Transportation Board and reviewed by the Fairfax County Department of Transportation. Attention should be paid to proper siting of structures to enhance the relationship to the transportation center.

**LAND UNIT B**

The area north of Lewin Park, west of Beulah Street, and south of the industrial uses along Gravel Avenue is planned for residential use at 3-4 dwelling units per acre at the baseline. If consolidation of all parcels occurs, office or hotel use up to .25 FAR may be appropriate if a buffer, at least 25 feet in width, and a 7-foot brick wall are provided to assist in creating a

transition to the residential community to the south. The buffer should contain evergreen trees to provide year round screening.

### **OPTION FOR LAND UNITS A & B**

As an option, office with support retail uses up to .55 FAR and up to 110,000 gross square feet total for office use with an option for a child care center may be appropriate, if at least 15 acres of Land Unit A and all of Land Unit B are consolidated to create a mix of uses on the site and provide a transition to development along Beulah Street. To assist in creating the transition, the office and child care uses are envisioned to be located in the eastern portion of Land Unit B near Beulah Street. In addition, the following conditions should be met:

#### **Land Use/Design**

- The development features a coordinated plan under a single application or concurrent applications which provides for high quality and coordinated architecture, streetscape treatment, and signage; efficient, internal vehicular circulation; efficient vehicular access; and usable open space such as urban parks and/or plazas;
- The development demonstrates transit orientation by locating buildings close to the Joe Alexander Transportation Center, by minimizing front yard setbacks along the internal roadway system, and by providing a pedestrian circulation system that interconnects buildings, parking lots and bus shelters, and provides a pedestrian link to the Franconia-Springfield Parkway trail;
- Building height is a maximum of 12 stories, tapering down to a maximum of approximately 60 feet for structures set back 150 feet from Beulah Street and a maximum of 40 feet for structures closer than 150 feet to Beulah Street;
- Retail uses are limited to support uses, such as dry cleaners and restaurants, that are functionally integrated within other buildings;
- The portion of Land Unit A located south of the Franconia-Springfield Parkway is dedicated to the County for open space. The development potential may be transferred to the area north of the Parkway;
- Until such time as Land Unit C redevelops with non-residential uses, a minimum 25-foot vegetated buffer and a 7-foot brick wall are provided to assist in creating a transition to the existing residential community. The buffer should contain evergreen trees to provide year round screening. See additional text under "Transportation/Access" for guidance pertaining to the possible conversion of the buffer to a road under certain conditions;
- Parking structures are well landscaped with trees and shrubs in order to provide a buffer to the surrounding office and hotel uses and Lewin Park;
- The existing family cemetery should be preserved and access provided;
- Site lighting is located, directed, and designed to reduce glare and minimize impact onto the adjacent residential property;

#### **Transportation/Access**

- Access from the Parkway for emergency vehicles associated with an urgent care facility and a shuttle bus linking the Metro Station, and a right-in/right-out vehicular connection from Land Unit A to the Parkway may be appropriate provided that such are approved by the Commonwealth Transportation Board and reviewed by the Fairfax County Department of Transportation;

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- Shuttle bus service and pedestrian access are provided to the Joe Alexander Transportation Center with the initial phase of development;
  - Provision should be made to accommodate a future connection for pedestrian and shuttle bus access to the Joe Alexander Transportation Center from a point within Land Unit A via a bridge over the CSX and Metrorail tracks;
  - To encourage transit use, the amount of parking should be minimized to the extent feasible;
  - Access is provided from Land Unit C through Land Unit B to Beulah Street;
  - If Land Unit C has redeveloped for non-residential use, a road to serve the redeveloped area should be provided in lieu of the 25-foot buffer, which is planned to be located north of Land Unit C. However, in the event that 760,000 gross square feet of the approved development in Land Units A (excluding Parcel 11A) and B occur prior to the redevelopment of Land Unit C, this road should be constructed along the northern edge of the 25-foot buffer and the buffer area preserved; and
  - A Transportation Demand Management Program (TDM) is put in place which encourages the use of the Joe Alexander Transportation Center as an alternative to single occupant vehicle commuting.

### **LAND UNIT C**

The Lewin Park community is planned for residential use at 1-2 dwelling units per acre. Land Unit A, to the west, is planned for residential use with an option for office use, while Land Unit B, to the north, is recommended for residential use with office uses as an option. If the optional uses for Land Unit B are approved through a rezoning, then office, hotel, and support retail uses at up to .55 FAR may be appropriate for Land Unit C if the following conditions are satisfied:

- The parcels in the land unit are substantially and logically consolidated;
- The Guidelines for Neighborhood Redevelopment as provided in the Policy Plan are met; and
- Right-of-way is dedicated for the planned Beulah Street/Franconia-Springfield Parkway interchange.”