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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-4S, 08-IV-5S and 08-IV-8S

NOMINATOR(S): **08-IV-4S:** Robert J. Makheja
 08-IV-5S: Lynne J. Strobel
 08-IV-8S: William B. Lawson, Jr.

ACREAGE: **08-IV-4S:** 8.37 Acres
 08-IV-5S: 4.77 Acres*
 08-IV-8S: 6.3 Acres*
 *Both 5S and 8S acreages were reduced from the original nominations

TAX MAP I.D. NUMBERS: **4S:** 99-2 ((1)) 1B, 1C, 99-1 ((1)) 24A
 5S: 99-1 ((5)) 8, 9
 8S: 99-1 ((5)) 11A, 12A; a portion of 99-1((1)) 12

GENERAL LOCATION: **4S:** West of I-95, West of Backlick Road, adjacent to EPG
 5S & 8S: West of I-95, West of Fullerton Road, adjacent to EPG

PLANNING AREA(S): IV
 District(s): Springfield
 Sector: N/A
 Special Area(s): I-95 Corridor Industrial Area, Land Unit A

ADOPTED PLAN MAP: **4S, 8S:** Industrial, Public Parks
 5S: Industrial

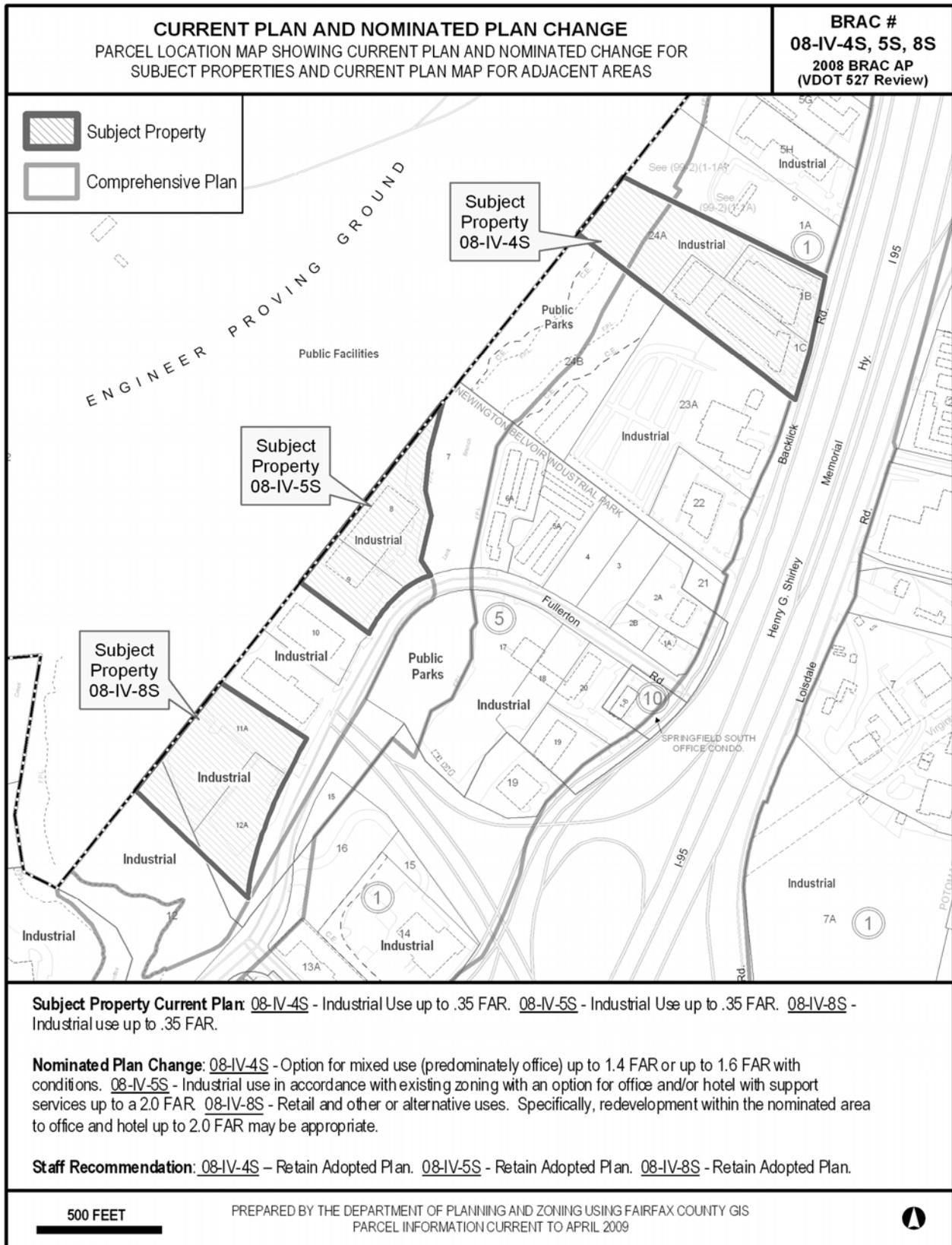
ADOPTED PLAN TEXT: Industrial Uses up to .35 FAR

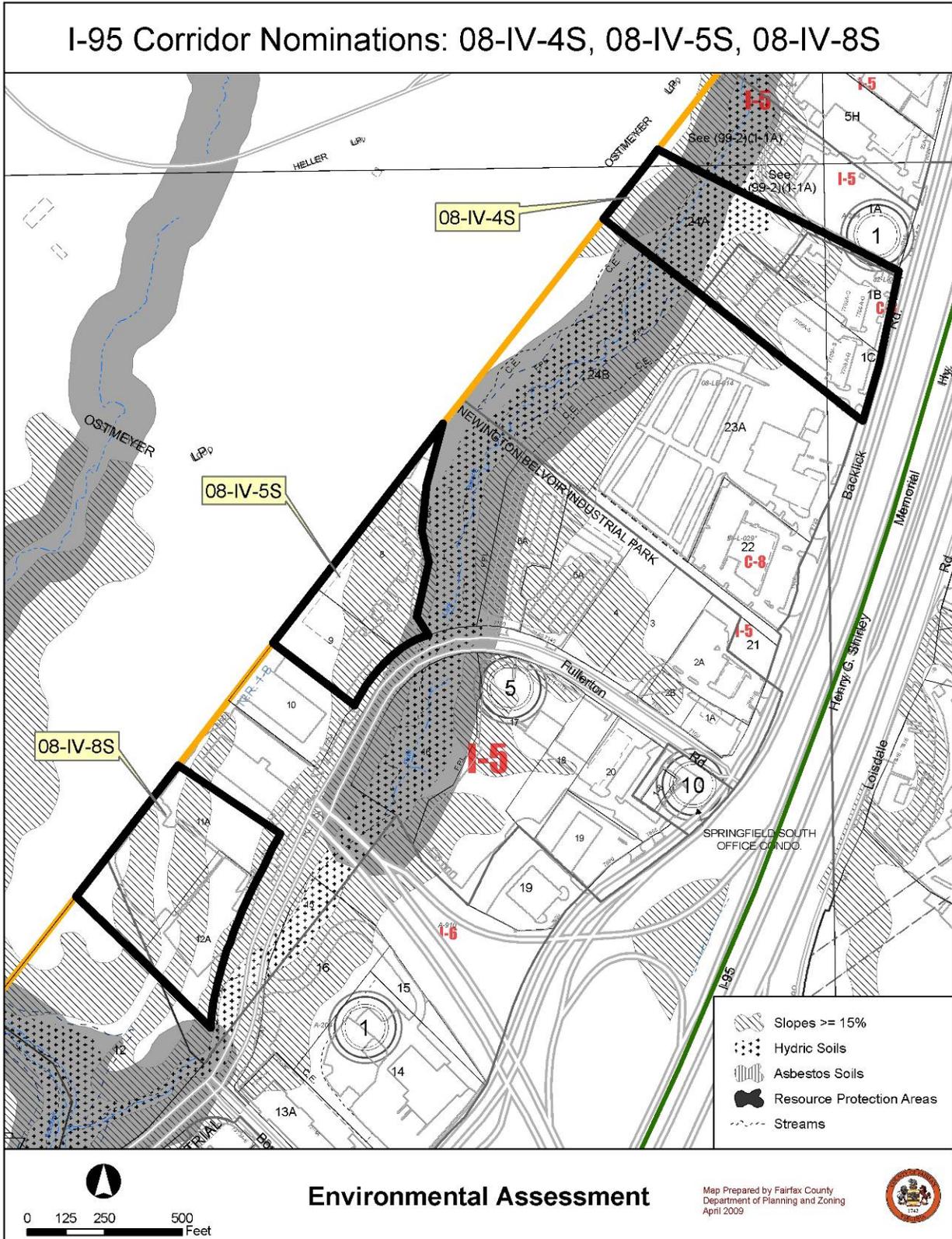
For complete Plan text see page 5 of 11.

PROPOSED PLAN AMENDMENT: **4S:** The original nomination accepted by the Planning Commission on April 3, 2008 proposed amending the Comprehensive Plan to office use with supporting retail up to 2.0 FAR. On October 10, 2008, the nominator chose to modify the nomination to an option for predominately office non-residential mixed use up to 1.4 FAR or up to 1.6 FAR with coordinated development plans with Patriot Ridge property.
5S: Option for commercial development comprised of office and/or hotel with support services up to 2.0 FAR (90% office and/or hotel, 10% retail support uses).
8S: Mixed uses, office, hotel, and retail up to 2.0 FAR.

SUMMARY OF STAFF RECOMMENDATION

Approve Nomination as submitted
 Approve Staff Alternative
 Retain Adopted Plan





CONTEXT

General Location

The nominations are located west of I-95 and Backlick Road, within Land Unit A of the I-95 Corridor Industrial Area, proximate to the Engineer Proving Ground (EPG).

Existing and Planned Land Use and Zoning

Subject Property:

4S: This nomination is 8.37 acres and contains an auto repair and body shop commercial use. The property is within Land Unit A of the I-95 Industrial Area, which is planned for industrial uses up to an intensity of .35 FAR. Under current Comprehensive Plan recommendations, approximately 127,610 square feet of industrial use could be developed. The subject property is zoned C-8 and I-5, allowing for 153,223 square feet of industrial or office use and 29,078 square feet of retail.

5S: The nomination area, developed with two industrial buildings, is 4.77 acres in size and is part of the Newington Belvoir Industrial Park. As originally nominated, the subject area was 6.69 acres in size. However, the purchase of Tax Map Parcel 99-1((5)) 10 by VDOT reduced the nominated area. The subject area is currently planned for industrial use up to .35 FAR for a total development potential of 72,741 square feet. The I-5 zoning potential of .50 FAR is 103,916 square feet of office or industrial use.

8S: A portion of the nomination area contains vehicle storage uses on gravel lots. The original nomination consisted of 12.85 acres; however, the nominated area was reduced to reflect the 6.3 acres that are developable due to environmental constraints and future road right-of-way needs. It is currently planned for industrial use up to .35 FAR, a development potential of 96,050 square feet of industrial use. The zoning is I-5 with a potential for 137,214 square feet of industrial or office use.

Adjacent Area:

North and West: The nominated areas border the Engineer Proving Ground (EPG). The EPG is an approximately 820-acre federal installation that is a portion of Fort Belvoir. The National Geospatial-Intelligence Agency (NGA) is building a new campus at the EPG, east of Accotink Creek. The facility plans to be fully operational by September 2011, with a projected permanent work force of 8,500. The nominations seek to provide opportunity for new office space, as well as some hotel and retail uses, to house contractors or other employers who may wish to be located near EPG to support the new BRAC related jobs. As detailed in the Transportation section, major road improvements are planned for this area.

South and East: The properties surrounding these areas are industrial in character. The nominations are generally bounded on the south and the east by Backlick Road and Fullerton Road. Land in this area is planned for industrial use at an intensity of .35 FAR as a part of the I-95 Corridor Industrial Area, Land Unit A. Industrial Areas are recommended in the Concept for Future Development to provide suitable locations for industrially-related uses. Office and other commercial uses, for the most part, are recommended to be limited. The area is characterized by a predominance of industrial, warehouse, fuel storage, vehicle repair, wholesale and commercial

retail, “flex-space,” and office uses. Properties in the three nominations are traversed by or are proximate to the Field Lark Branch stream valley, an Accotink Creek tributary, which runs throughout Land Unit A.

PLANNING HISTORY

No Comprehensive Plan changes have been proposed on the subject properties since 1995. Within Land Unit A, a recent amendment for Pallone Chevrolet/Patriot Ridge (S07-IV-S1) was approved by the Board of Supervisors to add an option for approximately 1 million square feet of office and hotel use. The subject area of this plan amendment consists of Tax Map Parcels 99-1((1)) 22 and 23A and 99-1((5)) 3 and 4, abutting the southern boundary of nomination 4S.

ADOPTED COMPREHENSIVE PLAN TEXT

Fairfax County Comprehensive Plan, 2007 Edition, Area IV, Springfield Planning District, I-95 Industrial Area, as amended through 1-26-2009, Land Unit A, page 18-20:

“Land Unit A

This land unit includes the area located west of Backlick Road and east of the Engineer Proving Ground (EPG). Several industrial parcels fronting Backlick Road are blighted or in marginal use. Uses along Backlick Road include auto repair shops, auto towing and storage lots, warehouses, self-storage compounds, a lumber yard, and an auto dealership. Industrial uses up to .35 FAR are planned for this land unit. Development should be sensitive to the Accotink Creek EQC.

An auto dealership may be an appropriate use for Tax Map 99-1((1)) 22 and, on a case-by-case basis, auto dealerships could be considered for other portions of the land unit located north of Fullerton Road, provided that the intensity does not exceed .20 FAR and that the use is compatible with existing industrial uses. In addition, interparcel access within this portion of Land Unit A and coordinated access to Backlick Road should be encouraged to reduce the number of access points, in conformance with the approved VDOT plans for the improvement of Backlick Road. Consolidated access to Tax Map 99-1((1)) 22 should be encouraged with the parcel to the north in order to permit left-turn access at an approved median crossover.

As an option, Parcels 99-1((1)) 22 and 23A may be appropriate for office use up to 1.4 FAR if consolidated. Alternatively, office and possible hotel use at an intensity of up to 1.6 FAR may be appropriate if parcels 99-1((1)) 22 and 23A and 99-1((5)) 3, 4 are consolidated. In either scenario, the following conditions should be met:

- Demonstration that sufficient transportation capacity will exist on Backlick Road and Fullerton Road to support the development;
- Provision of a unified development plan;
- Provision of vehicular access to Fullerton Road; and
- Support retail is provided to serve employees and visitors.

Parcels 90-4((1)) 5B and 5F currently are developed with automobile-related uses. In any redevelopment, consolidation with Parcels 5A and 5D is encouraged. Development of an auto-related commercial use may be appropriate if coordinated access to Backlick Road and effective landscaping along Backlick Road are provided.”

The Comprehensive Plan Map shows the subject properties as planned for industrial use and public parks.

NOMINATED PLAN AMENDMENT

4S: The nomination proposes to add an option to the Comprehensive Plan for office use with support retail up to an intensity of 1.4 FAR on the subject property, or up to an intensity of 1.6 FAR if development plans are coordinated with the Patriot Ridge property to the south. Development would consist of office buildings up to 12 stories in height with first floor retail totaling approximately 583,000 square feet. Approximately 513,000 square feet would be office use, with the remaining 70,000 square feet consisting of retail use. This nomination is modified from the original proposed intensity of 2.0 FAR, consistent with the recommendation of the BRAC APR Task Force.

5S: The nomination proposes to amend the Comprehensive Plan to provide an option for office and hotel uses with support services up to an intensity of 2.0 FAR on the subject property. This would result in a total of approximately 416,000 square feet with 90% office/hotel use and 10% retail/support services in buildings up to 185 feet in height. This building area is reduced from 583,000 square feet in the original nomination as a result of the reduction in nominated acreage.

8S: The nomination requests amending the Plan to allow mixed use up to an intensity of 2.0 FAR, consisting of 20,000 square feet of retail, 278,000 square feet of office and 250,000 square feet of hotel use, for a total of 548,000 square feet of development. A maximum building height of 175 feet is proposed, with a 25-foot bonus available if two levels of structured parking are provided at or below grade.

In total, the nominations propose a development potential of nearly 1,550,000 square feet in buildings of approximately 150-185 feet in height.

ANALYSIS

Land Use

The nominations propose to increase planned land use intensity by approximately five times that currently recommended in the Comprehensive Plan, as well as change the recommended use from industrial to office, hotel, and retail use. This level of intensity is generally reserved for activity centers that function as a node or town center and that are concentrated near transit. These nominations, however, are located one and one-half to two miles from the southern edge of the Springfield Community Business Center and the Franconia-Springfield Metro Station (Joe Alexander Transportation Center), and are not in transit-oriented locations. The proposed

development would have a significant effect on the capacity available or planned for major roadways in the area including the Fairfax County Parkway and I-95.

The Comprehensive Plan has long called for this area to be reserved for industrial uses and uses that are compatible with industrial uses. Redevelopment for office use could undermine the valuable industrial service and support uses in this area. A major issue for consideration is the need to supply office potential to support BRAC. With respect to industrial uses, the Existing Conditions Report published on May 2, 2008 points out that this area is the second largest industrial/flex market in Fairfax County. According to the Fairfax County Economic Development Authority's Midyear 2008 Real Estate Report, the Newington/Lorton submarket area had a vacancy rate of 7.9 percent, one of the lowest in the county. The presence of office use proposed in nominations 5S and 8S may create issues of compatibility with remaining industrial uses along Fullerton Road. The loss of industrial uses to areas beyond the Beltway and outside of Fairfax County would undermine County policy to provide a balanced mix of land uses.

On July 21, 2008, the Board of Supervisors approved Plan Amendment S07-IV-S1, creating additional options for development at the Pallone Chevrolet/Patriot Ridge property to the south of nomination 4S. Specifically, an option for office and possible hotel use at an intensity of up to 1.6 FAR was added to the Comprehensive Plan (see pp. 4-5, Adopted Comprehensive Plan Text). This property is currently the subject of Rezoning/Special Exception Application RZ 2008-LE-014/SE 2008-LE-028, which would rezone the property from I-5 and C-8 to C-4, allowing a secure office park, support retail, and optional hotel totaling 978,500 square feet at an overall intensity of 1.5 FAR. The uses proposed in nomination 4S would be compatible with those proposed at the Patriot Ridge property; however, the 1.5 million square feet of development proposed in these nominations could greatly strain the existing and planned roadway network surrounding the nominated properties.

Uncertainty also exists about the number of additional jobs that can be supported in this area as a result of BRAC actions. The number of jobs being moved to the EPG site was capped at 8,500 as a result of traffic concerns around I-95, Fairfax County Parkway, Backlick Road, and Fullerton Road. It is estimated that only 7,500 contracting jobs will locate to the area as a result of BRAC actions at Fort Belvoir and EPG. 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 office space will be needed for 3,400 of the estimated 7,500 jobs relocating to the area. Combined, these nominations could yield approximately 5,000 jobs in the I-95 Industrial Corridor Area.

Opportunities for development to accommodate these jobs are already present. The Pallone Chevrolet/Patriot Ridge property could potentially house approximately 3,400 jobs, while the nearby Springfield Mall and the Boston Properties rezoning site, within one-half mile of the Franconia-Springfield Metro Station, could house 3,400 and 1,700 jobs, respectively, totaling 8,500 jobs. Additionally, current zoning in the I-95 Industrial Corridor Area would allow for additional office growth potentially resulting in 12,000 jobs. Given the unbuilt capacity for additional jobs already existing in this area, it is unlikely that the jobs added as a result of these nominations 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 the proximity of the nominated properties to EPG and Davison Airfield, building height is an important consideration. Any buildings extending above EPG's treeline could create line of sight issues and security concerns for the NGA. Additionally, tall buildings along the I-95 corridor could restrict the flight path of planes, and buildings at these sites could be subject to review by the Federal Aviation Administration (FAA).

Transportation

Access

4S: This nomination is located along Backlick Road, which consists of four travel lanes between the intersections with Fullerton Road to the south and Franconia-Springfield Parkway to the north. The Comprehensive Plan does not recommend additional improvements for Backlick Road in this section. Portions of Backlick Road, including the section fronting the subject property, have a third southbound travel lane and a center median with left turn lanes. Some portions of Backlick Road in this area have a sidewalk along the west side of the road, while the east shoulder and clear zone separate Backlick Road from the right-of-way fencing on the western boundary of Interstate 95 and contain no pedestrian facilities.

The subject property is adjacent to a proposed Defense Access Road (DAR) project to provide elevated access to EPG from I-95. The location of this ramp has not been finalized, potentially requiring land from a portion of the 4S nominated land area. Accommodations may be necessary to allow for the future construction of this elevated ramp over and through the site.

The Comprehensive Plan calls for the consolidation of entrances along this portion of Backlick Road. The multiple parcels contained in this nomination each have an entrance, with only Tax Map Parcel 99-2 ((1)) 1C having access to a median break allowing left turns to northbound Backlick Road. Should this nomination be supported, it is recommended that this entrance be preserved and the existing right-in right-out entrance on Tax Map Parcel 99-2 ((1)) 1B be eliminated or limited to entrance only. Traffic along this segment of Backlick Road is expected to increase based upon the National Geospatial-Intelligence Agency (NGA) locating to the EPG site and growth at the Patriot Ridge property.

5S & 8S: These nominations are located along Fullerton Road, which consists of four travel lanes between the intersections with Backlick Road to the northeast and Rolling Road to the southwest. The Comprehensive Plan shows Fullerton Road as improved to six lanes between the Fairfax County Parkway and Boston Boulevard and improved to four lanes from Boston Boulevard to Cameron Brown Court. Portions of Fullerton Road are privately owned and include congested areas with numerous access points and some on-street parking. As a result, access management and driveway consolidation along Fullerton Road would be necessary. Some portions of Fullerton Road closer to Rolling Road are two lanes and are not planned for improvement. Most portions of Fullerton Road in this area have a sidewalk along each side, including segments adjacent to the subject properties.

As Fairfax County Parkway extension work progresses, the existing VA-7100/Fullerton Road at-grade intersection will be removed. When this intersection is restricted for construction (anticipated in January 2010) the access to I-95 northbound will be eliminated, requiring future access via a circuitous alternate route following Fullerton Road to the southwest to Rolling Road, and using a newly constructed eastbound ramp to the Parkway back to the I-95 interchange. This route will be necessary until construction of the future Boudinot Interchange (ramp C interchange segment, at a minimum). Southbound I-95 will continue to be accessible via the existing Boudinot/Alban intersection ramp.

Trip Generation

Cumulatively, these nominations are estimated to generate approximately 13,439 additional daily trips over the current Comprehensive Plan, as described in the table below. On a peak hour basis, over 1,600 additional trips would be generated in the AM peak hours, while approximately 1,500 trips would be generated during the PM peak hours. As a result, several amendments to the Comprehensive Plan Transportation Map would be needed in the vicinity of these nominations at nearby intersections and along surrounding roadway segments to support development. This would include converting a left turn lane to a through lane at the Fullerton Road/Boudinot Drive intersection, constructing a free-flow right turn lane from westbound Fullerton Road to VA-7100 at the future Fullerton Road/Boudinot Drive interchange, a new ramp from northbound VA-7100 to northbound Backlick Road, and an additional lane on Backlick Road in the nomination area.

Trip Generation Values for Nominations 4S, 5S, and 8S

NOMINATION	AM PEAK	PM PEAK	DAILY	PERCENT NEW DAILY TRIPS
08-IV-4S	563	513	3,791	28%
08-IV-5S	488	449	3,794	28%
08-IV-8S	603	566	5,854	44%
TOTAL TRIPS	1,654	1,528	13,439	

In addition to roadway improvements and expansion, transit improvements along Backlick and Fullerton Roads would be necessary to accommodate increased trips that result from these nominations. For instance, transit or shuttle service should be added to connect development in this area with the Franconia-Springfield Metro and VRE station (Joe Alexander Transportation Center) and the future transit station on the grounds of EPG. Transit operations funding should be contributed by nominators consistent with other transit operations contributions within the county. Additionally, nominators would need to work with Fairfax Connector staff to identify potential bus stop locations along Backlick and Fullerton Roads. Shelter construction and recurring maintenance should be required as determined appropriate by Fairfax Connector staff.

Parks and Recreation

Park Deficiencies: The Springfield Planning District has 18 neighborhood and community parks and one countywide park, as shown on the table below. The Park Authority owns and maintains a total of 963 acres of parkland in Springfield. The recreation facilities in these parks do not meet standards established by the Park Authority through the Needs Assessment study. By 2015, the projected deficiency in the Springfield Planning District will include: 715 acres of district and

countywide parks; 7 rectangular fields; 1 adult softball field; 21 basketball courts; and 3 playgrounds.

Estimates for Park Deficiencies in the Springfield Planning District

Park Facility	2004 Deficiency	2015 Projected Deficiency
District and Countywide Parks	647 acres	715 acres
Rectangle Fields	5	7
Adult Softball	1	1
Basketball Courts	19	21
Playgrounds	1	3

The proposed nomination would add to this deficiency. Employees will need leisure and recreation opportunities. The impact on parks and recreation should be mitigated per County policies contained in the Objectives of the Parks and Recreation Section of the Policy Plan and Springfield Planning District. Language supporting the provision of active recreation facilities for employees and hotel guests as appropriate should be included. Additionally, urban park features, such as pedestrian accessible plazas and seating areas should be constructed in conjunction with the proposed development. Nomination 8S offers an opportunity to seek the construction of the planned Accotink Stream Valley Trail. The nominations do not detail these types of improvements, but these should be addressed in the rezoning process.

Environment

Natural Resources

4S: The western portion of the subject property is environmentally sensitive land with steep slopes and hydric soils, and it is affected entirely by Field Lark Branch stream valley, a tributary to Accotink Creek. This waterway is considered a Resource Protection Area (RPA) as well as an Environmental Quality Corridor (EQC). This area is identified as planned Public Park on the Comprehensive Plan, is currently undeveloped and should remain undeveloped. Any transportation connection to the Engineer Proving Ground through the rear of the property would impact the EQC area and therefore should be done in a way to minimize environmental impacts.

5S: The Field Lark Branch stream valley traverses the eastern edge of the subject property. This waterway is considered an RPA as well as an EQC and 100-year floodplain. Approximately .3 acres of the nomination is currently within the County mapped RPA.

8S: The subject property is upstream from Accotink Stream Valley Park. The northern portion of the nomination comprises 5.8 acres of land, Tax Map Parcels 99-1 ((1)) 11A & 12A. The southern portion of the nomination, Tax Map Parcel 99-1 ((1)) 12, encompasses 8.8 acres of environmentally sensitive, undeveloped land. Due to environmental constraints and future Boudinot ramp improvements, only the northernmost .5 acre of Parcel 12 is being considered for this nomination. Accotink Creek traverses the western and southern portion of Parcel 12, which contains stream valley and forested EQC areas. The sensitive natural resources could be negatively impacted by the proposed development. These areas are important to preserve in order to maintain the water quality and wildlife corridor within this district. Upland forest areas are rare within the Accotink watershed and provide critical habitat providing wildlife biodiversity within the Accotink Creek corridor.

Noise

4S: Highway noise will have an impact on the site. The Policy Plan recommends that a 50 decibel threshold not be exceeded in the interior areas of commercial/office uses. Mitigation of noise at this level can be achieved through the use of the appropriate building materials.

5S: Highway noise (truck traffic) from Fullerton Road may have an impact on the site if office and hotel use are developed. The Policy Plan recommends that a 50 decibel threshold not be exceeded in the interior areas of commercial/office uses and that a 45 decibel threshold not be exceeded for residential uses, which is interpreted to include hotel uses.

8S: Future transportation generated noise from a planned interchange and highway reconfiguration may pose a conflict for the proposed hotel use. Mitigation could be achieved through the use of appropriate building materials.

RECOMMENDATION

Given the impacts noted related to land use and transportation, staff recommends that the adopted Plan be retained. In this area, high intensity office uses should be planned as part of a mixed-use development at locations like the Springfield CBC and Franconia-Springfield TSA that have adequate transportation capacity and have access to mass transit. This is consistent with Policy Plan guidance which encourages the limitation of 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. These nominations are more than 1 1/2 miles from such locations, necessitating additional transit and shuttle improvements to connect these properties to transit centers.

Despite the influx of BRAC-related contractor jobs to the area, the potential that exists at surrounding sites is more than adequate to support the estimated jobs. Converting limited industrial space to office use in this area goes against county planning policy to provide a balanced mix of land uses, potentially causing the relocation of industrial uses from a successful market to areas outside of Fairfax County. The additional intensity that these nominations propose would cumulatively result in an estimated 13,439 additional daily trips, requiring a number of transportation improvements such as turn lanes, ramps, and other intersection improvements to be added to the Comprehensive Plan Transportation Map. It is acknowledged that by-right office potential exceeds the Plan potential for industrial use. However, the intensity of the by-right office potential is significantly less than that which is nominated, yielding lesser negative impacts than the nominated intensities. Given that capacity for BRAC-related growth already exists, consideration of additional office potential in the I-95 Industrial Corridor Area should be postponed until BRAC actions have been implemented and transportation improvements are more clearly defined and planned.