



**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:** Mount Vernon **APR ITEM(S):** 08-IV-9S

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**NOMINATOR:** David R. Gill on behalf of Scannell Properties

**ACREAGE:** 118.3 acres

**TAX MAP I.D.:** 99-4 ((8)) 1, 2, 3B, 4, 5; 108-1 ((12)) 6, 7; 108-1 ((1)) 4

**GENERAL LOCATION:** West of Backlick Road and the Fairfax County Parkway, north of Telegraph Road, south of Cinder Bed Road.

**PLANNING AREA:** IV  
**District:** Springfield  
**Sector:** Newington (S6)  
**Special Area:** I-95 Corridor Industrial Area (Land Unit G)

**ADOPTED PLAN MAP:** Industrial, private open space, public parks, private recreation

**ADOPTED PLAN TEXT:** Industrial use up to .35 FAR, private open space, private recreation, and public parks. For complete Plan text see <http://www.fairfaxcounty.gov/dpz/comprehensiveplan/area4/springfield.pdf>

**PROPOSED PLAN AMENDMENT:** Add an option for office and industrial use at an intensity up to .33 FAR for approximately 56 acres planned for industrial and private recreation uses. The resulting development intensity over the entire 118-acre subject property, including areas planned for public parks and private open space, would be .15 FAR.

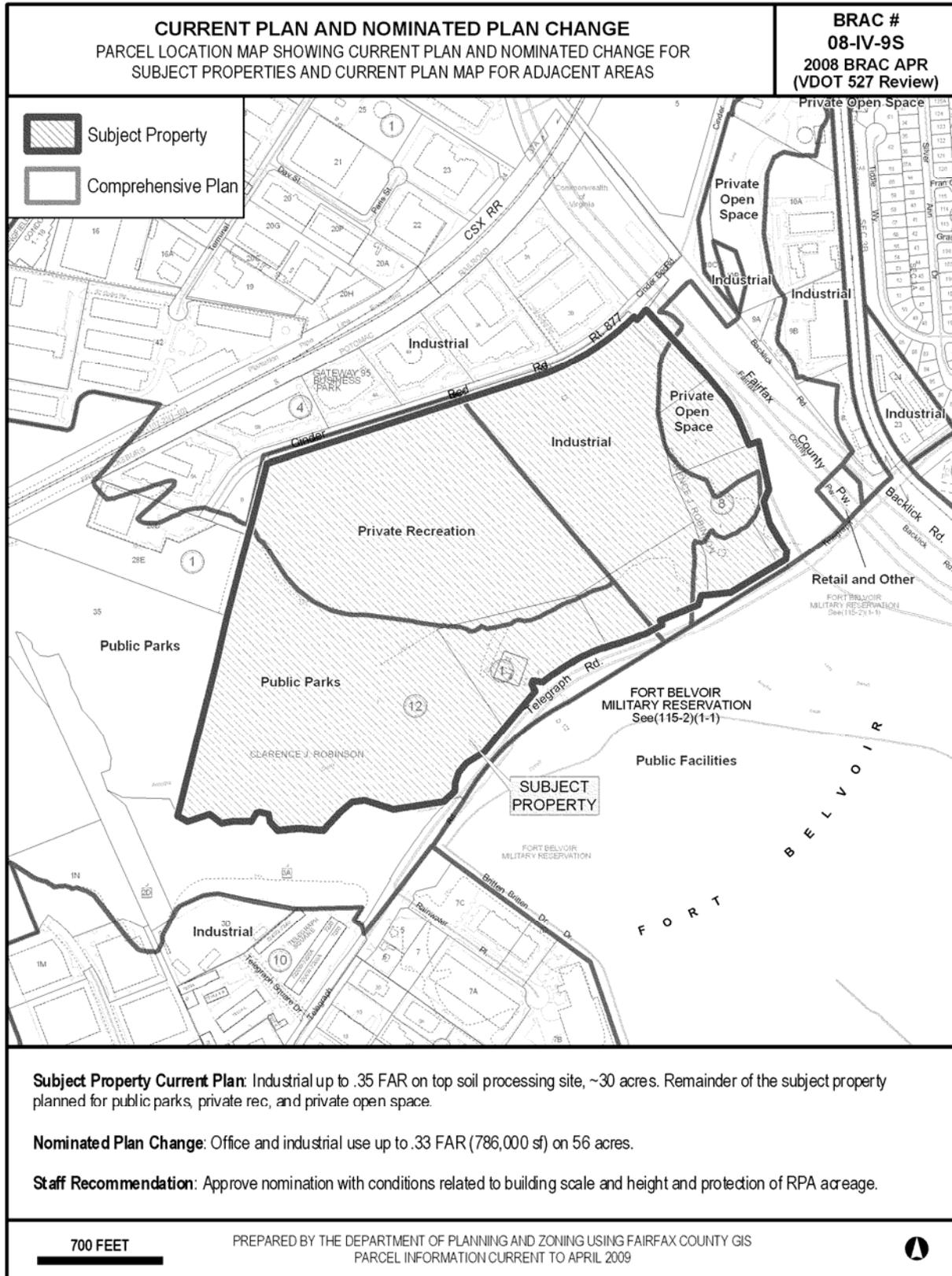
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**SUMMARY OF STAFF RECOMMENDATION:**

- Approve Nomination as submitted  
 Approve Staff Alternative  
 Retain Adopted Plan

The Staff recommendation is to approve the nomination at a lesser intensity of .20 FAR with conditions relating to development on the former landfill site, provision of a recreational amenity such as a rectangular field, and transportation improvements. Apart from the text recommending a rectangular field, the conditions in the staff recommendation mirror that of the BRAC APR Task Force. The subject property is located adjacent to the Fort Belvoir Main Post, which could benefit from proximity to an area that may supply office space. The intensity of the proposed development is such that major transportation improvements are not necessary to mitigate its impact. The nomination also provides the opportunity to dedicate RPA acreage and provide additional recreational amenities.

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**CONTEXT**

**General Location:** The subject property is located across from Davison Army Airfield, west of Telegraph Road, east of Cinder Bed Road.

**Subject Property**

**Land Use:** The subject property is the site of a former landfill that was closed in 1981. The landfill is divided into an eastern and western half. The eastern half is approximately 20 acres bordered by 18 acres of Resource Protection Area (RPA) to the south and east. The western portion is approximately 36 acres surrounded by 44 acres of RPA to the west and south. In total, the 118-acre subject property consists of 56 acres of former landfill use and 62 acres of RPA. The majority of the subject property is undeveloped. Portions of parcels 108-1 ((1)) 4, 99-4 ((8)) 4 and 5 near Telegraph Road are occupied by a top soil processing plant and a Fairfax County pumping station. Parcel 108-1 ((12)) 7 is developed in part with a surface parking lot along Cinder Bed Road and a private golf course.



Accotink Creek creates the southern boundary of the site as well as the Plan recommendation for the I-95 Corridor Industrial Area. The current Comprehensive Plan recommends that the subject property remain primarily as private open space, public parks, and private recreation. Industrial use up to .35 FAR is limited to less than one-third of the eastern portion of the subject property. The development potential under the current Plan would yield approximately 458,000 square feet of industrial use for this eastern portion of the subject property. The Plan recommendations would result in approximately 89 acres of private recreation, private open space, and parkland.

**Zoning:** Approximately 80 acres of the western portion of the subject property is zoned R-1. Under this current zoning designation, 80 single family detached residential units could be built. The remaining 38 acres is zoned I-6. This zoning would yield a development potential of approximately 800,000 square feet of office or industrial use.

### **Adjacent Area**

**South/West:** Davison Army Airfield at Fort Belvoir is located to the south of the subject property across Telegraph Road. Fort Belvoir is planned and developed as a governmental use. The remainder of the surrounding area to the south and west of the subject property is primarily planned and developed as industrial use and public parks. These areas are zoned R-1, I-4, and I-5. The Pohick Estates subdivision is present to the south and west, although it is not directly adjacent to the subject property and lies outside of the I-95 Corridor Industrial Area.

**North:** The Gateway 95 Industrial Park is located across Cinder Bed Road in Land Unit F of the I-95 Corridor Industrial Area. Land Unit F is planned for industrial use at an intensity up to .50 FAR. The industrial park is zoned I-6 and developed with nearly two million square feet of low-rise industrial use.

**East:** The Fairfax County Parkway forms the eastern boundary of the subject area.

### **PLANNING HISTORY:**

A Comprehensive Plan change was proposed for the subject area during the 2005 South County APR process. This nomination, APR 05-IV-6S, proposed adding an option for office use at .35 FAR for the portions of the subject property planned for industrial and private recreation uses. Staff recommended that office use at an intensity up to .35 FAR on the portion planned for industrial use may be a suitable alternative to industrial use with the provision of adequate buffering to existing and planned industrial areas. Staff recommended retaining the Comprehensive Plan guidance for the areas planned for private recreation, public parks, and private open space with no transfer of intensity from the area planned for private recreation. The nomination was deferred by the Planning Commission to be evaluated in the 2008 BRAC APR cycle. By including the area now planned for private recreation use, this nomination would expand the area planned for development from 30 acres to 56 acres.

**ADOPTED COMPREHENSIVE PLAN TEXT**

Fairfax County Comprehensive Plan, 2007 Edition, Area IV Volume, Springfield Planning District as amended through 1-26-2009; I-95 Corridor Industrial Area, Land Unit G, pages 23-24.

“Land Unit G

This land unit is located south of Backlick Road, west of Telegraph Road, and east of Cinder Bed Road. A portion is currently used as a top-soil processing site while another portion was formerly used as a landfill. The land unit also contains extensive EQC land. The area formerly used as a landfill is planned for future use as private recreation use. Development of industrial uses up to .35 FAR on the top soil processing site may be appropriate. However, sufficient documentation will need to be provided to verify that the top soil processing site is suitable and safe for building and an environmental study must be performed. If found not to be suitable and safe for building, or if environmental issues cannot be resolved, this site should be planned for private recreation use. Land should be dedicated for public park use adjacent to existing parkland along Accotink Creek.”

**NOMINATED PLAN AMENDMENT**

The nomination proposes to amend the Comprehensive Plan by adding an option for office and industrial use at an intensity up to .33 FAR on the 56 acres that was formally used as a landfill. This area is currently planned for private recreation and industrial uses. By including the area now planned for private recreation use, this nomination would expand the area planned for development from 30 acres to 56 acres. In total, the nomination proposes 786,640 square feet of development over these 56 acres. The balance of the subject area acreage would remain as open space. The intensity of development over the entire subject property would be at .15 FAR.

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

	Total Units	Res Sq. Ft.	Single-Family		Retail	Office	Indust	Public Fac/Inst.	Private Open Space, Private Rec, Pub Parks	Total
			Detached		Sq. Ft.	Sq. Ft.	Sq. Ft.	Sq. Ft.	Sq. Ft.	Non-Res'd Sq. Ft.
			Min	Max						
<i>Existing Development</i>	0	0	0	0	0	0	1,780	0	0	1,780
<i>Comp Plan Base:</i>										
*Industrial at .35 FAR	0	0	0	0	0	0	409,234	0	0	409,234
**Private Rec & Public Park		0	0	0	0	0	0	0	3,880,599	3,880,599
<i>Zoning Potential:</i>										
R-1	80	0	0	80	0	0	0	0	0	0
***I-6 @ .50 FAR	0	0	0	0	0	0	800,909	0	0	800,909
****I-6 @ .50 FAR	0	0	0	0	0	0	800,909	0	0	800,909
<i>Proposed: Mixed-Use up to .33 FAR; Office 75%, Industrial 25%</i>	0	0	0	0	0	0	589,980	196,660	0	786,640
* 23% of land **77% of land *** Assuming all Office By Right Development **** Assuming all Industrial By Right Development										

**ANALYSIS**

**Land Use:** The subject area is adjacent to Fort Belvoir. The amount of development that could occur under the proposed Plan Amendment would result in approximately the same amount of development that is allowed under current zoning; however 26 acres of land currently recommended for private recreation would also be used for office development. This additional acreage could allow for a more unified development in a campus style setting that has greater flexibility in design and a better opportunity to achieve anti-terrorism/force protection (AT/FP) standards, mandatory Department of Defense (DoD) criteria for buildings intended to minimize the possibility of mass casualties in buildings or portions of buildings owned, leased, privatized, or otherwise occupied, managed, or controlled by or for DoD<sup>1</sup>

The current Plan recommends development at an intensity up to .35 FAR for the portion planned for industrial use. This area also functions as a transition between the industrial use planned at an intensity up to .50 FAR to the north of the subject property and the less intense industrial, office, and residential uses to the southwest. Development up to .33 FAR under the proposed Plan Amendment would remain consistent with the current Plan guidance to provide an appropriate transition to the Gateway 95 Industrial Park to the north. This nomination also provides the opportunity to dedicate the Environmental Quality Corridor (EQC) and Resource Protection Area (RPA) to Fairfax County.

<sup>1</sup> Unified Facilities Criteria (UFC), DoD Minimum Anti-Terrorism Standards for Buildings, <[http://www.wbdg.org/ccb/DOD/UFC/ufc\\_4\\_010\\_01.pdf](http://www.wbdg.org/ccb/DOD/UFC/ufc_4_010_01.pdf)>, 8 October 2003, Chapter 1, p 3.

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This EQC and RPA acreage is located close to existing residential uses to the southwest and would provide a substantial buffer as well as a natural resource amenity.

If this Plan Amendment is adopted and redevelopment occurs on the subject property, an obstruction evaluation may be required through the Federal Aviation Administration (FAA) to determine if the proposed building heights will have any impacts on the operation of Davison Airfield located at Fort Belvoir. The FAA evaluation is outside the domain of the Comprehensive Plan. At the development review stage, staff suggests including a development condition which would require the applicant to obtain FAA approval for the proposed buildings prior to site plan approval.

Based on further examination and analysis of the proposed campus style character coupled with the site's development constraints and building height limitations, the proposed intensity may not be achievable. A reduced development potential would support the development of low-rise buildings, allow for building layout flexibility, provide more open space, and would also allow for a larger buffer between the proposed development and EQC acreage, better preserving the integrity of the EQC and stream corridors that are part of the Accotink Creek Watershed.

**Transportation:** Congestion and service degradation at the Newington Road/I-95/Fairfax County Parkway interchange intersection, especially during peak travel periods, is of concern as a result of the proposed level of development. The need for improvement of this intersection would require further study.

Primary access to the subject property via Telegraph Road is strongly encouraged. Limited access is recommended to and from Cinder Bed Road due to roadway geometric and storage capacity limits on the Backlick Road stub that connects Cinder Bed Road to the Fairfax County Parkway and the single-lane Newington Road railroad bridge underpass. Loisdale Road and I-95 are accessible to the subject property via the portion of Newington Road that feeds into Cinder Bed Road. The limited capacity of the Newington Road underpass would contribute to congestion in and around the subject property if primary access were permitted from Cinder Bed Road.

**Environment:** The subject property contains natural features and stream corridors of the Long Branch of Accotink Creek that are connected to the Accotink Stream Valley Park to the north of the subject property. Development should provide measures to protect and preserve these stream corridors that are part of the Accotink Creek Watershed and its fairly extensive floodplains.

The subject property is in the Coastal Plain geologic province. This area is in a sensitive aquifer recharge zone and may contain slippage-prone swelling clay soils that may not be suitable for development. A significant area of the subject property also contains hydric soils and steep slopes. Hydric soils and steep slopes provide weak foundation support, poor drainage, poor infiltration, and moderate erosion potential. The ultimate development potential may be limited by the presence of these features. Prior to development, completion of a geotechnical study will be necessary to determine the extent of these hydric soils and provide techniques for mitigation.

Lastly, the subject property contains significant RPA acreage. According to the Fairfax County Chesapeake Bay Preservation Ordinance provisions, any development on the subject property is constrained to areas that are not within the RPA.

**Former landfill use:** Closure of the landfill pre-dated current closure procedures for health and environmental impacts mitigation and has the potential for contamination. Redevelopment of the property would need to complete the current closing procedures, delineate the boundary of the landfill waste, and mitigate any environmental and health impacts on and around the site. Building placement and development of infrastructure to support new buildings, such as sewer and water lines, would need to avoid potentially contaminated areas. In addition, depending on the location of any future buildings, a passive or active gas system to protect the buildings may be needed.

Several issues have been identified by the Department of Public Works and Environmental Services Division, Environmental and Site Review division that are related to site-specific development concerns on the former landfill site. Although these issues are beyond the purview of the Comprehensive Plan, the current Plan notes that if portions of the subject property are determined to be not suitable and or safe for development, the land should remain planned for private recreation use.

**Parks and Recreation:** Two main considerations are development encroachment on existing parkland and the potential for parkland dedication. County policy supports protection of existing parkland and encourages site design and layout that minimizes adverse impacts on parkland and other natural resources. The Park Authority owns the adjacent parcel 108-1 ((11))A. This parcel is operated as a portion of the Accotink Stream Valley Park and helps protect sensitive resources within the EQC. EQC and RPA acreage associated with the Accotink Stream Valley should be protected and dedicated to the Park Authority. Natural buffers should be provided between managed natural areas and the proposed development that would allow for sufficient space for a possible trail and other recreational amenities. Future stormwater detention should be managed to minimize the impacts to the current and future parkland areas.

The recreation facilities in the Springfield Planning District are deficient, using the standards established by the Park Authority through the Needs Assessment study. A publicly available rectangular field at this location would mitigate some of the projected deficiency in fields and provide leisure and recreation opportunities for nearby residents and future employees on the subject property. In addition, a field would serve the adjacent Lower Potomac Planning District, which is also projected to have a deficiency in active recreation facilities

## RECOMMENDATION

Staff recommends approval of an alternative to support a mix of industrial and predominantly office uses on the 56 acre former landfill area at an intensity up to .20 FAR. This would result in a development intensity of .10 FAR over the entire 118-acre subject property with 300,000 square feet of office use and 165,000 of warehouse use, for a total of 465,000 square feet of development. With the exception of a condition relating to the provision or contribution to a recreational field, the conditions mirror those of the BRAC APR Task Force.

Planning the subject area for office use can benefit Fort Belvoir because jobs supportive of the Post may locate there, while the low-rise buildings will avoid conflict with Davison Airfield height restrictions. Moreover, the nomination offers a benefit to Fairfax County because it affords the opportunity to preserve environmentally sensitive area designated as EQC and RPA. At an FAR that is significantly lower than the original nomination, transportation impacts can be more readily mitigated. Development at an intensity up to .20 FAR would be consistent with the current Plan

guidance to provide an appropriate transition to the industrial area to the north and the less intense industrial, office, and residential uses to the southwest.

## PROPOSED AMENDMENT TO THE COMPREHENSIVE PLAN

**MODIFY:** Fairfax County Comprehensive Plan, 2007 Edition, Area IV Volume, Springfield Planning District as amended through 1-26-2009; I-95 Corridor Industrial Area, Land Unit G, pages 23-24.

(Additions are shown underlined; deletions are shown with ~~strikethrough~~.)

“ Land Unit G

This land unit is located south of Backlick Road ~~and the Fairfax County Parkway~~, west of Telegraph Road, and east of Cinder Bed Road. Approximately 56 acres is a former debris landfill that was closed in 1981. Portions of the land unit are currently used as a top-soil processing site, a surface parking lot, and a golf course. ~~while another portion was formerly used as a landfill~~ The land unit also contains approximately 62 acres of ~~extensive EQC land.~~ Environmental Quality Corridor (EQC) and Resource Protection Area (RPA) acreage. ~~The area formerly used as a landfill is planned for future use as private recreation use.~~

Development of industrial uses up to .35 FAR on the top soil processing site may be appropriate. However, sufficient documentation will need to be provided to verify that the top soil processing site is suitable and safe for building and an environmental study must be performed. If found not to be suitable and safe for building, or if environmental issues cannot be resolved, this site should be planned for private recreation use. Land should be dedicated for public park use adjacent to existing parkland along Accotink Creek.

As an option, the 56-acre former landfill site may develop as office and industrial use at an intensity up to .20 FAR, with approximately 75 percent office and 25 percent industrial use, such as warehousing. Development on the entire land unit should not exceed an intensity of .10 FAR.

Documentation including but not limited to a geotechnical report, landfill gas investigation report, and other studies should be provided to appropriate County agencies for review to verify that the former landfill site is suitable and safe for development prior to final site plan approval. If any area is found not to be suitable and safe, or if environmental issues cannot be resolved, this portion of the land unit should be preserved as open space.

The option should satisfactorily address the following conditions:

- Provision of a unified site design, with low-rise buildings in a campus setting. The buildings and hardscape elements should share similar architectural features;
- Approval of the proposed buildings by the Federal Aviation Administration (FAA) to assure no interference with operations at Davison Airfield;
- Mitigation of the impact on parks and recreation as per policies contained in Objective 6 of the Parks & Recreation section of the Policy Plan and Springfield Planning District standards, including the construction of a publicly available rectangular field that meets Fairfax County Park Authority (FCPA) standards within

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the portion of the subject property that is planned for private recreation use. If a field is not environmentally suitable at this location, a contribution should be made for the construction of a rectangular field at another location in Fairfax County pending approval by the Fairfax County Park Authority;

- Dedication of Environmental Quality Corridor (EQC) and Resource Protection Area (RPA) acreage to Fairfax County;
- Accommodation of telecommunications antennas and equipment cabinets as appropriate;
- Provision of vehicular access to Telegraph Road with only limited access via Cinder Bed Road;
- Implementation of intersection improvements such as signal timing and modification and additional lanes if they are required to adequately serve the subject property;
- Mitigation of future traffic volumes through contributions made to the construction of an interchange at the Richmond Highway/Telegraph Road intersection and the improvement of a full interchange at the Fairfax County Parkway/Telegraph Road as noted on the Countywide Transportation Plan map; and
- Phasing of development in such a way that road improvements and effective traffic mitigation measures will be in place for completed or substantially completed phases prior to proceeding with future development phases.

**NOTE:** The Comprehensive Plan Map will not change.