

**PRELIMINARY
STAFF REPORT
2008 BRAC AREA PLANS REVIEW**

SUPERVISOR DISTRICT: LEE

BRAC APR ITEM(S): 08-IV-10S

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

ACREAGE: 11.55 acres; 503,262 square feet

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: Bounded by the Franconia-Springfield Parkway to the South and Beulah Street to the East.

PLANNING AREA: IV

District: Springfield Planning District

Sector: Beulah

Special Areas: S9, Beulah Community Planning Sector; Walker Lane/Lewin Park Area

ADOPTED PLAN MAP: 1-2 DU/acre

POLICY PLAN TEXT: The Policy Plan of the Fairfax County Comprehensive Plan recommends the following:

Land Use –Amended through 12-3-2007, Pages 22-23

Appendix 8: Guidelines for Neighborhood Redevelopment

“5. Proposals must provide a traffic impact analysis, consistent with standard County traffic analysis procedures, which demonstrates that the proposal with appropriate mitigative measures will not result in an adverse traffic impact.

6. The proposal must demonstrate that it will not adversely impact other County public facilities, including sewer, water, schools, parks, and fire service or that these impacts can be mitigated.

7. The proposal must demonstrate that the scale and intensity of development, anticipated with the replanning, is compatible with adjacent land uses and/or neighborhoods and that it will not create an adverse, long-term land use precedent for change on nearby properties.

8. The proposal must demonstrate that it furthers relevant County goals and objectives as set forth in the Comprehensive Plan.

9. The proposal must demonstrate that it will not create an adverse, long-term impact on the environment.”

Land Use, Objective 12, page 8: The location and level of development intensity should be utilized as a means of achieving a broad range of County goals.

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

Policy d: Locate development intensity in a manner which assists in achieving appropriate community character.

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

Objective 13: The pace of development in the County should be in general accord with the Comprehensive Plan and sustainable by the provision of transportation and public facilities.

Policy a. Influence the timing of development to coincide with the provision of transportation and other necessary public improvements.

Policy b. Make provisions for new residential and non-residential development to meet the projected demand for public facilities on-site and/or contribute to the acquisition of nearby property to meet this demand.

Policy c. Commit through the Capital Improvement Program, funding for facilities in general accord with the County's Comprehensive Plan.

Policy d. Require the proportionate participation of all development in fully mitigating impacts to public facility and transportation capacity.

ADOPTED PLAN TEXT:

Fairfax County Comprehensive Plan, 2007 Edition, Area IV, Springfield, Amended through 8-6-2007, S9-Beulah Community Planning Sector, p. 91

“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.

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.

PROPOSED PLAN AMENDMENT: Allow for office or office and hotel at an intensity up to 1.95 FAR. The first option would result in 981,360 square feet of office use. The second option would result in a 350-room, 200,000 square foot hotel and 781,360 square feet of office use.

SUMMARY OF STAFF RECOMMENDATION:

- Approve Nomination as submitted
 Approve Staff Alternative
 Retain Adopted Plan

An option exists under current Comprehensive Plan (the Plan) recommendations that supports office, hotel, and retail uses at an intensity up to 0.55 FAR for the subject property. This would permit approximately 276,000 square feet of non-residential development. If all 276,000 square feet (sf) of this non-residential development were office use, approximately 920 jobs would be created. Staff feels this amount of office development permitted under the current Plan is sufficient when considering this with the other BRAC nominations that propose a significant amount of office use, particularly those that are located closer to the Engineer Proving Ground (EPG) or are in a designated mixed use activity center such as the Springfield Community Business Center or the Franconia/Springfield Transit Station Area.

This nomination proposes over 3.5 times the intensity and amount of development as recommended under the current Plan option. In addition, the nomination proposes a level of intensity three times greater than exists on the 37-acre Metro Park development adjacent to the site to the north. If approved, the nomination would result in 3,200 office employees under the first option and 2,500 employees under the second option, essentially tripling the amount of jobs currently envisioned.

A development intensity of 0.62 FAR was approved by the Board of Supervisors for the Metro Park office park, which is adjacent to the subject property. The intensity implements Comprehensive Plan guidance that allows for a slightly higher intensity of development at the Metro Park site (Land Units A and B), with a slight tapering within Lewin Park (Land Unit C). The purpose of this Plan guidance is to encourage a unified medium intensity development in the three land units to avoid creating a high intensity node in this location.

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. Ideally, development should occur in areas planned for mixed use and have supporting infrastructure such as transit to reduce trips and accommodate future Fairfax County commuters and residents. For example, if 6,400 Washington Headquarters Services (WHS) employees are to be relocated to the GSA, an approximately equal number of contractor jobs may be expected to support the WHS work force.

The preliminary Task Force recommendations for nominations in this area could produce approximately 2,300 office employees at GSA. When these 2,300 jobs are added to the 5,000 office employees that are proposed at the redeveloped Springfield Mall and the Task Force supported 9,000 jobs in the Springfield CBC, the needs of BRAC and office use would be met for possibly years after the 2011 BRAC relocation deadline. Given this factor as well as the likelihood that the addition of a significant amount of jobs to Lewin Park would exacerbate severe transportation deficiencies, and adding office development potential in this area could create competition in the market for development in these more appropriate activity centers, staff recommends retaining the adopted Plan which provides ample office development.

BACKGROUND: A rezoning in the Walker Lane/Lewin Park Area, RZ-1998-LE-048, was approved by the Board of Supervisors on August 2, 1999. This action rezoned approximately 37 acres in Land Units A and B to the Planned Development Commercial (PDC) District. Concurrently, the Conceptual/Final Development Plan for Metro Park was approved that proposed office, hotel, retail, and child care uses at a 0.62 FAR. These actions allow for the optional uses Land Unit B to be exercised, a condition that must

be fulfilled in order for the Land Unit C option to be realized. Therefore, office, hotel, and support retail uses up to 0.55 FAR on Land Unit C are permitted under current Plan recommendations. Refer to page 9 for a map of the Walker Lane/Lewin Park area.

The subject property, the Lewin Park subdivision, is zoned R-1. The current Plan designation is for 1-2 dwelling units per acre. The subdivision is divided into four quadrants by Arco Street that runs north-south and Lewin Drive that runs east-west. Of the 26 parcels in the subdivision, 18 are developed with single family detached units. The remaining eight parcels located in the south-east quadrant are current vacant and contain substantial mature tree cover. Access to the subject property is provided from Beulah Street.

CRITICAL ISSUES

Land Use

- If certain conditions are met, an option for non-residential development an intensity up to 0.55 FAR exists under current Plan recommendations. The Plan has been partially implemented by the Board of Supervisors zoning approval and later construction in Land Units A and B of development at an intensity of 0.62 FAR . Development at the proposed intensity of 1.95 FAR on Land Unit C would be incongruous with the Comprehensive Plan vision for Land Units A , B, and C that recommends a visually and physically unified development at an intensity up to 0.55 FAR. The intensity provide opportunity for limiting building heights as well as usable open space such as urban parks and/or plazas
- Under preliminary Task Force recommendations for nominations in the Franconia-Springfield TSA and Springfield CBC, approximately 11,800 office jobs could be created. When considering this amount of office development and number of employees that would result in conjunction with all other BRAC APR nominations, the quantity of office use well exceeds BRAC needs. Allowing office development in Lewin Park over the amount that could be built under the current Plan would add to this already over-saturated development potential.
- A proffered commitment for a planned interchange at the Franconia-Springfield Parkway and Beulah Street would result in a portion of the subject property dedicated for right-of-way (ROW). As a result, the effective intensity of the proposed nomination would be higher than 1.95 FAR. The Comprehensive Plan recommendations limit building heights to 12 stories and includes lower maximum heights along Beulah Street depending on the setback distance (see Appendix I for details). The nominated intensity would make it difficult to achieve these design recommendations due to the proposed intensity and smaller developable area due to a portion of the subject property dedicated for the interchange ROW.

Transportation

- Access to the subject property should be from within the existing Metro Park development via Jasper Lane and Metro Park Drive or another internal Metro Park roadway. ***There should be no access allowed to and from Beulah Street and the Franconia-Springfield Parkway.***
- Construction of a full grade-separated interchange at Franconia-Springfield Parkway/Beulah Street is noted in the Comprehensive Plan. A portion of the subject property would be dedicated for this improvement. Presently, there is no funding available for the construction of this interchange.
- Staff recommends phased development so build-out and occupancy does not occur prior to opening of the Franconia-Springfield Parkway/Beulah interchange, Franconia Road/South Van Dorn Street interchange, and improvements to I-95 between the I-495 Beltway and points south.

- The existing Level of Service (LOS) is identified as “E” in the AM peak and “F” in the PM peak for the Franconia-Springfield Parkway/Beulah Street intersection. Vehicle access to the nominated parcels from I-95 HOV via the Franconia-Springfield Parkway HOV ramps will be constrained by existing degraded intersection LOS.
- The existing LOS is identified as “D” in the AM peak and “F” in the PM peak for the I-95 HOV/Franconia-Springfield Parkway (VA-7900) intersection. In addition, travel to and from the I-495 Capital Beltway via Beulah Street and South Van Dorn Street could cause intersection LOS degradation at the Beulah Street/Franconia Road intersection and further degradation of the Franconia Road/South Van Dorn Street intersection, which operates at congested LOS in the AM and PM peaks at “D” and “E” respectively.
- The proposed nomination is estimated to generate approximately 11,000 additional trips over the current Comprehensive Plan. This exceeds the 5,000 additional daily trips threshold established by VDOT Chapter 527 regulations, requiring this proposed Plan amendment be submitted to VDOT for Traffic Impact Analysis review and comment.

Environmental

- 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.

Parks and Cultural Resources

- The impact on parks and recreation should be mitigated per County policies contained in Objective 6 of the Parks and Recreation Section of the Policy Plan. See Attachment I.

Due to the impacts noted above, staff does not support the nomination. An option exists under current Comprehensive Plan recommendations that would allow for office, hotel, and retail uses at an intensity up to 0.55 FAR for the subject property. This would permit approximately 276,000 square feet of non-residential development. Staff does not feel increase in development intensity is warranted at this site.

ATTACHMENT I

Current Plan Text, Area IV, Springfield Planning District, pages 90-99
S9 BEULAH COMMUNITY PLANNING SECTOR

CHARACTER

The Beulah Community Planning Sector, located south of Franconia Road and between the CSX Railroad and Beulah Street, consists of low and medium density residential uses in addition to commercial and industrial uses. At the northeast tip of the sector, there is a concentration of commercial, institutional, and public uses as well as residences. A small industrial area is located west of Fleet Drive. Franconia Road, Beulah Street, the Franconia-Springfield Parkway, and Fleet Drive are the major roadways in this sector.

This sector contains older neighborhoods and some open space. Such areas have a high potential for heritage resources. Of particular interest is Parcel 91-1((1))11 and the older neighborhoods along Beulah Street and north of Fleet Drive. The Olivet Episcopal Church, built in 1898, is located at the intersection of Beulah Street and Franconia Road.

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

The Beulah Planning Sector contains stable residential neighborhoods. Infill development should be of a compatible use, type, and density and in accordance with the guidance provided by the Policy Plan under Land Use Objectives 8 and 14. Where substantial parcel consolidation is specified, it is intended that such consolidations will provide for projects that function in a well-designed, efficient manner and provide for the development of unconsolidated parcels in conformance with the Area Plan. The area bounded by Franconia Road on the north, and Beulah Street and Grovedale Drive on the east and west, respectively, should develop as the community focal point for the greater Franconia area. A cluster of public facilities (including the Franconia Government Center), community-serving office and retail uses, and the historic Olivet Episcopal Church are located here. Compatible redevelopment along with an urban park will help establish this area as a community focal point and complement the function of this area as a location for community activities and interaction.

Figure 45 indicates the geographic location of land use recommendations for this sector.

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 46.

LAND UNIT A

At the baseline, Land Unit A, located east of the CSX Railroad tracks, north of the Franconia-Springfield Parkway, and at 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 to 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 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

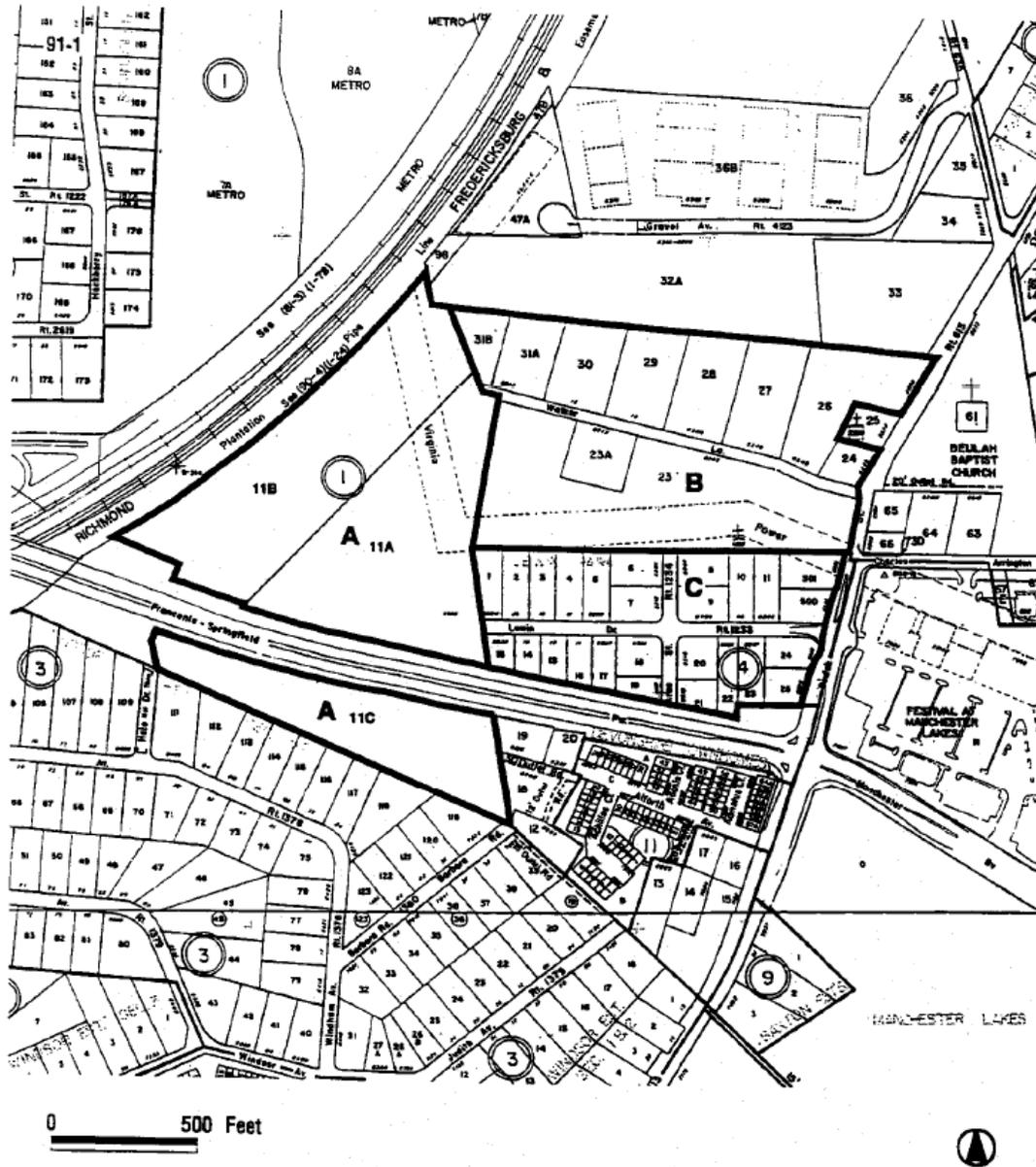
- Access from the Parkway for emergency vehicles associated with an urgent care facility and a shuttle bus linking the Metro Station, and a right-in/right-out vehicular connection from Land Unit A to the Parkway may be appropriate provided that such are approved by the Commonwealth Transportation Board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

FAIRFAX COUNTY COMPREHENSIVE PLAN, 2007 Edition
Springfield Planning District, Amended through 8-6-2007
S9-Beulah Community Planning Sector



WALKER LANE/LEWIN PARK AREA **FIGURE 46**
S9 BEULAH COMMUNITY PLANNING SECTOR

ATTACHMENT II

Fairfax County Comprehensive Plan, 2007 Edition, Policy Plan, Parks and Recreation, Amended through 6-20-08, Page 8.

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

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

Policy d: Ensure that Comprehensive Plan land use amendment proposals for higher densities include recommendations for the provision of parkland and trails to offset the impacts of increased density.