

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

SUPERVISOR DISTRICT: LEE

BRAC APR ITEM(S): 08-IV-4S
08-IV-5S
08-IV-8S
08-IV-6S
08-IV-7S

MOUNT VERNON

NOMINATORS: 08-IV-4S: Robert J. Makheja
08-IV-5S: Lynne J. Strobel
08-IV-6S: Steven W. Schmitz
08-IV-7S: Lynne J. Strobel
08-IV-8S: William B. Lawson, Jr.

ACREAGE: 08-IV-4S: 8.37 Acres;
08-IV-5S: 6.69 Acres;
08-IV-6S: 20.32 Acres;
08-IV-7S: 89.56 Acres;
08-IV-8S: 6.3 Acres

TAX MAP ID: 4S:99-2 ((1)) 1B, 1C, 99-1 ((1)) 24A
5S: 99-1 ((5)) 8, 9, 10
6S: 99-1 ((7)) 3, 4A, 4B, 5, 6, 7A, 8, 7B
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
6S: West of I-95, West of Backlick Road, adjacent to EPG
7S: West of I-95, South of Fullerton Road, East of Rolling Road

PLANNING AREA: IV
District: 4S, 5S, 8S: Lee
6S, 7S: Mount Vernon
Sector: NA
Special Areas: 4S, 5S, 8S: I-95 Corridor Industrial Area, Land Unit A
6S: I-95 Corridor Industrial Area, Land Unit B
7S: I-95 Corridor Industrial Area, Land Unit C

ADOPTED PLAN MAP: 4S, 8S: Industrial, Public Park
5S, 6S, 7S: Industrial

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

Land Use: Page 8, Objective 12: Policy a. Concentrate the highest level of development intensity in areas of transportation advantage, i.e. the Tysons Corner Urban Center, cores of Suburban Centers, and Transit Station Areas. 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.

Land Use: Page 9, 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 d. Require the proportionate participation of all development in fully mitigating impacts to public facility and transportation capacity.

Land Use: Pages 9-10, Objective 14: Fairfax County should seek to achieve a harmonious and attractive development pattern which minimizes undesirable visual, auditory, environmental and other impacts created by potentially incompatible uses. Policy i. Minimize the potential adverse impacts of the development of frontage parcels on major arterials through the control of land use, circulation and access.

ADOPTED PLAN TEXT: 4S, 5S, & 8S: Industrial Uses up to .35 FAR
6S, 7S: Industrial Uses up to .50 FAR

For complete Plan text see Attachment 1.

PROPOSED PLAN AMENDMENT: **4S:** Office with supporting retail up to 2.0 FAR
5S: Industrial uses in accordance with existing zoning with an option for commercial development comprised of office and/or hotel with support services up to a 2.0 FAR.
6S: Office and retail uses up to 1.2 FAR
7S: Office with supporting retail up to 2.0 FAR
8S: Mixed Uses, office, hotel, retail up to 2.0 FAR.

BACKGROUND:

The nominations are within Land Units A, B, and C of the I-95 Corridor Industrial Area, west of I-95. All properties are proximate to the Engineering 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. The facility plans

are 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 to house contractors or other employers who may wish to be located near EPG to support the new BRAC related jobs. The properties surrounding these areas are industrial in character. 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. As detailed in the Transportation section, major road improvements are planned for this area, but not completely funded at this point. Cumulatively, nominations request 10,760,000 square feet of office, retail, and hotel use in a total area of 137.81 acres. When compared to the Comprehensive Plan, the subject areas are recommended for 2,818,781 square feet of industrial use. Under present zoning, approximately 2,832,350 square feet of industrial or office use could be developed.

4S: This nomination is 8.37 acres and contains an auto repair and body shop commercial use. Under current Comprehensive Plan recommendations, approximately 127,610 square feet of industrial use at a maximum intensity of .35 FAR could be developed. The subject property is zoned C-8 and I-5. This would allow for 156,163 square feet of industrial or office use and 12,545 square feet of retail. The nomination proposes three class A offices in buildings up to 12 stories in height with first floor retail for a total of 729,204 square feet.

5S: The nomination area is 6.69 acres in size and is part of the Newington Belvoir Industrial Park and is developed with two industrial buildings. It is currently planned for industrial use up to .35 FAR with a total of 101,995 square feet of industrial use. The I-5 zoning potential is 145,708 square feet of office or industrial use. The nomination proposes a total of 582,832 square feet with 90% office/hotel use and 10% retail/support services.

6S: This 20.32 acre nomination area contains warehouses and flex-industrial buildings, auto repair shops, delicatessens, distribution facilities, and other industrial services. It is currently planned for 442,648 square feet of industrial use at an intensity of up to .50 FAR. The current zoning is I-5 with a .50 FAR and zoning potential of 442,648 square feet of industrial or office. The nomination proposes to amend the Plan to allow mixed use development up to 1.2 FAR with 1,042,826 square feet of office and 54,885 square feet of retail.

7S: The 89.56 acre nomination is developed with low-rise industrial buildings as part of the Virginia 95 Business Park. It is planned for industrial use up to .50 FAR of development potential for a total of 1,950,617 square feet. The I-5 zoning potential is 1,950,617 square feet of industrial or office use. The nomination proposes 7,412,343 square feet of office/hotel use with 390,123 square feet of support retail for a 2.0 FAR.

8S: The nomination area is currently developed with light industrial and vehicle storage uses. It includes three parcels totaling approximately 12.85 acres, of which only 6.3 acres are developable due to environmental constraints and road right-of-way. It is currently planned for

industrial use up to .35 FAR or 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. The proposal requests amending the Plan to allow 20,000 square feet of retail, 278,000 square feet of office and 250,000 square feet of hotel use.

CRITICAL ISSUES

Land Use

Individually, the nominations propose increases in development ranging from a doubling to a multiple of close to six times that currently recommended in the Comprehensive Plan. This high level of intensity is generally reserved for mixed use areas that function as a node or town center and that are concentrated near transit. In total, the proposed nominations represent development that is nearly one-half of the office use that is presently located in Tysons Corner. The proposed development would overwhelm 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. Any changes should be carefully considered so as not to undermine the valuable service and support uses in this area. A major issue for consideration is the conversion of the area for office uses to support BRAC. With respect to industrial uses, the Existing Conditions Report published on May 2, 2008 points out that this area has a low vacancy rate, and that the Newington/Lorton submarket area, which is the second largest industrial/flex market in Fairfax County, had a vacancy rate of 7.9 % midyear 2007.

Moreover, because the area is being replanned in an uncoordinated fashion, the presence of office use on scattered sites may create issues of compatibility with remaining industrial uses. 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.

Transportation

In the June 2007 Final Environmental Impact Statement (FEIS), prepared for BRAC, the Army reached a determination for an alternative based on traffic related issues associated with development intensity. Specifically it was concluded that the use of EPG for all base realignment (approximately 20,000 jobs in total) would not be supportable from a transportation perspective. To avoid severe congestion that would last 3-4 hours projected in the areas immediately surrounding EPG, The Army capped the number of jobs at EPG at 8,500 and will build dedicated ramps to funnel EPG traffic from I-95, to avoid adding trips to the existing interchange. When compared to the proposed 39,340 jobs, even substantial transit and road improvement may not be effective.

4S: The subject property is accessed from Backlick Road. It is currently a Type B Minor Collector. The Comprehensive Plan does not recommend improvements for this four lane road.

Based on Institute of Transportation Engineers (ITE) Trip Generation, 7th Edition, 2003 rates, the proposed nomination could generate up to 9,932 additional daily vehicular trips.

5S, 6S, 7S, & 8S: These nominations are all accessed from Fullerton Road. Fullerton Road is currently a Type B Minor Collector, typically consisting of four travel lanes between the intersections with Backlick Road to the northeast, and Rolling Road to the southwest. The Comprehensive Plan recommends that Fullerton Road be improved to 6 lanes between the Fairfax County Parkway and Boston Boulevard and improved to four lanes for a portion of the segment from Boston Boulevard to Rolling Road. Portions of Fullerton Road are privately owned and include congested areas with numerous access points. The westernmost portion is two lanes between Boston Boulevard and the intersection at Rolling Road, with no dedicated turn lane capacities at the intersection, creating a particularly problematic situation and severely constrained level of service capacity. Nomination 5S could generate up to 7,566 additional daily vehicular trips, nomination 6S could generate up to 10,649 additional daily vehicular trips, nomination 7S could generate up to 84,752 additional daily vehicular trips, and nomination 8S could generate up to 5,306 additional daily vehicular trips.

In total, these nominations represent over 118,000 new trips. Individually, each of the proposed nominations generate more than 5,000 additional vehicle trips per day over the current Comprehensive Plan designations, requiring the proposed plan amendments be submitted to the Virginia Department of Transportation for Traffic Impact Analysis (Chapter 527) review and comment. From a transportation perspective, all of the nominations should be evaluated in conjunction with proximate nominations.

In addition, all of the nominations will be impacted by the construction of the Fairfax County Parkway. Once construction begins the intersection at Fullerton Road and Fairfax County Parkway will be eliminated. Currently, the interchange ramp to access I-95 northbound is unfunded, 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. Southbound I-95 will continue to be accessible via the existing Boudinot/Alban Road intersection ramp.

Cultural Resources

8S: The undisturbed forested area of Parcel 99-1 ((1)) 12 has an extremely high potential to contain Native American and historic archaeological sites. Phase I archaeological surveys should be required for any development within Parcel 99-1 ((1)) 12. If sites are discovered, Phase II and/or Phase III studies may be warranted.

Natural Resources

4S: The subject area contains Environmental Quality Corridor, EQC, area associated with Fieldlark Branch, a tributary of Accotink Stream. This area is identified as planned Public Park on the Comprehensive Plan. Any transportation connection to the Engineering 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. The EQC area associated with Fieldlark Branch should be designated as public or private open space, with possible dedication of the EQC area to the Park Authority.

6S, 8S: These subject areas are upstream from Accotink Stream Valley Park. The sensitive natural resources could be negatively impacted by the proposed development. Parcel 99-1 ((1)) 12 contains stream valley and forested EQC areas associated with Accotink Creek. 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. The nomination offers an opportunity to seek dedication of the EQC associated with Accotink Creek to the Park Authority.

7S: The subject area is adjacent to the Accotink Stream Valley Park. This park is operated by the Park Authority and contains sensitive natural resources that could be negatively impacted by the proposed development. Development at the proposed density should improve upon pre-development stormwater discharge levels. Significant increase in SWM discharge into Accotink Creek may degrade the stream valley park.

Parks

All of these nomination areas are within the Springfield Planning District which has 18 neighborhood and community parks and one countywide park. The recreation facilities in these parks do not meet standards established by the Park Authority through the Needs Assessment study. Employees will need leisure and recreation opportunities. 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 and Springfield Planning District,

Language supporting the provision of active recreation facilities for employees and hotel guests as appropriate should be included.

Urban Park features, such as pedestrian accessible plazas and seating areas should be constructed in conjunction with the proposed development.

Nomination 6S & 8S offers an opportunity to seek the construction of the planned Accotink Stream Valley Trail.

Resource Protection Areas (RPAs)

4S: The western portion of the 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 portion of the nomination is currently undeveloped and should remain undeveloped.

5S: Field Lark Branch stream valley, a tributary to Accotink Creek, traverses the eastern edge of the subject property. This waterway is considered a RPA as well as EQC and 100-year

floodplain. Approximately .3 acres of the nomination is currently within the County mapped RPA.

6S: Accotink Creek traverses in a north-south direction on the eastern boundary of the subject nomination. Accotink Creek is a RPA, EQC, and 100-year floodplain. The environmental assessment for the property indicates that 3.8 acres of the site are affected by RPA and 13.5 acres are affected by steep slopes.

7S: A tributary of Accotink Creek diverges from the main stem of the stream and traverses in an east-west direction on the southern boundary of the subject nomination. This tributary of Accotink Creek is a RPA, EQC, and 100-year floodplain.

8S: The northern portion of the nomination comprises approximately 4 acres of land - parcels 11A & 12A. The southern portion of the nomination, parcel 12, encompasses 8.8 acres of environmentally sensitive, undeveloped land. Accotink Creek traverses the western and southern portion of parcel 12. Parcel 12 is also characterized by dense vegetation and steep slopes adjacent to Accotink Creek, which is a Resource Protection Area (RPA), Environmental Quality Corridor (EQC) and 100-year floodplain. Approximately 3.9 acres of this 12.85 acre nomination are currently within the County mapped RPA. It should be noted that only .5 acres of parcel 12 is being considered for this nomination. The remaining portion is being used for the Boudinot ramp improvements.

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 (hotel).

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.

SUMMARY OF STAFF RECOMMENDATION:

Given the impacts noted related to land use and transportation, staff recommends that the Comprehensive Plan be retained. Areas planned for high intensity office uses should be part of a mixed-use development at locations 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.

The critical issues for these nominations should be considered together, as the cumulative impacts of these five nominations as proposed would result in approximately 10,760,213 square feet of office and support retail development. Together with the previously recommended nomination amendments that increase office development to 16,901,292 square feet on land parcels in the immediate I-95 Industrial Area, these nominations have the potential of adding approximately 219,000 daily vehicle trips to an already congested road network. In order to support this level of development, the Transportation component of the Comprehensive Plan would need to be amended at a minimum to increase the capacity of Backlick, Fullerton, and Loisdale Roads, Fairfax County Parkway, and the interchanges with Interstate 95 and the Franconia-Springfield Parkway. While the exact magnitude of those improvements is beyond the ability of this level of analysis, at a minimum it is estimated that all roads will need to be widened and intersections improved. Even at this general level of analysis, the complexity, cost, and timing of the needed transportation improvements suggest that nothing approaching this level of planned development can be supported.

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

CURRENT PLAN TEXT:**“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.”

“Land Unit B

This land unit includes an area of extensive and intensive industrial uses off Fullerton Road west of Accotink Creek. Continued industrial use up to .50 FAR is planned for this area. Infill development should be of similar character and intensity to existing development.

Industrial development on any of the parcels north of Fullerton Road, between Fullerton Industrial Park and Rolling Road, should not have direct access to Rolling Road, and should provide effective buffering and an adequate transition to Rolling Road.

Retail and commercial development adjacent to residential areas may be appropriate on the parcels between the Fullerton Industrial Park and Rolling Road (Tax Map 98-2((5))109A, 115, 120, 132A; ((15))G, H, I and ((17))D, E, F) off Fullerton Street immediately east of Rolling Road provided that such development:

- Is well designed;
- Has coordinated internal traffic circulation and coordinated access; and
- Provides an attractive landscaping buffer adjacent to Rolling Road.

The Fullerton Road access to Rolling Road shall be permanently opened upon the following conditions being satisfied:

- The intersection of Rolling and Fullerton Roads (or other permanent access) must be reviewed, planned, designed and constructed using all relevant and traditional procedures, codes, and standards, as mandated by appropriate County and State agencies;

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- Access to the Fullerton Industrial Park from Rolling Road must be legally denied to trucks weighing five tons or more, subject to VDOT approval;
 - To address current and future traffic needs, permanent signalization, turn lanes, etc., must be provided, as appropriate;
 - All project planning design, and construction costs for the projects should be funded with a combination of private or public funds. Any public funds should not be relocated from higher priority transportation projects. Moreover, the project should be added to the six-year plan;
 - All applicable federal, state, and local laws and regulations governing the environment, historical preservation, architecture, and all other applicable rules must be followed; and
 - The current gate on Fullerton Road shall remain closed, except for emergency access, until funding is provided to improve the intersection to VDOT standards.”

“Land Unit C

This land unit, located west of Accotink Creek along both sides of Boston Boulevard, is planned for industrial use up to .50 FAR. The Virginia 95 Business Park occupies much of the land with low-rise buildings. Infill development should be of a compatible use and design with existing uses, and provide buffering to adjacent uses.

The 15-acre Parcel 99-1((12))C, located south and east of the junction of Boston Boulevard with Fullerton Road, is planned for industrial uses up to .50 FAR. As an option, community-serving retail uses may be appropriate if Fullerton Road between Boston Boulevard and Boudinot Drive is designated as a six-lane facility and Boston Boulevard is designated as a four-lane facility from the entrance to the subject property east to Fullerton Road, Boston Boulevard is not connected through to Rolling Road to the west, and the following conditions are met:

- The development is designed as a single integrated center and does not appear as a strip commercial center; architectural materials are utilized that are similar to existing buildings within the Virginia 95 Business Park; the development is effectively screened and buffered from adjacent uses and consideration is given to berming around the periphery of the site;
- Building height is limited to a maximum height of 40 feet with an FAR not to exceed .25;
- Landscaping, lighting, and other features are provided along Fullerton Road and Boston Boulevard to continue the existing streetscape; interior parking lot landscaping is provided on-site in accord with Fairfax County guidelines;
- Water quality protection measures to protect the Accotink Creek Environmental Quality Corridor are incorporated into the development of the subject property, with emphasis given in these measures to preventing hydrocarbon runoff;

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- The slopes of the Accotink Creek outside the property limits are to remain undisturbed. Land disturbing activities along the slopes within the property limits should be minimized. Consideration will also be given to providing supplemental plantings on the slopes to the Accotink Creek within the property;
 - Access to the property is located on Boston Boulevard via a common entrance with the adjacent property to the west (Tax Map 99-1((12))24);
 - Sufficient right-of-way is provided and specific frontage improvements along both Fullerton Road and Boston Boulevard are constructed as determined appropriate by Fairfax County as development and/or redevelopment occurs;
 - The existing bridge over Accotink Creek is reconstructed as determined appropriate by Fairfax County;
 - The environmental impacts on the Accotink Creek of any bridge construction should be minimized; and
 - Prior to occupancy, interchange improvements constructed as part of the I-95 HOV project are available for use by traffic.”

I-95 West Industrial Corridor Nominations: 4S, 5S, 6S, 7S, 8S



1,000 Feet

Fairfax County Department of Planning and Zoning
Aerial Imagery, Copyright 2004, Commonwealth of Virginia

July 2008





