



# PROPOSED COMPREHENSIVE PLAN AMENDMENT

ITEM: ST09-IV-S1  
February 4, 2010

**GENERAL LOCATION:** East of Loisdale Road, West of the CSX railroad tracks, North of Newington Road, generally South of Loisdale Park

**SUPERVISOR DISTRICT:** Lee

**PLANNING AREA:** IV

**PLANNING DISTRICT:** Springfield

**SUB-DISTRICT DESIGNATION:**

I-95 Corridor Industrial Area, Portion of Land Unit K

**PARCEL LOCATION:** 90-4 ((1)) 4, 5, 6A, 7(pt.); 99-2 ((1)) 2A, 2, 3, 5, 5A, 7, 7A, 8

**PLANNING COMMISSION PUBLIC HEARING:** Wednesday, March 3, 2010 @ 8:15 P.M.

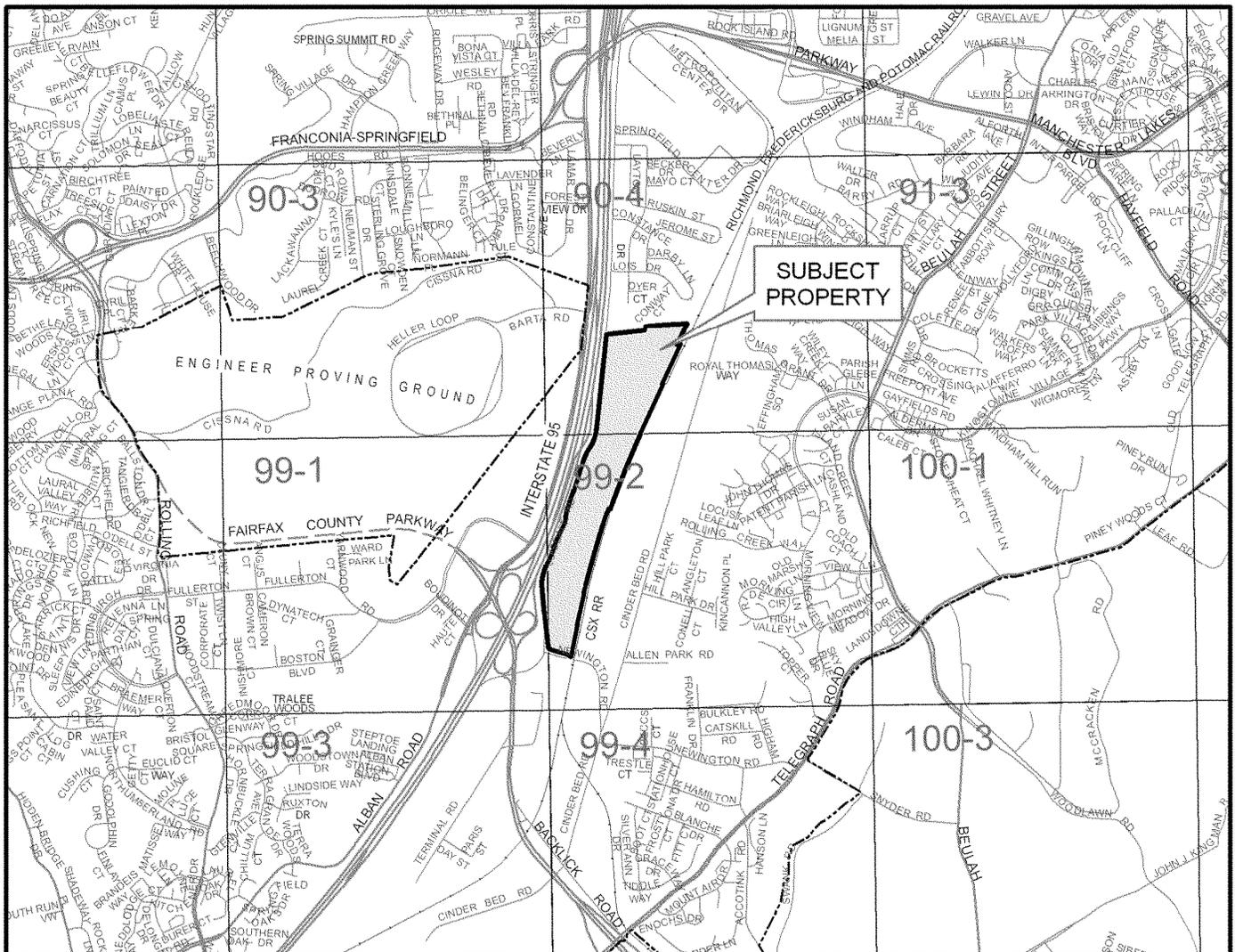
**BOARD OF SUPERVISORS PUBLIC HEARING:** Tuesday, March 23, 2010 @ 4:00 P.M.

**PLANNING STAFF DOES RECOMMEND THIS ITEM FOR PLAN AMENDMENT**

For additional information about this amendment call (703) 324-1380.



Reasonable accommodation is available upon 7 days advance notice. For additional information about accommodation call (703) 324-1334.



3000 FEET

PREPARED BY THE DEPARTMENT OF PLANNING AND ZONING USING FAIRFAX COUNTY GIS



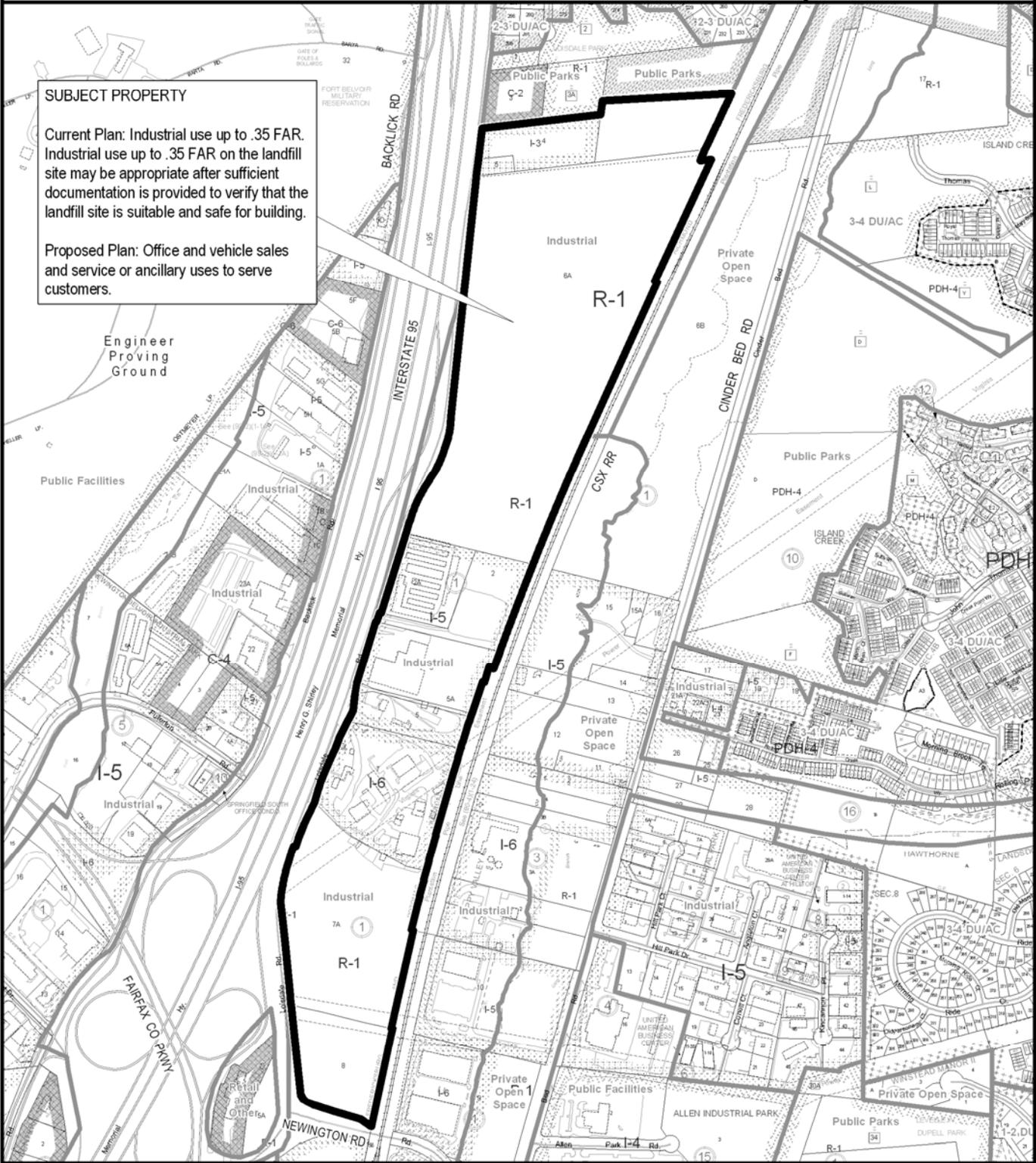
**CURRENT PLAN AND PROPOSED PLAN CHANGE**  
 PARCEL LOCATION MAP SHOWING CURRENT PLAN AND PROPOSED CHANGE FOR  
 SUBJECT PROPERTIES AND CURRENT PLAN MAP FOR ADJACENT AREAS

ITEM: ST09-IV-S1  
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**SUBJECT PROPERTY**

Current Plan: Industrial use up to .35 FAR.  
 Industrial use up to .35 FAR on the landfill site may be appropriate after sufficient documentation is provided to verify that the landfill site is suitable and safe for building.

Proposed Plan: Office and vehicle sales and service or ancillary uses to serve customers.



800 FEET

PREPARED BY THE DEPARTMENT OF PLANNING AND ZONING USING FAIRFAX COUNTY GIS  
 PARCEL INFORMATION CURRENT TO NOVEMBER 2009



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## **Staff Report for Loisdale Road Special Study (ST09-IV-S1)**

### **BACKGROUND**

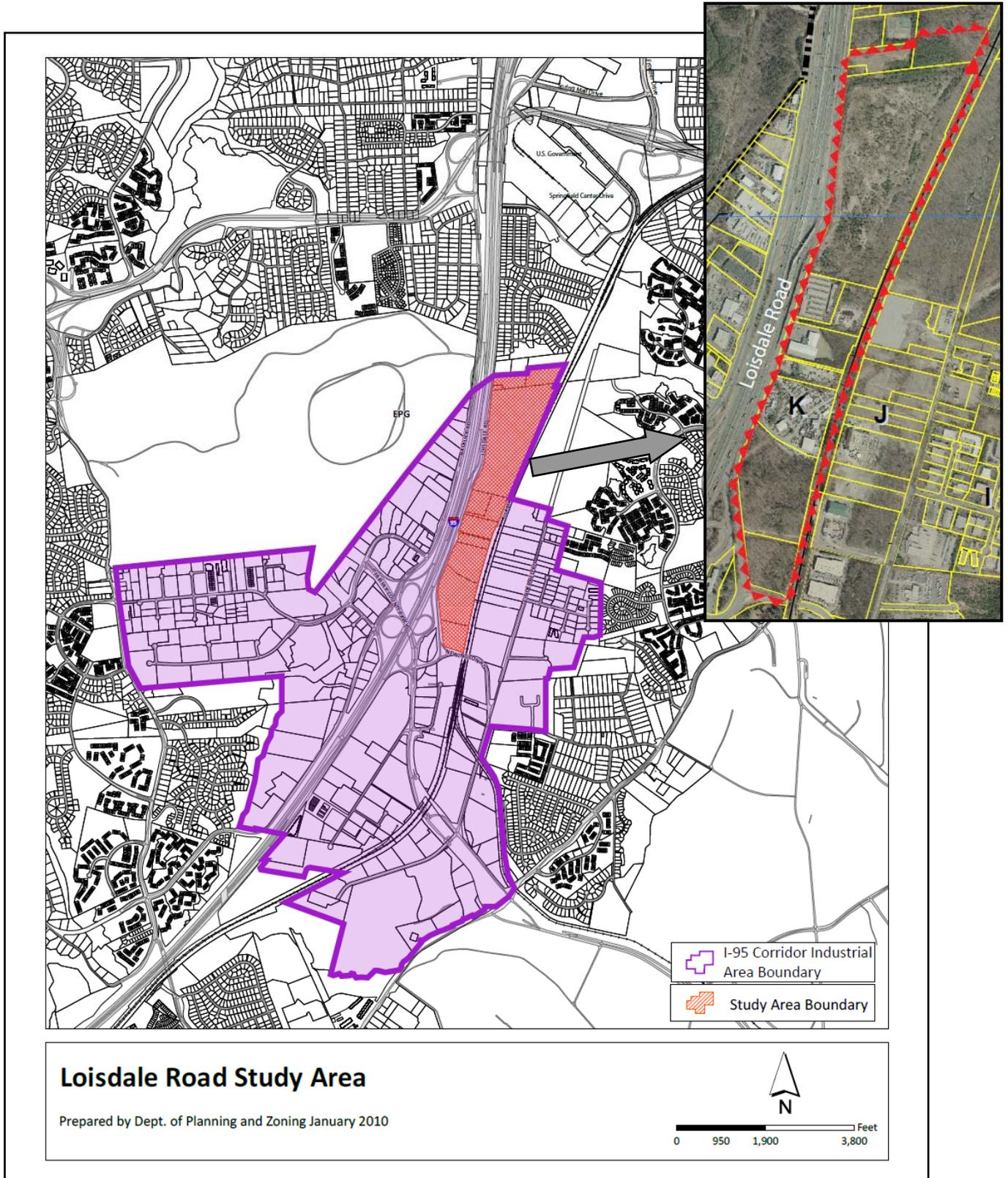
On January 12, 2009, the Fairfax County Board of Supervisors authorized the Loisdale Road study to review an approximately 120 acre area located east of Loisdale Road, west of the CSX railroad tracks, north of Newington Road, and generally south of Loisdale Park. The Comprehensive Plan designates the subject area as a part of Land Unit K in the I-95 Corridor Industrial Area. The purpose of the Loisdale Road special study is to analyze the benefits and impacts of introducing additional uses to include office, vehicle sales and service or comparable uses, and public parks in an area predominantly planned for industrial use.

During a 2008-2009 planning effort known as the Base Realignment and Closure (BRAC) Area Plans Review (APR) process, a group of nominations proposed to replan parcels within and adjacent to the study area from industrial to office use. The purpose of the BRAC APR process was to consider nominations to amend the Comprehensive Plan for areas in southern Fairfax County in response to Department of Defense (DoD) initiatives that will move thousands of jobs from leased office space and other facilities in the Washington metro region to the Fort Belvoir main post and the nearby Engineer Proving Ground (EPG). These jobs are anticipated to create a demand for a variety of supportive technical and administrative jobs in private space located near Fort Belvoir or EPG.

Originally, three nominations were proposed within the Loisdale Road Study Area. These nominations encompassed 140 acres and proposed approximately seven million square feet of non-residential development consisting of office and retail uses. The preliminary staff recommendation was to retain the current Comprehensive Plan due to concerns over losing a large area designated for industrial use. Furthermore, the existing Comprehensive Plan for the surrounding area provides development capacity in excess of the projected amount of office space needed to meet BRAC-related demand. One of the nominations was withdrawn, leaving the two remaining nominations that proposed about 1.8 million square feet of non-residential development on approximately 36 acres. These two remaining nominations, 08-IV-1S and 08-IV-3S, were deferred into this study.

The cumulative transportation impact of the three original nominations would have resulted in over 100,000 additional daily vehicular trips over the estimated number of trips that would be generated by the current Comprehensive Plan buildout. The estimated additional trips raised significant concerns because capacity is limited on Loisdale Road, a minor arterial roadway which carries a mix of through and locally-generated traffic. Loisdale Road connects to interchange ramps located at Franconia Road to the north and at Newington Road to the south, where Newington Road connects to the Fairfax County Parkway and I-95. Local traffic from the Franconia-Springfield Transit Station Area is predominately generated by hotels, retail and office uses, and the Springfield shopping mall that has been recently replanned as a high-intensity mixed-use town center.

Figure 1: Loisdale Road Study Area and I-95 Corridor Industrial Area



Loisdale Road serves as access to the GSA-Parr Warehouse area and Springfield Industrial Park, an area planned for a mix of office, residential, institutional, and research and development uses located in proximity to the Franconia-Springfield Metro station. Loisdale Road also provides the only access to Loisdale Estates, a stable single family residential community of nearly 300 detached homes located just south of the Springfield Industrial Park. Along its southern segment, Loisdale Road serves as a frontage road for industrially planned and zoned properties.

Given the need to balance concerns for maintaining a proper land use mix, the contractor demand associated with BRAC job relocations, and the limited transportation capacity of Loisdale Road, the BRAC APR Task Force and staff recommended to the Planning Commission that the area be evaluated as a separate study. In December 2008, the Planning Commission recommended that the Board authorize the Loisdale Road Special Study to consider office and private recreation uses. The Loisdale Road Special Study was authorized by the Board in January 2009. The study also includes an evaluation of vehicle sales and service facility or other uses that are comparable in terms of intensity and the number of trips generated, among other characteristics.

## **APPROACH**

Two land use alternatives were evaluated in the study. Alternative 1 proposes one million square feet of office use on approximately 30 acres. This alternative reflects a development scenario similar to that proposed by the two BRAC APR nominations, which consisted of approximately 1.8 million square feet of office, retail and hotel development on 36 acres. Alternative 2 considers 200,000 square feet of office use on approximately 23 acres and a 100,000 to 150,000 square foot automobile dealership on approximately 30 acres with service facilities or other compatible uses. While the development intensity proposed in Alternative 1 is based upon the BRAC nominations, an underlying focus of Alternative 2 is to determine a level of development that would not generate significantly more vehicle trips than that which would be produced by the adopted Comprehensive Plan recommendations. Both alternatives consider the addition of public parks and/or active recreation fields.

## **CURRENT COMPREHENSIVE PLAN**

### ***I-95 Corridor Industrial Area***

The Comprehensive Plan recommends this area be developed with industrial use, which includes categories such as storage and distribution, scientific research facilities, light manufacturing, and repair and maintenance services. Because industrial uses may create various degrees of visual, noise, and other undesirable impacts on adjacent uses, they are often located where the effect of those impacts can be minimized. Industrial uses are an important component of Fairfax County's local economy, however appropriate locations for industrial uses are becoming limited as the county is increasingly developed. As a result of the desire to maintain industrial areas and minimize incompatibility between industrial areas and other land uses, office and other commercial uses are generally not planned in industrial areas. However, some office and support retail uses are permitted in the county's industrial zoning districts.

### ***Land Unit K***

This land unit is generally planned for industrial use at .35 FAR. The guidance for Land Unit K found in the Fairfax County Comprehensive Plan, 2007 Edition, Springfield Planning District amended through 8-3-2009, I-95 Industrial Area, p 26, states:

“The majority of this land unit is planned for industrial uses up to .35 FAR. The presence and limits of an unregulated landfill south of Loisdale Park between Loisdale Road and the CSX Railroad tracks should be established and development constraints identified before any development occurs in this area. Development of industrial uses up to .35 may be appropriate after sufficient documentation is provided to verify that the landfill site is suitable and safe for building. If the site is found not to be suitable and safe for building, it should be planned for private recreation use. The landfill site is identified for possible acquisition for public recreational use. “

### ***S7 – Springfield East Community Planning Sector***

The Fairfax County Comprehensive Plan, 2007 Edition, Springfield Planning District amended through 8-3-2009, S7-Springfield East Community Planning Sector, page 82 notes the stable single-family detached residential character that includes the Loisdale Estates subdivision, located north of the study area. The Loisdale Estates subdivision is planned and developed at densities of 2-3 and 3-4 dwelling units per acre.

Parcel 90-4 ((1)) 3, located adjacent to the subject property to the north, is recommended for public park use. If the property is not acquired for park use, it is planned to be developed as zoned for transitional low-rise office use with conditions such as a substantial landscaped open space buffer and limited building height. A proffer condition amendment, PCA 80-L-004, was approved by the Board on April 27, 2009 to amend RZ-08-004, the associated rezoning application previously approved to allow for commercial development on Parcel 90-4 ((1)) 3. The approval of PCA 80-L-004 permitted modifications to the site design, allowing a single office building with an overall intensity of .50 FAR. Due to these actions, it is unlikely that this parcel will be used as a public park. The expansion of Loisdale Park between Loisdale Estates and the study area to include Parcel 90-4 ((1)) 6A is also recommended, provided that Parcel 90-4 ((1)) 6A is safe for development due to its prior use as a former unregulated landfill.

### **DEVELOPMENT POTENTIAL**

Under the current Comprehensive Plan, approximately 1.8 million square feet of industrial use could be developed within the study area. Eighty-four acres of the study area are zoned R-1, which permits dwelling units on one-acre parcels. Under this zoning, 84 single family residential units could be built. Residential construction may be unlikely given the location and constraints of the property. The balance of the study area, approximately 35 acres, is zoned I-3 and I-5 and could be developed with nearly 750,000 square feet of office or industrial use.

Figure 2: Parcel-level information including Planned and Zoned Development Potential

Parcel	Acres	Land Area (SF)	Current Land Use	GFA	Current Plan Rec.	Planned Industrial Potential (SF)	Zoning	ZFAR	Zoned Office Potential (SF)	Zoned Industrial Potential (SF)	Zoned Res Potential (units)
0904 01 0004	4.0	173,922	Vacant Land	NA	Industrial up to 0.35 FAR	60,873	I-3	0.4	69,569	69,569	NA
0904 01 0005	0.5	21,780	Vacant Land	NA	Industrial up to 0.35 FAR	7,623	I-3	0.4	8,712	8,712	NA
0904 01 0007* (~70% of the parcel is located in Land Unit K)	7.7	335,412	Vacant Land	NA	Industrial up to 0.35 FAR	117,394	R-1	1 du/ac	NA	NA	7
0904 01 0006A	53.1	2,313,915	Vacant Land	NA	Industrial up to 0.35 FAR	809,870	R-1	1 du/ac	NA	NA	53
0992 01 0002A	4.6	201,126	Mini-Warehouses (not in Industrial Park)	72,600	Industrial up to 0.35 FAR	70,394	I-5	0.5	100,563	100,563	NA
0992 01 0002	5.0	217,515	Vacant Land	NA	Industrial up to 0.35 FAR	76,130	I-5	0.5	108,758	108,758	NA
0992 01 0003	6.5	283,642	Other Industrial NEC	63,354	Industrial up to 0.35 FAR	99,275	I-5	0.5	141,821	141,821	NA
0992 01 0005A	0.3	12,713	Vacant Land	NA	Industrial up to 0.35 FAR	4,450	I-5	0.5	6,357	6,357	NA
0992 01 0005	3.1	136,256	Durable Manufacturing (not in Industrial Park)	3,212	Industrial up to 0.35 FAR	47,690	I-5	0.5	68,128	68,128	NA
0992 01 0007	11.3	492,014	Wholesale, warehousing & storage	45,140	Industrial up to 0.35 FAR	172,205	I-6	0.5	246,007	246,007	NA
0992 01 0007A	17.5	764,215	Vacant Land	NA	Industrial up to 0.35 FAR	267,475	R-1	1 du/ac	NA	NA	17
0992 01 0008	6.9	301,688	Vacant Land	NA	Industrial up to 0.35 FAR	105,591	R-1	1 du/ac	NA	NA	6
<b>TOTAL</b>	<b>120.6</b>	<b>5,254,198</b>	<b>NA</b>	<b>184,306</b>	<b>NA</b>	<b>1,838,969</b>	<b>NA</b>	<b>NA</b>	<b>749,914</b>	<b>749,914</b>	<b>84</b>

**CHARACTER OF THE STUDY AREA**

In total, approximately 25.5 acres of the 120 acre study area are developed with about 183,000 square feet of industrial use. Development includes:

- Schaeffer Industrial Park, located on parcel 99-2 ((1)) 7 at 7817 Loisdale Road. This 11 acre parcel is developed with approximately 45,000 square feet of industrial uses including warehousing and vehicle storage.
- Mini U Storage, a self storage facility, is located on parcel 99-2 ((1)) 2A at 7711 Loisdale Road. The facility is over 72,000 square feet, and the parcel measures roughly 4.6 acres.
- Parcel 99-2 ((1)) 2, also at 7711 Loisdale Road is an outdoor storage facility for heavy equipment and construction materials.
- Potomac Steel & Supply, Inc. located on Parcel 99-2((1)) 3 at 7801 Loisdale Road is about 6.5 acres and sells steel and aluminum products in addition to heavy hardware/industrial and construction supplies. Potomac Steel & Supply also provides various services such as shearing, sawing, drilling, and miscellaneous fabrication. The facilities total approximately 63,000 square feet.
- Parcel 99-2 ((1)) 5 at 7809 Loisdale Road is just over 3 acres and contains about 3,000 square feet of durable manufacturing uses.

The balance of the subject area, nearly 95 acres, is undeveloped. A majority of this undeveloped area contains a former unregulated landfill generally located on parcel 90-4 ((1)) 6A in the northern portion of the study area. Minimal vegetation on the adjacent parcels 90-4 ((1)) 4, 5, and 7 suggests poor soil quality that likely resulted from landfill related activities. Vacant parcels 99-2 ((1)) 7A and 8 at the southern end of the study area contain more mature tree cover when compared to the undeveloped parcels in the northern portion of the study area.

**CHARACTER OF THE SURROUNDING AREA**

*North:* Loisdale Park borders the study area to the north. The master plan for this 8.6 acre park shows a picnic and tot lot area, tennis courts, a multi-use court, and an open play area. According to the Fairfax County Parks and Recreation standards, Loisdale Park is classified as a neighborhood park. Recommendations contained in the Springfield Planning District Community Planning Sector S7, Parks and Recreation Recommendations, Figure 40, p 85 notes that acquisition of parcel 90-4 ((1)) 6A to expand active recreation facilities should be considered contingent upon the determination of landfill contents and safety.

*East:* The CSX Railroad Tracks form the eastern boundary of the subject property. Land Unit J, located immediately east of Land Unit K, is planned for industrial use up to .35 FAR. Land Unit J contains an extensive Resource Protection Area (RPA) associated with the Long Branch stream valley. Land disturbing activities are generally prohibited within the RPA. Land Unit J is developed with various industrial uses, some of which are blighted. The Comprehensive Plan notes that all development proposals in Land Unit J should give priority to environmental reclamation and protection, and needed transportation improvements to Cinder Bed Road should be provided by a redevelopment project. The Transportation Plan Map recommends that Cinder Bed Road be improved to two lanes and Newington Road be widened to four lanes

from the Fairfax County Parkway/I-95 interchange ramps to the portion Cinder Bed Road that serves Land Unit J.

*West:* Loisdale Road borders the subject property to the west. This two lane minor arterial runs parallel to I-95 and carries a mix of through and locally generated traffic.

*South:* Newington Road forms the southern border of the subject area. While the majority of Land Unit K is planned for industrial use up to .35 FAR, some parcels located to the east/southeast of the subject property are planned for other uses. Parcels 99-1 ((1)) 4, 5C, and 5D are planned for local-serving retail up to .25 FAR. Parcel 99-1 ((1)) 4 is developed with a gasoline and service station, and parcel 99-1 ((1)) 5D contains a small community center. Parcels 99-1 ((1)) 5A and 6 are planned for hotel use with support retail up to .75 FAR with conditions, and are currently developed with a hotel that is not in operation.

### **LAND USE ALTERNATIVES**

Alternative 1 assumes one million square feet of office use on about 30 acres, resulting in a development intensity of approximately .77 FAR. Recreation fields are also assumed. This type of development would be of a mid to high-rise form supported by structured parking. The remaining land area is assumed to remain planned for industrial use at .35 FAR.

Alternative 2 assumes 200,000 square feet of office use on approximately 23 acres, resulting in a development intensity of approximately .20 FAR, and a 100,000 to 150,000 square foot vehicle sales center with associated service facilities not including parking, or comparable uses on approximately 30 acres for a development intensity of approximately .10 FAR. Office use would take the form of a campus setting. Both the vehicle sales or comparable uses and office use would utilize surface parking. The low development intensity would provide areas for buffering and extensive building setbacks consistent with federal anti-terrorism and force protection (AT/FP) standards. In terms of environmental benefits, low-intensity development would provide the opportunity to create green space to offset stormwater runoff associated with impervious surfaces such as parking lots as well as preserve steep slopes and sensitive areas. Similar to Alternative 1, public recreation space in the form of athletic fields is assumed. Most of the remaining land area would remain planned for industrial use up to .35 FAR. Figure 3 shows the quantification of non-residential land use by alternative.

Figure 3: Quantification of Alternatives 1 and 2

Quantification of Existing, Planned, Zoned, and Alternative Scenario development potential

	Area	Existing Development	Current Plan Base	Zoning	Alternative 1*	Alternative 2*
Loisdale Study Area	120.6 acres	Industrial: 184,306 sf	Industrial: 1,838,969 sf	Industrial: 749,914 Office: 749,914 Residential: 84 dus	Industrial: 1,380,600 sf Office: 1,000,000 sf	Industrial: 843,209 sf Office: 200,000 sf Retail: 100,000 sf
TOTAL NON RES	5,254,198 sf	184,306 sf	1,838,969 sf	749,914 sf industrial or office	2,380,600 sf	1,143,209 sf

\* Includes Parcels that would retain the current Comp Plan recommendation

**ANALYSIS**

**Land Use**

*Planning Policies*

As described previously, the purpose of the BRAC APR process was to consider growth needs that may be associated with the relocation of several thousand Department of Defense jobs to the Fort Belvoir main post and the Engineer Proving Ground (EPG). BRAC APR nominations that were adopted by the Board of Supervisors reflect the recognition of one or more key planning principles relating to transit-oriented development, retaining areas for industrial use, linking land use changes to adequate infrastructure, and/or promoting revitalization by focusing development in designated growth areas.

Examples of the application of key principles are demonstrated in adopted nominations. Figure 4 shows the location of the nominations that were adopted by the Board of Supervisors. In the Woodlawn CBC within the Richmond Highway Revitalization Area, four approved BRAC APR items, 08-IV-10, 11, 12, and 13 MV, support a new mixture of office, hotel, residential, and retail uses. The Revitalization section in the Policy Plan Volume of the 2007 Comprehensive Plan encourages the revitalization of older commercial centers and supports mixed-use development to create activity centers through the integration of retail, office and residential uses. Located within a mile of Fort Belvoir, the type of development recommended by the amended Plan guidance will serve visitors to Fort Belvoir and other nearby tourist attractions.

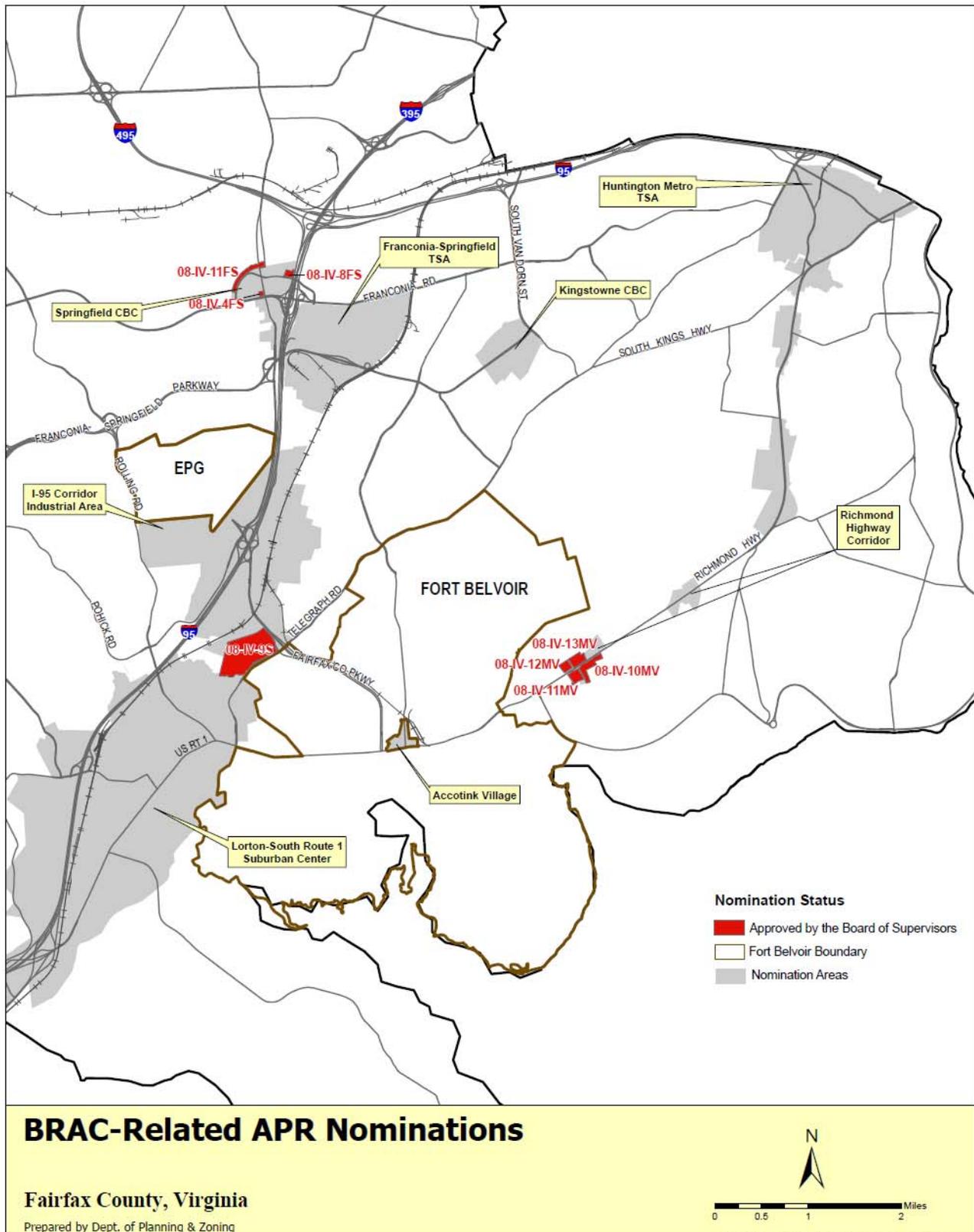
Two other adopted nominations located within a quarter mile to half mile walking distance of the Huntington transit station (BRAC APR nominations 08-IV-3MV and 9MV) will foster transit-oriented development through a mix of residential, office, and retail uses. In the Springfield CBC, three adopted nominations (08-IV-4FS, 8FS and 10FS) support hotel, office, and retail use and provide revitalization benefits to the Springfield CBC. Near the GSA-Parr warehouse within the Franconia-Springfield TSA, two more adopted nominations (08-IV-1FS and 2FS) provide an opportunity to maximize transit oriented development. Lastly, adopted nomination (08-IV-10S) is within walking distance to the Franconia-Springfield metro station and provides the opportunity to expand an existing office park.

Within the I-95 Industrial Corridor, BRAC APR nomination 08-IV-9S is an 118 acre area is located at the southern boundary of the I-95 Corridor Industrial Area, bounded by Telegraph Road to the east and Cinder Bed Road to the north. The new Comprehensive Plan guidance recommends low intensity office and industrial use up to .2 FAR, thereby retaining the possibility of developing industrial uses on the subject property. Furthermore, this nomination offers a benefit to the county

through development conditions such as the construction or improvement of an active recreation field, the dedication of over 60 acres of Resource Protection Area (RPA) acreage to Fairfax County, and implementation of intersection improvements and a Transportation Demand Management (TDM) program to mitigate traffic impacts.

In summary, the adopted BRAC APR nominations provide new development potential that totals over 3.1 million square feet of non-residential use, 91 percent of which is office use. The adopted nominations that include office use fulfill one or more of the following planning principles as noted in the Policy Plan: creating a land use pattern which increases transportation efficiency and encourages transit use by concentrating development near transit in the form of mixed-use development, ensuring that redevelopment is consistent with the provision of adequate transportation and other public facilities, and providing revitalization benefits by creating “activity centers.”

Figure 4: BRAC APR nominations adopted by the Board of Supervisors in 2009



*Character of the I-95 Corridor Industrial Area*

As highlighted in the Fairfax County Department of Planning and Zoning's 2008 BRAC-Related Area Plans Review Existing Conditions Report, the I-95 Corridor Industrial Area is characterized by industrial, warehouse, vehicle repair, wholesale and commercial retail, "flex space," and office uses. Industrial/flex is a term used to describe a combination of industrial and office uses within a single building. For instance, establishments for processing and warehousing combined with office use are an example of industrial flex space. These industrial uses are located primarily along Fullerton Road and Boston Boulevard adjacent to EPG, on both sides of the CSX tracks, and in most of Land Unit J. Industrial uses account of approximately 90 percent or 7.4 million square feet of the total non-residential gross floor area (GFA) in the I-95 Corridor Industrial Area. In terms of land coverage, industrial use absorbs approximately 55 percent or 686 acres of the total acreage in this area. The Loisdale Road Study area contains a large share of the vacant land within the larger planning area. A majority of the I-95 Corridor Industrial Area is developed with industrial uses, with some retail, office, and government/institutional uses.

*Preserving Industrial Uses*

The Comprehensive Plan has historically designated parts of Fairfax County such as the Beltway South Industrial Area and the I-95 Corridor Industrial Area as locations to accommodate industrial uses and those that are compatible with industrial uses. The presence of business activities other than those co-located with industrial space may create issues of compatibility with remaining industrial areas. Additionally, redeveloping these areas for office use could undermine the valuable economic benefit derived from industrial services and similar supportive uses in this area. The loss of industrial uses to areas outside of Fairfax County to neighboring jurisdictions would result in a loss of services the county has long provided, and would also undermine County policy to provide a balanced mix of land uses.

Consistent with these concerns, three BRAC APR nominations proposing high intensity office uses on parcels located next to the EPG in the I-95 Corridor industrial area were denied by the Planning Commission and the current Plan guidance was retained. Cumulatively, these nominations proposed office, hotel, and retail uses at a total development intensity of approximately 1.5 million square feet and building heights between 150-175 feet. The understanding that the high intensity development proposed by these nominations could not be supported with existing and planned transportation infrastructure, and could result in the potential loss of industrial land led to the Planning Commission's decision to retain the current Comprehensive Plan.

*Market Conditions*

The Fairfax County Economic Development Authority (EDA) Real Estate Report – Yearend 2008 report provides insight into current and longer term market conditions. The Loisdale study area is located in the Newington/Lorton business area. The boundaries of this area extend from the Franconia-Springfield Parkway near the Franconia-Springfield Metro Station south to the Occoquan River and the Fairfax County border. This submarket contains approximately 10.4 million square feet of industrial/flex space inventory, the second largest industrial/flex market in Fairfax County with only slightly less inventory than the Springfield/Franconia submarket, which has approximately 10.7 million square feet of industrial/flex space and includes the Beltway South Industrial Area.

Like most other submarkets, the direct industrial/flex vacancy rate for the Newington/Lorton submarket increased in the second half of 2008. The Vienna, Herndon and Dulles submarkets also experienced increased vacancies. In contrast, the Chantilly and Tysons Corner submarkets recorded decreases in industrial/flex vacancy. The Chantilly submarket is the strongest in terms of large leases, and this trend is expected to continue at least over the short term due to the fact that nearly 35 percent of all available industrial/flex space is located in the Chantilly submarket.

The Real Estate Report - Yearend 2008 indicates that the vitality of the industrial/flex market will be directly impacted by the performance of the local office market over the next 12 months. The EDA report suggests that should redevelopment occur for office use that will serve contractors supporting the BRAC relocations, the demand for industrial space needs may increase in the I-95 Corridor Industrial Area and other areas that are in close proximity to Fort Belvoir and EPG. Industrial space needs may include diplomatic or military vehicle storage and other DoD warehousing and storage facilities. Since 2008, recommendations for 3.7 million square feet of office use have been added to the Comprehensive Plan in this general area. New office development potential is located in the GSA Parr Warehouse area and Telegraph Road areas that resulted from nominations adopted in 2009 as a result of the BRAC APR cycle, the Springfield Mall, and a Plan Amendment for an area west of I-95. In terms of existing office inventory for year-end 2008, the EDA report notes the Newington/Lorton submarket has an existing total inventory of 572,309 square feet. Of this inventory, 62,438 square feet or about 11 percent of office space is available for lease.

The EDA report also notes the need for larger distribution facilities at cheaper costs. Should the warehouse and distribution space along the I-95 Corridor be redeveloped for other uses, these types of facilities may be move further south or to the western part of Virginia along the Interstate 81 corridor where larger parcels are available and rents are more affordable. This finding suggests that retaining Comprehensive Plan guidance to encourage distribution or warehouse space is appropriate.

*Compatibility*

Reserving large, contiguous areas or “zones” for industrial use allows tenants to locate relatively close to each other as a means of maximizing accessibility to clients and potentially reducing

operating costs by creating opportunities to share resources. As reflected by the existing land use of the study area and other areas within the county, industrial/flex uses are located in clusters. Clustering industrial uses allows for better landscaping and buffering to mitigate impacts to incompatible uses and increases operational efficiency. Many industrial uses can generate noise, vibration, pollution, and waste that are incompatible with office, hotel, and residential uses. Therefore, the presence of other uses in industrial districts may adversely affect existing industrial uses as they may become undesirable if located adjacent to new office development.

A second concern is assuring compatibility of industrial areas with nearby residential neighborhoods. While residential communities are not contiguous to the Loisdale Road study area, some neighborhoods are proximate. For example, Loisdale Park separates the Loisdale Estates neighborhood from the industrially planned parcels in the study area. To the west, several stable residential neighborhoods in the Newington Area are served by Newington Road, which forms the southern border of the subject area. Minimizing visual and other intrusion that may be associated with some industrial uses would help to create a more attractive transition into these residential areas.

## **TRANSPORTATION**

A number of land use scenarios were developed and tested to examine the impacts of future development on Loisdale Road. The transportation assessment included collecting traffic data for intersections and road links in the corridor, determining planning level capacities for impacted road links for existing and future conditions, conducting trip generation analyses, and developing traffic forecasts. The full Transportation Report is provided in Attachment I.

The following scenarios were tested:

- *Existing Development Traffic*: Measured current conditions and provided a baseline against which to evaluate future conditions;
- *Comprehensive Plan Build-out, pre-BRAC*: Measured future conditions under the Comprehensive Plan and provides a future baseline against which to evaluate the traffic impacts of proposals to amend the Comprehensive Plan;
- *Comprehensive Plan Build-out with BRAC and Springfield Mall Plan Amendment*: Measured future traffic with the addition of the Springfield Mall Plan Amendment and BRAC APR nominations 08-IV-1FS and 2FS located in the GSA Warehouse area that were adopted by the Board in August 2009. BRAC APR nomination 1FS is currently developed at the maximum development potential recommended by the adopted nomination, therefore only 2FS is included in the transportation analysis.
- *Comprehensive Plan build-out plus adopted BRAC APR nominations and Springfield Mall Plan Amendment plus Site, Alternatives 1 and 2*: Measured future traffic including BRAC APR nomination 2FS and the Springfield Mall Plan Amendment with the addition of Alternative 1. This scenario represented the totality of traffic assuming no further Plan amendments are made in the Loisdale Road corridor. Alternative 2 was assessed in relation to the impacts of Alternative 1.

Each scenario was assessed with the following measures:

- Peak hour weekday traffic during the morning and afternoon on study area road links, measured in vehicles per hour (vph).
- Volume-to-capacity (v/c) ratios on study area road links. As stated in the Fairfax County Comprehensive Plan, 2007 Edition, Glossary, Amended through 1-26-2009, p 17, “The v/c ratio is a measure of the level of service or adequacy of roadways, intersections, or transit services, usually expressed during peak periods of travel. Here, the v/c ratio is a comparison of traffic volume to capacity; with a v/c ratio of 1.0 or greater indicating a failing (LOS F) facility, with long delays.”
- Intersection level of service (LOS) at study area intersections: Defined in the Fairfax County Comprehensive Plan, 2007 Edition, Glossary, Amended through 1-26-2009, p 9 as “...a qualitative measure of the effect of a number of traffic factors, including speed and travel time, traffic interruptions, freedom to maneuver, safety, driving comfort and convenience, and traffic volume. These factors are used to measure the functioning of road or intersection with traffic, and the resulting level of service is expressed by a rating of “A” (best) through “F” (worst).” With the exception of the Tysons Corner Urban Center and Land Unit B in the Franconia-Springfield TSA, an area planned for redevelopment as a mixed-use town center, the county considers LOS D to be the minimum acceptable standard for level of service. It is recommended that development within the Loisdale Road corridor should be required to maintain an overall LOS E standard at affected intersections and roadway segments rather than LOS D.

#### *Existing Development Traffic*

Existing traffic volumes already exceed 1,200 vehicles per hour (vph) on Loisdale Road in the PM peak hour in both the northbound and southbound directions north of Spring Mall Drive, and exceed 900 vph in the PM peak hour southbound from Spring Mall Drive. In the southbound direction approaching Newington Road, the volume on Loisdale Road is approaching 900 vph, which is the single lane LOS E/F threshold capacity for a minor arterial type B roadway, as defined in the County Transportation Plan.

Volume to capacity (v/c) ratios on roadways in the study area at acceptable levels for most of the study corridor. However, the v/c ratio is already at a failing level (exceeding 1.0) in the PM peak hour in the southbound direction in the GSA Warehouse area of Loisdale Road south of Metropolitan Center Drive. The v/c ratio is approaching .95 (LOS E), at the PM southbound approach to Newington Road, and .94 (also LOS E), in the PM eastbound direction along Spring Mall Drive. Other links in the study area corridor appear to have adequate capacity to support existing traffic conditions at an acceptable level of service (“D” or better).

Intersections in most of the study area are currently operating at an acceptable level of service in both the AM and PM peak hours, with the exception of the Newington Road intersection with the Fairfax County Parkway and I-95 off-ramp. That intersection is currently operating at an LOS E in the PM peak hour.

*Comprehensive Plan Buildout Traffic, pre-BRAC APR cycle*

This scenario provides an assessment of future year traffic conditions as the land use in the corridor is built to its potential under the Comprehensive Plan as it existed prior to the adoption of amendments associated with the BRAC APR cycle and the Springfield Mall. Traffic generated by the Comprehensive Plan build-out is assessed against the future planned capacity of the transportation network. This provides a future year baseline against which to measure the adopted BRAC APR plan amendments and the Springfield Mall, in addition to the land use alternatives for this study to determine whether additional capacity will be needed in the Countywide Transportation Plan.

In the Comprehensive Plan, Loisdale Road is planned to be widened to four lanes between Spring Mall Drive and Springfield Center Drive along the GSA Warehouse area/Springfield Industrial Park, and to remain two lanes south of this area to Newington Road. North of Spring Mall Drive, Loisdale Road is currently a four lane section widened to 6 lanes as it approaches Franconia Road north of Loisdale Court.

Forecasts of peak hour traffic are found to be substantially higher in both directions compared to existing conditions, particularly in the PM southbound direction. Traffic volumes are notably higher southbound on Loisdale Road as it approaches Newington Road. Volumes are also higher along Newington Road and along Spring Mall Drive, with the eastbound volumes significantly higher along Spring Mall Drive. The v/c ratios reveal failing LOS at many locations along the corridor such as in the PM southbound direction on Loisdale Road, the morning and PM peak hour eastbound along Spring Mall Drive, and PM southbound direction on Loisdale Road as it approaches Spring Mall Drive.

Of the five intersections analyzed, three display LOS E or F conditions during one or both peak hours. Specifically within the corridor, the intersection of Loisdale Road/I-95 off-ramp/Spring Mall Road shows a LOS F in the PM peak hour. At the southern end of the corridor, the intersection of Newington Road with Fairfax County Parkway/I-95 off-ramp is shown to fail during both the AM and PM peak hour conditions.

*Comprehensive Plan Build-out with BRAC and the Springfield Mall Plan Amendment*

Under this scenario, traffic from the recently adopted BRAC APR nomination 2FS at the GSA Warehouse area and the Springfield Mall Plan Amendment were added to the Comprehensive Plan build-out volumes. There is some degradation of the LOS on various study area links from LOS E to LOS F. Several links that were previously shown to be operating at an acceptable level are now degraded to LOS E conditions. The northbound AM condition north of Newington Road now shows a LOS F. The northbound PM condition approaching Spring Mall Drive indicates a LOS E. Compared to the LOS results for the Comprehensive Plan build-out scenario, LOS under this scenario is shown to degrade in one or both peak hours at several of the study area intersections. This scenario indicates widening of Loisdale Road to four lanes is needed between Springfield Center Drive and Newington Road.

*Comprehensive Plan Build-out with BRAC, Springfield Mall, and Site Traffic (Alternative 1)*

This scenario assesses the impacts of adding site generated traffic from the land use scenario for Alternative 1 to the background traffic generated by the current Comprehensive Plan plus APR nomination 2FS. Alternative 1 proposes one million square feet of office use on about 30 acres. Four recreational fields were also assumed and roughly correspond to the northern portion of the study area. The remaining parcels in the study area remain planned for industrial use at .35 FAR. This scenario represents the totality of traffic generated in the corridor, assuming that no further amendments to the Comprehensive Plan in this area are adopted in the future. As such, this scenario represents the “worse case” scenario for traffic impacts in the corridor.

The trips that would be generated by the recreation use were not accounted for in this analysis since they were estimated to be insignificant and occurring mostly during off-peak hours. The majority of impacts to the road network would be generated from the sizeable office development. The proposed one million square feet of office use generates a substantial amount of additional traffic on Loisdale Road and adjacent facilities, with a strong orientation of traffic approaching to and from the south through the I-95/Newington Road interchange area.

In terms of LOS, nearly every link displays a projected LOS E or F condition in both directions during one or both peak hours. The exception appears to be Spring Mall Drive in the westbound direction, which demonstrates acceptable levels of service during both peak hours. V/C ratios at many locations are well above 1.0, which indicates that traffic mitigation measures alone, for instance transportation demand management (TDM) program measures, transit shuttles, or intersection redesign, would be insufficient to reduce volumes or add capacity sufficient to result in acceptable levels of service. Based on these findings, there is not sufficient capacity in the current Comprehensive Plan Transportation Plan to support the additional development of one million square feet of office use in the corridor. Under Alternative 1, Loisdale Road south of Spring Mall Road to Newington Road should be designated for future improvement to a six lane facility.

In this scenario, intersection LOS is poor at both the northern and southern ends of the corridor. While the intersections of Loisdale Road/Newington Road and Loisdale Road/Metropolitan Center Drive are shown to operate at acceptable levels, the intersection of Loisdale Road/I-95 off-ramp/Spring Mall Road is indicated to be a major problem location, Operating at LOS E in the morning and LOS F in the afternoon. To bring this intersection up to acceptable levels, mitigation measures should be undertaken in conjunction with adjacent future development.

*Comprehensive Plan Build-out with BRAC, Springfield Mall, and Site Traffic (Alternative 2)*

Alternative 2 proposes 100,000 square foot of vehicle sales and service facilities and 200,000 square feet of office use on a total of approximately 53 acres with recreational fields. As with the transportation analysis under Alternative 1, the trips generated for the recreation use were not included as a part of the analysis.

The results of the trip generation analysis conducted for Alternative 2 show that the impacts are less than the impacts of Alternative 1. The estimated average daily trips would decrease by 9,000 compared to Alternative 1. Average daily trips generated under Alternative 2 are estimated to be close to the current Comprehensive Plan level for the land unit. AM and PM peak hour traffic would decrease by substantial amounts when compared to Alternative 1 and would be comparable to the volumes under the current Comprehensive Plan build-out. This is due to allocating the development potential on a large parcel that currently has significantly more industrial development potential than 300,000 square feet. The findings for Alternative 2 are similar to those for the Comprehensive Plan build-out, with BRAC and the Springfield Mall Plan assessment. Under Alternative 2, Loisdale Road from Spring Mall Road to Springfield Center Drive should be designated for future improvement to a six lane facility, and Loisdale Road from Springfield Center Drive south to Newington Road should be designated for future improvement to a four lane facility.

#### *Frontier Drive Extension Alternative*

Staff also tested the effects of adding an extension of Frontier Drive to the planned transportation network for the Springfield area as an alternative to widening Loisdale Road to six lanes north of Loisdale Estates. Adopted by the Board of Supervisors on January 12, 2010, Frontier Drive is planned to be extended south of its current terminus at the Franconia-Springfield Parkway ramps and take over the existing alignment of Springfield Center Drive to terminate at a signalized intersection with Loisdale Road.

The new Frontier Drive extension is planned as a four lane divided minor arterial that will provide access to/from the south for the Franconia-Springfield Metro station and Springfield Town Center. The extension will also enhance access to the GSA-Parr warehouse area, currently accessible from only Loisdale Road. The extension is expected to divert a significant amount of traffic that currently uses segments of Loisdale Road, Spring Mall Road, and Frontier Drive to travel to and from these areas. The new transportation link will thereby relieve pressure on the projected LOS E and F intersections along the current path taken to access the Metro station, Springfield Town Center, and the Franconia-Springfield Parkway to and from the south.

Modeling analysis was conducted to estimate the amount of peak hour traffic diversion is expected with the four lane Frontier Drive extension. The analysis estimated that a significant share of the local and through peak hour trips that otherwise would use the current route to and from the Franconia-Springfield Parkway and Franconia-Springfield Metro station would be diverted to the new facility. The Frontier Drive extension link to the Comprehensive Plan will allow Loisdale Road between Springfield Center Drive and Spring Mall Road to operate in the future as a four lane facility as currently planned at acceptable service levels. By diverting traffic destined to/from the Metro station and the Parkway, the Frontier Drive extension will provide relief to the future congested and poorly performing intersections in this area, creating an opportunity for these intersections to be maintained and/or improved to an acceptable level of service. V/C ratios were brought to a LOS E or better at most sections of the diversion route, with the exception of Spring Mall Road in the PM peak hour eastbound direction.

*Findings*

Loisdale Road will need to be widened in order to provide sufficient peak period capacity to accommodate projected future traffic loads. Under 2008 conditions, some sections of Loisdale Road and Spring Mall Road are already found to be at or approaching a failing condition as measured by volume-to-capacity ratios. This is most evident in the PM peak hour, when more traffic uses Loisdale Road to exit the Springfield TSA.

As development under the current Comprehensive Plan approaches build out by approximately 2030, the section of Loisdale Road that serves the study area will need to be widened by at least one lane in each direction for a total of four lanes in order to accommodate peak period traffic at acceptable levels. Certain links were found to greatly exceed the planned capacity of the roadway, and certain intersections were found to degrade to LOS E or F without mitigation.

Limiting the expansion of Loisdale Road to a four lane facility is contingent upon the four lane extension of Frontier Drive between the Franconia-Springfield Parkway and Loisdale Road, connecting through the GSA Warehouse area and Springfield Industrial Park to a terminus north of Loisdale Estates. In addition to diminishing the need to widen Loisdale Road to a six lane section in this area, the new roadway link will provide a number of other benefits:

- Provides a more direct path to and from the south to the Franconia-Springfield Metro station, while relieving traffic congestion at the station's main entrance from the Franconia-Springfield Parkway;
- Diverts traffic from sections of Loisdale Road and Spring Mall Road that are shown to be performing poorly in the future as development planned for the area builds out;
- Offers direct access to and from the Franconia-Springfield Parkway to the redeveloping GSA-Parr warehouse and the Springfield industrial park, providing relief to Loisdale Road while also providing the access needed to support higher levels of development in these areas;
- Creates an opportunity for the new roadway link to incorporate a more direct pedestrian link to/from the Metro and VRE stations, thereby expanding the station influence area and increasing opportunities for transit-oriented development and transit-related reductions in traffic.

*Recommended Transportation Plan Designations for Loisdale Road*

The current Comprehensive Plan has a four lane recommendation on Loisdale Road between Spring Mall Drive and Springfield Center Drive. There is no recommendation for improvements to the south between Springfield Center Drive and Newington Road. Currently, Loisdale Road exists as a two lane undivided arterial facility in this area, with some additional turn lane access at development entrances. Based on the previous analysis, Loisdale Road from Springfield Center Drive to Newington Road should be designated for future improvement to a four lane facility.

As demonstrated in the transportation analysis, this recommendation in conjunction with the extension of Frontier Drive from the Franconia-Springfield Parkway to Springfield Center Drive would address the capacity needed in the future with build-out of the Comprehensive Plan. It should be noted that in the near term, Loisdale Road would not be expected to be rebuilt to these requirements as a VDOT project. Instead, sections of the roadway would be reconstructed as development occurs along the corridor. Dedication of right-of-way and/or construction of frontage improvements would be required if redevelopment occurs in the study area corridor. Over the longer term, as traffic continues to increase on Loisdale Road with more development in the Springfield area, sections of the roadway improvement can be proposed for VDOT funding or other public funding as it is made available. Residential areas such as Loisdale Estates can be protected from encroachment by maintaining the current three lane section (two lanes with middle turn lane) through the area, or sections to the north and south are improved. It is also possible in the future to design a narrower road section through this area so that impacts to the residential communities can be reduced or eliminated.

In addition to widening Loisdale Road, it is also recommended that the Comprehensive should be amended to permit a LOS E standard for traffic mitigation for the GSA-Parr warehouse and the Springfield Industrial Park area along the middle and northern sections of the corridor. The Comprehensive Plan establishes a "non-degradation" policy with LOS D as the measure for mitigation of traffic in most areas of Fairfax County. A LOS E policy would ease the current LOS D standard in recognition that plans for Springfield call for a more urban, mixed-use environment in the future. Development within the Loisdale Road corridor should be required to maintain an overall LOS E standard at affected intersections and roadway segments. This can be accomplished through a mix of intersection improvements, access management and frontage improvements, and implementation of TDM programs by both the public and private sectors that help to reduce peak period transportation demand. The LOS E policy is consistent with language contained in adopted Comprehensive Plan for the Franconia-Springfield Transit Station Area and the Springfield Connectivity Plan Amendment that was adopted on January 12, 2010.

## **ENVIRONMENT**

The I-95 Corridor Industrial Area is located in the Accotink Creek watershed and its fairly extensive floodplains. Parcel 90-4 ((1)) 7 contains Resource Protection Area (RPA) acreage, and the associated stream channel is an unnamed tributary to the Long Branch of Accotink Creek. This area is also located in the Coastal Plain geologic province, a sensitive aquifer recharge zone that may contain areas of slippage-prone swelling clay soils. Portions of parcel 90-4 ((1)) 7 and several parcels to the south of the former landfill site are noted to have Marumso soils. These soils cause slippage and foundation support problems.

Parcels 90-4 ((1)) 6A was the site of a former unregulated landfill. A Phase I and Phase II Environmental Assessment will be required to determine the full extent of the landfill area and any remediation measures which may be required in order to allow development of this area. While preliminary environmental site assessments indicate only parcels 90-4 ((1)) 6A and adjacent parcel 6B outside the study area boundary are impacted, the determination of the full

extent of the landfill area will need to be determined. As noted in the section *Character of the Study Area and Existing Land Use*, there is evidence of contamination due to landfill activities extending to adjacent parcels.

### **PARKS AND RECREATION**

The Comprehensive Plan recognizes the need for active recreation facilities in the Springfield District, particularly in Sector S7 in which the study area is located. The Plan also recognizes the opportunity to address this need within the study area, as it contains some of the few remaining undeveloped areas in this portion of Fairfax County that are of sufficient size to support athletic fields.

The current Comprehensive Plan notes parcel 90-4 ((1)) 6A should be considered for future acquisition to expand active recreation facilities onto this site. In theory, this parcel is well suited for park facilities due to its size and proximity to Loisdale Park. However, recent soil reports indicate that portions of the former unregulated landfill site located on parcel 90-4 ((1)) 6A are not suitable for public park use. Contamination, subsidence, and other related issues will likely render most of Parcel 6A undesirable for public ownership and/or recreation use. The liability associated with unknown future hazards as well as maintenance and operational costs give pause to public ownership of such sites. To meet the intention of the Comprehensive Plan to expand Loisdale Park and better serve recreation needs in this underserved area of the county, parcels 90-4 ((1)) 4, 5, and 7 located adjacent to Loisdale Park may be appropriate additions for recreation use on privately-owned property with full public access, managed by the Park Authority if the parcels are determined to be safe from landfill contamination. Issues related to the management and maintenance of any athletic field sites should be addressed during rezoning process and the review of any development application.

Environmental impact studies and natural resource inventories would be appropriate in the entire study area. Outside of the landfill area, some parcels may contain sensitive terrestrial resources that could be negatively impacted by any proposed development. The potential impacts from the landfill on adjacent parcels surrounding Long Branch including Resource Protection Areas and nearby Island Creek and Amberleigh Parks are unknown and should also be determined.

### **PREFERRED ALTERNATIVE**

After analyzing both alternatives, a vehicle sales and service facility or comparable uses and a modest amount of office use is the preferred development scenario for the study area. The adopted BRAC APR nominations resulted in replanning some industrial areas to other uses, reducing the industrial development potential within certain areas in southern Fairfax County by 750,000 square feet. The adopted BRAC APR nominations resulted in amending the Comprehensive Plan to recommend an increase of approximately 2.8 million square feet of office use. In total, the development potential for more than 3.7 million square feet of office use has been planned or zoned in the surrounding areas when the Pallone Chevrolet/Patriot Ridge property adjacent to EPG along Backlick Road is included. This property was the subject of a Plan Amendment in 2008, and the Plan guidance provides an option for office and hotel use at

an intensity up to 1.6 FAR on the site. A rezoning application for this site was approved by the Board in June 2009 that allows for a secure office park, support retail, and optional hotel for a total of 978,500 square feet at an overall intensity of 1.5 FAR.

Adding one million square feet of office use as proposed in Alternative I is not warranted given the adopted BRAC APR nominations and Pallone Chevrolet/Patriot Ridge replanning efforts. Estimates as shown in the Northern Virginia BRAC Working Group report to Governor Warner and the Virginia Commission on Military Bases published in December 2005 suggested the need for approximately 7,500 new contractor jobs, or 2.3 million square feet of office space. In addition, the EDA report notes that during the last half of 2008, only two submarkets added new office space, down from the roughly 3.6 million square feet delivered during the first half of the year. The direct vacancy rate was up in 12 of the counties' submarkets including the Newington/Lorton submarket. New office construction during the second half of 2008 was located predominantly in the Merrifield and Chantilly submarkets.

While EDA notes that BRAC activities may spur interest in office development in the Newington/Lorton and Springfield areas in the near future, the recent Plan Amendments that allow for over three million square feet of office use that could be developed is sufficient to address immediate BRAC needs as they affect Fairfax County. Since projected demand for office use could be met through recent Plan amendments, and existing additional residual office potential in the Springfield Community Business Center, the Franconia-Springfield Transit Station Area, and Lewin Park, there is no strong justification for adding extensive office development potential. Moreover, an increased amount of office along the lines of Alternative 1 would significantly impair the transportation network.

Figure 5 shows the development potential under Alternative II if the Comprehensive Plan were amended to reflect the preferred alternative. Note the office development potential is allocated to parcel 6A, however office development could be located on parcels 7A and/or 8, or parcels within the study area that are zoned for residential use.

Figure 5: Preferred Land Use (Alternative 2) and development potential

Parcel	Acres	Land Area (SF)	Current Land Use	GFA	Current Plan Rec.	Planned Industrial Potential (SF)	Alternative II	Proposed Office Potential (SF)	Proposed Industrial Potential (SF)	Proposed Retail Potential (SF)
0904 01 0004	4.0	173,922	Vacant Land	NA	Industrial up to 0.35 FAR	60,873	Public Parks/rec (athletic fields)	NA	NA	NA
0904 01 0005	0.5	21,780	Vacant Land	NA	Industrial up to 0.35 FAR	7,623	Public Parks/rec (athletic fields)	NA	NA	NA
0904 01 0007* (~70% of the parcel is located in Land Unit K)	7.7	335,412	Vacant Land	NA	Industrial up to 0.35 FAR	117,394	Public Parks/rec (athletic fields)	NA	NA	NA
0904 01 0006A	53.1	2,313,915	Vacant Land	NA	Industrial up to 0.35 FAR	809,870	Vehicle sales or comparable uses + office	200,000	NA	150,000
0992 01 0002A	4.6	201,126	Mini-Warehouses (not in Industrial Park)	72,600	Industrial up to 0.35 FAR	70,394	Industrial up to 0.35 FAR	NA	70,394	NA
0992 01 0002	5.0	217,800	Vacant Land	NA	Industrial up to 0.35 FAR	76,130	Industrial up to 0.35 FAR	NA	76,130	NA
0992 01 0003	6.5	283,642	Other Industrial NEC	63,354	Industrial up to 0.35 FAR	99,275	Industrial up to 0.35 FAR	NA	99,275	NA
0992 01 0005A	0.3	12,713	Vacant Land	NA	Industrial up to 0.35 FAR	4,450	Industrial up to 0.35 FAR	NA	4,450	NA
0992 01 0005	3.1	136,256	Durable Manufacturing (not in Industrial Park)	3,212	Industrial up to 0.35 FAR	47,690	Industrial up to 0.35 FAR	NA	47,690	NA
0992 01 0007	11.3	492,014	Wholesale, warehousing & storage	45,140	Industrial up to 0.35 FAR	172,205	Industrial up to 0.35 FAR	0	172,280	NA
0992 01 0007A	17.5	764,215	Vacant Land	NA	Industrial up to 0.35 FAR	267,475	Industrial up to 0.35 FAR or office	NA	267,475	NA
0992 01 0008	6.9	301,688	Vacant Land	NA	Industrial up to 0.35 FAR	105,591	Industrial up to 0.35 FAR or office	NA	105,591	NA
<b>TOTAL</b>	<b>120.6</b>	<b>5,254,198</b>	<b>NA</b>	<b>184,306</b>	<b>NA</b>	<b>1,838,969</b>	<b>NA</b>	<b>200,000</b>	<b>843,284</b>	<b>150,000</b>

Amending the Plan to allow for a significant increase in office use would conflict with broader Countywide policies for land use development. As the crow flies, the northernmost point of the subject area is over a mile from the Franconia-Springfield metro station, with no direct pedestrian access. Therefore, the property within the study area cannot be considered transit-oriented. The subject area contains existing viable industrial uses and is not a designated revitalization area within the county, which might suggest replanning is justified to address other goals. In terms of supporting infrastructure, based on the traffic analyses for Alternative 2, the impacts of the proposal would be relatively neutral compared to traffic impacts under Alternative 1 and the current Comprehensive Plan build-out after the BRAC APR cycle.

Finally, preserving industrial uses is essential to maintain a balance of land uses within Fairfax County. Recommending a modest additional amount of office use that is located outside of a CBC or TSA could benefit organizations that require secure facilities located away from intense development but are situated near Fort Belvoir or EPG. Maintaining the current Comprehensive Plan guidance for industrial use for the parcels located in the central and southern portions of the subject area allows for the minimal disturbance of existing industrial activity. Issues related to compatibility would also be minimized, as a modest amount of office development on a larger area would permit substantial buffering to adjacent industrial uses.

With respect to transportation, the extension of Frontier Drive to Metropolitan Center Drive combined with the LOS E standard will offset the need to widen Loisdale Road north of Springfield Center Drive. Loisdale Road should be improved to 4 lanes to accommodate the additional development that has been approved in the area. The improvements can be accomplished incrementally as development occurs and will allow the segment serving Loisdale Estates to remain a three lane section in the near future.

## **CONCLUSION**

Supporting some office use in the Loisdale Road study area could benefit tenants that require secure facilities located near Fort Belvoir and EPG that are further removed from higher intensity development. The recommendation of 200,000 square feet of office use at an intensity up to .20 FAR is well suited for a secure facility and campus-style office use in general, as substantial buffering could be achieved and would minimize any impact that could result from incompatible uses. An automobile dealership is considered quasi-industrial in nature and associated impacts such as lighting and noise are similar to the impacts that are generated from some industrial uses, therefore this type of use is fairly compatible with existing industrial uses. Other uses besides a dealership could be appropriate as long as the number of trips generated is comparable to those resulting from the dealership, and the distribution of trips is similar.

There are several dealerships currently located within the Springfield CBC. Designating locations for auto-oriented uses outside but in close proximity to the CBC would encourage future dealerships or those interesting in expanding their facilities to locate outside of the CBC. This would provide the opportunity for these former auto-oriented areas within the CBC to redevelop at a higher intensity with a mix of uses better suited for this activity center.

The need to preserve land planned for industrial use is essential to maintaining a balance of land uses throughout Fairfax County. As mentioned previously, an adopted BRAC APR Plan Amendment located on Telegraph Road across from Davison Airfield and the related rezoning application, RZ 2009-MV-018, proposes developing a warehouse and several low-story buildings in a campus setting. While the Comprehensive Plan guidance allows these low-story buildings to be used as offices, the applicant is leaving the option open for industrial/flex use. This indicates there could be market interest in maintaining industrial/flex space even when the Plan recommendation exclusively permits office use. Limiting development at proposed by Alternative 2 would not additionally burden the existing road network, and could be addressed with the proposed transportation improvements. Lastly, the proposed amendment to the Comprehensive Plan recommends office and auto dealership use on parcels currently zoned for residential use. As a result, any office or dealership uses developed on these parcels would not remove industrial development potential within the study area.

From a transportation perspective, it is critical that any impacts of a Comprehensive Plan change in the Loisdale Road study area be slight in terms of affecting LOS and trips generation, which is the case under Alternative 2. The current Comprehensive Plan coupled with background traffic suggests that Loisdale Road should be improved to four lanes from Spring Mall Drive south to Newington Road and the level of service for traffic mitigation be amended to LOS E.

The creation of a 30 acre area to serve as vehicle sales at an intensity up to .10 FAR may be suitable for parcel 6A, which is unlikely to be fully developed for industrial use because of environmental constraints associated with the former land fill. Additionally, the open space that would be available could be investigated for use by the Park Authority, although as stated previously, Parcel 6A may not be suitable for public ownership and/or recreation use.

Given the small amount of vacant land and the interest in retaining land planned for industrial uses within the I-95 Corridor Industrial Area, it is inadvisable to replan parcels developed with industrial use for office intensity ranging from 1.4 to 2.0 FAR as was suggested in the BRAC APR cycle. As discussed previously, the Fairfax County EDA suggests that a possible market exists for office use that is complemented by space for storage or distribution services. Low intensity office development could meet this need, provide ample space for buffering next to industrial neighbors or to meet Federal force protection standards, and avoid transportation impacts associated with more intense uses. It is estimated that 200,000 square feet of office use on 23 acres at an intensity of .20 FAR would maintain trip generation as currently planned for industrial use at .35 FAR. A recent BRAC APR Comprehensive Plan amendment (08-IV-9S) also in the I-95 Corridor Industrial Area for office and industrial use was approved at an intensity of .20 FAR, indicating that this intensity is viable for development.

Staff recommends the Comprehensive Plan be amended to support limited office use, as well as vehicle sales and service, provided that these uses will not exacerbate traffic impacts. In addition, provisions for public management of privately owned fields is suggested in the vicinity of Loisdale Park if it is demonstrated that the area is safe for recreation use. With respect to the Newington

community, it is acknowledged that Newington Road is considered a gateway to the neighborhoods to the west. Staff recommends that the Comprehensive Plan be amended to discourage outdoor storage on the southernmost lot, parcel 99-2((1)) 8, and that any uses provide buffering along Newington Road.

Proposed Plan text  
December 16, 2009

Additions are shown underlined and deletions are shown with a ~~strikethrough~~.

**REPLACE:** Fairfax County Comprehensive Plan, 2007 Edition, Area IV,  
Springfield Planning District, Amended through 1-26-2009; I-95 Corridor  
Industrial Area, page 25.

### **Land Unit K**

#### **Land Use**

“The majority of this land unit, located west of the CSX Railroad tracks, east of Loisdale Road, north and east of Backlick Road, and generally south of Loisdale Park, is planned for industrial uses up to .35 FAR at the baseline.

The presence and limits of a landfill south of Loisdale Park between Loisdale Road and the CSX Railroad tracks should be established and development constraints identified before any development occurs in this area. Specifically, documentation should be provided to verify that the former landfill site is suitable and safe for building prior to approval of any rezoning application on parcel 90-4 ((1)) 6A. If any area is found not to be suitable and safe, or if environmental issues cannot be resolved, these portions of the land unit should remain undeveloped.

As an alternative, if development suitability can be demonstrated, parcel 90-4 ((1)) 6A may be appropriate for a vehicle sales and service center with associated service facilities. Ancillary uses, such as those to serve customers may also be considered. These alternative uses may be appropriate provided the development will not produce peak hour vehicle trips on Loisdale Road in excess of those generated by the baseline recommendation. Additionally, development of the alternative uses should meet the following conditions:

- Development at an intensity up to .10 FAR on a minimum site size of 30 acres, with additional acreage incorporated as needed to maintain trip neutrality when compared to the baseline recommendation of industrial use at an intensity up to .35 FAR; and
- Construction of a publicly available athletic field(s) on parcels 90-4 ((1)) 4, 5, and/or 7 or at another location within the same service area that meets Fairfax County Park Authority (FCPA) standards with the option for management without ownership by the FCPA. See Section S7, Springfield East Community Sector, Parks and Recreation Recommendations, Figure 40 for further recommendations.

Within the land unit, if development suitability is demonstrated, as an alternative to industrial use at .35 FAR up to 200,000 square feet of office use on parcels currently zoned R-1 (90-4 ((1)) 6A, 99-2 ((1)) 7A and 8) may be appropriate, excluding parcel 90-4 ((1)) 7 which is recommended

for future active recreation facilities. Development of office use should meet the following conditions:

- Achievement of cohesive design in a campus-style setting;
- Intensity of development does not exceed .20 FAR;
- Any freestanding office building(s) is encouraged to meet at least U.S. Green Building Council's Leadership in Energy and Environmental Design (LEED) silver standards or other comparable programs with third party certification;
- Buffering and screening of uses from industrially planned areas; and
- Construction of publicly available athletic field(s) on parcels 90-4 ((1)) 4,5, and/or 7 or at another location within the same service area that meets Fairfax County Park Authority (FCPA) standards with the option for management without ownership by the FCPA, see Section S7 – Springfield East Community Sector, Parks and Recreation Recommendations, Figure 40 for further recommendations.

Parcels located north and south of Newington Road (Tax Map 99-1((1)) 4, 5C, and 5D) are planned for local-serving retail uses up to .25 FAR (access recommendations are shown on Figure 34 in Sector S6). Parcels 99-1((1)) 5A, 6 are planned for a hotel use with supporting retail use up to 0.75 FAR provided the following conditions are met:

- The current access south of the Loisdale Road/Fairfax County Parkway is closed and a new four way signalized intersection is provided at the Loisdale Road/Newington Road intersection.
- A second access point south of the northern tip of parcel 99-1((1)) 6 along Loisdale Road is provided. Turning movement should be restricted to right-in and right-out.

As an option, to complement existing uses in the vicinity and due to a change in access, Tax Map 99-1((1))5C may be appropriate for industrial use up to .35 FAR. Parcel 99-2 ((1)) 8 located north of Newington Road is planned for light industrial uses To minimize noise and visual impacts, all business activities on Tax Map 99-1((1)) 5C and 99-2 ((1)) 8 should be accommodated indoors. Outdoor storage is not appropriate. In addition, development should be compatible with the adjacent buildings to the south in terms of height, building materials and scale to foster high quality and attractive development. This is especially important for the façades of any buildings facing the Fairfax County Parkway on Tax Map 99-1((1)) 5C. A vegetated buffer of evergreen trees along the Parkway is desirable. Building facades facing Newington Road and/or Loisdale Road on parcel 99-2 ((1)) 8 should be similarly screened with a vegetated buffer of evergreen trees.

### **Transportation**

The future improvement of Loisdale Road should seek to minimize impacts to the Loisdale Estates area by meeting the following conditions:

- Maintaining the existing three lane section along the Loisdale Estates frontage (two travel lanes plus middle turn lane) until such time as congestion requires road widening along Loisdale Estates;
- Reducing the width of travel lanes and a median or median turn lanes;
- Eliminating on-street parking, and
- Acquiring more right-of-way from the I-95 side of the roadway."

**MODIFY:** Fairfax County Comprehensive Plan, 2007 Edition, Area IV, Springfield Planning District, S7, Springfield East Community Planning Sector, Figure 40, page 85:

FIGURE 40  
PARKS AND RECREATION RECOMMENDATIONS  
SECTOR S7

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PARK CLASSIFICATION	RECOMMENDATIONS
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NEIGHBORHOOD PARKS:

Loisdale	Consider future acquisition <u>or dedication</u> of Parcel 90-4((1)) <del>6A</del> 4, 5 and/or 7 to expand active recreation facilities contingent upon determination of landfill contents and <del>safety</del> -safety.
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COMMUNITY PARKS:	If Loisdale Park is expanded and athletic fields developed in it, this park will be reclassified as a Community Park.
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**MODIFY:** Fairfax County Comprehensive Plan, Transportation Plan Map, Adopted by the Board of Supervisors July 31, 2006, Amended through August 6, 2007:

Show Frontier Drive extending south of its current terminus at the Franconia-Springfield Parkway ramps and over the existing alignment of Springfield Center Drive to terminate at an intersection with Loisdale Road and Springfield Center Drive.

**MODIFY:** Fairfax County Comprehensive Plan, 2007 Edition, Area IV, Franconia-Springfield Area, Amended Through 8-3-2009, Franconia-Springfield Transit Station Area, Figure 13, Page 39 AND Figure 14, Page 40:

Show Loisdale Road from Springfield Center Drive south to Newington Road as a future 4-lane facility

**MODIFY:** Fairfax County Comprehensive Plan, 2007 Edition, Area IV, Franconia-Springfield Area, Amended Through 1-26-2009, Franconia Springfield Transit Station Area, Figure 14, Transit Facility Recommendations, Franconia-Springfield Transit Station Area, Land Units D and G, Figure 14, Page 39:

Show Loisdale Road from Springfield Center Drive south to Newington Road as a future 4-lane facility.

Refer to Proposed Areawide Text, Staff Report for Plan Amendment S09-IV-C3 and the Proposed text, page 21, Policy Recommendations, Level-of-Service E, for LOS E standard for traffic mitigation and assessing transportation system adequacy. Official citation will be referenced once the adopted text is added to the Comprehensive Plan:

<http://www.fairfaxcounty.gov/dpz/comprehensiveplan/amendments/s09cw3cp/s09cw3cpareawiderecs.pdf>

Refer to Proposed Areawide Text, Staff Report for Plan Amendment S09-IV-C3 and the Proposed text, page 27, Figure 3: Transportation Recommendations showing the proposed 4 lane extension of Frontier Drive from south of its current terminus at the Franconia-Springfield Parkway ramps and over the existing alignment of Springfield Center Drive to terminate at an intersection with Loisdale Road and Springfield Center Drive. Official citation numbers will be referenced once the adopted text is added to the Comprehensive Plan:

<http://www.fairfaxcounty.gov/dpz/comprehensiveplan/amendments/s09cw3cp/s09cw3cpareawiderecs.pdf>

Refer to Proposed Areawide Text, Staff Report for Plan Amendment S09-IV-C3 and the Proposed text, page 31, Figure 4: Recommended Bicycle Network showing proposed shared-use trails and bicycle routes along Loisdale Road and Frontier Drive. Official citation will be referenced once the adopted text is added to the Comprehensive Plan:

<http://www.fairfaxcounty.gov/dpz/comprehensiveplan/amendments/s09cw3cp/s09cw3cpareawiderecs.pdf>