



PROPOSED COMPREHENSIVE PLAN AMENDMENT

ITEM: PA 2020-IV-S1
September 29, 2021

GENERAL LOCATION: East side of Loisdale Road, just east of Interstate 95, south of Loisdale Estates and west of Loisdale Park.

SUPERVISOR DISTRICT: Lee

PLANNING AREA: Area IV

PLANNING DISTRICT: Springfield Planning District

SPECIAL PLANNING AREA:

S7 - Springfield Community Planning Sector and I-95 Corridor Industrial Area

PARCEL LOCATION: 90-4 ((1)) 3, 4, and 5

PLANNING COMMISSION PUBLIC HEARING:
Wednesday, October 20, 2021 @ 7:30 PM

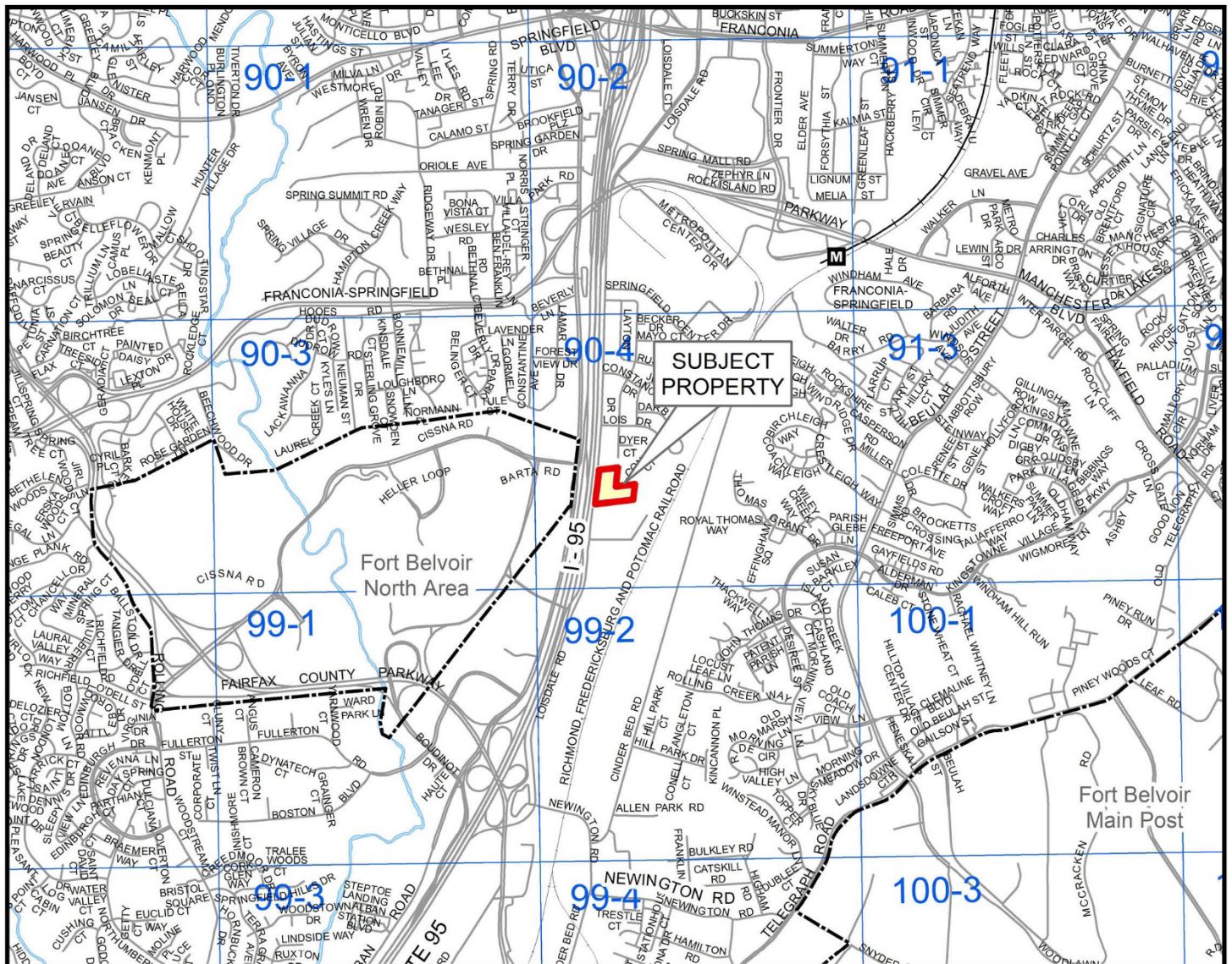
BOARD OF SUPERVISORS PUBLIC HEARING:
Tuesday, November 9, 2021 @ 4:00 PM

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



Reasonable accommodation is available upon 48 hours notice. For additional information about accommodation call the Planning Commission office at (703) 324-2865, or the Board of Supervisors office at (703) 324-3151.

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



3000 FEET

PREPARED BY THE DEPARTMENT OF PLANNING AND DEVELOPMENT USING FAIRFAX COUNTY GIS
2020-IV-S1 / PA-2020-00032 - 7501 Loisdale Road



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CURRENT PLAN AND PROPOSED CHANGE

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

ITEM:
PA 2020-IV-S1 /
PA 2020-00032



Subject Property



Comprehensive Plan

SUBJECT PROPERTY

Current Plan: TM Parcel 90-4 ((1)) 3: Public Parks
with option for low-rise office use /
TM Parcel 90-4 ((1)) 4 and 5: Industrial use at an
intensity up to 0.35 floor area ratio (FAR)

Proposed Plan: Add an option for vehicle sales
and associated service facilities at an intensity
of approximately 0.10 Floor Area Ratio (FAR)

2-3 DU/AC

2-3 DU/AC

Public Facilities

FORT BELVOIR
MILITARY
RESERVATION
See (90-3)(1-32)

Public Parks

LOISDALE PARK

Industrial

Industrial

Private Open Space

Public Parks

400 FEET

PREPARED BY THE DEPARTMENT OF PLANNING AND DEVELOPMENT USING FAIRFAX COUNTY GIS
PARCEL INFORMATION CURRENT TO AUGUST 2021

OTPA_GRAPHICS/S20_Items/2020-IV-S1 7501 Loisdale Road



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STAFF REPORT FOR PLAN AMENDMENT 2020-IV-S1

BACKGROUND

On December 1, 2020, the Board of Supervisors (Board) authorized Comprehensive Plan (Plan) amendment 2020-IV-S1 for Tax Map Parcel 90-4 ((1)) 3, 4 and 5 (Parcels 3, 4 and 5), located at 7501 Loisdale Road in the Lee District, and Springfield Planning District (Figure 1). Current Plan guidance for the subject site is split between the S7 - Springfield East Community Planning Sector for the northern portion of the site (Parcel 3), and Land Unit K of the I-95 Corridor Industrial Area for the southern portion (Parcels 4 and 5). The proposed amendment considers adding an option for vehicle sales and service use on the subject property to the Plan.

The Board's authorization established that this Plan amendment will be reviewed concurrently with rezoning case [RZ 2021-LE-007 \(PLUS system link\)](#), which has an associated special exception, SE 2021-LE-005. The rezoning application proposes a change from the current zoning of C-2 (Limited Commercial District) for Parcel 3 and I-3 (Light Intensity Industrial District) for Parcels 4 and 5 to C-8 (Commercial Highway District) across the entire site.

CHARACTER OF THE SITE

The subject properties contain 7.23 acres on the east side of Loisdale Road, which generally runs parallel with the northbound lane of Interstate 95 (I-95). All three properties are currently vacant and primarily wooded. Topography varies on this site and includes an area of steep slopes that decline down to the east approaching Loisdale Park (Figure 2). The current Plan recommends Public Parks as the baseline use for Parcel 3 and recognizes an option for development as a transitional low-rise office use according to the underlying zoning and entitlements. Parcel 3 is zoned C-2. The southern portion of the subject site (Parcels 4 and 5) is planned for industrial use at an intensity up to 0.35 floor area ratio (FAR) within Land Unit K of the I-95 Corridor Industrial Area and zoned I-3.

CHARACTER OF THE AREA

The Springfield East Community Planning Sector is located between Interstate 95 (I-95) and the CSX railroad right-of-way, south of Franconia Road. The majority of this planning sector includes the Franconia-Springfield Transit Station Area (TSA) and the I-95 Corridor Industrial Area activity centers. The area outside of the activity centers includes primarily low density, single-family detached residential neighborhoods, including the Loisdale Estates Community which is planned for 2-3 and 3-4 dwelling units per acre (du/ac).

Loisdale Park, a Fairfax County Park Authority (FCPA) facility with public play courts and an athletic field, is located directly to the north and east of the subject properties. Loisdale Estates, comprised of single-family detached residential dwelling units is located to the north of

the subject site, just beyond an existing strip of parkland. Three existing automobile dealerships located directly to the south of the site were developed under a Plan option.

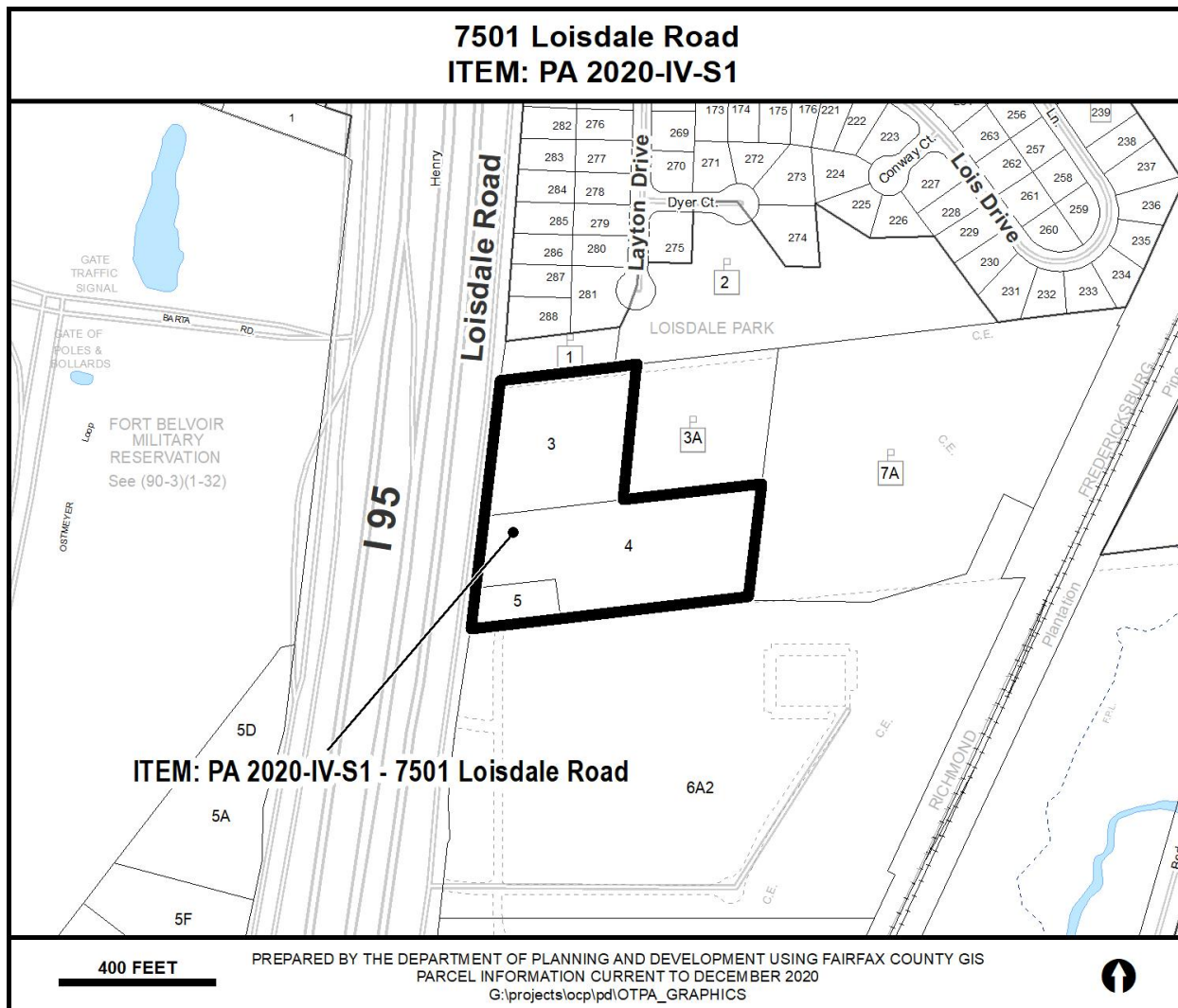


Figure 1: Property Map

PLANNING AND ZONING HISTORY

The Plan recommendation for Parcel 3 pre-dates the Planning Horizons efforts and the adoption of the Plan on July 1, 1991. The zoning on the parcel dates back to December 15, 1980, when this portion of the subject site was rezoned from its original zoning for low-density residential use (R-1 and R-3) to C-2 (Limited Office District) (PCA/RZ-80-L-004) to allow for an office complex with thirteen townhouse styled units. Subsequently, the Board approved an amendment to the proffered development plan on April 27, 2009, which allows for development of a 59,476 square foot, 2-story office building that was intended to support needs of the 2005 Base Realignment and Closure proceedings (BRAC) but remains unbuilt.

The Plan guidance for Parcels 4 and 5 was included in the Loisdale Road Special Study, which was authorized on January 12, 2009 to review Comprehensive Plan guidance for Land Unit K. The study considered the impacts and benefits of introducing additional alternative uses including vehicle sales, service and ancillary uses, office, and public parks in an area predominantly planned for Industrial use. Analysis provided in the study identified automobile dealerships as being “quasi-industrial” in nature when considering land use and traffic impacts. In determining the appropriateness of alternative uses, the study identified the potential for various opportunities such as dedication of parkland and preservation of wooded land as benefits that could also help to reduce the number of vehicle trips generated from sites with access to Loisdale Road.

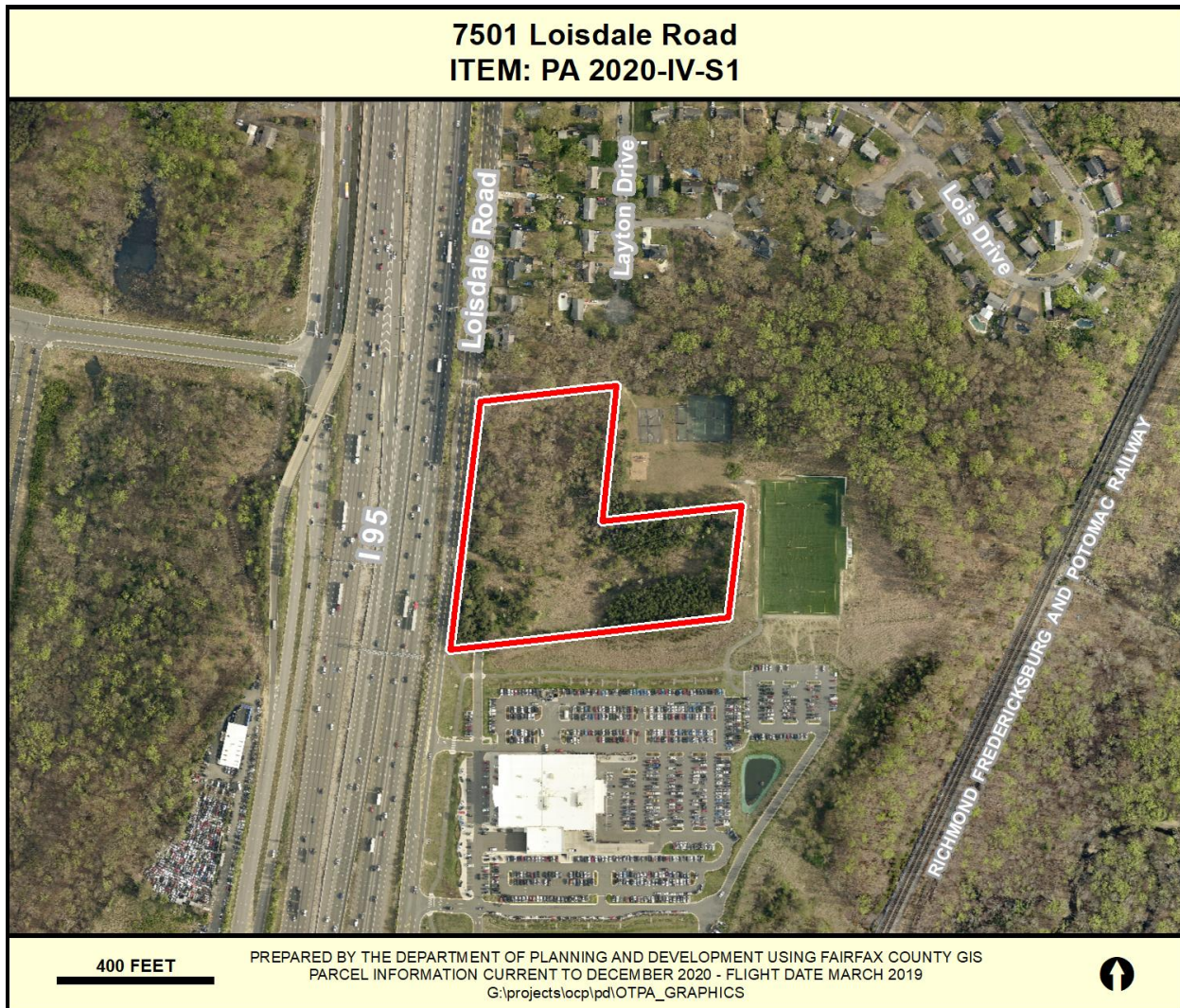


Figure 2: Aerial Imagery of Subject Property

On April 6, 2010, the Board adopted recommendations of the Loisdale Study to amend Plan text that guides the land uses and intensity of development in Land Unit K. Recommendations provided in the Loisdale Study sought to limit the number of peak-hour trips generated on Loisdale Road by limiting the types of uses and intensity that can be established in

Land Unit K. At the baseline, the adopted Plan recommends Industrial use throughout the entirety of Land Unit K. A 60-acre portion of Land Unit K, just south of the subject site of this proposed amendment, is planned with an option for vehicle sales and service. This option was implemented and resulted in the development of three auto dealerships with various environmental and community benefits, such as the expansion of Loisdale Park; the preservation of a large, wooded area on steep slopes within conservation easements; and remediation of a former landfill. The subject site is not located on the site of the former landfill, so the adopted conditions for environmental remediation would not factor into this Plan amendment.

Parcels 4 and 5 on the subject site are two of the seven remaining properties with access to Loisdale Road in the I-95 Corridor Industrial Area - Land Unit K that do not have options for alternative uses such as vehicle sales and service or office use. These properties are planned with the baseline recommendation for industrial use at an intensity of 0.35 FAR. However, this Plan amendment also considers the proposed consolidation of Parcels 4 and 5 with Parcel 3, which has a Plan option that recognizes the proffered zoning entitlement for office use.

ADOPTED COMPREHENSIVE PLAN TEXT

As mentioned previously, the Comprehensive Plan Map recommends the southern portion of the subject property (Parcels 4 and 5) to develop at the baseline as industrial use, while the northern portion of this site (Parcel 3) is planned as public parks in the S7 - Springfield East Community Planning Sector.

The Comprehensive Plan provides general Land Use guidance that recommends industrial use up to 0.35 FAR for properties developed with existing industrial uses and undeveloped sites along Loisdale Road in Land Unit K of the I-95 Corridor Industrial Area. Parcels 4 and 5, which make up the southern part of the subject site, are included in this recommendation for baseline industrial uses. The adopted Plan's land use recommendations for the Springfield East sector provide an option for developing Parcel 3 as office use with conditions that are meant to promote compatibility with low-density residential development to the north.

Land Use guidance of the current Plan pertaining to this amendment is provided for the Springfield Planning District, I-95 Corridor Industrial Area (Attachment I), S7 - Springfield East Community Planning Sector and the Countywide Policy Plan.

Fairfax County Comprehensive Plan, 2017 Edition, Springfield Planning District, Area IV, Amended through 2-23-2021, Overview, Pages 1-3:

“CONCEPT FOR FUTURE DEVELOPMENT

...

The majority of the Springfield Planning District has been recommended as Suburban

Neighborhoods by the Concept for Future Development. The predominant residential character of the area should be maintained by promoting compatible land uses and land use intensities. Neighborhood stability is further promoted through sound planning principles addressing appropriate transitions between adjoining land uses, access control, environmental and heritage resource protection, and other appropriate public facility and transportation guidelines.

...

Finally, the I-95 Corridor Industrial Area is located along both sides of I-95 near the Fort Belvoir North Area. This Industrial Area is recommended to retain an overall industrial orientation for future development. It is one of several Industrial Areas in the county designated by the Concept for Future Development to be reserved primarily for industrially oriented activities, which may be incompatible in other locations.”

Fairfax County Comprehensive Plan, 2017 Edition, Springfield Planning District, Area IV, Amended through 2-23-2021, Overview, Page 4:

“MAJOR OBJECTIVES

The primary planning objectives in the Springfield Planning District are the following:

...

- Improve circulation in and around the community by the management of existing transportation facilities and by promoting alternatives to single-occupant vehicle use;
- Protect stable residential neighborhoods from any adverse impacts associated with adjacent nonresidential development;

...”

Fairfax County Comprehensive Plan, 2017 Edition, Springfield Planning District, Amended through 2-23-2021, Overview, Pages 7-8:

“Environment

...

Older, developed portions of the county often have fair to poor surface water quality. This is due primarily to nonpoint source pollution in the form of runoff which contains high levels of fertilizers, pesticides, sediment, and hydrocarbons. Older suburban areas such as Springfield do not have the benefit of state-of-the-art water quality control practices. They are a particular challenge in the county's efforts to improve surface water quality and meet the spirit of the Chesapeake Bay Preservation Act. In addition to surface water, a portion of the Springfield Planning District overlays an aquifer recharge area. Land uses that threaten groundwater quality, such as those characterized by high ratios of impervious surfaces associated with industrial and

retail development, hazardous materials storage, and underground storage tanks, need special attention.

...”

Fairfax County Comprehensive Plan, 2017 Edition, Springfield Planning District, Amended through 2-23-2021, Overview, Pages 14-16:

“Parks and Recreation

...

Although the Springfield Planning District is generally well served by existing parklands and facilities, anticipated changes in land use will generate increased needs for both active recreation opportunities and preservation of open space. Fortunately, the potential exists to enhance both the quality and quantity of park and recreation resources in this planning district.

...

Expansion of five parks - Amberleigh, Loisdale, Newington, Springfield Forest, and Franconia -- and the acquisition and development of two new Community Park sites are recommended to address current and future recreation needs. Upgrading of athletic fields at existing school and park sites is also recommended.

...

Major park and recreation objectives for the Springfield Planning District include:

- Expand existing parks and upgrade existing facilities;

...”

Fairfax County Comprehensive Plan, 2017 Edition, Springfield Planning District, Amended through 2-23-2021, I-95 Corridor Industrial Area, Page 17:

“CHARACTER

The I-95 Corridor Industrial Area is located along the east and west sides of I-95 in the Newington area near Accotink Creek. The area is characterized by a predominance of industrial, warehouse, fuel storage, vehicle repair, wholesale and commercial retail, "flex-space," and office uses.

Sensitive environmental areas, such as the Long Branch of Accotink Creek are in proximity to or within industrial sites. This area is located in the Accotink Creek watershed and its fairly extensive floodplains; the stream valleys of this channel affect most of the area. Because of its location in the Coastal Plain geologic province, this area is in a sensitive aquifer recharge zone and

may contain slippage-prone swelling clays. The sensitive environmental areas also contain known and potential historic and prehistoric archaeological sites.

CONCEPT FOR FUTURE DEVELOPMENT

The I-95 Corridor Industrial Area is recommended in the Concept for Future Development to retain an overall industrial orientation. Industrial Areas are intended primarily to provide suitable locations for industrially-related uses. Office and other commercial uses should be limited in these areas for the most part.

MAJOR OBJECTIVES

Planning objectives for the I-95 Corridor Industrial Area include:

- Retain suitable locations for industrial uses;
- Redevelop the blighted industrial areas along Cinder Bed Road and the Long Branch of Accotink Creek north of Backlick Road; and
- Protect environmental quality corridors and provide public trail access.”

Fairfax County Comprehensive Plan, 2017 Edition, Springfield Planning District, Amended through 2-23-2021, 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 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 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 33 for further recommendations.”

Fairfax County Comprehensive Plan, 2017 Edition, Springfield Planning District, Amended through 2-23-2021, I-95 Corridor Industrial Area, Page 26:

“Transportation

Loisdale Road is recommended for widening to four travel lanes from Springfield Center Drive south to Newington Road. A segment of Loisdale Road that is planned for this widening fronts houses in the Loisdale Estates residential community. The future improvement of Loisdale Road should minimize impacts to the Loisdale Estates community by 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.”

Fairfax County Comprehensive Plan, 2017 Edition, Springfield Planning District, Amended through 2-23-2021, S7-Springfield East Community Planning Sector, Concept for Future Development, Page 75:

“CONCEPT FOR FUTURE DEVELOPMENT

The Concept for Future Development recommends that S7 Sector develop as Suburban Neighborhoods.

Major objectives for the Springfield East Community Planning Sector include:

- Provide appropriate transitions between varying land uses to mitigate adverse impacts;
- Preserve the stable single-family detached residential character of Windsor Estates (located in Sector S9), Loisdale Estates, and the area east of Frontier Drive, including Springfield Forest, Greenwood and New Charleston, through appropriate screening and buffering at transition boundaries; and
- Provide infill development for existing communities that should be of a compatible use, type and density and be in accordance with policies of the Comprehensive Plan.”

**Fairfax County Comprehensive Plan, 2017 Edition, Springfield Planning District,
Amended through 2-23-2021, S7-Springfield East Community Planning Sector,
Recommendations - Land Use, Page 77:**

(Land Use Recommendations - continued)

“2. The Loisdale Estates subdivision is a stable residential area planned for 2-3 and 3-4 dwelling units per acre. Infill development should be of a compatible use, type, and density and in accordance with the guidance provided by the Policy Plan under Land Use Objectives 8 and 14.”

...

“4. The planned use of Parcel 90-4((1))3 is public park. If the property is not acquired and develops at its underlying zoning for transitional low-rise office use, the following conditions should be met:

- The provision of a substantial landscaped open space buffer which would mitigate the visual impact on nearby residences to the north;
- The limitation of the low-rise office units to a height which is compatible with nearby existing and planned activity to the north and east; and
- The provision of signs, whose size, character, and location are compatible with and result in no adverse visual impact on nearby residential units.”

PROPOSED PLAN AMENDMENT

The Board’s authorization directs staff to consider a Plan option to allow for a vehicle sales and service center on the subject site. Sheehy Loisdale Property LLC, has submitted a request to rezone ([RZ 2021-LE-007](#)) the subject parcels from C-2 and I-3 to C-8 with a special exception (SE 2021-LE-005) for the establishment of vehicle sales, service and ancillary uses. These applications are being reviewed concurrently with the Plan amendment and propose development of approximately 35,500 gross square feet dedicated to the proposed uses at an intensity of approximately 0.10 FAR on the 7.23-acre subject site.

DEVELOPMENT CONCEPT

The site design represented in Figure 3 generally illustrates the proposed locations of the vehicle sales and service building, limits of disturbance, landscaped areas, surface parking, structured vehicle display areas, transportation improvements and stormwater management facilities along with other related elements as depicted in the development plan for the rezoning application. The inclusion of this plan sheet is provided as an illustrative concept for potential development on the site but does not suggest a favorable recommendation for the specific design.

Elements of this layout may differ from the final design based upon future review of the proposed rezoning application.

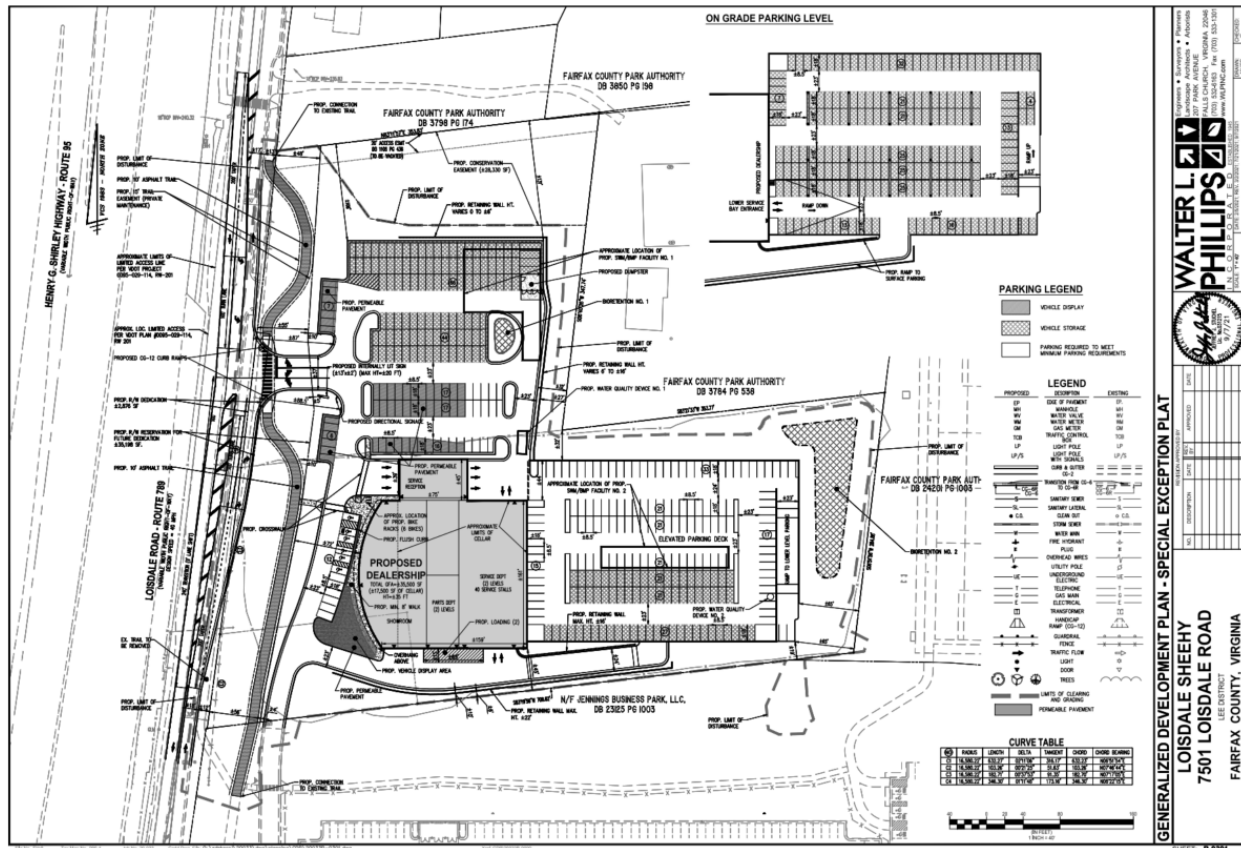


Figure 3: Development Plan Concept (revised through September 7, 2021)

ANALYSIS

Land Use and Compatibility

Adopted Plan guidance for the Springfield Planning District provides general recommendations for protecting the stability of residential neighborhoods from potential adverse impacts associated with adjacent non-residential development by promoting compatible land uses and intensities for development. The Plan amendment proposes consolidation of three parcels that are planned within two distinct areas of the Springfield Planning District. Therefore, land use analysis for the subject site is provided with consideration for the context of the surrounding development patterns in both the S7 - Springfield East Community Planning Sector and the I-95 Corridor Industrial Area.

Parcel 3 is located just south of low-density, single-family residential uses in the Loisdale Estates subdivision, which are planned and developed at a density of 2-3 du/ac, and Loisdale Park. The adopted Plan for the Springfield East sector (S7) recommends Public Parks as the baseline use for Parcel 3. The Plan further states that if the property is not acquired for park use,

then it could be developed under an option for low-rise office use at its underlying C-2 zoning, and with conditions intended to create an appropriate transition between nearby industrial uses and the residences in Loisdale Estates. These conditions are intended to mitigate adverse impacts of development on the adjacent residences to the north, such as providing a substantial landscaped open space buffer, limiting building heights and incorporating signage of character, size and locations consistent with the neighborhood context for Loisdale Estates.

The adopted Plan recommends industrial uses up to an intensity of 0.35 FAR at the baseline for Parcels 4 and 5, which are situated at the northern end of Land Unit K in the I-95 Corridor Industrial Area. This same recommendation is applied to several other parcels along Loisdale Road in Land Unit K that are currently developed with existing industrial uses or remain undeveloped. In cases where the Plan considers options for establishing alternative uses, conditions are applied to help ensure that trips will not be generated at a level that impacts Loisdale Road and neighboring residential uses to a greater extent than industrial development at the baseline. Additionally, certain planning and design elements set forth as conditions in the current Plan recommendations for transitional office use on Parcel 3 could also be appropriate for mitigating the potential for adverse impacts on the adjacent residential neighborhood from development of the option proposed with this Plan amendment.

The concurrent rezoning application proposes a change from I-3 (Light Intensity Industrial District) to C-8 (Commercial Highway District) for Parcels 4 and 5, which could limit the opportunities for future development of industrial uses on the subject site. Analysis that resulted in adoption of the current Plan guidance for Land Unit K of the I-95 Corridor Industrial Area identified vehicle sales and service centers as being “quasi-industrial” in nature when considering the potential land use, environmental and traffic impacts. To this end, the nearest four properties in the I-95 Corridor Industrial Area directly to south are developed with three existing vehicle sales and service centers, and an ancillary vehicle display and storage lot. The use proposed on the subject site would be compatible with these adjacent uses to the south. The adopted Plan provides an option that allowed vehicle sales and service as an alternative to industrial use with conditions that resulted in the preservation of large areas of undisturbed wooded land and steep slopes in conservation easements. Preservation of these areas serves various purposes, including mitigating impacts of stormwater run-off from the large, paved surfaces that are typically characteristic of auto dealerships, while also limiting the amount of development contributing to existing traffic issues on Loisdale Road. Furthermore, approximately 11 acres of new parkland was dedicated to FCPA for expansion of Loisdale Park with the development of a site that originally contained nearly 60 acres.

The subject property for this Plan amendment is much smaller than the site that was developed with the three existing auto dealerships to the south. Therefore, the site and proposed Plan amendment do not offer the same level of opportunities to achieve greater environmental and community-wide benefits, such as dedication of several acres in parkland, or placement of conservation easements on several acres in wooded land and steep slopes. However, this Plan amendment proposes a change in use for the subject site that is consistent with existing uses on adjacent properties to the south, so analysis for this amendment is informed by current land use guidance that was adopted to mitigate potential impacts of the existing auto dealerships and the planned office use. Despite the smaller scale in size of the subject site, these key considerations

provide recommendations to establish adequate tree preservation buffers to avoid impacting trees in areas of Loisdale Park that adjoin the subject parcel. Additional conditions are recommended to promote compatibility and limit impacts to nearby residential uses.

Parks, Open Space, and Tree Preservation

The subject property is located just to the south and west of Loisdale Park, a neighborhood park facility owned and operated by the FCPA. Parcel 3 is planned at the baseline for public parks and has an option and approved entitlement for development with low-rise, transitional office use. Although Parcels 4 and 5 have a baseline recommendation for development as industrial uses, the current Plan also provides a recommendation for the possible acquisition of these parcels for the construction of public athletic fields, together with or as an alternate location to Tax Map Parcel 90-4 ((1)) 7 (east of the subject site) with the development of the vehicle sales and service centers on the parcels to the south. However, Parcel 7 was dedicated to the FCPA as parkland to implement the Plan option for those existing auto dealerships, so the dedication of Parcels 4 and 5 is no longer being considered as a viable possibility. Therefore, a primary goal of the Plan amendment is ensuring that proposed development does not negatively affect the adjacent wooded areas of Loisdale Park, and to achieve a greater environmental benefit than with development under the current Plan for the subject site.

Preserving existing trees to the greatest extent feasible as part of the proposed option to develop the subject site would ensure that healthy, mature trees are retained for buffering the proposed use from nearby residential uses, help to offset the adverse impacts of land disturbing activity and reduce the amount of impervious coverage proposed on the subject site. Development has the potential to damage the critical root zones of trees on park property near the boundaries to the north and east. Therefore, provision of larger and more robust buffer areas than required for development at the baseline Plan for industrial use or option for the office use, should be considered to preserve and enhance the environmental conditions of this area and protect the health of the trees on the adjacent park property.

The proposed Plan text includes a recommendation to manage land disturbing activities in ways that will minimize the potential for negative impacts to wooded parkland. Additionally, recommendations for limiting impervious cover could also assist with mitigating the potential post-development impacts from erosion and water runoff on the long-term health of the nearby trees in Loisdale Park.

Stormwater Management

The subject site is in the Accotink Creek watershed and the adopted Plan identified this as a stream that is currently in a degraded condition, and the County has various stream restoration and water quality improvement projects underway in the area. The adopted Plan identifies existing environmental conditions in the Springfield Planning District that should be addressed through the County's efforts to improve surface water quality under the Chesapeake

Bay Preservation Act. To that end, development of land uses that are characterized by high ratios of impervious surfaces, such as industrial and retail uses, are recognized for their potential impacts on water quality. The current Plan guidance for Land Unit K of the I-95 Corridor Industrial Area emphasizes the environmental benefits of low intensity development resulting in the creation of additional green space to offset stormwater runoff associated with large impervious surfaces, such as parking lots and ancillary vehicle storage. Development on the site of the three existing vehicle sales and storage lots in Land Unit K preserved large areas of undisturbed wooded land and steep slopes in conservation easements that run parallel with the eastern boundary of that site, and adjacent to the railway.

Any proposed development on the subject site should include similar solutions to address stormwater issues, such as providing stormwater measures above the minimum standards; limiting impervious cover associated with paved areas; and use of innovative Best Management Practices (BMPs) and infiltration techniques. The implementation of higher standards for tree canopy through preservation and/or enhancement of existing tree canopy, combined with native species and natural landscape design should also be considered. Further, minimizing impacts to trees on adjacent the parkland, as described previously, would also factor into efforts toward reducing stormwater runoff volumes and velocities. The proposed Plan text emphasizes a need to provide stormwater management above the minimum standards required under current Plan and development conditions allowed by-right. This could be achieved through various measures, such as the incorporation of low-impact development (LID) methods and integration of green stormwater infrastructure. Conditions recommended for the proposed amendment would allow development of the subject site to employ a range of options that could be beneficial in mitigating impacts of development or even improving the condition of streams in the Accotink Creek Watershed.

Green Building

Within the County's designated activity centers, such as the I-95 Corridor Industrial Area, there is an expectation that development will achieve formal third-party Green Building certification through Leadership in Energy and Environmental Design (LEED) or an equivalent program. The Environment element of the Policy Plan encourages developments and redevelopment to commit to Green Building practices through certification under established Green Building rating systems that require third-party, independent verification. The Policy Plan also encourages development to consider opportunities for "energy conscious design"; therefore, environmental analysis provided for this Plan amendment encourages integration of Electric Vehicle (EV) charging stations within the large parking area that is proposed with the development plan under review for this automobile-oriented use. These policies should be addressed in the review of any zoning application for development on the subject site.

Transportation

Trip Generation

The Virginia Department of Transportation (VDOT) traffic data for 2019 indicates an average annual daily traffic (AADT) count of 12,000 vehicular trips on Loisdale Road. The Comprehensive Plan recommends that Loisdale Road be widened to four lanes. However, to help reduce the need for future widening of Loisdale Road, the adopted Plan for Land Unit K recommends for the number of vehicular trips generated from alternative uses during peak hours be maintained at levels that can be considered as net neutral when compared to industrial uses at the baseline of 0.35 FAR. Therefore, the adopted Plan provides a recommendation for limiting the development of three existing vehicle sales and service centers south of the subject site to an intensity of 0.10 FAR. Similar to the intensity specified in the adopted plan for those existing auto dealerships, this proposed plan amendment is expected to achieve adopted Plan goals for reducing the total number of peak-hour trips generated from the subject parcel on Loisdale Road.

The transportation analysis provided in Figure 4 considers vehicular trips generated from current Plan recommendations compared with the addition of the proposed Plan amendment. When compared to the Plan's baseline recommendations for Public Parks on Parcel 3, the analysis indicates that the proposed Plan amendment for a vehicle sales and service center on the subject property would result in an increase of 601 daily trips. This also increases morning (AM) and evening (PM) peak hour trips by 21 and 24, respectively, when compared to the baseline land use recommendations. When compared to the Plan option (and entitlement) for office use on Parcel 3 and industrial use on Parcels 4 and 5, the proposed plan amendment for vehicle sales and service would result in an overall increase of two daily trips; however, daily peak-hour trip generation would be reduced by a total of 97 vehicle trips with 68 fewer AM trips and 29 fewer PM trips.

			AM			PM		
Land Use (ITE Code)	Quantities	Daily Trips	In	Out	Total	In	Out	Total
Baseline Plan (Parcels 3, 4 & 5)								
Public Parks (411)	2.73 ac	90	0	0	0	13	10	23
Light Industrial Use (110)	68.5 KSF	340	42	6	48	5	38	43
Total Trips Generated		430	42	6	48	18	48	66
Industrial Baseline (Parcels 4 & 5) and Office Option (Parcel 3)								
Light Industrial Use (110)	78 KSF	388	48	7	55	6	43	49
Office (710)	59 KSF	641	70	12	82	11	59	70
Total Trips Generated		1,029	118	19	137	17	102	119
Proposed Plan Vs Baseline Plan								
Automobile Sales (840)	37 KSF	1,031	50	19	69	36	54	90
Total Trips Generated		1,031	50	19	69	36	54	90
Gross Impact Over Baseline Plan		601	8	13	21	18	6	24
Proposed Plan Vs Baseline Industrial and Office Option								
Automobile Sales (840)	37 KSF	1,031	50	19	69	36	54	90
Total Trips Generated		1,031	50	19	69	36	54	90
Gross Impact Over Industrial and Office Option		2	-68	0	-68	19	-48	-29

Figure 4: Trip Generation Table

The reduction in the number of trips anticipated to be generated from the proposed use is a key consideration of the transportation analysis, because the adopted Plan seeks to limit uses that could potentially increase the number of vehicular trips generated on Loisdale Road to an extent that would require widening of the road. Road widening could result in impacts to the Loisdale Estates community, due to the loss of property for acquisition of additional right-of-way. Therefore, the proposed Plan text for this amendment recommends a condition for development under any new proposed option to attain peak-hour trip counts that are consistent with those that would be generated from the industrial baseline use of Parcels 4 and 5, combined with the Plan option and entitlement for office use on Parcel 3.

Transit

The subject site is in an area is served by Fairfax Connector Bus Route 334 and bus stops are located on Loisdale Road, near the subject site. The proposed use on the subject site may have the potential to generate pedestrian traffic due to the presence of other auto dealerships located immediate south of, and adjacent to, the site. Given the commercial nature of the proposal, inter-parcel connections should be provided to facilitate the circulation of both vehicular and pedestrian traffic. Pedestrian walkways in the site should have direct access to nearby trails and bus stops and avoid conflict with vehicular traffic to provide a safe and walkable environment.

Pedestrian and Bicycle Access

The adopted Plan recommends the provision of public trail access as a major objective for the I-95 Corridor Industrial Area. The Fairfax County Countywide Trails Plan shows a major paved trail (pedestrian and bicycling) planned for Loisdale Road. The Fairfax County Bicycle Map also shows a shared use path in the same general location along the eastern side Loisdale Road. Therefore, any proposals to develop the subject site should include the reservation of adequate area to accommodate these planned improvements that will allow pedestrians and bicyclists to pass through the site and onto adjacent to properties. Adequate and safe connections should also be made between the site and the existing and planned trails in the network.

The Plan amendment considers development of a vehicle sales and service facility on the subject site, which may generate common traffic with other auto dealerships immediately south of, and adjacent to, the site. Given the commercial nature of these uses, there should be quality inter-parcel connections to facilitate the circulation of both vehicular and pedestrian traffic. Therefore, analysis of the Plan amendment recommends a condition to ensure that the inter-parcel connections between the existing auto dealerships would be extended onto the subject property, if developed under the proposed Plan option. This would allow car shoppers to search the inventory across all four sites without having to re-enter Loisdale Road.

CONCLUSION

Considerations for the Plan amendment are largely focused on addressing goals of the adopted Plan and understanding potential impacts that could result from a proposed vehicle sales

and service use at the subject property as they relate to previous entitlements and potential development under the baseline plan. The proposed use is being considered as an alternative to the baseline recommendations for industrial use on Parcels 4 and 5 and the option for low-rise transitional office use on Parcel 3.

The adopted Plan provides major goals for limiting the number of vehicular trips generated on Loisdale Road and mitigating impacts of development to adjacent residential uses by establishing an appropriate transition between activities in the neighboring industrial area. Plan text recommended for this amendment would add an option for a vehicle sales and service facility with conditions that are intended to meet the Plan's goals for achieving compatibility with residential uses to the north, while also establishing a level of consistency with guidance for the existing vehicle sales and service uses established to the south of the subject site. The recommended Plan amendment also proposes conditions to improve efforts for mitigating environmental impacts that could result from development under the baseline for industrial use and entitlement for office use on the subject site, such as protecting existing parkland from the possible impacts of land disturbing on the subject site. Therefore, staff considers the option for development as a vehicle sales and service facility to be an appropriate use on the subject site through the implementation of the proposed conditions for establishing appropriate buffering and compatibility with nearby uses, maintaining adequate open space and tree preservation areas, managing the amount impervious coverage, and providing stormwater management facilities and related improvements that exceed the minimum standards.

RECOMMENDATION

Staff recommends the Comprehensive Plan be modified as shown below. Text proposed to be added is shown as underlined and text proposed to be deleted is shown in ~~striketrough~~.

MODIFY: Fairfax County Comprehensive Plan, 2017 Edition, Area IV, Springfield Planning District, as amended through 2-23-2021, I-95 Corridor Industrial Area, Pages 25-26:

“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 south of Loisdale Park, is planned for industrial uses up to .35 FAR at the baseline.

Tax Map Parcels 90-4 ((1)) 4 and 90-4 ((1)) 5 are planned for industrial uses at an intensity of up to .35 FAR. As an option, these parcels may be appropriate for a vehicle sales center and associated service facilities up to an intensity of approximately 0.10 FAR, if consolidated with Tax Map Parcel 90-4 ((1)) 3, which is outside of the industrial area in the S7-Springfield East Community Planning Sector. Ancillary uses, such as

those to serve customers, may also be considered. This use may be appropriate provided the development will not produce peak hour vehicle trips on Loisdale Road in excess of those generated by the baseline planned intensity for industrial use on Parcels 4 and 5 and the underlying zoning for transitional low-rise office use on Parcel 3. Additionally, development of this optional use should meet the following conditions:

- The provision of a substantial open space buffer to the north and east to mitigate the visual impact on nearby residences, and protect existing healthy and mature trees in Loisdale Park;
- Land disturbing activities are managed to minimize the risk for damaging existing healthy and mature trees on the adjacent Loisdale Park, as determined by the Park Authority in consultation with the Urban Forest Management Division of DPWES;
- Impervious surfaces are balanced with a substantial amount of green space, supplemented by natural landscaping practices and other solutions, such as green stormwater infrastructure to offset the impacts of runoff from impervious coverage on the site. Stormwater management controls should be provided on-site and above the minimum standards to the extent possible. Off-site measures may be considered to exceed minimum standards in consultation with the Department of Public Works and Environmental Services;
- The limitation of the vehicle sales and service building(s) to a height which is compatible with nearby existing and planned activity to the north and east;
- The design, size, character and location of outdoor lighting and signage are compatible with and minimize adverse visual impacts on nearby residential uses; and,
- Provision of a quality inter-parcel connection to facilitate the circulation of vehicular and pedestrian traffic between the subject site and existing vehicle sales and service facilities to the south.

The presence and limits of a landfill south of Loisdale Park between Loisdale Road and the CSX Railroad tracks should be established.

...”

MODIFY: Fairfax County Comprehensive Plan, 2017 Edition, Area IV, Springfield Planning District, as amended through 2-23-2021, S7-Springfield East Planning Sector, Recommendations, Land Use, page 77:

- “4. The planned use of Parcel 90-4((1))3 is public park. If the property is not acquired and develops at its underlying zoning for transitional low-rise office use, the following conditions should be met:
- The provision of a substantial landscaped open space buffer which would mitigate the visual impact on nearby residences to the north;
 - The limitation of the low-rise office units to a height which is compatible with nearby existing and planned activity to the north and east; and
 - The provision of signs, whose size, character, and location are compatible with and result in no adverse visual impact on nearby residential units.

As a secondary option, this parcel may be suitable for vehicle sales center and associated service facilities if consolidated with Tax Map Parcels 90-4((1)) 4 and 5 up to an intensity of 0.10 FAR on the consolidated site, subject to the conditions set forth in the Land Use recommendations for Land Unit K of the I-95 Corridor Industrial Area.”

COMPREHENSIVE LAND USE PLAN MAP:

The Comprehensive Land Use Plan Map will not change.

COUNTYWIDE TRANSPORTATION PLAN MAP:

The Countywide Transportation Plan Map will not change.

Fairfax County Comprehensive Plan, 2017 Edition, Springfield Planning District, Amended through 2-23-2021, I-95 Corridor Industrial Area, Page 25-27:**“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 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 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 33 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 99-4((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 33 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 28 in Sector S6). Parcels 99-1((1))5A, 6 are planned for a hotel use with supporting retail use up to .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.”