



**A Publication of the County of Fairfax, Virginia  
Department of Planning & Zoning**

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## **STAFF REPORT 2009-2010 SOUTH COUNTY AREA PLANS REVIEW**

**SUPERVISOR DISTRICT:** LEE

**APR ITEM:** 09-IV-2FS

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**NOMINATOR:** Molly Novotny

**ACREAGE:** Original Nomination: 3.15 acres  
Expanded Nomination: 19.4 acres (Expanded as per Board of  
Supervisor action, October 2009)

**TAX MAP I.D. NUMBERS:** Original Nomination: 90-2((11)) 1, 3A  
Expanded Nomination: 90-2 ((1)) 40D, 40F, 40G; 90-2((11)) 1,  
2, 3, 3A, 8

**GENERAL LOCATION:** West of Loisdale Road and north of Loisdale Court

**PLANNING AREA(S):** IV  
**District(s):** Springfield  
**Sector:** Springfield East (S7)  
**Special Area:** Franconia-Springfield Transit Station Area (Land Unit H)

**ADOPTED PLAN MAP:** Office use

**ADOPTED PLAN TEXT:** Office and hotel use up to an intensity of 0.50 floor-area ratio (FAR)  
Complete Plan text: <http://www.fairfaxcounty.gov/dpz/comprehensiveplan/area4/franconiaspring.pdf>,  
Page 41-42

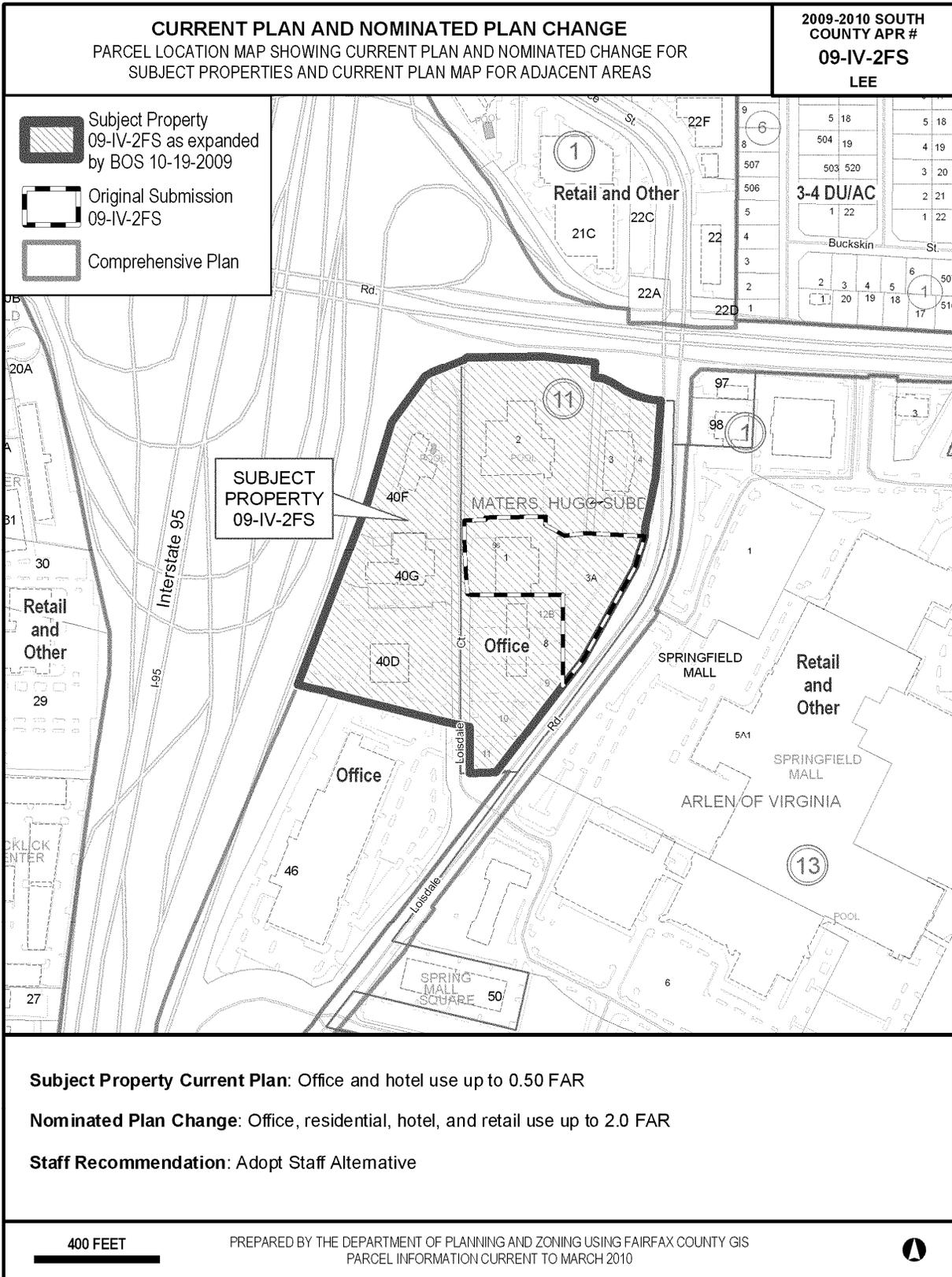
**PROPOSED PLAN AMENDMENT:** Office, residential, hotel, and retail use up to an intensity  
of 2.0 FAR

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### **SUMMARY OF STAFF RECOMMENDATION:**

- Adopt Nomination as Submitted  
 Adopt Staff Alternative  
 Retain Adopted Plan
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The original nomination, submitted as APR 09-IV-2FS is considered piecemeal planning that would work against coordinated development and connectivity in the area and would exacerbate known transportation concerns. In October 2009, the Board of Supervisors expanded the subject area for this nomination to include the area west of Loisdale Road and south of Franconia Road.



Staff recommends an alternative for the expanded area that supports office, hotel, civic/conference center, residential, and support retail uses at an overall intensity up to 1.0 FAR. This alternative is consistent with county revitalization objectives and would integrate with the planned town center east of Loisdale Road. The proposed alternative also provides a better opportunity to achieve trip neutrality as compared to the existing uses. See proposed text on page 12-13 of this staff report for proposed Plan text.

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## CONTEXT

### **General Location:**

The original submission of APR nomination 09-IV-2FS involved two parcels of approximately 3 acres, generally located west of Loisdale Road and east of Loisdale Court. The Board of Supervisors expanded the subject area for this nomination to include a 19-acre area west of Loisdale Road and south of Franconia Road in October 2009.

### **Existing and Planned Land Use and Zoning:**

**Subject property:** The subject property of the original nomination contains the 131,000 square feet (SF) Kaiser Permanente Springfield Medical Center and the associated surface parking. Including the parcel on which the associated surface parking is located, the property is developed at a 1.0 FAR and zoned C-3, C-4, and C-7. The property is planned for office and hotel use up to 0.50 floor-area ratio (FAR) within the northern portion of Land Unit H (formerly Land Unit A-1) of the Franconia-Springfield Area. The planned intensity of the original 3-acre nomination would result in 66,000 SF of development. The expanded 19-acre subject area also is planned within the northern portion of Land Unit H and planned for office and hotel uses at an intensity up to 0.50 FAR. The planned intensity of the expanded area would result in approximately 414,000 SF of office and hotel uses and zoned C-7, C-4, C-8, and C-3. The expanded area contains mid to high-rise office and hotel uses and their associated structured and surface parking.

### **Adjacent Area:**

**North:** Franconia Road, an elevated six lane divided roadway, is located to the north of the subject area. Land Unit G of the Franconia-Springfield Area is located north of Franconia Road. This area contains low and mid-rise commercial and hotel uses, including a reception facility. The area is planned for community-serving retail use at an intensity up to 0.35 FAR and zoned C-7.

**West:** Interstate 95 (I-95) is located to the west of the subject area. Land Unit D of the Franconia-Springfield Area is located west of the Interstate. Auto-serving retail and service establishments, restaurants, and other retail uses characterize this area. The land unit is planned for retail use up to an intensity of 0.70 FAR with an option for office and retail uses at an intensity up to 1.5 FAR with substantial consolidation. The area is zoned C-5, C-6, and C-8.

**South:** The southern portion of Land Unit H of the Franconia-Springfield Area is located south of the subject area (formerly Sub-unit A-2). Low intensity, big box retail uses are located in this area. Similar to the subject area, this area is planned for office and hotel uses up to an intensity

of 0.5 FAR. The area also has an option multi-family residential use at a density up to 45 dwelling units per acre with conditions related to a design, setback, parking, recreational facilities, and landscaping. The property is zoned C-7.

**East:** The Springfield Mall and several free-standing commercial buildings are located in Land Unit I, east of the subject area. The Springfield Mall is a regional shopping mall that is planned for retail uses at an intensity up to 0.50 FAR. The parcels that surround the mall are planned for community-serving retail uses up to 0.35 FAR. The land unit also recommends an option for redevelopment as a more intense, mixed-use town center. The town center should redevelop with residential, office, hotel, and retail uses at an intensity up to 1.71 FAR with a 78-acre consolidation and up to 1.82 FAR with full consolidation. Conditions for the town center relate to design, multi-modal connectivity, urban parks, access, circulation, traffic mitigation, phasing, and environmental and schools impact mitigation.

## **PLANNING HISTORY**

The subject area was involved in the Comprehensive Plan amendment for the Franconia-Springfield Area adopted on January 12, 2010. Plan Amendment (PA) S09-CW-3CP, amended the Plan text for the Springfield Community Business Center (CBC) and Franconia-Springfield Transit Station Area (TSA). The amendment primarily focused on new areawide guidance pertaining to urban design, streetscape and placemaking. Portions of the CBC, north and south of Old Keene Mill Road were recommended for redevelopment as an urban village and commuter parking facility, respectively. The amendment also reorganized the structure of the Plan text for the Franconia-Springfield Area, moving the Engineer Proving Ground recommendations to follow the Franconia-Springfield Area text. As part of the reorganization of the area, the 19-acre subject area, Land Unit A-1, and the adjacent 15-acre Land Unit A-2 were consolidated to form Land Unit H. Recommendations were added to enhance connectivity between Land Unit H and the planned Springfield Town Center across Loisdale Road, and the Joe Alexander Transportation Center. There were no changes to the land use or the intensity Land Unit H in the amendment.

A 2.9-acre portion of the expanded study area also was nominated for a Plan amendment in the Base Realignment and Closure Area Plans Review (BRAC APR) process. The BRAC APR nomination 08-IV-6FS proposed high intensity office use on Tax Map parcel 90-2 ((11)) 8, located north of the intersection of Loisdale Road and Loisdale Court and south of the original subject area of APR 09-IV-2FS. The Planning Commission deferred the BRAC APR nomination into the Springfield Mall Plan amendment, PA S06-IV-S1 in April 2008 and subsequently denied the nomination in December 2009 when the Springfield Mall Plan amendment was recommended for Board of Supervisor action. The Plan language for the BRAC APR subject property did not change during the PA S06-IV-S1.

## **ADOPTED COMPREHENSIVE PLAN TEXT**

Fairfax County Comprehensive Plan, 2007 Edition, Area IV, Franconia-Springfield Area, Franconia-Springfield Transit Station Area, Land Unit Recommendations, page 41-42, as amended through 1-12-2010:

### “Land Unit H

Land Unit H, about 29 acres, contains retail stores, offices, and hotels. This land unit is planned for a mix of office and hotel uses at an intensity up to .50 FAR. Accessory uses such as banks and restaurants may also be appropriate provided they are not located in free standing structures. Landscaping and plantings along sidewalks and streets are encouraged to foster pedestrian activity. Safe pedestrian connections to the Springfield Mall (future town center) and to the Transportation Center should be incorporated into the pedestrian circulation plan and network for this land unit. A signalized, mid-block crossing is planned to connect the northern portion of this area to the Town Center’s central plaza. Development in this land unit should follow the guidance set forth in the overview section of this Plan, particularly focusing on the high frequency bus service to the Joe Alexander Transportation Center and, eventually, the Springfield CBC.”

### NOMINATED PLAN AMENDMENT

The original nomination proposed to quadruple the maximum intensity of the three acre subject area from the planned maximum intensity of 0.50 FAR to a maximum of 2.0 FAR, or 151,000 SF office (55%), 83,000 SF residential (83 mid-rise units or 30%), 28,000 SF hotel (10%), and 14,000 SF retail (5%) mixed-use. The nomination as expanded by the Board of Supervisors affords the opportunity to evaluate an intensity up to 2.0 FAR on the subject area in conjunction with the surrounding area in the northern portion of Land Unit H (the former Land Unit A-1) with the proposed land uses.

### ANALYSIS

#### Land Use

**Original APR 09-IV-2FS:** The original nomination consists of three acres of irregular shape and is a small consolidation within the land unit. As such, the nomination is considered piecemeal development. Further, the proposed nomination would be twice the intensity of the adjacent, existing uses, but would not provide any of the benefits that may be achieved through consolidation with a larger area. The Comprehensive Plan promotes broader revitalization goals in this area and coordinated development of logical consolidations. The Plan should not be incrementally replanned based on nominations that consist of individual parcels or small area consolidations.

However, it is recognized that the current Plan recommendation for the subject property and the surrounding land unit is impractical as the existing and zoned intensities are greater than the current planned intensity. An Urban Land Institute (ULI) Advisory Services Panel recommended in a report entitled *Springfield, Virginia: Strategies for Revitalization* (May 2006) that the land unit is appropriate for redevelopment with additional hotel and civic/conference center uses in order to complement the urban-style, central plaza area of the planned Springfield Town Center across Loisdale Road. ULI recommended that the civic/conference center would provide an attraction for the area and assist in establishing the Franconia-Springfield Area as a unique destination in the county. The illustration on page 14 of this staff report depicts the ULI recommendation at a conceptual level.

**Land Use Alternatives APR 09-IV-2FS:** As a result of these considerations, the Board of Supervisors (BOS) moved to expand the subject area of the nomination to include the area west of Loisdale Road and south of Franconia Road in October 2009. The expanded nomination includes the northern portion of Land Unit H (former Land Unit A-1) and has the same general scope of the original nomination. Based on the BOS action, staff generated four land use alternatives for the expanded subject area that incorporate input from the ULI Panel report, the original proposed nomination, and the previous BRAC APR nomination 08-IV-6FS. (See Planning History section for further information on BRAC APR 08-IV-6FS). The alternatives establish a mix of land uses and intensities that provide more incentive for redevelopment than the current Plan, promote a better balance of land use, encourage the development of a pedestrian-friendly activity center, and respect the transportation concerns.

The intensities of the land use alternatives are reduced from the originally proposed maximum of 2.0 FAR. If adopted, the proposed 2.0 FAR would undermine the areawide goal to establish the planned Springfield Town Center on the Springfield Mall property as the focal point of revitalization with the highest intensity. The planned and approved intensity of the town center is up to a 1.71 FAR and 1.82 FAR with full consolidation. A maximum intensity of a 2.0 FAR would eclipse that of the town center and exacerbate known concerns about roadway capacity and access to Loisdale Road. (See Transportation section for additional detail.) The alternatives, therefore, increase the planned intensity, while avoiding this conflict with the town center. If adopted, any of the alternatives would double the amount of planned density for the expanded area at a minimum and provide additional land use options that would be competitive with the existing zoning. The alternatives generally increase the amount of existing and zoned office and hotel use on the subject area and in several cases add options for residential and civic/conference center uses. The increased office square footage is in keeping with the original nomination proposal to expand at least office use on the original three-acre nominated area. The staff-proposed alternatives are as follows:

*Alternative 1* - (1.0 FAR/844,000 SF): Office 500,000 SF, Hotel 344,000 SF (641 rooms)

*Alternative 2* - (1.0 FAR): Office 310,000 SF, Residential 259,000 SF (260 high-rise multi-family dwelling units), Hotel 275,000 SF (511 rooms)

*Alternative 3* - (1.0 FAR): Conference/Civic center 100,000 SF, Hotel 283,000 SF (527 rooms), Office 461,000 SF

*Alternative 4* - (1.2 FAR)/1,012,804 SF, dependent on residential use on the southern portion of Land Unit H (formerly Sub-unit A-2)): Conference/Civic center 200,000 SF, Hotel 340,000 (635 rooms), Office 472,800 SF

Alternatives 1, 2, and 3, which propose an intensity up to 1.0 FAR would complement the planned town center, provide flexibility to develop the office, hotel, civic/conference center, and, potentially, residential uses as an element of the planned redevelopment of the expanded area, and offset traffic impacts. These alternatives also would afford the original nomination the ability to expand the office component as proposed, include additional land uses, and avoid conflict with areawide goals for redevelopment of the area. Alternative 2 provides an opportunity for redevelopment to include residential use in the mix by reducing the amount of office use. This

alternative would improve the jobs to housing balance by providing another location for high-rise housing in the area. The residential component also would promote the goal of creating a day and evening activity, animated by people on the street. Alternative 3 and 4 include ULI's recommendation for a civic/conference center, which would contribute to the cultivation of the area's unique sense of place. Alternative 4 increases the intensity up to a 1.2 FAR in conjunction with the development of the current Plan option for residential use in the southern portion of Land Unit H.

The alternatives would allow for redevelopment to meet the goals of the Plan and the vision established by ULI in regards to urban design and connectivity between land units as well. Concentrating the highest intensity and adding a coordinated urban park in the expanded subject area directly across from the planned central plaza of the Springfield Town Center would support design connectivity across Loisdale Road. Encouraging consolidation among property owners particularly in this area would support this goal and increase flexibility to improve site design and access, and provide urban parks, enhanced streetscape, and other amenities. Tax Map parcels 90-2 ((11)) 1 and 3A, which include the parcels within the original APR nomination, and 90-2 ((1)) 8 are the properties directly across from the planned plaza at the town center and are the primary location for this consolidation.

Tax Map parcels 90-2 ((11)) 1 and 3A and 90-2 ((1)) 8 should be encouraged to consolidate and redevelop with broad range of flexibility for land use options to include office, residential, hotel/conference or civic center, and support retail uses. Office uses currently exist on the site as allowed under the current zoning, and the addition of other uses, including residential use, would provide an option to redevelop the property in a manner that is not permitted within the current zoning. If consolidation of parcel 8 and the original nomination area, parcels 1 and 3A, cannot be achieved, then the redevelopment should demonstrate how the vision for the area with the urban park and civic/conference center could be achieved in the future. If the civic/conference center cannot be provided within this consolidation around the urban park in this land unit, then redevelopment should demonstrate how it can be provided on the remainder of the land unit, while having an attractive and functional connection to the central plaza of the planned town center.

#### Transportation

**Impact Analysis of Original APR 09-IV-2FS:** The analysis of the original proposed nomination indicates that the additional trips generated above current development would exceed the capacity of Loisdale Road as the area approaches Comprehensive Plan buildout. Even assuming synergy among land uses and the planned circulator service, which would mitigate trips, trips are estimated to increase by more than 200 in the AM peak hour and almost 500 in the PM peak hour. This traffic must use Loisdale Road to access the development. Studies of the Town Center area have shown no available capacity on Loisdale Road after buildout of the Springfield Town Center and the Comprehensive Plan for the area. Loisdale Road would need to be widened beyond current planned levels to support the new development, between the Franconia Road/Commerce Street and the Spring Mall Road/I-95 exit ramp intersections to maintain acceptable conditions.

The additional laneage on Loisdale Road would work against the guidance in the Springfield Town Center and areawide Plan amendment S09-CW-3CP goals of multi-modal connectivity. Additional lanes beyond what is planned essentially would divide the planned town center area from the subject area with a 6 and 8 lane arterial highway. This type of environment would continue the suburban-style development, increase the difficulty for pedestrians to cross, and undermine the vision for an urban-style, pedestrian and transit-friendly streetscape.

The recently adopted Plan guidance for the Springfield Connectivity Plan amendment recommends maintaining Level of Service (LOS) E or better during the AM and PM peak hours of travel. The original nomination also would exacerbate traffic conditions at intersections in the town center area adjacent to the subject property that are already identified as functioning at LOS F in one or both peak hours level (i.e., a volume-to-capacity ratio over 1.0). Previous studies demonstrated that intersections along Loisdale Road were projected to operate at a LOS E or F in one or both of the peak hours of travel, and these intersections would degrade further with the additional traffic of the proposed nomination. These intersections include Loisdale Road/Franconia Road/Commerce Street, Loisdale Road/Loisdale Court, and Loisdale Road/I-95 Exit ramp/Spring Mall Road. The original nomination did not provide solutions to mitigate traffic to the degree necessary to keep these intersections from degrading further during the critical peak travel hours.

**Impact Analysis of Land Use Alternatives:** The four land use alternatives that staff developed for the northern portion of Land Unit H (formerly Land Unit A-1) of the Franconia-Springfield Area would reduce the impacts of redevelopment on the subject property and the surrounding area in the land unit. The alternatives would reduce or minimize trips in comparison to existing development on the property through synergies among land uses and transit opportunities. The alternatives would be able to mitigate the transportation impacts and result in either trip neutrality (i.e., no increase in estimated trips) or a nominal increase in trips above existing development. The traffic impact tables are located on page 15-16 of this staff report.

If the southern portion of Land Unit H (formerly Land Unit A-2) remains as the existing retail use, Alternatives 1, 2, and 3 would result in either negative numbers or minor growth in traffic loading onto Loisdale Road. If the subject area was replanned to include an option for any of these scenarios, the traffic impact would be reduced or minimized, and Loisdale Road would not need to be widened. The Transportation Plan also would not need to be amended.

Alternative 4, which increases the intensity up to 1.2 FAR becomes viable from a traffic impact perspective, if the optional level of residential use up to a density of 45 du/ac (approximately 421 high-rise multi-family dwelling units replacing the current retail uses) is implemented on the southern portion of Land Unit H (formerly Land Unit A-2), south of the subject area. A relatively small and manageable increase in net new trips would be generated on a daily and AM peak hour basis. On a PM peak hour basis, Alternative 4 would result in a net benefit. The alternative is estimated to reduce traffic impacts to Loisdale Road and affected intersections since several links along Loisdale Road in this area are projected to go to LOS F in the PM peak hour at the Comprehensive Plan buildout. Senior citizen housing would be a better alternative to reduce peak period trips. The 1.2 FAR also could be planned to further maximize development without creating a negative traffic impact, if the size of the civic/conference center is reduced.

This can be done by putting percentage caps on the hotel and office square footage and adding a high-rise residential option to the mix on the subject area.

Despite the improved land use mix contributing to the reduction in the traffic generated, the intersection of Loisdale Road/Loisdale Court still remains a significant problem for future development in this area to address, since most of the Land Unit H (formerly Land Units A-1 and A-2) traffic would be passing through this intersection. Approaching from the north, development on the subject area can be accessed through right turns at several locations. Approaching from the south and east, the Loisdale Road/Loisdale Court intersection is the only point of access to the land units. Intersections to the north and south along Loisdale Road are also projected to fail as the area reaches buildout conditions.

The civic/conference center proposal at this land unit is not only important due to its role as an attraction for the area, but also as a land use with fewer trip impacts. An incentive should be provided for the subject area of the original nomination (Tax Map parcels 90-2 ((11)) 1 and 3A) and the adjacent parcel across from the planned town center (Tax Map parcel 90-2 ((11)) 8) to consolidate and provide this type of land use. Development conditions should be adopted as part of the Plan amendment to require parcel consolidation and coordination between properties to develop the appropriate streets, access improvements, pedestrian connections, transit facilities and other improvements as called for in the Comprehensive Plan guidance for this area.

The Code of Virginia (Chapter 527 §15.2-2222.1) requires localities to submit Comprehensive Plans and amendments to Comprehensive Plans that will substantially affect transportation on state-controlled roads to the Virginia Department of Transportation (VDOT). Any amendment to the Comprehensive Plan that generates 5,000 additional vehicle trips per day, assuming the highest density permissible, would trigger a review by VDOT. This review is commonly referred to as “VDOT 527” or “Chapter 527”. A Chapter 527 review would not be needed for any of the proposed land use alternatives, if the existing development is used as the basis for comparison. If the current Comprehensive Plan, which is lower than the actual and zoned development levels, is used as the basis for comparison, a Chapter 527 review would be needed for any of the alternatives analyzed above, except for Alternative 2.

### Parks and Recreation

The original nomination would allow for an additional 83 residential units generating a potential for 166 new residents within the Springfield Planning District. The staff alternative that includes the residential use would similarly generate new residents. These residents will need access to park and recreation facilities onsite or nearby. In addition to the residential development impact on recreational services and facilities, there will also be impacts from the proposed commercial development. Employees have a need to access recreational amenities at lunchtime or after work. Retail customers benefit from combining shopping trips with onsite leisure activities.

Existing park and recreation service levels in central Springfield are highly deficient and will be impacted by extensive planned growth in this area. Major anticipated development changes that will impact parks and recreation in the Springfield District include approved and planned higher

density mixed-use developments in the Springfield Town Center Area and around the Franconia-Springfield Transit Station Area. These land use and density changes will attract additional residents and increase the need for additional park and recreation facilities. In addition, the proposed federal Department of Defense Base Realignment and Closure (BRAC) policy and plans will potentially result in an additional 8,500 employees to the Engineer Proving Ground by 2011. The increased residential and commercial development caused by BRAC action will result in additional park and recreation needs in Springfield.

Existing, nearby parks include Springfield Forest, Loisdale, Lee High and Springvale, all of which are small local-serving parks in established neighborhoods. These parks meet only a portion of the demand for parkland generated by residential development in the service area of the nomination. Local-serving park facilities in high need in this area include athletic fields, playgrounds, courts, trails, dog parks, skate parks and unscheduled open space for casual enjoyment. In addition to parkland, the recreational facilities in the Springfield Planning District where facility capacity enhancements could occur include Lee District, Franconia, Hoes Road and Manchester Lakes.

Development of urban parks such as pocket parks, plazas, common greens and recreation-focused urban parks should be encouraged. Integration of publicly-accessible urban parks in the overall development design is critical to providing onsite recreation resources within the nomination area and will enhance the desirability of the project, contribute to redevelopment efforts and contribute to a sense of place. The impact on parks and recreation service levels should be offset per Objective 6 of the Parks and Recreation Section of the Policy Plan and per the Area-wide guidance through the provision of onsite park amenities, provision of active recreation facilities, and/or improvements to existing nearby park facilities.

Connectivity among mixed uses, destinations and public spaces is a key goal of the central Springfield area. Connecting key private and public open spaces, amenities and facilities is essential to achieving this goal. A specific connection for this land unit is the development of a pedestrian connection across Loisdale Road to the redeveloped Springfield Mall. Comprehensive Plan language should be retained supporting pedestrian connectivity and creation of usable open spaces such as pocket parks, plazas, common greens and recreation-focused urban parks. Integration of publicly accessible urban parks in the overall development design is critical to providing on-site recreation resources within the nomination area and will enhance the desirability of the project, contribute to redevelopment efforts and contribute to a sense of place.

Current Areawide Plan text recognizes the need to address the park and recreation needs in this area (Area IV, Franconia-Springfield Area, Area-wide Recommendations, as amended through 1-12-2010, Page 31):

*“Off-Site – Redevelopment in the Franconia-Springfield Area also would create additional need for active recreation such as field sports and other athletic activities. These active recreation facilities would require larger sites that cannot reasonably be accommodated within the Franconia-Springfield Area. These recreation impacts should be mitigated through enhancements at existing parks and schools outside of the Franconia-Springfield Area, but within the service area of proposed redevelopment.*”

*These sites provide an opportunity for larger-scale recreational facilities to serve the area residents.*

*As redevelopment occurs, these most proximate parks can be improved to include enhanced recreation facilities, including adding full cut off lights or converting existing fields to synthetic turf. Parks in the service area where facility capacity enhancements might occur include Lee District, Franconia, Hooes Road and Manchester Lakes. Additionally, several existing park sites are located at the edges of the area, including Lee High Park, Springfield Forest Park, Springvale Park, and Loisdale Park. These parks are close enough that pedestrian and bicycle linkages to the Franconia-Springfield Area should be constructed.*

*Several larger parks, which can be accessed by vehicles, will also serve new residents of the area. These parks include Lake Accotink, the Cross County Trail in the Accotink Stream Valley, and Huntley Meadows. Park enhancements to accommodate the future development could include trail improvements and amenities, and upgrading of courts, playgrounds, picnic facilities, RECenters, family recreation areas and nature centers.”*

Parcel consolidation should be encouraged to allow for a more well-integrated development that enhances functionality, and connectivity in providing future public open spaces and recreation opportunities.

Schools Impact

The original nomination and land use alternatives are located within the Forestdale Elementary School (ES), Key Middle School (MS), and Lee High School (HS) boundaries. The chart below shows the existing school capacity, enrollment, and projected five year enrollment.

**APR 09-IV-2FS School Capacity Analysis**

<b>School</b>	<b>Capacity</b>	<b>Enrollment (9/30/09)</b>	<b>2010-2011 Projected Enrollment</b>	<b>Capacity Balance 2010-2011</b>	<b>2014-15 Projected Enrollment</b>	<b>Capacity Balance 2014-15</b>
Forestdale ES	625	541	575	50	645	-20
Key MS	1000	839	857	143	984	16
Lee HS	2111	1802	1795	316	1849	262

The chart above represents a snapshot in time for student enrollment and school capacity. Student enrollment projections are done in a five year timeframe, currently through school year 2014-15 and are updated annually. Beyond the five year projection horizon, enrollment projections are not available. The original nomination proposes to expand the mix of uses permitted to include office, hotel, retail and residential uses with development potential up to a 2.0 FAR. Currently, the property is developed with an office building. Based on the current County-wide student yield ratios, the chart on the following page shows the number of anticipated students for the proposed APR nomination.

**Original Nomination APR 09-IV-2FS**

School Level	Mid-rise MF ratio	# of units	Student yield
Elementary	0.047	83	4
Middle	0.013	83	1
High	0.027	83	2
<b>Total</b>			<b>7</b>

Based on the current County-wide student yield ratios, the chart below shows the number of anticipated students based on Land Use Alternative 2. It is noted that of the four land use alternatives, only Alternative 2 proposes a residential use.

**Land Use Alternative 2 APR 09-IV-2FS**

School Level	High-rise MF ratio	# of units	Student yield
Elementary	0.047	260	12
Middle	0.013	260	3
High	0.027	260	7
<b>Total</b>			<b>22</b>

New students from the proposed nomination and the land use alternative will impact the capacity at Forestdale ES, which is projected to be over capacity for the 2014-15 school year. The proposed nomination is anticipated to yield fewer students and would have less of an impact than the Alternative 2. At the time of a rezoning application review, any redevelopment should contribute to offset the impact of the development on surrounding schools.

Environment

Transportation generated noise exceeding 75 dBA DNL may impact the subject area from I-95 for both the original nomination and land use alternatives. This issue could be avoided based on the location of any residential development. If residential development is either shielded by other structures, located an adequate distance from the noise sources or by topography, then this may be a non-factor. Based on this preliminary evaluation any proposal for future development of this land area or any part of this land area would likely require further review by staff at the time an application for development is submitted.

**RECOMMENDATION**

As an alternative to the nomination, staff recommends that the Comprehensive Plan be modified as shown below. Text proposed to be added is shown as underlined.

**MODIFY:** Fairfax County Comprehensive Plan, 2007 Edition, Area IV, Franconia-Springfield Area, Franconia-Springfield Transit Station Area, Land Unit Recommendations, page 41-42, as amended through 1-12-2010:

**“Land Unit H**

Land Unit H, about 29 acres, contains retail stores, offices, and hotels. This land unit is planned for a mix of office and hotel uses at an intensity up to .50 FAR. Accessory uses such as banks and restaurants may also be appropriate provided they are not located in free standing structures. Landscaping and plantings along sidewalks and streets are encouraged to foster pedestrian

activity. Safe pedestrian connections to the Springfield Mall (future town center) in Land Unit I and to the Transportation Center should be incorporated into the pedestrian circulation plan and network for this land unit. A signalized, mid-block crossing is planned to connect the northern portion of this area to the Town Center's central plaza. Development in this land unit should follow the guidance set forth in the overview section of this Plan, particularly focusing on the high frequency bus service to the Joe Alexander Transportation Center and, eventually, the Springfield CBC.

As an option, the 19-acre northern portion of Land Unit H, north of Tax Map parcel 90-2 ((1)) 46, may be appropriate for mixed-use redevelopment up to an overall intensity of 1.0 FAR. The mix of land uses within the entire Land Unit should include a combination of hotel, office, and supporting retail uses and may include civic/conference center and residential uses, with a maximum of approximately 460,000 square feet of office use. The highest intensity in this 19-acre area should be concentrated on the 6-acre core area, located across from the planned central plaza of the town center in Land Unit I, which includes the consolidation of parcels 90-2 ((11)) 1, 3A, and 8. The core area is planned for the an intensity up to 1.4 FAR, and at least 150,000 square feet of the total office use should be located in this area. The intensity of the properties within the remaining 13 acres, surrounding the core area and north of parcel 90-2 ((1)) 46, is planned to reflect the approved zoning, up to either 0.8 FAR or 1.0 FAR. Redevelopment under this option is predicated on a demonstration of peak hour trip neutrality when compared to the peak hour trip characteristics of the existing uses in the land unit.

The overall intensity of the 19-acre northern portion of this land unit may be increased up to a 1.2 FAR, if the option for residential use on Tax Map parcel 90-2 ((1)) 46 is implemented. In this case, the maximum for office use in this area should increase up to 470,000 square feet. Redevelopment up to the 1.2 FAR should include the same mix of land use types and should address the same condition of trip neutrality.

Any redevelopment under these options should enhance the area's linkage with the Joe Alexander Transportation Center through participation in and contribution to high frequency transit service, such as a bus circulator system. Redevelopment should support multi-modal connectivity and integrate usable open spaces, such as pocket parks, plazas, common greens and recreation-focused urban parks that enhance functionality and contribute to the overall sense of place. A central urban park of approximately 1 acre should be included in the core area, as well as a bus stop for the planned circulator service and the provision and/or contribution to the pedestrian connection to the central plaza in the planned town center in Land Unit I. The urban park in Land Unit H should be designed to coordinate with the central plaza in town center and should achieve the open space standards that are recommended in the areawide goals. If only a portion of the urban park can be accommodated in the core area, then the design of the core area should demonstrate how a unified and usable park can be completed on other parcels. Buildings should align with and front Loisdale Road and the urban park.

If parcels 1 and 3A are not consolidated with parcel 8, then the development should demonstrate how such redevelopment could be integrated with the future redevelopment of parcel 8, particularly through a unified plan for the urban park."

NOTE: The Comprehensive Plan Map would not change.

**Illustration of Future Development on Subject Area and Springfield Town Center  
(Excerpted from Urban Land Institute Advisory Panel Report, May 2006)**

# SE Quadrant

Town Center District

Landscaped Entry Features

Improved Connection to Hotel

New Civic Center

Street Edge Retail

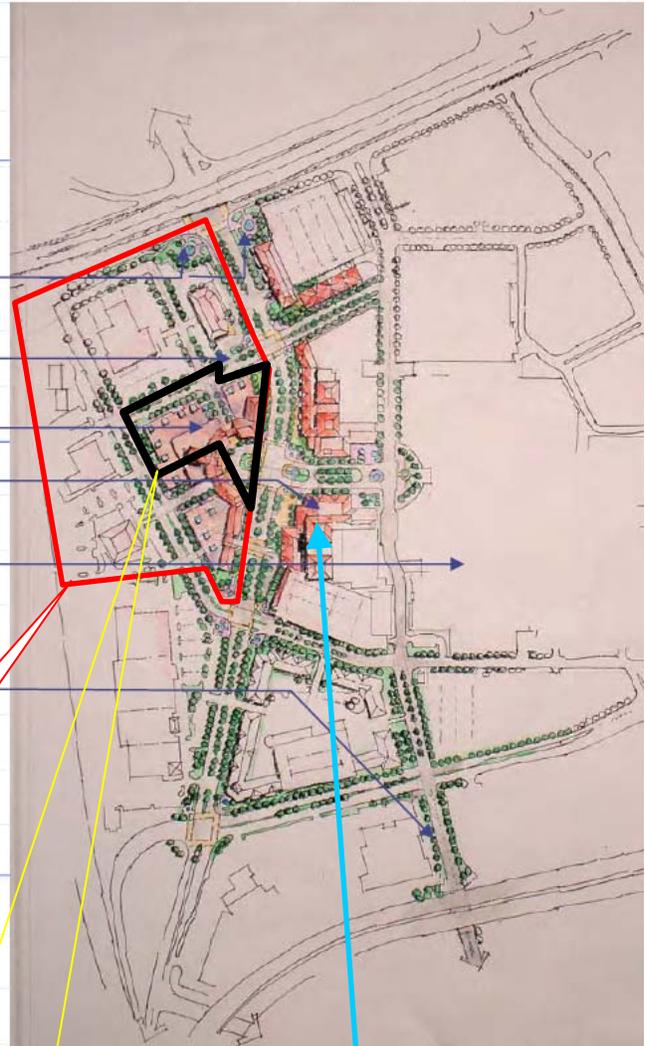
Proposed Redeveloped Mall

Connection to Metro Station

Former Land Unit  
A-1

Subject Area of Original APR  
Nomination 09-IV-2FS  
(estimated)

Central Plaza of  
Approved Town  
Center



**Trip Generation Analysis for the Original APR 09-IV-2FS Nomination**

<u>Out</u>	<u>Daily</u>	<u>AM</u>		<u>PM</u>	
		<u>In</u>	<u>Out</u>	<u>In</u>	<u>Out</u>
<b>Current Plan (0.50 FAR)</b>					
Medical Office 66,600 sf 168	2406	121	32	62	
<b>Proposed Plan (2.0 FAR)</b>					
Medical Office 151,000 sf 380	5427	273	72	140	
MF Mid-Rise Apts. 83 du's 13	524	7	16	18	
Hotel 43 rooms 12	351	15	9	13	
Retail 14,000 sf <u>22</u>	<u>480</u>	<u>7</u>	<u>4</u>	<u>21</u>	
427					
<b>Total</b>	<b>6782</b>	<b>302</b>	<b>101</b>	<b>293</b>	
<b>Difference</b>	<b>+ 4376</b>	<b>+ 181</b>	<b>+ 69</b>	<b>+ 231</b>	<b>+ 259</b>

NOTES:

1. Trip rates used are from the Institute of Transportation Engineers (ITE) Trip Generation, 8<sup>th</sup> Edition, 2008.
2. Trip generation estimates are adjusted to account for reductions due to retail pass-by, internal capture (synergy) due to mix of uses, and planned high-quality transit service.

**Trip Generation Analysis for Land Use Alternatives APR 09-IV-2FS**

The results of the trip generation analysis for four, land use alternatives are provided below. Redevelopment of Land Unit H would load all traffic onto Loisdale Road, which is the primary concern for this nomination, so the impact analysis cumulatively accounts for both land areas:

**Trip Generation Estimates for Land Units H (former A-1 and A-2)  
(Expansion of APR 09-IV-2FS Analysis)**

<u>Land Use</u>	<u>Daily</u>	<u>AM</u>		<u>PM</u>	
		<u>In</u>	<u>Out</u>	<u>In</u>	<u>Out</u>
<b>A-1</b>					
Scenario 1	9,668	811	210	293	715
Scenario 2	7,714	549	197	255	495
Scenario 3	10,501	817	237	301	726
Scenario 4	13,472	954	317	384	849
<b>A-2</b>					
w/ Existing Retail	+ 5,677	+ 71	+ 33	+ 248	+ 248
w/ Res. Option	+ 1,607	+ 28	+ 86	+ 81	+ 51

NOTES:

1. Trip rates and formulas used are from the Institute of Transportation Engineers (ITE) Trip Generation, 8<sup>th</sup> Edition, 2008.
2. Trip generation estimates are adjusted to account for reductions due to proximity to transit.

A comparison was made between the current Comprehensive Plan (with the residential option on the southern portion of Land Unit H) and existing development. As the table below shows, existing development on Land Unit H generates traffic at about twice the level of the current Comprehensive Plan guidance for these land units.

**Trip Generation Estimates for Land Units H (former A-1 and A-2)  
Comparison of Current Plan to Current Development**

<u>Land Use</u>	<u>Daily</u>	<u>AM</u>		<u>PM</u>	
		<u>In</u>	<u>Out</u>	<u>In</u>	<u>Out</u>
Current Plan (w/A-2 res. option)	7,149	441	208	280	412
Existing Development	14,692	846	226	519	933

**NOTES:**

1. Trip rates and formulas used are from the Institute of Transportation Engineers (ITE) Trip Generation, 8<sup>th</sup> Edition, 2008.
2. Trip generation estimates are adjusted to account for reductions due to retail pass-by and synergy due to mix of uses.

**Impact Analysis:** The net difference of each of the alternatives compared to existing development was calculated under two conditions: 1) with existing retail uses remaining on the southern portion of Land Unit H (formerly Sub-unit A-2), and 2) with the residential option in the current Plan being implemented on the southern portion of Land Unit H. This provided the maximum range of options for managing and reducing traffic generated by changing the mix of uses on these land units.

The table on the following page shows the net change under either assumption for the southern portion of Land Unit H, when the scenario is compared to existing development:

**Traffic Impacts: Net Change in Trips Generated**

<u>Alternatives</u>	<u>Daily</u>	<u>AM</u>		<u>PM</u>	
		<u>In</u>	<u>Out</u>	<u>In</u>	<u>Out</u>
#1 w/ A-2 retail	+ 653	+ 36	+ 17	+ 22	+ 30
w/ A-2 res. option	- 3,417	- 7	+ 70	- 145	- 167
#2 w/ A-2 retail	- 1,301	- 225	+ 4	- 16	- 190
w/ A-2 res. option	- 5,371	- 268	+ 57	- 183	- 387
#3 w/ A-2 retail	+ 1,486	+ 42	+ 22	+ 30	+ 41
w/ A-2 res. option	- 2,584	- 1	+ 75	- 137	- 156
#4 w/ A-2 retail	+ 4,727	+ 179	+ 124	+ 113	+ 164
w/ A-2 res. option	+ 657	+ 136	+ 177	- 54	- 33

An additional step of assigning A.M. and P.M. peak hour trips generated to the entrances and exits to Land Unit H was not included in this analysis. However, turning movement percentages in and out for both the AM and PM hours were developed, based on extrapolation of 2020 traffic data from the Town Center traffic analysis. This included estimated approach and departure volumes at the Loisdale Road/Loisdale Court intersection.