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-3FS

NOMINATOR: Mark Viani, McGuire Woods, LLP

ACREAGE: 20.06 acres

TAX MAP I.D. NUMBERS: 90-2 ((1)) 101A1, 101A2, 101B

GENERAL LOCATION: East of Frontier Drive and north of Franconia-Springfield Parkway

PLANNING AREA: IV
District: Springfield
Sector: Springfield East (E7)
Special Area: Franconia-Springfield Transit Station Area (Land Unit F2)

ADOPTED PLAN MAP: Residential use at of density of 16-20 dwelling units per acre (du/ac)

ADOPTED PLAN TEXT: Office and retail use up to an intensity of 0.30 floor-area ratio (FAR) with option for residential use up to a density of 20 du/ac

Complete Plan text: http://www.fairfaxcounty.gov/dpz/comprehensiveplan/area4/franconiaspring.pdf, Page 50-51

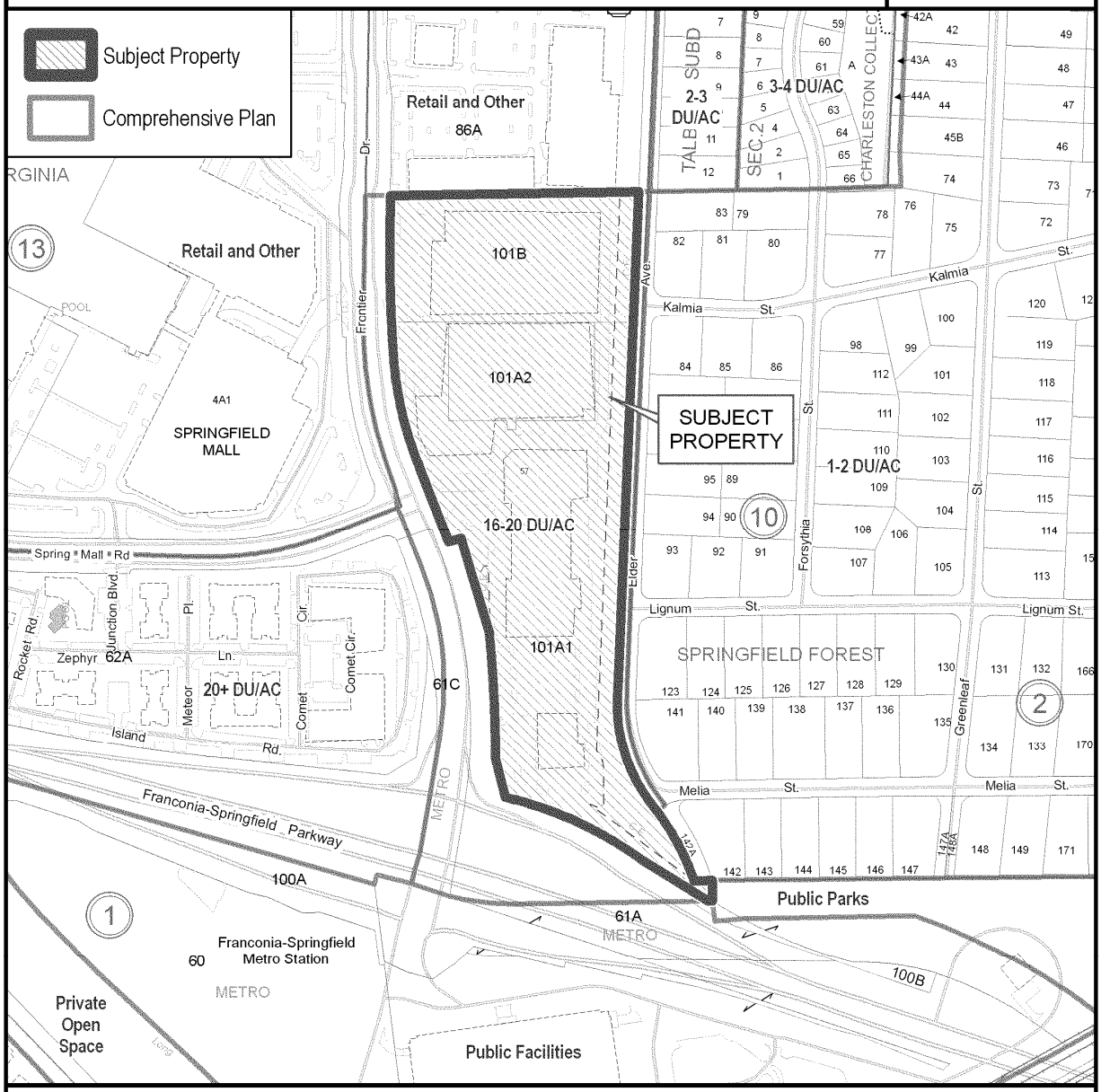
PROPOSED PLAN AMENDMENT: Residential, office, retail mixed-use up to 1.8 FAR

SUMMARY OF STAFF RECOMMENDATION:
___ Approve Nomination as Submitted
_x_ Approve Staff Alternative
____Retain Adopted Plan

Staff recognizes that the subject area could be appropriate for future mixed use redevelopment due to the proximity to the Joe Alexander Transportation Center. However, replanning this site as proposed in the nomination cannot be supported at this time as it could delay or thwart the redevelopment of the recently replanned Springfield Mall and areas along Loisdale Road. Access questions also cause concern, as well as the viability of the existing retail uses on the site. Staff recommends that any replanning be done concurrently with a rezoning application that would include a timeframe for redevelopment, a comprehensive transportation analysis and detailed site and building design information.

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

2009-2010 SOUTH COUNTY APR #
09-IV-3FS
LEE



Subject Property Current Plan: Office and retail use up to 0.30 FAR with option for residential use up to 20 du/ac

Nominated Plan Change: Residential, office, and retail use up to 1.8 FAR

Staff Recommendation: Adopt Staff Alternative

400 FEET

PREPARED BY THE DEPARTMENT OF PLANNING AND ZONING USING FAIRFAX COUNTY GIS
PARCEL INFORMATION CURRENT TO MARCH 2010

CONTEXT

General Location:

The subject area of APR 09-IV-3FS comprises approximately 20 acres, located on the east side of Frontier Drive, immediately north of the Franconia-Springfield Parkway.

Existing and Planned Land Use and Zoning:

Subject property: The subject area currently contains the Springfield Commons retail shopping center and the Home Deport development. The shopping center consists of auto-oriented, big box development with structured and surface parking for the Home Depot and surface parking for the shopping center. The property contains a total of approximately 250,000 square feet (SF) of retail use with an intensity of 0.28 FAR.

The adopted Plan recommendation for this property is located within the recently renamed Land Unit M of the Franconia-Springfield Transit Station Area. The land unit was renamed during Plan Amendment S09-CW-3CP, adopted January 12, 2010. See page 14 of this staff report to review the revised Land Unit Map for the Franconia-Springfield Area. The Plan recommends retail use up to an intensity of 0.30 FAR, which has been implemented. Conditions for redevelopment include a building height limitation of 35 feet with buildings and access oriented to Frontier Drive and the main access located at its intersection with Spring Mall Road. In addition to the maximum height of 35 feet, the Plan recommends that all buildings and structures should be limited in height by a 14-degree line of sight as measured from the front property line of Springfield Forest residences adjacent to the land unit. The Plan also recommends that the development should occur under a single development plan, and a buffer of at least 50 feet and a seven-foot brick wall should be provided adjacent to the Springfield Forest neighborhood, among other conditions.

As an option, the land unit also is planned for multi-family residential use up to 20 dwelling units per acre (du/ac). Similar conditions about the singular development plan, building height, access, and transitions to the adjacent neighborhood are recommended, except that the buffer is increased to 100 feet and the structure type is limited to garden or mid-rise units, presumably in order to achieve the line of site recommendation.

Adjacent Area:
North: Land Unit L of the Franconia-Springfield Transit Station Area is located to the north of the subject property. Parcel 90-2 ((1)) 86A of Land Unit L comprises approximately 8.5 acres and contains a one-story shopping center and big box retail uses. The parcel is planned with a recommendation that reflects the existing retail use up to an intensity of 0.30 FAR. The development should access Frontier Drive with conditions for buffering and the provision of a brick wall along the Springfield Forest subdivision to the east.
West: The Springfield Mall and the Archstone Springfield Station development are located to the west of the subject property. The Springfield Mall is located in Land Unit I of the Franconia-Springfield Transit Station Area, while the Archstone development is located within Land Unit J. The Springfield Mall is a regional mall comprised of about 80-acres and approximately 2 million

SF of retail use. The land unit in which the mall is located is planned for retail use up to an intensity 0.50 FAR with the development along the periphery of the mall planned for retail use up to 0.35 FAR. An option for redevelopment recommends that the mall redevelop as a mixed-use town center up to an intensity 1.71 FAR with at least a 78-acre consolidation and other conditions and 1.82 FAR with full consolidation of the land unit. The Archstone Springfield Station is planned and developed with residential use at a density of 45 dwelling units per acre. The land unit in which it is located also has an option for residential and retail mixed-use redevelopment up to an intensity of 1.0 FAR with associated conditions.

South: The Franconia-Springfield Parkway is located to the south of the subject property. The Parkway is divided, 6-lane, major arterial roadway serving regional traffic. The Joe Alexander Transportation Center is located to the south of the Parkway. The Transportation Center consists of a Metrorail station, a Virginia Railway Express station, regional and local services, and a 5,000 space commuter parking facility. The Transportation Center is planned for public facilities within Land Unit N of the Transit Station Area to reflect the existing use.

East: The Springfield Forest neighborhood is located to the east of the subject property. The neighborhood is planned for single-family residential use at a density of 1-2 du/ac to reflect the existing uses in the subdivision.

PLANNING HISTORY

No amendments involving land use and intensity changes have been proposed on the subject property since 1997. Prior to 1997, Plan Amendment S93-CW-1CP (Adopted number 92-21 in February 1994) increased the residential density on the subject property from 5-8 du/ac to the current Plan recommendation of multi-family residential use up to a density of 20 du/ac, conditioned upon a maximum building height delineated by a 14-degree line of sight from the Springfield Forest residences. APR item 97-IV-2S, adopted November 1997, added the current option for retail use to the Plan, based on the same building height condition, among others.

The subject area also was involved in the areawide 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. New transportation recommendations to support improved connectivity were added, such as a bus circulator service and an extension of Frontier Drive. 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 land unit in which the subject area is located was renamed from Land Unit F-2 to Land Unit M. There were no changes to the planned land use or the intensity of the subject area in the amendment.

ADOPTED COMPREHENSIVE PLAN TEXT

Fairfax County Comprehensive Plan, 2007 Edition, Area IV, Franconia-Springfield Transit Station Area, Land Unit M, pages 50-51, as amended through 1-12-2010:

"Land Unit M

Land Unit M, approximately 20 acres, is located immediately north of the Franconia-Springfield Parkway and situated between Elder Avenue and Frontier Drive. This land unit is planned for office and retail use up to 0.30 FAR and is developed at 0.28 FAR. To achieve an effective transition to the Springfield Forest subdivision, the retail uses should be low-rise in character with a maximum height of 35 feet, with buildings and access oriented to Frontier Drive. In addition to a maximum height of 35 feet, all buildings and structures shall be limited in height by a 14º line of sight as measured from the front property line of Springfield Forest residences adjacent to this land unit and east of Elder Avenue.

Retail and office uses should be developed under the following conditions:

1. A minimum of 50 foot vegetative buffer incorporating existing vegetation should be provided along Elder Avenue together with a seven-foot brick wall on the western side of the buffer to assist in creating a transition to the existing residential communities in the area. The buffer should be enhanced with evergreen trees and supplemental shrubbery to provide year round screening.
2. The only access, vehicular or pedestrian, to this land unit should be from Frontier Drive with the primary vehicular access point at the intersection of Spring Mall Road.
3. The entire land unit should be developed under a single development plan which will reflect high quality architecture and site design.
4. All site lighting should be located, directed, and designed to reduce glare and slippage onto the adjacent residential property.

As an option, multi-family residential use at a density of up to 20 dwelling units per acre may be appropriate. The entire land unit should be developed under a single development plan which reflects high quality architecture and site design. Structure type should be limited to garden or mid-rise dwelling units. To help foster an effective transition to the Springfield Forest subdivision, height of the buildings should be limited by a 14° line of sight as measured from the front property line of Springfield Forest residential structures east of Elder Avenue. This transition should also include a vegetated buffer, incorporating existing vegetation, of at least 100 feet in width along Elder Avenue.

It is important that good pedestrian access be provided to the Joe Alexander Transportation Center and to the office and retail uses in the area. Vehicular access to this land unit should be limited to Frontier Drive with the primary access point at the intersection of Spring Mall Road. Development in this land unit should be linked with the Joe Alexander Transportation Center through the provision of high frequency transit service, such as a circulator bus system."

NOMINATED PLAN AMENDMENT

The nomination proposes two options for mixed-use, transit-oriented development with overall intensity up to 1.8 FAR or 1.57 million square feet of development. Option 1 has a greater office component with approximately 785,000 SF of office use (50%), 410,000 SF of retail use (26%); and 315 multi-family residential units (24%). Option 2 includes a greater residential component,

resulting in approximately 220,000 SF of office use (14%); 410,000 SF of retail use (26%); and 786 multi-family residential units (60%). The nomination also states that the location of these uses will be concentrated on the area closest to the Metro and that the site will be graded such that the elevation would be level with the Frontier Drive underpass, under the Parkway.

ANALYSIS

Land Use

If properly designed, the proposed redevelopment would help to transform a suburban, auto-oriented retail center into a more intense, mixed-use development. The redevelopment would take advantage of the close proximity to the Franconia-Springfield Metro station, the planned mixed-use town center on the Springfield Mall, and other planned transit activities. The nomination also proposes to concentrate buildings near Frontier Drive and the Franconia-Springfield Parkway. Aligning buildings to the roadway in combination with appropriate massing and streetscape features would support areawide goals of improving the pedestrian environment along the roadway and enhancing connectivity to the Metrorail station and the town center.

However, the proposed intensity up to a 1.8 FAR causes concern. The intensity on this land unit should not undermine the goals of the future town center at the Springfield Mall in Land Unit I by competing with the redevelopment of the mall. As stated previously, Land Unit I consists of the approximately 80-acre Springfield Mall development and recently planned town center, planned for a 1.71 FAR with a 78-acre consolidation and up to a 1.82 FAR with full consolidation. The concurrent rezoning application RZ 2007-LE-007 implemented the 1.71 FAR option as it was not able to consolidate several parcels in the land unit. This town center is envisioned as the central focus of revitalization in the area and a catalyst for redevelopment, and should be planned for the highest intensity in the area in order to reflect this role. The proposed intensity up to a 1.8 FAR would exceed the town center's approved intensity and could reduce the town center's viability, which ultimately would work against the goal of the area. Development on this land unit should be planned for an intensity that works with the central focus of the area as well as provides compatible use and a tapering to the nearby residential neighborhoods.

The adoption of this nomination also may set a precedent for similar proposals of the nearby commercial areas, such as the shopping center to the north in Land Unit L, containing the Best Buy, or the shopping center to the east of the Springfield Mall in Land Unit H of the Transit Station Area, containing the DSW Shoe Warehouse and Barnes and Nobles. Pressure to redevelop these areas could delay or thwart the ability of the Springfield Town Center to successfully revitalize, particularly if the surrounding land units are developed prior to the build out of the town center.

The proposed development of the subject area also should provide an appropriate physical transition to the adjacent low-density residential neighborhood to the east through building height, massing, and setback. As nominated, the development may not be able to achieve this goal. The adjacent land units include Land Units J and Q of the Transit Station Area. Land Unit

J, which includes the multi-family complex of the Archstone Springfield Station development, is planned for residential use at a density of 35 du/ac with an option to increase up to 45 du/ac. Land Unit Q, which includes the low-density neighborhood of the Springfield Forest community, is planned for single-family residential use at 1-2 du/ac. The proposed nomination with a maximum of 786 units would result in a maximum residential density of approximately 40 du/ac, which would be similar to Land Unit J, but this density would increase in scale when the additional land uses of the office and retail are added to the mix.

As a result, the low density residential community of Springfield Forest could be adversely affected by the proposed intensity, due to the resulting building height. The current Plan guidance recommends that building height should not exceed a 14-degree line of sight as measured from the front property line of the Springfield Forest residences in order to minimize the visual impact to the community. The nomination proposes to respect the current building height limitations by locating buildings close to Frontier Drive and the Franconia-Springfield Parkway and potential grading of the site. However, the depth of the parcel near Franconia-Springfield Parkway is just over 300-feet and may not provide enough room for buffering to the neighborhood. The Comprehensive Plan recommends that the most intense development be clustered within a ¼ mile of a transit station, radiating out to ½ mile. Respecting this guidance may not be possible because the widest part of the parcel (approximately 700 feet) is located at the northern portion of the property, which is outside of the ½-mile transit-oriented boundary.

In order to meet the planned height condition, the nomination proposes grading the property. Grading the property to align with the elevation of Frontier Drive also foster a more active streetscape, improve connectivity of the site to the Metrorail station, and possible reduce the building height relative to the adjacent communities to the east and west. However, staff has serious concern as to whether the grading will provide sufficient useable space for streetscape, open space, urban park, and circulation, and parking requirements, while avoiding significant visual and aesthetic impacts from retaining walls.

With respect to the retaining walls, the county's contour map shows that the elevation of Frontier Drive at the underpass is approximately 209 feet above sea level and the elevation of the Springfield Commons development is approximately 235 feet above sea-level, as shown on the map on page 15. Frontier Drive slopes upward from south to north along the roadway. The elevation of about 209 feet at the intersection of Springfield Mall Road increases up to approximately 224 feet at the northern edge of the property. The eastern edge of the property adjacent to the Springfield Forest community slopes upward to elevations between 230 to 240 feet. The elevation change from Frontier Drive at the underpass to the Parkway to the retail center is approximately 24 feet and increases approximately another 10 feet up to the Springfield Forest community. Grading would require a retaining wall up to approximately 30 feet along the Springfield Forest community and, potentially, another retaining wall along the Frontier Drive side. The retaining wall would be a significant endeavor and may create an adverse visual impact on the new development located on the subject property that would face the wall. The building height, location of uses, grading, and provision and impact of the retaining wall would need to be addressed during the rezoning process, if this amendment is approved.

Staff also is concerned that the grading and the orientation of buildings to Frontier Drive would not overcome the challenges of transitioning the building height effectively toward the Springfield Forest community, and the buildings may loom over the neighborhood. The guidance about the building height was added as a result of Plan Amendment S93-CW-1CP and was a key element in the decision to amend the Plan. APR 97-IV-2S added the option for retail use and reiterated the significance of the condition for the height limitations of the 14-degree line of sight. Rezoning application RZ 1996-LE-047, which implemented the retail option, proffered to a building height of 30 feet for any building or side of any parking structure face that fronts along Elder Avenue, as determined by the 14-degree line of sight recommendation. The guidance has been reinforced over time, and, if the concern remains paramount at this time, then the redevelopment of this site also should maintain the language and achieve the building height limitation.

The proposed amount of buffering also causes concern. The nomination proposes to maintain the existing 50-foot buffer on-site. However, the current Plan recommendation for the more intense, multi-family use, the Plan recommends an increase width of the buffer of 100 feet. The proposal would reduce the planned buffer and may cause further concern for the relationship of the proposed development to the adjacent neighborhood.

Staff is concerned that the level of detail provided at the Plan amendment stage of development is insufficient to address the land use concerns about intensity, transitions, grading, etc. A concurrent rezoning that proffers to a development plan would provide the additional detail that would demonstrate how these concerns could be mitigated. There is no concurrent rezoning and development plan that can be proffered provided at this time by the nominator.

Transportation

Trip Generation: APR 09-IV-3FS is strategically located east of Springfield Mall along the east side of Frontier Drive, and a portion of the subject property is located within a ½-mile walk to the Franconia-Springfield Metro station. Redevelopment within this portion would be considered transit-oriented development. However, the proposed Plan options (1 and 2) would generate substantially higher daily, AM and PM peak hour trips, than the land uses allowed under both the current Plan and Plan option, as shown on the table on page 16 of this staff report. While both the proposed Plan options are at 1.8 FAR, Option 1 has office use up to 786,000 SF, resulting in much higher traffic being generated daily, AM inbound and PM outbound than Option 2. Option 2 has a higher housing component which helps to reduce the AM and PM peak hour trips as well as daily trips, but still has a significant trip impact.

Based on the comparison of the average daily trips generated by the Plan options (unadjusted totals), the APR nomination will require a Virginia Department of Transportation (VDOT) Chapter 527 review to be conducted for the proposed Plan change. The table on page 16 shows adjusted totals that take into consideration proximity to transit. 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 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 also commonly referred to as "VDOT 527" or "Chapter 527". The nomination would generate 5,000 additional vehicle trips per day, as compared to the highest density recommended under the current Comprehensive Plan. The staff recommendation on pages 12-13 of this staff report would not require a VDOT 527.

Access: Access to this land unit occurs from Frontier Drive, with the primary vehicular access point at the intersection with Spring Mall Road. Traffic impact studies completed during Rezoning application 2007-LE-007 for the Springfield Mall/ Town Center projected a failing intersection for Frontier Drive and Spring Mall Road during the PM peak hour and during weekends. A failing intersection means very high levels of traffic congestion. The intersections to the north of Spring Mall Road on Frontier Drive were projected to operate at acceptable levels of service. Trip distribution for this area shows that most of the traffic entering the site is from the north. Considering the high intensity development that is already planned for the nearby town center, any additional development in the surrounding area will result in adding more traffic and increasing congestion to the nearby facilities. As a result, Option 2 is more viable compared to Option 1 as the development that will generate less traffic and also create a synergy with the town center should be encouraged. The high volumes of traffic generated from the site by either option may generate the need for additional improvements to Frontier Drive adjacent to and south of the south. These improvements are not addressed at the Plan amendment level and would need to be mitigated at the time of rezoning.

Given the recent Plan and zoning changes in the area, specifically the creation of a new Springfield town center at the Springfield Mall and the areawide PA S09-CW-3CP, any new development should complement the changes occurring in that area. Additional pedestrian access through to the Springfield Forest neighborhood would enhance connectivity and walkability through the subject property to the town center. These improvements are not addressed at the Plan amendment level and would need to be demonstrated at the time of rezoning. The transportation issues associated with any development on the subject property, particularly those associated with access, will need to be addressed during the course of the normal rezoning review process. The development plan for the property should address circulation patterns, turning movements, signalization issues, parcel consolidation, pedestrian circulation, safety issues, and transit amenities. Internal circulation and access as well as safety issues (particularly pedestrian related) are of primary concern. Dedication of right-of-way for trails, sidewalks, and roadway improvements/ widenings and associated easements may be required.

Parks and Recreation

Level of Service Impacts: APR 09-IV-3FS would result in an additional 326 residential units above the current Plan, which generates a potential for 720 new residents within the Springfield Planning District. These residents will need access to park and recreation facilities onsite or nearby. 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 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) plan will result in an additional 8,500 employees at the Engineer Proving Ground by 2011. The increased residential and commercial development caused by the 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, Hooes Road and Manchester Lakes. 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.

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 connectivity and redevelopment efforts and contribute to a sense of place. Connectivity among mixed uses, destinations, 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 site is the development of a pedestrian connection at Kalmia Street to link the Springfield Forest Park and neighborhood to the Springfield Town Center area and to enhance pedestrian connectivity to the Joseph Alexander Transit Station.

Current Areawide Plan text recognizes the need to address the park and recreation needs in this area (Area IV, Franconia-Springfield Area, Areawide Recommendations, November 25, 2009, Page 39):

> *"Off-site Parks and Recreation - Redevelopment should contribute to or provide improved, off-site recreation facilities at and connection to the most proximate parks, consistent with the Connectivity Study. These improvements would provide an opportunity for larger-scale recreational uses and environmental preservation features. Parks at the edge of the study area include Lee High Park, Springfield Forest, Springvale, Loisdale, and Accotink Stream Valley Park. These parks are close enough that pedestrian and bicycle linkages to the study area should be included in the Comprehensive Plan text and map."*
>
> *"Off-site improvements may also include larger, active recreation facilities, such as sport fields, that would not reasonably be accommodated within the study area. These improvements could occur in parks that are not within walking distance but serve the study area. Enhancements may include adding capacity to existing facilities, such as field lighting or conversion to synthetic turf. 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. … While increasing capacity at existing parks is one*

strategy for addressing park and recreation needs, the addition of new parkland that would support recreation facilities also would be essential to offset the projected population and workforce growth in Springfield."

If the nomination is adopted, new Plan text should be incorporated that reinforces the areawide Plan text and encourages development to provide publicly-accessible park and recreation facilities onsite, and/or contribute to improving or adding park facilities at nearby parks. Plan text should also support the development of a pedestrian connection at Kalmia Street to link the Springfield Forest Park and neighborhood to the Springfield Town Center area and to enhance pedestrian connectivity to the Joseph Alexander Transit Station. This text is not addressed in the nomination.

Schools:

The APR nomination is within the Forestdale Elementary School, Key Middle School, and Lee High School boundaries. The chart below shows the existing school capacity, enrollment, and projected five year enrollment and 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.

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

Capacity and enrollment are based on the FCPS FY 2011-15 CIP.

APR 09-IV-3FS proposes two options for mixed use development to include office, residential, and retail uses. Currently, the property is developed with retail uses. Based on the current County-wide student yield ratios, the chart below compares the number of anticipated students based on the proposed APR nomination option

Current Plan Option				Proposed Plan Option 1			Proposed Plan Option 2		
School Lev	Low-rise ratio	# of units	Student yie	Mid-rise ratio	# of units	Student yield	Mid-rise ratio	# of units	Student yie
Elementary	0.136	400	54	0.047	315	15	0.047	786	37
Middle	0.032	400	13	0.013	315	4	0.013	786	10
High	0.066	400	26	0.027	315	9	0.027	786	21
Total			93			28			68

The proposed Plan options appear to yield fewer students than would be anticipated under the current Plan option based on the current County-wide student yield ratios. It is noted that Forestdale ES is projected to be over capacity for the 2014-15 school year. At the time of a rezoning application review, any redevelopment should contribute to offset the impact of the development on surrounding schools.

RECOMMENDATION

Staff recognizes that the subject area could be appropriate for future mixed use redevelopment due to the proximity of this site to the Metro station at the Joe Alexander Transportation Center. However, replanning this site as proposed in the nomination cannot be supported at this time. Mixed use development has just been approved for the Springfield Mall site and replanning this site now could undermine redevelopment of the mall and areas along Loisdale Road. This site has very limited access which is unlikely to be improved through redevelopment. Given these concerns and the viable existing retail uses on the site, staff recommends that any replanning be done concurrently with a rezoning application that would include a timeframe for redevelopment, a comprehensive transportation analysis and detailed site and building design information. Staff recommends an alternative to add language to the Plan recognizing the future redevelopment possibility, but noting that the Plan recommendation for this redevelopment should be defined through a concurrent rezoning and Plan amendment process.

Staff recommends that the Comprehensive Plan be added as shown below. Text proposed to be added is shown as <u>underlined</u>.

<u>ADD:</u> Fairfax County Comprehensive Plan, 2007 Edition, Area IV, Franconia-Springfield Transit Station Area, Land Unit M, pages 50-51, as amended through 1-12-2010:

"Land Unit M

Land Unit M, approximately 20 acres, is located immediately north of the Franconia-Springfield Parkway and situated between Elder Avenue and Frontier Drive. This land unit is planned for office and retail use up to 0.30 FAR and is developed at 0.28 FAR. To achieve an effective transition to the Springfield Forest subdivision, the retail uses should be low-rise in character with a maximum height of 35 feet, with buildings and access oriented to Frontier Drive. In addition to a maximum height of 35 feet, all buildings and structures shall be limited in height by a 14° line of sight as measured from the front property line of Springfield Forest residences adjacent to this land unit and east of Elder Avenue.

Retail and office uses should be developed under the following conditions:

2. A minimum of 50 foot vegetative buffer incorporating existing vegetation should be provided along Elder Avenue together with a seven-foot brick wall on the western side of the buffer to assist in creating a transition to the existing residential communities in the area. The buffer should be enhanced with evergreen trees and supplemental shrubbery to provide year round screening.
2. The only access, vehicular or pedestrian, to this land unit should be from Frontier Drive with the primary vehicular access point at the intersection of Spring Mall Road.
3. The entire land unit should be developed under a single development plan which will reflect high quality architecture and site design.
4. All site lighting should be located, directed, and designed to reduce glare and slippage onto the adjacent residential property.

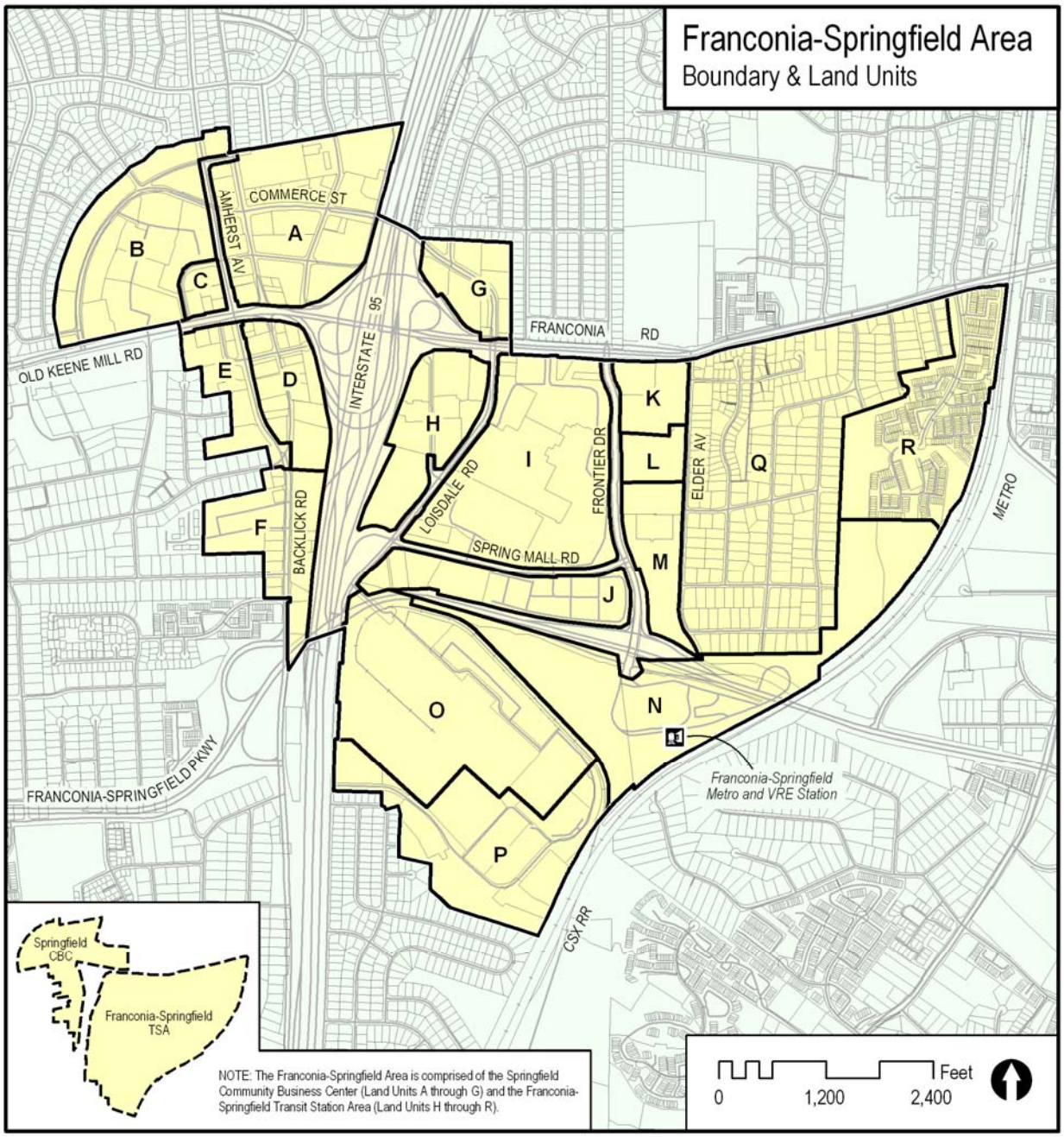
As an option, multi-family residential use at a density of up to 20 dwelling units per acre may be appropriate. The entire land unit should be developed under a single development plan which reflects high quality architecture and site design. Structure type should be limited to garden or mid-rise dwelling units. To help foster an effective transition to the Springfield Forest subdivision, height of the buildings should be limited by a 14° line of sight as measured from the front property line of Springfield Forest residential structures east of Elder Avenue. This transition should also include a vegetated buffer, incorporating existing vegetation, of at least 100 feet in width along Elder Avenue.

It is important that good pedestrian access be provided to the Joe Alexander Transportation Center and to the office and retail uses in the area. Vehicular access to this land unit should be limited to Frontier Drive with the primary access point at the intersection of Spring Mall Road. Development in this land unit should be linked with the Joe Alexander Transportation Center through the provision of high frequency transit service, such as a circulator bus system.

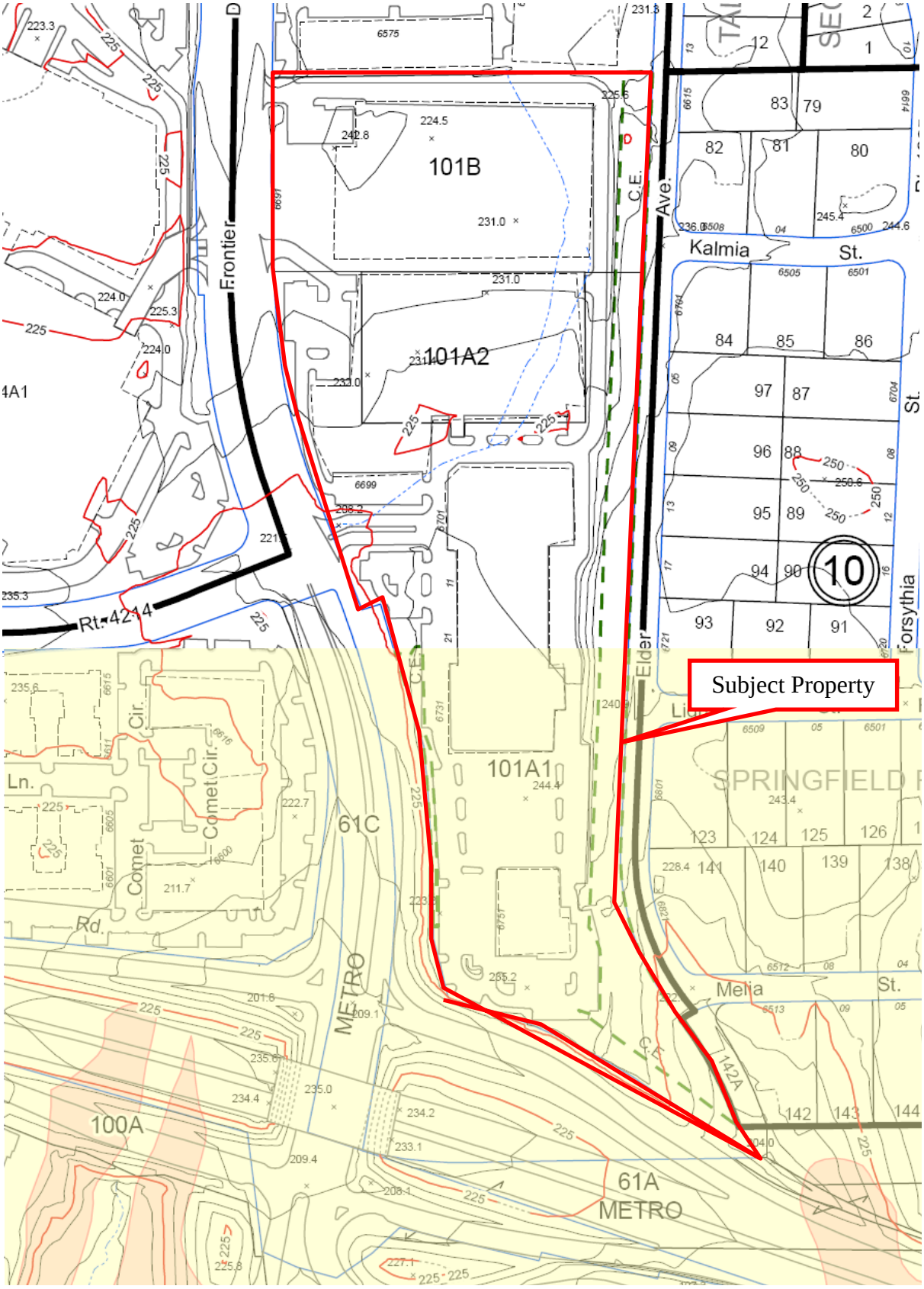
This land unit may be appropriate for redevelopment in the future, due to its proximity to the Joe Alexander Transportation Center and the planned Springfield Town Center. The mix of use and intensity should be determined through a concurrent Comprehensive Plan amendment and zoning application. The concurrent process should address issues related to transportation capacity and connectivity, vehicular and pedestrian access and circulation, high quality site design, the timing of redevelopment, and building height transitions, setback, and buffering to the Springfield Forest neighborhood. This approach will help provide an understanding of the timing of redevelopment that is anticipated, as well as how this area will complement the redevelopment of the town center."

NOTE: The Comprehensive Plan Map would not change.

Revised Franconia-Springfield Land Unit Map
(Plan Amendment S09-CW-3CP, adopted January 12, 2010)



Excerpt from County Contour Map, Tax Map 90-2



Trip Generation Estimates for APR 09-IV-3FS

Trip Generation estimates for APR 09-IV-3FS

Comprehensive Plan		**AM Peak Hour**		**PM Peak Hour**		**Average**
Development Type	**Quantities**	**In**	**Out**	**In**	**Out**	**Daily**
Retail (820)	262,000 Sf	109	69	326	339	7,650
Total		**109**	**69**	**326**	**339**	**7,650**

Current Plan Option		**AM Peak Hour**		**PM Peak Hour**		**Average**
Development Type	**Quantities**	**In**	**Out**	**In**	**Out**	**Daily**
Low Rise Apt's (221)	400 Du's	26	99	103	55	1,792
Total		**26**	**99**	**103**	**55**	**1,792**

Option 1		**AM Peak Hour**		**PM Peak Hour**		**Average**
Development Type	**Quantities**	**In**	**Out**	**In**	**Out**	**Daily**
Office (710)	786,000 Sf	959	155	211	868	7,575
Retail (820)	409,000 Sf	150	96	449	467	10,537
MF Mid Rise Apt's(223)	315 Du's	20	38	41	35	1,211
Total		**1,129**	**289**	**701**	**1,370**	**19,324**

Option 2		**AM Peak Hour**		**PM Peak Hour**		**Average**
Development Type	**Quantities**	**In**	**Out**	**In**	**Out**	**Daily**
Office (710)	220,000 Sf	254	37	50	237	1,647
Retail (820)	409000 Sf	150	96	449	467	10,537
MF Mid Rise Apt's(223)	786 Du's	50	94	103	88	3,021
Total		**453**	**227**	**601**	**791**	**15,206**

Net impact of Option 1 above Comp Plan	**1,020**	**219**	**375**	**1,031**	**11,674**
Net impact of Option 2 above Comp Plan	**345**	**157**	**276**	**452**	**7,555**

1) Trip rates and formulas used are from the Institute of Traffic Engineers (ITE) , Trip Generation, 8th Edition, 2008.

2) Trip generation estimates account for reductions due to retail pass-by, internal capture and proximity to transit.