

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

SUPERVISOR DISTRICT: Lee

APR ITEM: 09-IV-2S

NOMINATOR(S): Sarah E. Hall on behalf of Inova Health Care Services

ACREAGE: 8.16 acres

TAX MAP I.D. NUMBERS: 91-1 ((1)) 11A

GENERAL LOCATION: North of Franconia-Springfield Parkway and east of Walker Lane

PLANNING AREA(S): IV
District(s): Springfield
Sector: Beulah (S9)

ADOPTED PLAN MAP: Alternative Uses

ADOPTED PLAN TEXT: Residential use at a density of 3-4 du/ac or office use up to an intensity of 0.25 floor-area ratio (FAR) with conditions. Option for office and support retail use up to an intensity of 0.55 FAR and up to 110,000 square feet (SF) of office use with option for child care facility may be appropriate with at least 15-acre consolidation and other conditions.

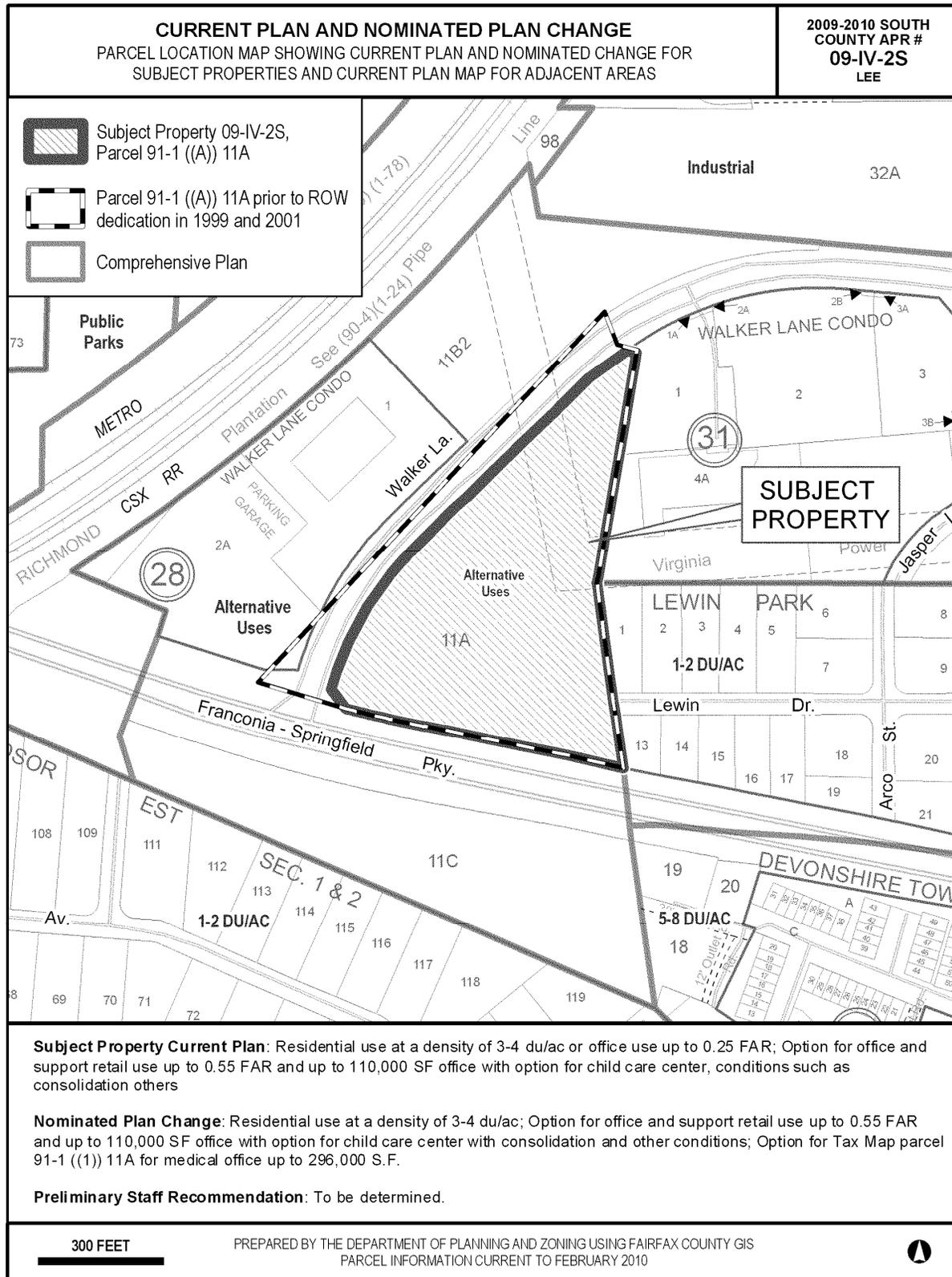
Complete Plan text: <http://www.fairfaxcounty.gov/dpz/comprehensiveplan/area4/springfield.pdf>,
Page 55-98

PROPOSED PLAN AMENDMENT: Medical office use up to 0.65 FAR

SUMMARY OF STAFF RECOMMENDATION

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

Staff recommends an alternative that would provide for medical office use on the subject property up to 296,000 square feet with a building height limitation of 8 stories or 100 feet and 60-foot height maximum for the parking structure. Staff also recommends that conditions be included within this development, similar to adjacent land units. See proposed text at the end of this staff report.



PROPOSED NOMINATION

The nomination proposes an expansion of the existing medical office facility from the current 149,000 SF up to approximately 296,000 SF, which would almost double the amount of development on the site. Using the current size of the parcel post-right-of-way dedication, the intensity would increase to 0.83 FAR. Using the land area of the parcel prior to the dedication, the intensity would increase to a 0.65 FAR. The nomination describes the proposed expansion as an additional 8-story building and associated parking structure not to exceed 60 feet above ground.

CRITICAL ISSUESLand Use:

- The 8.16-acre subject property is located north of the Franconia-Springfield Parkway and east of Walker Lane. The Springfield Inova Healthplex, a 5-story, 149,000 square foot (SF) medical office building, is located on the subject property. A Virginia Power easement traverses the property, as shown on the map on the previous page. When the medical office was developed, two dedications of right-of-way were made in order to connect Walker Lane to the Franconia-Springfield Parkway. The dedications resulted in the reduction of land area of the subject area from 10.46 acres to the current 8.16 acres. The map on the previous page also illustrates the parcel boundaries, pre- and post-right-of-way dedication.
- The current Plan recommendations for the property are located within the S9 Beulah Community Planning Sector within the Springfield Planning District. At the baseline, the Plan recommends residential use at a density of 3-4 dwelling units per acre (du/ac) or low intensity office use up to an intensity of 0.25 floor-area ratio (FAR). The Plan also states that no direct vehicular access through the Lewin Park community to the east of the subject property or to the Parkway should be provided. Emergency vehicles should be allowed access to the Parkway, only under certain conditions.
- As an option, the Plan also recommends office use with support retail uses up to an intensity of 0.55 FAR and up to 110,000 gross square feet total for office with an option for a child care center. Conditions for redevelopment under this option include consolidation of at least 15 acres of Land Unit A and all of Land Unit B, the provision of a unified development plan, transit orientation, and building height limitations, among others.
- The nominated property no longer has the ability to implement the option for more intense redevelopment in the land unit. The property can not satisfy the condition for consolidation of at least 15 acres because RZ-1998-LE-048, approved in August 1999, also know as Metro Park, implemented the Plan option by consolidating land northeast and west of the nominated property. Metro Park was approved for office, retail, hotel, and child care uses at an intensity up to .55 FAR. The development has an overall effective intensity of 0.62 FAR and an intensity of 1.1 FAR concentrated on Land Unit B, which when you account for the portion of the property located south of the Franconia-Springfield Parkway that was dedicated as open space.
- The area to the east of the subject property, the Lewin Park neighborhood, also is planned with an option for more intense use, based on the Base Realignment and Closure Area

Plans Review (BRAC APR) nomination 08-IV-2S, adopted in August 2009. BRAC APR 2S amended the Plan for the area to the east of the subject property within Land Unit C of the Beulah Community Planning Sector to include an option for office and/or hotel with support retail uses at up to 1.5 FAR.

- With the option for redevelopment of Land Unit C for office and/or hotel and supporting retail uses up to a 1.5 FAR and Land Unit B with an effective intensity of 1.1FAR, the nomination with an effective 0.83FAR, due to previously right-of-way dedications for Walker Lane would be considered within range of existing options on adjacent land uses.
- An expansion of medical office use on the site, as proposed in the justification, would complement the existing Inova Healthplex and serve the surrounding neighborhoods. Recommending medical office use on this site would be preferable to conventional office use in order to avoid competing with the recently replanned Land Unit C (Lewin Park), which included up to 750,000 SF of office use, and the existing Metro Park development, which is approved up to approximately 980,000 SF of office use. These areas are adjacent to the nominated parcel, and additional conventional office use on the nominated parcel could reduce the viability of these adjacent areas.
- The Plan recommendations for the adjacent land units contain conditions for redevelopment, and the applicable guidance from these areas should be included in any proposed language in order to provide consistency with nearby developments. In order to implement this option of Land Unit C, redevelopment is conditioned on high-quality design, building height maximum of 8-stories or 100 feet tapering towards Beulah Street, structured parking limited to 60-foot height, reduction of front yard setbacks, circulation plan, usable open space, landscaping, buffering towards the neighborhood to the south, achievement of Leadership in Energy and Environmental Design (LEED) Silver certification, shuttle service, and a transportation demand management program, especially in relation to the Joe Alexander Transportation Center, among others.
- Several of the conditions are proposed on the nomination form. The proposed building height maximum of 8 stories and 60 foot height for parking structures match the Land Unit C. Building heights should be limited near the existing residential neighborhoods and concentrate structures towards Walker Lane, recognizing that the site design will need to work around the easement that traverses the property.
- The Plan recommendations for the Metro Park (Land Unit A and B) development share some of these conditions and also contain guidance about the relationship to the Lewin Park neighborhood (Land Unit C), a single-family neighborhood, prior to its planned redevelopment. The Plan states that:

“Until such time as Land Unit C redevelops with non-residential uses, a minimum 25-foot vegetated buffer and a 7-foot brick wall are provided to assist in creating a transition to the existing residential community. The buffer should contain evergreen trees to provide year round screening

...

If Land Unit C has redeveloped for non-residential use, a road to serve the redeveloped area should be provided in lieu of the 25-foot buffer, which is planned to be located north of Land Unit C. However, in the event ... development in Land Units A (excluding Parcel 11A) and B occur prior to the redevelopment of Land Unit C, this road should be constructed along the northern edge of the 25-foot

buffer and the buffer area preserved...”

Noting that the redevelopment of Lewin Park (Land Unit C) is planned, but not tied to the proposed expansion, a similar condition should be added in order to protect the Lewin Park neighborhood from the potential visual impacts of the new buildings and structured parking garages.

Revitalization

- One of the primary strategies to the future revitalization and redevelopment of the nearby Springfield area is the intensification of residential units concentrated in close to near proximity of the Franconia-Springfield Metro station and Joe Alexander Transportation Facility. Medical facilities should be provided opportunities to grow and expand along with residential growth.
- The existing site is a heavily utilized site, and expansion could assist the site in better accommodating existing and future demand as well as on-site parking.

Transportation

- The nomination would generate approximately 9,500 daily trips, or an estimated 4,700 more trips than under the current development on the site permitted by the existing use, which is greater than the current Plan for office use up to 0.25 FAR. Most of this impact would be felt on the Franconia-Springfield Parkway and Beulah Street, two arterial roadways in the immediate vicinity of the site. In the critical peak hours of travel, the proposed Plan change is estimated to result in approximately 300 new AM trips and 450 new PM trips. Most of this traffic would be oriented inbound to the site in the AM peak hour, and outbound in the PM peak hour.
- These volumes of additional traffic may require improvements to the access to the property at the intersections of Walker Road with Beulah Street and the Franconia-Springfield Parkway. Improvements should be made to maintain level-of-service (LOS) D or better conditions at these intersections and on roadway links immediate to the site.
- With its close proximity to the Franconia-Springfield Metro Station and Joe Alexander Transportation Center, transit shuttles and transportation demand management (TDM) measures required by the current development conditions for the property should be maintained, and improved to the extent possible to further mitigate the traffic impacts of the increased development.

Trip Generation Estimates for APR 09-IV-2S (Adjusted Totals)

	<u>Daily</u>	<u>AM</u>		<u>PM</u>	
		<u>In</u>	<u>Out</u>	<u>In</u>	<u>Out</u>
Current Comprehensive Plan					
Medical office 149,000 sf (=buildout)	4790	240	64	123	334
Proposed Plan					
Medical office 296,000 sf	9523	479	127	245	665
Difference	+ 4733	+ 239	+ 63	+ 122	+ 331

NOTES:

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

- The proposed development should also ensure that adequate pedestrian connections are made to the Metro station and to/from surrounding development, to ensure maximum pedestrian and transit access to the development.
- 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. 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

- The Inova Springfield facility hosts thousands of employees, patients, and visitors throughout the week. Patients and visitors may spend long hours at the complex. Employees have a need to access recreational amenities at lunchtime or after work. Currently, this Inova facility does not provide any outdoor amenities or leisure spaces for people at the complex to utilize. As one of the region's largest health care providers, the expansion should seek to remedy its current unhealthy auto-oriented design.
- The Park and Recreation element of the Policy Plan supports the concept of integrating urban-scale public open spaces in major employment centers. Therefore, it is appropriate to integrate publicly-accessible urban parks or features within the development to serve employees, patients, and visitors. This will provide critical on-site leisure resources that will enhance the desirability of the project, contribute to redevelopment efforts, and add to a sense of place. Ideally, a system of walking paths and trails with waysides, healing garden, picnic areas, and play equipment integrated throughout the facility would greatly enhance the Healthplex environment and provide healthy outdoor leisure options for employees, patients and visitors. Additional development should integrate publicly-accessible urban parks and/or features within the development to serve employees, patients, and visitors.
- The major paved regional trail is provided along Franconia Springfield Parkway on the subject property's south side. This trail is a vital part of the planned trail system in the area with connections to the Franconia Springfield Transit Station Area. Connections to this trail to internal circulation and adjacent uses to support connectivity in and around the existing Metro Rail, VRE station and bus stop, all located less than half a mile to the west of the site. Since there are many residents around the proposed development, connecting adjacent uses through internal circulation design will open the potential for this trail to facilitate commuting via public transit, thereby reducing traffic. Redevelopment should connect internal pedestrian circulation facilities to onsite amenities, adjacent uses and the existing major paved trail parallel to the Franconia-Springfield Parkway to facilitate pedestrian and bicycle access to the Joe Alexander Transportation Center.
- This subject property is currently almost 100% impervious surface area in close proximity to the Long Branch Resource Protection Area, upstream of several parks in the Accotink

Creek watershed. Redevelopment should strive to make significant reductions of stormwater flows over existing conditions, which could greatly benefit the receiving streams and associated parkland. Due to the major expansion of built facilities on site, green roofs, and rain gardens should be considered. These facilities could also be designed as an amenity for the Inova Healthplex by planting native vegetation that supports wildlife habitat. Development should integrate the design of stormwater controls, including green roofs and rain gardens into the site as urban park amenities.

Water

- Water service in the subject area is served by Fairfax Water which is a non-profit Water Utility that serves Northern Virginia. The subject property is served from 12-inch diameter and smaller water mains traversing the site. Specific details pertaining to water distribution infrastructure will be developed during the subsequent rezoning, site planning and engineering process. Future development of a Springfield booster pump station is anticipated to accommodate growth in the Springfield and Franconia areas.

RECOMMENDATION

As an alternative to the nominations, staff recommends the following text be added to guidance for

MODIFY: Fairfax County Comprehensive Plan, 2007 Edition, Area IV, Springfield Planning District, S9 Beulah Community planning Sector, Land Unit A, as amended through 8-3-2009, page 95:

“LAND UNIT A

At the baseline, Land Unit A, located east of the CSX Railroad tracks, north of the Franconia-Springfield Parkway, and at the terminus of Lewin Drive, is planned for residential use at 3-4 dwelling units per acre or for low-intensity office use up to .25 FAR. In all instances, the portion of the land unit located south of the Franconia Springfield Parkway should be dedicated to the County for open space with the intensity associated with this area shifted to the portion of the land unit north of the Parkway.

As an option, Tax Map parcel 90-4 ((1)) 11A is planned for medical office use up to 296,000 square feet at such time that the rezoning of Land Unit C (Lewin Park) is approved for non-residential use. In order to uphold consistent standards for development, this option should be implemented using the conditions for redevelopment at the optional level of Land Unit C, including high-quality design, connectivity, circulation, urban parks and features. Building heights should not exceed 8 stories or a maximum of 100 feet with the height of above-ground parking structures limited to a maximum of 60 feet. Stormwater management should be enhanced on the site through such features as rain gardens and green roofs. Green building/energy efficient certification, such as LEED for Healthcare, is encouraged for the medical office use. Development should connect internal pedestrian circulation facilities to onsite amenities, adjacent uses, and the existing major paved trail parallel to the Franconia-Springfield Parkway to facilitate pedestrian and bicycle access to the Joe Alexander Transportation Center.

Any development, either under the base or the option, should provide well-designed interior circulation with no direct vehicular access through the Lewin Park community or to the Parkway or the Lewin Park community, until it redevelops. Access from the Parkway for emergency vehicles associated with an urgent care facility and a shuttle bus linking the Metro Station, and a right-in/right-out vehicular connection from Land Unit A to the Parkway may be appropriate provided that such are approved by the Commonwealth Transportation Board and reviewed by the Fairfax County Department of Transportation. Attention should be paid to proper siting of structures to enhance the relationship to the transportation center.

Until such time as Land Unit C redevelops with non-residential uses, a minimum 25-foot vegetated buffer and a 7-foot brick wall should be provided to assist in creating a transition to the existing residential community to the east. The buffer should contain evergreen trees to provide year round screening. Interparcel access should be provided in lieu of the 25-foot buffer when Land Unit C redevelops.”