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Department of Planning & Zoning**

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STAFF REPORT 2008 BRAC AREA PLANS REVIEW

SUPERVISOR DISTRICT: Lee

BRAC APR ITEMS: 08-IV-1FS
08-IV-2FS

NOMINATORS: 1FS: Lynne J. Strobel
2FS: Lynne J. Strobel

ACREAGE: 1FS: 6.05 acres
2FS: 5.94 acres

TAX MAP I.D.: 1FS: 90-2 ((1)) 57E, 57F, 57G, 57H
2FS: 90-2 ((1)) 58D and 90-4 (91) 11B

GENERAL LOCATION: South (1FS) and east (2FS) of the General Services Administration (GSA) Parr Warehouse along Springfield Center Drive, east of Loisdale Road.

PLANNING AREA: IV
District: Springfield
Special Areas: Franconia-Springfield Transit Station Area (TSA), Land Unit D-2

ADOPTED PLAN MAP: INDUSTRIAL

ADOPTED PLAN TEXT: Light industrial use up to .35 FAR. Option for biotech/research and development uses up to .50 FAR.

PROPOSED PLAN AMENDMENTS:

1FS: The original nomination proposed to add an option for commercial development comprised of office and retail up to 1.6 FAR. On October 10, 2008, the nominator chose to proceed with the nomination at 1.0 FAR for the purposes of VDOT Chapter 527 traffic impact analysis.

2FS: Industrial uses in accordance with existing zoning with an option for commercial development comprised of office and support services up to 2.0 FAR.

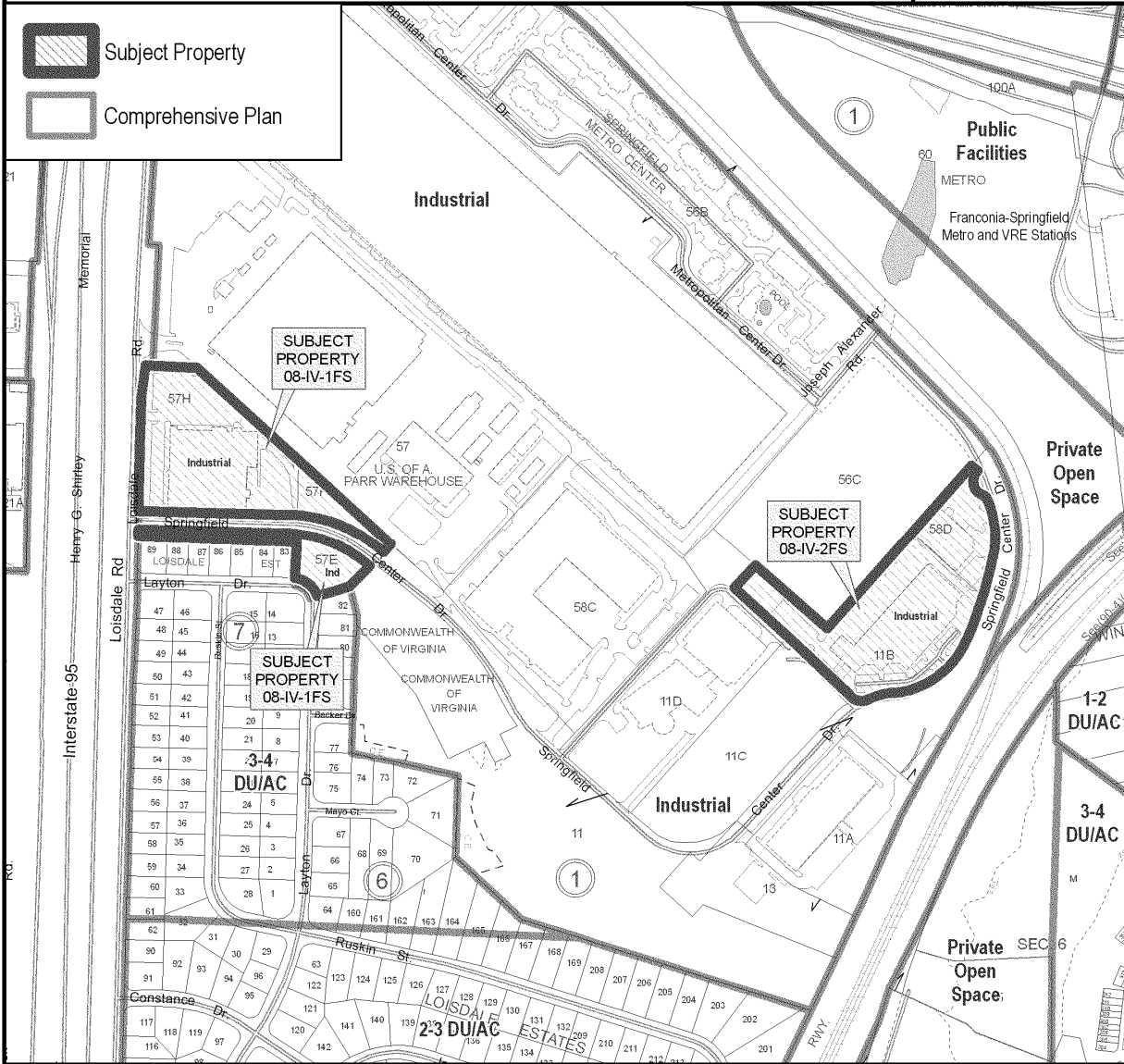
SUMMARY OF STAFF RECOMMENDATION:

- Approve Nomination as submitted
 Approve Staff Alternative
 Retain Adopted Plan

The Staff alternative for 1FS is to recommend office use at an intensity up to .50 FAR. For 2FS, Staff recommends approval of the nomination for office and support retail at an intensity up to 2.0 FAR with additional conditions.

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

BRAC #
08-IV-1FS & 2FS
2008 BRAC APR
(VDOT 527 Review)



Subject Property Current Plan: 08-IV-1FS - Light industrial uses up to .35 FAR with option for up to .50 FAR for biotech/research and development uses. 08-IV-2FS - Industrial use up to .35 FAR with an option for biotech/research and development uses up to .50 FAR.

Nominated Plan Change: 08-IV-1FS - Industrial uses in accordance with the existing zoning with an option for mixed use up to 1.0 FAR with office and retail. 08-IV-2FS - Option for office and support services up to 2.0 FAR.

Staff Recommendation: 08-IV-1FS – Add option for office use up to .50 FAR. 08-IV-2FS – Approve nomination with additional conditions.



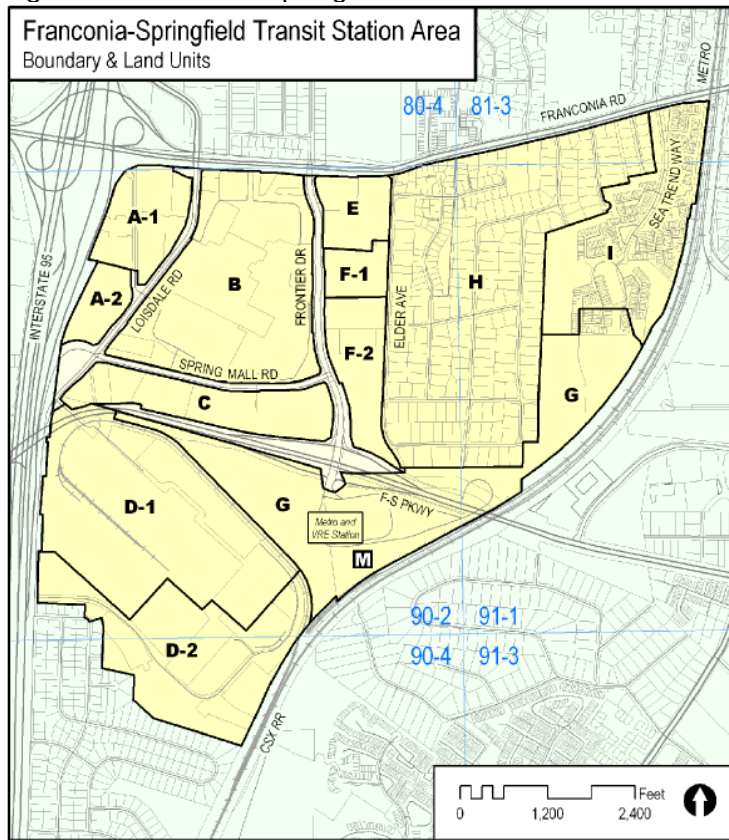
CONTEXT

General Location:

1FS: The subject property is generally located on the corner of Loisdale Road and Springfield Center Drive, south and west of the GSA Parr Warehouse site, north of the Loisdale Estates subdivision, and east of Interstate 95. It is included in Sub-Unit D-2 of the Franconia-Springfield Transit Station Area.

2FS: The subject property is generally located on Springfield Center Drive, south of the Metro station, west of the CSX Railroad tracks, and east of the GSA Parr Warehouse site. It is within Sub-Unit D-2 of the Franconia-Springfield Transit Station Area.

Figure 1: Franconia-Springfield Transit Station Area



Existing and Planned Land Use and Zoning

Subject Property: The subject properties are both developed with low-rise office buildings, and are planned for light industrial use up to .35 FAR with an option for biotech/research and development uses up to .50 FAR. The properties are zoned I-4.

Adjacent Area

North: APR item 1FS is bordered on the north and east by the GSA Parr Warehouse site, which is zoned I-4 and planned for a mix of uses that may include industrial, research, entertainment, conference center, office, support retail, and hotel. APR item 2FS is bordered

on the north by the Metro station property, which contains the Joe Alexander Transportation Center. The Center includes the Metro and VRE station platforms, a 5,000 space parking garage, and bus transfer facilities. The area is zoned I-4 and is planned for private open space and public facilities, and contains significant environmentally sensitive areas which constrain development.

East: APR item 2FS is bordered on the east by the CSX railroad right-of-way, which runs through the Long Branch Stream Valley and contains Resource Protection Areas. The area is zoned R-1 and planned for private open space, and the area east of the railroad tracks is planned for residential use at 1-2 du/ac.

South: APR item 1FS is bordered on the south by the Loisdale Estates subdivision, which is planned for residential use at 3-4 du/ac and zoned R-4. APR item 2FS is bordered on the south by a vacant parcel and a Northern Virginia Community College/INOVA facility. The sites are zoned I-4 and planned for light industrial use up to .35 FAR with an option for biotech/research and development uses up to .50 FAR.

West: Loisdale Road and I-95 border APR item 1FS to the west. Loisdale is planned to be widened to 4 lanes north of Springfield Center Drive. The area adjacent to the west of APR item 2FS is planned for office use up to 475,000 square feet or a combination of office (up to 360,000 sf) and hotel use (up to 160,000 sf), and is zoned C-4. The site is currently vacant, but is under consideration for a Rezoning (RZ) and Proffer Condition Amendment (PCA) which would allow 474,000 square feet (1.047 FAR) of office and support uses, with structured parking.

PLANNING HISTORY

No plan amendments have been proposed recently for the subject areas.

ADOPTED PLAN TEXT:

Fairfax County Comprehensive Plan, 2007 Edition, Area IV Volume, Franconia-Springfield Area, as amended through 1-26-09; Franconia-Springfield Transit Station Area, Sub-Unit D-2, page 55:

“This Sub-unit is located south of the GSA-Parr Warehouse and north of the Loisdale Estates Subdivision. It is about 61 acres in size and contains the site of the Northern Virginia Community College and Springfield Center Industrial Park.

Sub-unit D-2 is planned for light industrial use up to .35 FAR. As an option, biotech/research and development uses up to .50 FAR may be appropriate to complement the VNCC/INOVA medical center. Any development under this option must demonstrate that it will generate less peak hour traffic than the planned baseline use to minimize traffic generation in an area with limited transportation capacity. Development should provide a landscaped buffer of at least 75 feet in width along the Loisdale Estates subdivision boundary.”

NOMINATED PLAN AMENDMENT

APR item 1FS: Industrial uses in accordance with the existing zoning, with an option for commercial development comprised of office and support services up to 1.0 FAR. Support services could be up to 10% of the floor area.

APR item 2FS: Industrial uses in accordance with the existing zoning, with an option for commercial development comprised of office and support services up to 2.0 FAR. Support services could be up to 5% of the floor area.

Figure 2: Development Potential Table

Nomination	Acres	Existing Development	Current Plan Base	Current Plan Option 1	Zoning Potential	Proposed Plan Option
08-IV-1FS	6.05	Industrial: 92,000 sf	Industrial: 92,000 sf	Biotech/R&D: 132,000 sf	Industrial: 132,000 sf	Office: 237,000 sf Retail: 26,000 sf
08-IV-2FS	5.94	Industrial: 95,000 sf	Industrial: 91,000 sf	Biotech/R&D: 129,000 sf	Industrial: 129,000 sf	Office: 492,000 sf Retail: 26,000 sf

ANALYSIS

The Concept for Future Development designates the Franconia-Springfield TSA for mixed-use, transit-oriented development, with specific focus around the Joe Alexander Transportation Center and the area around the Springfield Mall. New Comprehensive Plan guidance has recently been adopted for the Springfield Mall area north of Franconia-Springfield Parkway. The new guidance increases the recommended intensity from .50 to 1.82 FAR to encourage the development of a mixed use town center with improved internal and external connectivity to the Metro station and the surrounding Springfield area. The Plan calls for additional retail space along with a mix of other uses, including residential, office, and hotel, for a total development potential of 6,340,000 square feet. A public hearing for the rezoning application for this development was held by the Board of Supervisors on May 18, 2009. Decision was deferred in order to allow landowners to resolve unspecified issues.

At the direction of the Fairfax County Board of Supervisors, the Department of Planning and Zoning and the Department of Transportation initiated the Springfield Connectivity Study to address several challenges and opportunities facing Springfield, Virginia. The Study examined both the recommendations offered by a May 2006 Urban Land Institute Advisory Services Panel report and the challenges associated with the 2005 Base Realignment and Closure actions planned for Fort Belvoir, which will affect the Springfield area. The primary goal of the Connectivity Study is to propose recommendations for the Springfield area that will improve the area's multimodal accessibility and mobility and revitalize its urban form into a walkable, vibrant, and active community. The study area includes the commercial land area surrounding the interchange of Interstate 95 and Franconia Road, generally south of Interstate 495 along Interstate 95, encompassing the area in proximity to the Franconia-Springfield Metro Station.

In order to achieve this vision for Springfield, staff worked with a consultant team to test a series of land use and transportation alternatives. The impacts of each alternative were measured by assessing elements, such as potential needed roadway improvements, levels of public transit ridership, and the ability to improve vehicular, pedestrian, and bicycle functions. Staff presented the draft recommendations to the Lee District Land Use Committee on February 11, 2008. The final report, completed in August 2008 and published on the County's Web site, includes sections on urban design, land use, and transportation recommendations.

Land Use: The Policy Plan of the Fairfax County Comprehensive Plan recommends the development of mixed-use projects within TSAs. The Policy Plan also gives guidance to “concentrate the highest level of development intensity in areas of transportation advantage, i.e., the Tysons Corner Urban Center, cores of Suburban Centers and Transit Station Areas” (Land Use, Objective 12, Policy a). In addition, a mix of uses in proximity to metro stations increases ridership, and encourages different types of activity throughout the day.

Further development in proximity to the Franconia-Springfield TSA would support objectives of encouraging a greater intensity of uses, and creating activity centers focusing on transit stations. The subject properties are situated in relative proximity to the Franconia-Springfield Metro Station. Shuttle bus service has been proffered and a pedestrian bridge to connect the area to the metro station has been recently completed. However, the connection route is not direct to the platform so pedestrian access is not as ideal as desired. The site of nomination 1FS is over $\frac{3}{4}$ mile from the metro station, which is considered outside the radius for transit-oriented development. In addition, the GSA property acts as a barrier between this site and the metro station, preventing direct pedestrian access and therefore further discouraging use of transit.

The site of APR item 1FS is located next to a single family residential neighborhood (Loisdale Estates) with very little buffer between them. Since the land area is already nearly fully covered by development at under .50 FAR, additional square footage (and structured parking garages) would necessitate taller buildings. The increase in building heights would have a direct impact on the residents who have back yards abutting Springfield Center Drive. A high-rise office building would not be compatible with the adjacent single-family neighborhood.

Together, the nominations would create the potential for approximately 781,000 square feet of non-residential development, or about 2,600 jobs. Current Plan options would allow up to 261,142 square feet of biotech/research and development uses (approximately 750 jobs).

With the changes likely coming to the GSA site, as well as the Springfield Town Center (Mall) redevelopment now under consideration, this area could become attractive for a variety of uses besides industrial. The location of nomination 2FS, within $\frac{1}{4}$ - $\frac{1}{2}$ mile from the station, is particularly attractive as a site to provide employment in close proximity to the Franconia-Springfield Transit Station.

Given the County goals to encourage investment and revitalization of specific areas of the County, such as central Springfield, there is concern whether there will be sufficient market demand to redevelop the Springfield Commercial Revitalization District and the Springfield Mall, as well as this area, in the near term. However, the goals of concentrating the highest level of development intensity in areas of transportation advantage and creating activity centers around transit stations are also important from a long term perspective and are factored in to the Staff recommendation.

Transportation: The subject areas are currently accessed only by Loisdale Road. Loisdale Road is not identified for future improvements south of Springfield Center Drive in the Comprehensive Plan. Capacity on Loisdale Road, with or without improvements, is constrained at either end – the Franconia Road bridge and Springfield Mall (future Town Center) commercial area to the north and the I-95/Fairfax County Parkway interchange to the south at Newington. No direct access to Interstate-95 is provided from Loisdale Road. All Loisdale Road traffic must travel through these areas that are already congested during peak travel periods. No connection currently exists or is

planned between Loisdale Road and the Franconia-Springfield Parkway. Improvements to Loisdale Road, as well as additional access points and a direct connection to the Franconia-Springfield Metrorail station, must be considered if additional development is planned for this area.

A southerly extension of Frontier Drive from the Franconia-Springfield Parkway interchange has been recommended in the Springfield Connectivity Study as a means of providing additional access to this area and improving pedestrian and vehicular access to the Franconia-Springfield Metro. This improvement would be constructed as a four lane divided arterial roadway, terminating at Springfield Center Drive. Location and final design studies for this improvement have not been completed. A plan amendment for the 2FS property should address the need for provision of right-of-way and access for this future facility, as acknowledged in the 2FS Chapter 527 transportation analysis report.

Nomination 1FS is estimated to generate about 4,179 daily trips, or about 3,100 additional trips compared to the current Comprehensive Plan. Nomination 2FS is estimated to generate about 5,500 daily vehicle trips, or 4,650 additional trips compared to the current Comprehensive Plan.

Cumulatively, the two nominations would result in approximately 7,750 additional daily vehicle trips if both were approved and developed. Additional vehicle trips at this magnitude would compromise the operation of the surrounding road network and require significant investment to allow for a minimum operating standard or level of service. Improvements to be made to Loisdale Road both north and south of the site are needed in order to maintain traffic at an acceptable level of service.

Vehicle trips generated by any future development of the sites would use Loisdale Road for access. Findings from the APR item 2FS Chapter 527 transportation analysis report indicate several sections of Loisdale Road would operate beyond capacity based on the existing roadway configuration. The addition of proposed development at either site (in addition to approved development at Springfield Town Center) requires Loisdale Road be expanded to four lanes between Metropolitan Center Drive and Newington Road, and expanded to six lanes between Metropolitan Center Drive and Spring Mall Drive.

Metrorail Blue Line and VRE stations and platforms are between $\frac{1}{4}$ and $\frac{3}{4}$ mile away from the subject properties. APR item 1FS is not within a walking distance that would yield significant reductions in auto trips due to the proximity of rail transit service. Therefore significant road improvements would be necessary to support either of the nominations.

Even after accounting for transit use, major off-site transportation improvements will be necessary. These include^{1,2}:

- Improvements to the Loisdale/GSA site (existing) access intersection;
- Improvements at Loisdale and Metropolitan Center Drive;
- Improvements to the Loisdale/Spring Mall Drive intersection [current level of service (LOS) identified as “C” in the AM peak; “D” in the PM peak];
- Improvements to the Spring Mall Drive/Frontier intersection;

¹ Noted improvements, with the exception of the Loisdale/I-95/VA-7100 improvement, were identified by FCDOT, within the Ft. Belvoir-BRAC Final EIS, or within the draft Springfield Connectivity Study report.

² Levels of Service (LOS) identified in the “2008 BRAC-Related Area Plans Review Existing Conditions Report,” Figure 10.2.

- Improvements to the I-95 HOV access ramp intersection with the Franconia-Springfield Parkway (VA-7900) [current level of service (LOS) identified as “D” in the AM peak; “F” in the PM peak];
- Widening of Loisdale Road;
- Improvements at Loisdale Road and the I-95/Fairfax County Parkway (VA-7100) interchange;
- Signal coordination, timing change, and modification measures are affirmed in the 2FS Chapter 527 transportation analysis report.

It is noted that widening Loisdale Road, south of the subject sites, and a future extension of Frontier Drive, could impact the residential Loisdale Estates neighborhood located south of Subunits D1 and D2.

The Comprehensive Plan guidance for redevelopment of this area calls for a four lane collector roadway to be constructed on the approximate alignments of Springfield Center Drive and Metropolitan Center Drive, interconnected to form a loop road and providing a connection from this area to Loisdale Road at two points. Construction of a segment of the collector roadway and appropriate access to it would be a requirement for development of the subject properties.

The only transit service provided within a reasonable distance of the 1FS subject property is Fairfax Connector bus route 331/332, a clock-wise/counter-clockwise loop service serving locations to the south, east, and west (including Ft. Belvoir north post). Service is provided at no greater than half-hour headways (buses arrive approximately every 30 minutes).

Should a nomination be approved that changes the Comprehensive Plan, language should be included that calls for adoption of an enforceable Travel Demand Management (TDM) program, including parking management programs, charging for parking, support for transit connections to the Franconia-Springfield Metrorail Station, and other approved TDM measures to be approved, in conjunction with nearby land owners, where appropriate as determined by FCDOT staff.

Environment: The sites of 1FS and 2FS are both nearly entirely impervious sites with development covering them. Redevelopment of impervious areas should accommodate good site design principles. If the nominations were to be supported, utilization of low impact development techniques and good site design principles are encouraged. Landscaping and re-vegetation of the sites would provide visual enhancement for new development as well as improve water and air quality.

Highway noise from I-95 will affect 1FS, which is situated immediately west of the highway. Noise from the railroad tracks situated east of 2FS may affect that site. These issues would require additional review.

Parks: The Springfield Planning District has 18 neighborhood and community parks and one countywide park. The Park Authority owns and maintains a total of 963 acres of parkland in Springfield. The recreation facilities in these parks do not meet standards established by the Park Authority through the Needs Assessment study. The following table details the park and recreation deficiencies in the Springfield Planning District:

Employees will need leisure and recreation opportunities. The integration of urban parks in the overall development design would enhance the desirability of the project. The provision of indoor recreation facilities for employees is also appropriate.

Figure 3: Park Needs Assessment

Park Facility	2004 Deficiency	2015 Projected Deficiency
District and Countywide Parks	647 acres	715 acres
Rectangle Fields	5	7
Adult Softball	1	1
Basketball Courts	19	21
Playgrounds	1	3

If the nominations are accepted as proposed the following recommendations apply;

- The impact on parks and recreation should be mitigated per County policies contained in Objective 6 of the Parks and Recreation Section of the Policy Plan and Springfield Planning District,
- Language supporting the provision of active recreation facilities for employees should be included,
- Urban Park features, such as pedestrian accessible plazas and seating areas should be constructed in conjunction with the proposed development, and
- A pedestrian system linking the proposed development to the transit station should be included with the development.

RECOMMENDATION

Redevelopment of the GSA site into a transit-oriented mixed use environment is consistent with the Concept for Future Development due to its location near the Joe Alexander Transportation Center. The current Comprehensive Plan for Land Unit D would generate approximately 8,000 jobs. Nominations 1FS and 2FS, if adopted, would raise the number of jobs to about 9,800.

Measured in a straight line, APR item 2FS is located approximately ¼ mile from the Springfield Metro Station platform. However, the presence of extensive RPA between the sites and the metro station hinders construction of pedestrian access at the shortest possible distance. The shuttle bus road and pedestrian bridge recently constructed does not provide a direct route to the station platform. Therefore the site would be of greater walking distance than ¼ mile from the station if improved access is not provided. Provision of a more direct pedestrian connection should be explored.

Even without improved pedestrian access, item 2FS, offers the greatest potential opportunity for transit oriented development. This site is close to the station and does not have adjacent residential uses that would be impacted by higher intensity development. Therefore, staff supports the nominated intensity of 2.0 FAR for nomination 08-IV-2FS, which would add about 388,000 square

feet of development over the current Plan. To achieve this level of development, the following conditions should be met:

- Provide for accommodation of the extension of Frontier Drive to Springfield Center Drive and contribute to offsite projects to improve Loisdale Road to acceptable levels of service;
- Encourage the use of transit through pedestrian amenities and good site design;
- Provide recreational opportunities for employees on the site;
- Mitigate the impact on parks and recreation per County policies contained in Objective 6 of the Parks and Recreation section of the Policy Plan;
- Development the site consistent with the adopted Transit Oriented Development guidelines contained in Appendix 11 of the Land Use section of the Policy Plan; and
- Provide integrated open space and urban park amenities.

Nomination 1FS is located approximately $\frac{3}{4}$ mile from the Metro station, which well beyond the distance for transit oriented development. Currently, the configuration of the GSA warehouse site prevents direct access and as a result walking distance to the station is over one mile from this site. Given the uncertainty of when or if the GSA Parr Warehouse will be redeveloped or the type of eventual user, it is not possible to predict whether improved station access will occur. The property is situated close to the intersection of Loisdale Road and Springfield Center Drive, which creates a constraint in providing access to the site at the proper distance from the intersection. The site is also located next to a single family residential neighborhood (Loisdale Estates) with very little buffer between them. Since the land area is already nearly fully covered by development at under .50 FAR, additional square footage (and structured parking garages) would necessitate taller buildings. The increase in building heights could have a direct impact on the residents who have back yards abutting Springfield Center Drive. These factors lead staff to recommend retaining the current maximum intensity for 1FS at .50 FAR. However, staff supports amending the Plan to include an option for office use in addition to the biotech/research and development uses currently permitted.

STAFF RECOMMENDED PLAN TEXT AND FIGURES:

MODIFY: Fairfax County Comprehensive Plan, 2007 Edition, Area IV Volume, Franconia-Springfield Area, as amended through 1-26-09; Franconia-Springfield Transit Station Area, Sub-Unit D-2, page 55:

(Additions are shown underlined; deletions are shown with ~~strikethrough~~.)

“Sub-unit D-2 is planned for light industrial use up to .35 FAR. As an option, biotech/research and development uses up to .50 FAR may be appropriate to complement the VNCC/INOVA medical center. For parcels 90-2((1)) 57E, 57F, 57G, and 57H, office use up to .50 FAR may also be considered. Any development under this option must demonstrate that it will generate less peak hour traffic than the planned baseline use to minimize traffic generation in an area with limited transportation capacity. Development should provide a landscaped buffer of at least 75 feet in width along the Loisdale Estates subdivision boundary.

As an option, parcels 90-2 (91)) 58D and 90-4((1)) 11B are planned for office use up to 2.0 FAR, with support retail use. Redevelopment should include, at a minimum, the following

elements:

- Accommodation of the extension of Frontier Drive through the site to Springfield Center Drive and contributions to offsite improvements to Loisdale Road;
- Provision of a grid street system that accommodates walking within the site and to the Joe Alexander Transportation Center;
- Provision of structured parking;
- Provision of high-quality architecture and pedestrian focused site design, which should include street oriented building forms and mitigation of visual impacts of structured parking;
- Provision of integrated pedestrian and bicycle systems with features such as covered and secure bicycle storage facilities, walkways, trails and sidewalks, amenities such as street trees, benches, bus shelters, and adequate lighting;
- Provision of environmental elements into the design, including buildings designed to meet the criteria for LEED Silver green building certification;
- Provision of on-site recreational amenities for employees;
- Mitigation of the impacts on parks and recreation per policies contained in Objective 6 of the Parks and Recreation section of the Policy Plan; and
- Adherence to the adopted Transit Oriented Development Guidelines contained in Appendix 11 of the Land Use section of the Policy Plan.”