

**PRELIMINARY
STAFF REPORT
2008 AREA PLANS REVIEW**

SUPERVISOR DISTRICT: LEE

**APR ITEM: 08-IV-5FS
08-IV-8FS
08-IV-9FS
08-IV-10FS**

NOMINATOR(S): 08-IV-5FS: Lynne J. Strobel, Agent for Federal Realty
Investment Trust & Springfield Hotel Assoc., LLC
08-IV-8FS: Francis A. McDermott
08-IV-9FS: David R. Gill on behalf of Washington Real Estate
Investment Trust
08-IV-10FS: David R. Gill

ACREAGE: 08-IV-5FS: 26.52 Acres
08-IV-8FS: 4.34 Acres
08-IV-9FS: 14.24 Acres
08-IV-10FS: 56 Acres

TAX MAP I.D. NUMBERS: 08-IV-5FS: 80-4 ((1)) 4, 4B, 4F, 6, 6A, 7, 7A, 8A, 8B, 9, 9A,
9B, 9C, 10; 80-4 ((6))3, 4C
08-IV-8FS: 80-4((1))5C1,5C2
08-IV-9FS: 80-4((1))3;80-4 ((6)) 1, 2, 4A, 4D1, 4D3, 4D4, 4D5,
4E1, A; 80-4 ((10)) (1) All; 80-4 ((10)) (2) All
08-IV-10FS: 80-4 ((1)) 3, 3A, 4, 4B, 4F, 5C1, 5C2, 5D, 6, 6A,
7, 7A, 8A, 8B, 9, 9A, 9B, 9C, 9D, 9E, 9F, 10; 80-4
((4)) (3) 7; 80-4 ((6)) 1-3, 4A, 4C, 4D1, 4D3, 4D4,
4D5, 4E1, A; 80-4 ((10)) (1)All; 80-4((10))(2)All

GENERAL LOCATION: 08-IV-5FS: North of Old Keene Mill Rd; East of Amherst Ave;
South of Commerce St
08-IV-8FS: West of I-95, East of Brandon Ave., North of
Commerce St.
08-IV-9FS: North of Commerce St; East of Backlick Rd; West
of Brandon Ave
08-IV-10FS: North of Old Keene Mill Road; West of Augusta
Dr; East of Amherst Ave.; South of Yates Village
subdivision

For BRAC APR 08-IV-5FS, 08-IV-6FS, 08-IV-7FS, 08-IV-8FS:

PLANNING AREA(S): IV
District(s): Springfield
Sector: CRESTWOOD (S2)

Special Area(s): Springfield CBC (A)

ADOPTED PLAN MAP: MIXED USE

ADOPTED PLAN TEXT: Land Unit A - mixed use up to 1.1 FAR with the addition of 600,000 sq ft office; 350,000 sq ft retail; 280,000 sq ft hotel (total of 2.9 m sq ft non-res and 800 DUs)

For complete Plan text see <http://www.fairfaxcounty.gov/dpz/comprehensiveplan/planareas.htm>

PROPOSED PLAN AMENDMENTS:

- 08-IV-5FS: Mixed use up to 3.0 FAR with an option of 4.0 FAR pursuant to adoption of appropriate zoning classification.
- 08-IV-8FS: Office mixed-use up to 2.0 FAR (67% office, 5% retail, and 28% hotel uses (270 rooms)
- 08-IV-9FS: Land Unit A to remain with 1.1 FAR overall; core area to be expanded north of Commerce Street and allow residential mixed-use 1.6 FAR to 2.0 FAR (70% residential use; 20% retail use; 10% office use) in this expanded area.
- 08-IV-10FS: Allow up to 1,875 multi-family DUs with 1000-1300 allocated to the core area of Land Unit A, overall intensity up to 1.48 FAR. (50% high-rise; 50% mid-rise)

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BACKGROUND:

BRAC nominations 08-IV-5FS, 08-IV-8FS, 08-IV-9FS, and 08-IV-10FS propose to replan all or a portion of the approximately 56-acre Land Unit A within the Springfield Community Business Center (CBC). Land Unit A is planned for an intensity up to 1.1 FAR or a total of approximately 2.0 million sq.ft. of commercial uses, consisting of 805,000 square feet (sq.ft.) of office use; 710,000 sq.ft. of retail use; 445,000 sq.ft. of hotel use, and 800 dwelling units. The Plan also recommends the area south of Commerce Street as the “core” area of the land unit, which should function as a main street area with gathering areas and streetscape improvements that emphasize pedestrian usage and activity. The core area is planned to be the focus of redevelopment of the land unit and should receive the majority of the redevelopment. The following background information describes the relationship between each proposed nominations and the current Plan recommendation for Land Unit A.

5FS: The subject area for nomination 08-IV-5FS is the core area of Land Unit A, which consists of 26.6 acres or 16 parcels, south of Commerce Street. The area is developed with various commercial uses, hotels, retail shopping centers. Some of the properties are vacant. The nomination proposes to increase the intensity of the core area up to 3.0 FAR, with an option up to 4.0 FAR, which would consist of 62% office use, 25% residential use, 8% hotel use, and 5% retail use. At the 4.0 FAR, these land use components would equate to approximately 4.6 million square feet (sq.ft.) of development or approximately 2.87 million sq.ft. of office use, 1.17 million sq.ft. of residential use or 1,172 units, 370,000 sq.ft. of hotel use with 519 rooms, and 225,000 sq.ft. of retail use. The town center would be comprised of buildings with height up to 270 feet.

8FS: The subject area for nomination 08-IV-8FS consists of 4.34 acres or 2 parcels, north of Commerce Street, east of Backlick Road, west of Augusta Drive, and south of the Springfield Corporate Center building. The area contains the Marriot Towne Place hotel, which is approximately 88,000 sq.ft. with 148 rooms, and vacant land, northeast of the hotel, which is approved for a 7,000 sq.ft. free-standing restaurant. The subject area also is located outside the core area of Land Unit A. The Plan recommendations for Land Unit A apply to this subject area, except that the area is generally recommended for low density uses, which would taper towards the less dense, residential neighborhood of Yates Village, to the north.

The nomination proposes that the subject area be replanned to allow a multi-story office building with accessory retail uses and the expansion of the existing hotel use at an intensity up to 2.0 FAR or a total of approximately 387,000 sq.ft. The intensity would be allocated as follows: approximately 251,000 sq.ft. of office use; 107,000 sq.ft. of hotel use with 270 rooms; and 20,000 sq.ft. of retail use.

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9FS: The subject area for nomination 08-IV-9FS consists of 14.24 acres or 11 parcels, north of Commerce Street, south of Yates Village, east of Backlick Road, and west of Brandon Avenue. The majority of the subject area is developed as the Concord Center, a retail shopping center, and associated surface parking lot. The remainder of the area contains other commercial uses, such as a grocery store, medical office building, and restaurants, which are located on individual, pad sites, along Commerce Street. The subject area is also located in the non-core area, similar to 8FS. The recommendation for Land Unit A apply to this subject area, except that the area is also outside the core area and is part of the area recommended for less intense, transitional development.

The nomination proposes an expansion of the core area of Land Unit A to include the areas north of Commerce Street, tax map parcels 80-4 ((6)) A, 1, 2, 4A, 4D1, 4D3, 4D4, 4D5, and 4E1, and proposes residential mixed-use development on the subject area. The redevelopment would add an option to the current 1.1 FAR for an intensity up to 1.6 FAR, with a second option up to 2.0 FAR, on the subject area. The proposed intensities would result in up to 870,000 square feet (sq.ft.) or 1.24 million sq. ft., respectively. In either scenario, the land use components would consist of 70% residential use, 20% retail use, and 10% office use. The nomination also proposes to increase the current Plan recommendations for a vegetated buffer between the northern boundaries of the CBC to the redevelopment from 40 feet to 50 feet and would remove the minimum recommended setback of 120-feet between any new building and the existing residential community.

10FS: The subject area consists of approximately 56-acres or 32 parcels, which is the entire land area of Land Unit A, north Old Keene Mill Road, east of Amherst Avenue, west of Augusta Drive, and south of the Yates Village subdivision. The area consists of a variety of commercial uses, including approximately 186,000 sq.ft. of hotel uses, 383,000 sq.ft. of free-standing and shopping center retail uses, and 237,000 sq.ft. of office uses, and 90 residential units. The area is planned for an intensity up to 1.1 FAR, or 2.0 million sq.ft. of commercial uses and 800 dwelling units to be distributed between the core and non-core areas. The nomination proposes an addition of up to 1,875 multi-family, residential units for Land Unit A, while maintaining the current Plan recommendations for commercial uses. The intensity of Land Unit A would increase from 1.1 FAR to 1.48 FAR. The nomination also proposes that 1,000 to 1,300 dwelling units should be located within the core of Land Unit A.

CRITICAL ISSUES:

The nominations were evaluated according to several critical issues, including the recommendations of the Springfield Connectivity Study, the proposed intensities and land uses, their consistency with revitalization goals, and their impacts to transportation, parks and recreation, and public schools. The following analysis details these issues.

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Springfield Connectivity Study

The Board of Supervisors authorized the Springfield Connectivity Study to address several challenges and opportunities facing the Springfield area, including the recommendations offered by a May 2006 Urban Land Institute Advisory Services Panel and the 2005 Base Realignment and Closure (BRAC) actions. The Study area includes the Springfield CBC, west of Interstate-95, and the Franconia-Springfield Transit Station Area, east of Interstate-95, which is the location of the subject area for the BRAC nominations, analyzed in this staff report. The goal of the Study is intended to promote the revitalization of the Springfield area as a walkable, vibrant, active, mixed-use community and to expand the area's multimodal accessibility.

In order to achieve this goal, the first phase of the Study proposed a Preferred Land Use and Transportation Alternative, which sought to maintain a balance between additional land use and transportation impacts, to improve the ratio between the number of jobs and the number of housing units, to implement recommendations of the Urban Land Institute study, and to meet BRAC objectives. The Preferred Alternative was developed based on the modelling and testing of various land use and transportation scenarios. The transportation impacts of each scenario were measured by assessing elements, such as roadway improvements, levels of public transit ridership, and the ability to improve vehicular, pedestrian, and bicycle functions, as described in the proposed streetscapes and urban design plans. The second phase of the study, which involves the development of a funding program to implement these recommendations, is going on currently.

The recommendations from the Connectivity Study are critical to the analysis of the BRAC nominations, especially those nominations in Land Unit A, as the Study recommends higher intensities than the current Plan. The Study recommended that Land Unit A be replanned for a 2.0 FAR with the increase in intensity, based on the addition of approximately 2,400 planned residential units. The higher intensity, specifically based on additional residential use, is intended to facilitate the revitalization of Springfield as a mixed-use town center, work towards a balance of jobs and housing opportunities, provide guidance to address the significant concerns of vehicular trips, and improve pedestrian, bicycle, and vehicular access.

The following analysis includes individual comparisons of the recommendations of the Study to the nomination's impact on land use, intensity, and transportation. Evaluation of the nominations against the needs of revitalization, parks and recreation, and public schools have been generally grouped as their impacts are considered cumulatively.

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Intensity:

5FS: Nomination 5FS proposes to increase the intensity of the core area of Land Unit A up to 3.0 FAR, with an option up to 4.0 FAR. The recommendations of the Springfield Connectivity Study also would support increasing the amount of development in Land Unit A above the current Plan recommendations. Both recommendations would encourage the creation of walkable, mixed-use environment at the local and regional levels, and would focus additional development in an activity center. The creation of this environment also would provide improved connections among local services, housing, and employment.

At the same time, an important distinction between the two studies is that the Connectivity Study does not specifically propose an intensity for the core area, as the nomination proposes. Instead, the Study recommends mixed-use at an intensity up to 2.0 FAR for the entirety of Land Unit A. Development primarily would be concentrated in the core area, and development outside the core area would taper towards the surrounding residential neighborhoods. The purpose of Plan recommendations that do not specifically delineate core and non-core intensities would accomplish several objectives.

First, the recommendations of the Connectivity Study established a maximum intensity of 2.0 FAR for the overall land unit. This intensity would provide opportunity for effective transitions into the neighboring residential uses. It also would allow flexibility in the location of the intensity and ability to mitigate transportation impacts.

The intensities proposed in this nomination would concentrate the total amount of redevelopment, recommended in the Connectivity Study, into a smaller area, the core area of Land Unit A. Based on the ability to mitigate transpiration impacts, the nomination would not leave development potential for the remainder of the land unit and diminish the ability of Land Unit B and C to develop, based on the total development potential for this area, proposed in the Connectivity Study. It can be assumed that if the major mitigation techniques, suggested in the Connectivity Study would be used to offset development impacts in the core area, then remaining areas may not have the same ability to redevelop, without re-evaluating what mitigation measures would be needed.

The recommendations of the Connectivity Study of an overall intensity on the land unit would allow more flexibility in development. Similar to the current Plan language, the recommendations would provide an incentive for redevelopment at higher intensities, possibly above the 2.0 FAR, while promoting the completion of a more detailed impact analysis, during the time of a specific rezoning. If a blanket 3.0 or 4.0 FAR would be approved, then the same level of thorough analysis and mitigation for the entirety of the land unit would not be possible. The effect would be to approve an amendment without a coordinated, comprehensive plan for

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the area.

8FS: Nomination 8FS proposes replanning two parcels for an intensity of 2.0 FAR. This intensity would be consistent with the Connectivity Study, if the core area were expanded. A second concern is that the effective intensity of the office use would be much greater than the proposed 2.0 FAR, if development occurred on one of the parcels, rather than the coordinated development of the office use with the second parcel, the hotel property. The proposed office use of 251,000 sq.ft., if developed on the individual parcel, tax map parcel 80-4 ((1)) 5C2, which is approximately 1.4 acres, would be a 4.0 FAR. Depending on the layout and the requirements for parking, the resulting building height could be substantial. The building height could be incompatible with the nearby residential properties, located to the north of the CBC. The nomination proposes that the building would become a “gateway” feature for the area; however, the same “gateway” status could be achieved at a lower intensity and building height. Furthermore, the development may not be able to provide the amenities that a consolidated and coordinated location could offer. This effective intensity would be greater than what is envisioned in the Comprehensive Plan and the Springfield Connectivity Study.

Another concern of this nomination is the remaining planned development potential that is left once this proposal would be approved. The proposed amount of development would take approximately one-third of the total amount of office use that is currently planned for the entire, 56-acre area. Taking into account the proposed office use with the existing office building north of the subject area, which consists of 145,000 sq.ft. on approximately 6-acres of land, and nomination 9FS, which proposes up to 124,000 sq.ft. of office use in the majority of the remainder of the non-core area, approximately 285,000 sq.ft. of office use would remain planned for the core area to use, based on the current Plan recommendations and the Connectivity Study. Some amount of office use could be located on the subject area, but the amount should allow the majority of office use to remain planned for the core area, which has better vehicular access and a more central location.

If redevelopment of the subject area is to occur at a higher intensity, the redevelopment would need to consolidate the two subject parcels and redevelop in a coordinated manner. The two proposed uses should not be separate developments on the two, existing parcels. Redevelopment should consider the compatibility of the building heights with surrounding, planned uses, so that the planned tapering could adequately occur. Building orientation would need to be primarily aligned with Commerce Street in order to prevent the bulk of the redevelopment on the northern portion of the subject area, which would work against the Connectivity Study’s recommendation for the creation of an active streetscape along Commerce Street. The Connectivity Study identifies this street as a “pedestrian priority corridor.” The designation as “Pedestrian Priority Corridor” would be associated with urban design and streetscape improvements that encourage the safe movement of pedestrians along roadways that would connect the areas across the

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Interstate and around the study area. As such, streetscapes with front entrances to buildings, aligned with Commerce Street, and continuous and attractive pedestrian pathways would need to be installed.

9FS: Nomination 9FS proposes to work within the existing Comprehensive Plan text of the 1.1 FAR and the recommended square feet. However, the nomination is outside of the current core area and would effectively create a residential core, north of Commerce Street. The new core would undermine the integration of residential use within the existing core area, south of Commerce Street, based on current Plan guidance. If this nomination is adopted, the remaining area of Land Unit A would have the potential to be developed with between 10 to 165 residential units; 460,000 sq.ft. to 510,000 sq.ft. of retail use; 681,000 to 706,000 sq.ft. of office use. Although the remaining amount of commercial use could support the “main street” that the Plan envisions, the remaining residential units would not be able to significantly contribute to the creation of a mixed-use environment.

At the same time, the Springfield Connectivity study recommends a plan similar to the proposed nomination, but addresses the concern, stated above, by adding more residential units to the land unit as a whole. The Connectivity Study would increase the intensity of the land unit by adding more residential units in Land Unit A. The Study’s recommendation would be consistent with the proposed nomination. The recommendation would also address the concern that too few residential units would remain in the core of Land Unit A.

Finally, the nomination proposes an increase in the vegetated buffer and decrease in the setback between the new buildings and the existing residential use. This amendment could have the potential to locate buildings closer to the existing neighborhoods, while increasing the amount of vegetation and trees between the two developments. Because a plan has not been submitted that would demonstrate the value of this change or the details of the proposed buildings, this amendment would not be prudent to make at this time.

10FS: Nomination 10FS would increase the intensity of the 56-acre land unit from 1.1 FAR to 1.48 FAR by adding additional residential use. The nomination would be within the recommended intensities of the Connectivity Study, which recommended up to a 2.0 FAR. The nomination would also continue to concentrate the majority of the additional intensity in the core area. At the higher intensity, the potential for creating a more walkable, convenient, and mixed-use environment would be improved.

Land Use:

5FS: Nomination 5FS proposes a substantial increase in development, relative to the current Plan recommendation, in regards to both office and residential uses for the core area of the Land

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Unit A. The Connectivity Study recommends only an increase in residential use and would maintain the current planned intensity for commercial uses. The Study's recommendation for additional residential units without additional planned commercial uses is intended to balance the amount of commercial development that is currently planned and recommended across the CBC. As a result, the ratio between jobs and housing units would improve by moving closer to 1.0. It is believed that as the jobs to housing ratio moves closer towards 1.0 across the county, then the potential for a more mixed-use, work-live-shop-play environment, which extends the typical 9 a.m. to 5 p.m. timeframe, would be created. The addition of more office use in this area, as proposed in the nomination, would contribute towards the further imbalance of the ratio in this location.

8FS: The proposed office uses in nomination 8FS would be within the current Plan recommendations in Land Unit A. However, the Springfield Connectivity Study recommends that this land unit should focus on increasing the amount of residential units in order to create an improved balance between jobs and housing units. This nomination would not contribute to this goal. Office and additional hotel use could be appropriate for the subject area, based on the current Plan and the Connectivity Study, but the main concern, as stated earlier, would be the amount of office use on the subject area.

9FS: Nomination 9FS proposes a residential mixed-use redevelopment of the area north of Commerce Street. As stated previously, the Connectivity Study supports additional residential use in Land Unit A, while maintaining the framework of the existing Plan recommendations for commercial uses. The Study recommendations are similar to the proposed nomination. In fact, the Connectivity Study recommendations expand upon this nomination to recommend more residential use in Land Unit A. However, this level of development would be outside the scope of this nomination and can not be evaluated at this time.

Furthermore, the proposal to expand the core area to include parcels along the north-side of Commerce Street would facilitate the Connectivity Study's recommendations to become a "pedestrian priority corridor." As stated previously, the Connectivity Study envisioned that Commerce Street should be redeveloped as a "Pedestrian Priority Corridor," which would encourage the movement of pedestrians through the Springfield area along Commerce Street. As such, improved streetscapes with front entrances to buildings, aligned with Commerce Street, would need to be developed. This type of design would help to define the street edge for the pedestrian, encourage a more active streetscape, and provide safety and amenities.

Any additional residential development would need to maintain the buffer and transition towards the residential area outside of the CBC. This transition is proposed within the justification of nomination 9FS. With these considerations in mind, the proposed, additional development would have the ability to create a more mixed-use environment that supports the 18-hour

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environment, consistent with the results of the Connectivity Study.

10FS: Nomination 10FS proposes an increase in intensity through additional residential units in Land Unit A, up to 1,875 units, while maintaining the planned commercial uses. The proposal would be consistent with the Springfield Connectivity Study. As previously stated, the Connectivity Study recommended a similar land use mixture, where additional residential uses would establish the higher intensity in the land unit. The Connectivity Study proposes that this area should be a residential, mixed-use area, in order to balance the planned commercial uses in the area. The Study and the proposed nomination would contribute to an improved jobs to housing ratio in immediate area and the region and would encourage the 18-hour environment, as mentioned in the previous nominations.

Transportation

For the vehicular trip generation estimates in these nominations, the trip generation is compared to that under the current Comprehensive Plan and existing development on the site. The trip generation estimates factor in reductions in trips due to retail pass-by, such as attraction of trips from the passing traffic stream, and internal trip-making in a mixed-use development area. The retail portion of the proposed plan is generated in this analysis at a shopping center rate. However, trip generation from retail uses can vary tremendously. For example, sit-down or fast food restaurants could generate a greater amount of retail traffic than estimated here. To discourage high trip-generating retail uses, provisions should be made in the Plan text to limit the type and amount of retail use in the development, and discourage direct access to it.

5FS: In nomination 5FS, the streets within the subject area, Commerce Street, Amherst Avenue, Backlick Road, Bland Street, Brandon Avenue, and Augusta Drive, carry a high volume of traffic during the AM and PM peak hours. The proposed nomination at a 4.0 FAR is estimated to generate more than 34,000 additional daily trips over the current Comprehensive Plan. On a peak hour basis, the nomination would generate more than 3,700 additional trips in the AM peak hour and more than 4,000 additional trips in the PM peak hour. The direction of flow under the nomination would be heavily skewed inbound in the AM and outbound in the PM, primarily due to the high levels of proposed office use.

Major improvements would be required to these roadways to develop at the proposed intensity. At these daily and peak hour traffic levels, roadways in the immediate area would require substantial improvements above the existing and currently planned levels. The proposed 4.0 FAR level would require an amendment to the current Plan to increase lane capacity on Backlick Road, Amherst Avenue, Brandon Avenue, Bland Street, and Commerce Street. Specific improvements and right-of-way dedications along frontage roads would be dependent on the development plan for the site, which is not provided in the proposed nomination.

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The proposed nomination also would need to use other mitigation techniques to address the transportation impact. These techniques could include intersection reconfigurations, contributions to transit services, and other commitments serving the area, to help reduce traffic congestion in the core area. The design and layout of the proposed development could assist in reducing the transportation impact by orienting development to the Springfield commercial areas and enhancing pedestrian and vehicular access, circulation, and safety.

The nomination proposes that the traffic impact would be mitigated through a transportation demand management program (TDM) that may include carpooling, staggered work hours, and shuttle service to the Springfield Metro station. A TDM program, such as the proposed, would contribute to the offset of trips. However, the other road improvements and mitigation techniques described above would be needed and are not specifically addressed in the nomination.

Chapter 527: Since the nomination exceeds the 5,000 additional trip threshold established by the Chapter 527 regulations, the nomination and the resulting impacts must be submitted to the Virginia Department of Transportation (VDOT) for Traffic Impact Analysis review and comment.

8FS: The subject area of nomination 8FS has frontage on Commerce Street, Brandon Avenue, and Augusta Drive. As stated in 5FS, these roadways are facilities that carry high volumes of traffic during AM and PM peak hours. The proposed nomination is estimated to generate approximately 3,500 additional daily trips over the current Comprehensive Plan. On a peak hour basis, the nomination would generate more than 300 additional trips in each of the AM and PM peak hours, with the primary direction of flow inbound in the AM peak hour and outbound in the PM peak hour, due to the addition of office use on the subject area. At these levels, roadways in the immediate area would not be required to be improved above the current Plan recommendations.

However, other improvement would be needed for improved access and the maintenance of acceptable levels-of-service at intersections within the area. These improvements would include both intersection improvements and other commitments to reduce traffic congestion in the area. These commitments should include both enhanced pedestrian and vehicular access. Vehicular access should be oriented to Brandon Avenue, Augusta Drive, and the remainder of the Springfield commercial areas. The redevelopment also should seek to mitigate traffic generated by contributing to transit services that serve the area.

9FS: As stated in the previous nominations, the streets within the subject area of nomination 9FS, Commerce Street, Backlick Road, and Brandon Avenue, experience a high volume of

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traffic during the AM and PM peak hours. The level-of-service at many of the intersections is poor and projected to decline as additional commercial development occurs in the area. However, because the nomination proposes additional residential uses, the trip generation for the subject area would be reduced in certain estimates.

The proposed nomination is estimated to generate up to 4,000 additional daily trips above the current Comprehensive Plan, using the proposed 2.0 FAR. On a peak hour basis the nomination would keep traffic volumes at about the same level or reduce them. AM inbound volumes and PM outbound volumes decrease, relative to the current Comprehensive Plan. The additional residential use would balance the peak hour volumes inbound and outbound, which would take advantage of available capacity on the surrounding roadways during the critical hours of travel.

The transportation recommendations in the Comprehensive Plan would not need to be amended to support this nomination. However, any development should make appropriate improvements to mitigate traffic and maintain acceptable levels-of-service at intersections within this area. The development also should contribute to transit services that serve the area and enhance pedestrian and vehicular access, circulation, and safety.

10FS: The streets within the subject area of nomination 10FS include Commerce Street, Amherst Avenue, Backlick Road, Brandon Avenue, Bland Street, and Augusta Drive. As stated previously, these streets carry a high volume of traffic in the AM and the PM peak hours. The proposed plan is estimated to generate over 3,600 additional daily trips over the current Comprehensive Plan. In the critical AM and PM peak hours of travel, the proposed plan would generate several hundred more trips above the current Plan. However, the additional trips generated by the proposed Plan amendment would not necessitate a change in the Comprehensive Plan's transportation recommendations for this area because they would be residential in nature and would take advantage of available capacity, similar to 9FS.

At the same time, additional mitigation techniques, such as orientation of the development to the remainder of the Springfield commercial areas, enhanced pedestrian treatments, safe pedestrian crossings, and improved vehicular access and circulation, should be included with any redevelopment. Contributions to area transit services should also be made with any redevelopment.

Summary: The combination of the proposed Plan amendments would need to contribute to major improvements to roadway and streetscape facilities to improve the multi-modal connectivity within the area and to accommodate the increased traffic. The major transportation-related Springfield Connectivity Study recommendations may or may not be required, based on the nominations, as the Study examined the complete redevelopment of the Springfield CBC, rather than the individual redevelopment of Land Unit A. Specific redevelopment proposals

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would need to determine their contribution to the improvements at the time of rezoning.

Revitalization

The nominations are located within the Springfield Commercial Revitalization District overlay zoning district. The existing development in this district is aging, but functional. The nominations propose a variety of redevelopment that would contribute to the “main street” approach to a more intense, “town center” development. Notwithstanding the question of intensity, these types of development would meet the overall Fairfax County Revitalization goals, if planned in a manner to support a mixed-use, 18-hour environment with a strong emphasis on urban design, pedestrian accessibility, and Placemaking. The proposed redevelopments would contribute to the rejuvenation of the Springfield CBC and would create a more attractive, commercially viable, and functionally efficient business center and community focal point. The proposed developments also would support the creation of more identifiable places through private investment.

Parks and Recreation

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 recreational facilities in these parks do not meet standards established by the Park Authority through the Needs Assessment Study. By 2015, the Park facilities in Springfield will be deficient by 715 acres of district and countywide parks, 7 rectangular fields, one adult softball field, 21 basketball courts, and 3 playgrounds.

The nominations would contribute to these deficiencies. Nominations 9FS and 10FS would increase the potential residents within the Springfield Planning District by 2,376. This increase would constitute a 5% population increase within the Springfield Planning District and would add a large concentration of population within an area already deficient of recreational facilities. These new residents, in addition to the employees and hotel guests, resulting from other nominations will need leisure and recreation opportunities.

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. Urban park amenities should be integrated into the design of the development, such as open spaces, children’s play areas, dog parks, community programming spaces, swimming pools, indoor gymnasiums, or sports courts. The integration of urban parks in the overall design would enhance the desirability of any redevelopment within Land Unit A. Any redevelopment also would need to provide all-year active recreation facilities for employees, hotel guests, and residents.

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Furthermore, local park amenity improvements should be made to parks adjacent to the subject area with any redevelopment of the subject area. These local parks include Springvale, Springfield Forest, Lee High, and Loisdale parks. Sports courts, athletic field capacity improvements, children's play areas, picnic area, walking paths, open spaces, dog parks, skate parks, and other supporting facilities could be a few of the improvements made to the parks. The Park Authority would need to initiate a Master Plan to determine which facilities are appropriate for these parks during the time of rezoning. The proposed development should also provide pedestrian connections to the subject area and these parks. However, in general, the proposed nominations do not address such needs.

Public Schools

The subject areas are within the Lynbrook Elementary School, Key Middle School, and Lee High School boundaries. The 2007-2008 enrollment was under-capacity for Key Middle and Lee High Schools, and the enrollment is anticipated to continue to be under-capacity in the 2012-2013 school year. The 2007-2008 enrollment was at capacity for Lynbrook Elementary School, and an approximate 60-student deficiency is projected to occur through the 2012-2013 school year.

Currently Land Unit A is developed without residential uses, and no students are enrolled in these schools, based on that land use mix. At the same time, the current Plan would permit the addition of 800 residential units on Land Unit A, which would generate additional students. It is projected that sufficient capacity would exist at the middle and high school levels, if the proposed nominations are approved above the current Plan. However, the nominations would further exacerbate the projected capacity deficit at the elementary school level. The estimated impact on schools for each nomination is provided below. This issue would need to be addressed during the time of rezoning.

5FS: The nomination proposes to amend the Plan to allow a maximum of 385 mid-rise and 787 high-rise multi-family units, if the optional 4.0 FAR would be implemented. The addition of residential units would generate a total increase in 66 projected students from what would be anticipated under the current Plan language, 36 of which would be at the elementary school level.

8FS: The nomination would not have an impact on Fairfax County Public Schools as the nomination does not propose additional development.

9FS: The nomination proposes to increase the amount of residential units up to 790 units, if the optional 2.0 FAR would be implemented. The addition of residential units would generate a total increase in 62 projected students from what would be anticipated under the current Plan

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language, 15 of which would be at the elementary school level.

10FS: The nomination proposes to increase the amount of residential units by a maximum of 1,075 dwelling units, from what is recommended currently under the existing Plan. The addition of residential units would generate a total increase in 82 projected students from what would be anticipated under the current Plan language, 10 of which would be at the elementary school level.

Environment

No Resource Protection Areas (RPAs) or Environmental Quality Corridors (EQCs) exist in Land Unit A. However, the nominations could result in transportation generated noise, which could impact hotel and residential uses in Land Unit A. Development in Land Unit A would be likely affected by significant noise impacts from Interstate-95 and may be affected by noise level exceeding 65 dBA DNL from Old Keene Mill Road and other roadways in the area. A noise study would need to be completed to determine the full extent of impacts during any rezoning request. Further, any new development should be designed in a manner, which incorporates runoff detention and water quality improvements measures, such as low-impact development (LID) techniques. Any development also would need to be LEED certified or an equivalent third party certification.

SUMMARY OF STAFF RECOMMENDATION

Approve Nomination as submitted

Approve Staff Alternative

Retain Adopted Plan

Staff recommends an alternative that would combine elements of several of the proposed Plan amendments, based on the analysis contained in this report. The proposed intensity and mixture of uses would satisfy nomination 5FS, 8FS, and 9FS to a certain extent and would support proposed nomination 10FS. The alternative primarily proposes the addition of residential uses in the core area, which would encourage a walkable, mixed-use environment with more convenient access for residents to work, shop, and play.

In regards to 5FS, the alternative would support the proposed amount of residential, retail, hotel, and a portion of office uses. The proposed amount of office use, which is a concern consistent throughout all of the nominations, would generate a significant amount of additional vehicular

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trips on the local and regional roadways, primarily in the peak hours. The addition of residential use would not have the same adverse impact on the roadways and would provide an improved ratio between the jobs to the housing units, relative to the amount of commercial uses already planned for the CBC. The following chart describes how the proposed staff alternative meets the proposed nominations 9FS and 10FS:

Land Unit A- Proposed Staff Alternative for BRAC nominations

Land use	Current Plan (sq.ft.)	Connectivity Study (sq.ft.)	Staff Alternative (sq.ft.)
Residential	723,296	2,918,720	2,038,500
Office	805,000	805,000	805,000
Hotel	445,000	445,000	445,000
Retail	710,000	710,000	710,000
Total	2,683,296	4,878,720	3,998,500
FAR	1.1	2.0	1.65

Sq.ft./DU	900	900	900
Total # DU	800	3243	2265
Core (So. Of Commerce) # DU			1300
Non-core (No. of Commerce) # DU			965

*Nomination 10FS proposes additional residential use, up to 1875 dwelling units (1000-1300 dwelling units to be located in core area)

**Nomination 9FS proposes up to 2.0 FAR with 70% residential or for Concord Center, outside of core. This equates to app. 870,000 sq.ft. or 965 units (at 900 sq.ft./DU)

The staff alternative also proposes to expand the “core area,” as described in 9FS and, indirectly, in 8FS. However, the alternative does maintain that the majority of the redevelopment should remain planned for the area south of Commerce Street. Redevelopment proposed in areas north of Commerce Street, but inside the expanded core area, would need to consider the amount of available of residential, office, hotel, and retail development potential that would remain in the area south of Commerce Street. The remaining development would need to be calculated by removing the existing uses and the proposed development from the total planned square footage to make sure the majority of the development would be located south of Commerce Street.

The current Plan text would be modified based on the following:

- Land Unit A should be replanned as a residential, mixed use area up to an overall 1.65 FAR to include up to 2,265 dwelling units (a minimum of 1,300 to be located south of Commerce Street), 805,000 sq.ft. of office use, 710,000 sq.ft. of retail uses, and 445,000 sq.ft. of hotel uses.
- The majority of the intensity would remain concentrated in the area south of Commerce

Street. This area should be redeveloped at higher intensities to create a mixed-use, live-work-shop-play environment. Any redevelopment should provide residents and employees convenient access to retail uses and recreation. Proposed redevelopment along the north-side of Commerce Street should not prevent the majority of the planned and existing development to be located south of Commerce Street.

- The current boundaries of the core and non-core areas would expand to include in the core area the parcels along the north-side of Commerce Street, tax map parcels 80-4 ((6)) A, 1, 2, 4A, 4D1, 4D3, 4D4, 4D5, and 4E1 and tax map parcels 80-4 ((1)) 5C1 and 5C2. This expansion should support the creation of Commerce Street as a “pedestrian priority corridor” that creates a safe, attractive, and dynamic pedestrian corridor with multiple store front entrances, buildings aligned and oriented to the street, and a variety of uses, including ground-floor retail and restaurants. The streetscape should be visually appealing and should accommodate pedestrians, bicyclists, and transit facilities.
- Parcels 5C1 and 5C2, east of Brandon Avenue should be consolidated during any redevelopment. This redevelopment could be a gateway location into the CBC, but should not be so large as to be overwhelming or incompatible with the surrounding area, including the residential areas to the north.
- Redevelopment of the parcels along the north-side of Commerce, between Backlick Road and Brandon Avenue should be consolidated and consolidation with tax map parcels 80-4 ((1)) 3 and 80-4 ((10)) All, in order to provide an effective transition to Yates Village. .
- The minimum width of the vegetated buffer along Yates Village should remain at 40-feet with the eight-foot high brick wall.
- The Urban Design and Streetscape guidelines in the Land Use Recommendations of the Springfield CBC and the conditions for development described in the Land Unit recommendations for Land Unit A, such as streetscape improvements, mixture of uses, parking, consolidation, transitions to areas outside the CBC, and building design, height, alignment, and orientation, that are currently described in the Plan generally would remain the same. Parking should be structured to the extent possible, with structures located on the rear or the center of the consolidated properties to avoid their presence on pedestrian corridors, such as Commerce Street, as recommended in the current Plan.
- Any redevelopment should provide on-site urban parks, other active and passive recreational amenities, and contribution towards off-site recreational facilities with any redevelopment.
- The current Transportation Plan would remain the same, except recommendations for additional mitigations techniques, such as enhanced pedestrian treatments, bicycle lanes and facilities, safe pedestrian crossings, and improved vehicular access and circulation should be included with any redevelopment. Recommendations for improved transit services that serve the area and transit demand management program should also be made.