



PROPOSED COMPREHENSIVE PLAN AMENDMENT

ITEM: S06-IV-S1
October 16, 2008

GENERAL LOCATION: West of Interstate-95, East of Elder Avenue, North of Franconia-Springfield Parkway, and South of Franconia Road

SUPERVISOR DISTRICT: Lee

PLANNING AREA: IV

PLANNING DISTRICT: Franconia/Springfield Transit Station Area

SUB-DISTRICT DESIGNATION: Land Units A-1, A-2, B, C, E, F-1, and F-2

PARCEL LOCATION: 90-2 ((1)) 40D, 40F, 40G, 46, 50, 51, 51A, 53, 54, 55, 57D, 61C, 62A, 81A, 85B, 86A, 90B, 96A, 97, 98, 101A1, 101A2, 101B; 90-2 ((11)) 1, 2, 3, 3A, 4, 8, 9, 10, 11, and 12B; 90-2 ((13)) 1, 2, 3, 4A1, 5A1, and 6

PLANNING COMMISSION PUBLIC HEARING: Thursday, October 30, 2008 @ 8:15 P.M.

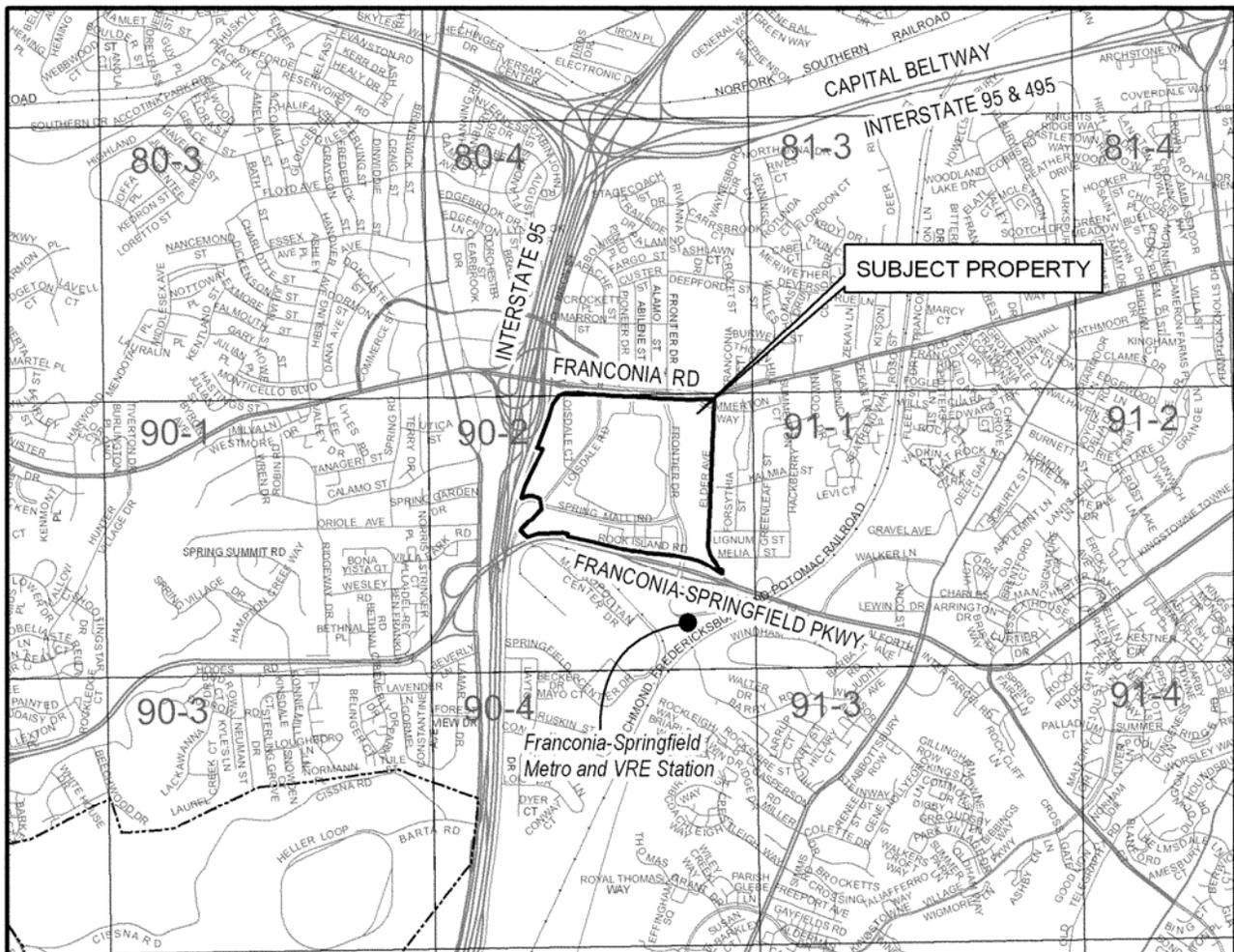
BOARD OF SUPERVISORS PUBLIC HEARING: Monday, November 17, 2008 @ 5:00 P.M.

PLANNING STAFF DOES RECOMMEND THIS ITEM FOR PLAN AMENDMENT



Reasonable accommodation is available upon 7 days advance notice. For additional information about accommodation call (703) 324-1334.

For additional information about this amendment call (703) 324-1380.



3000 FEET

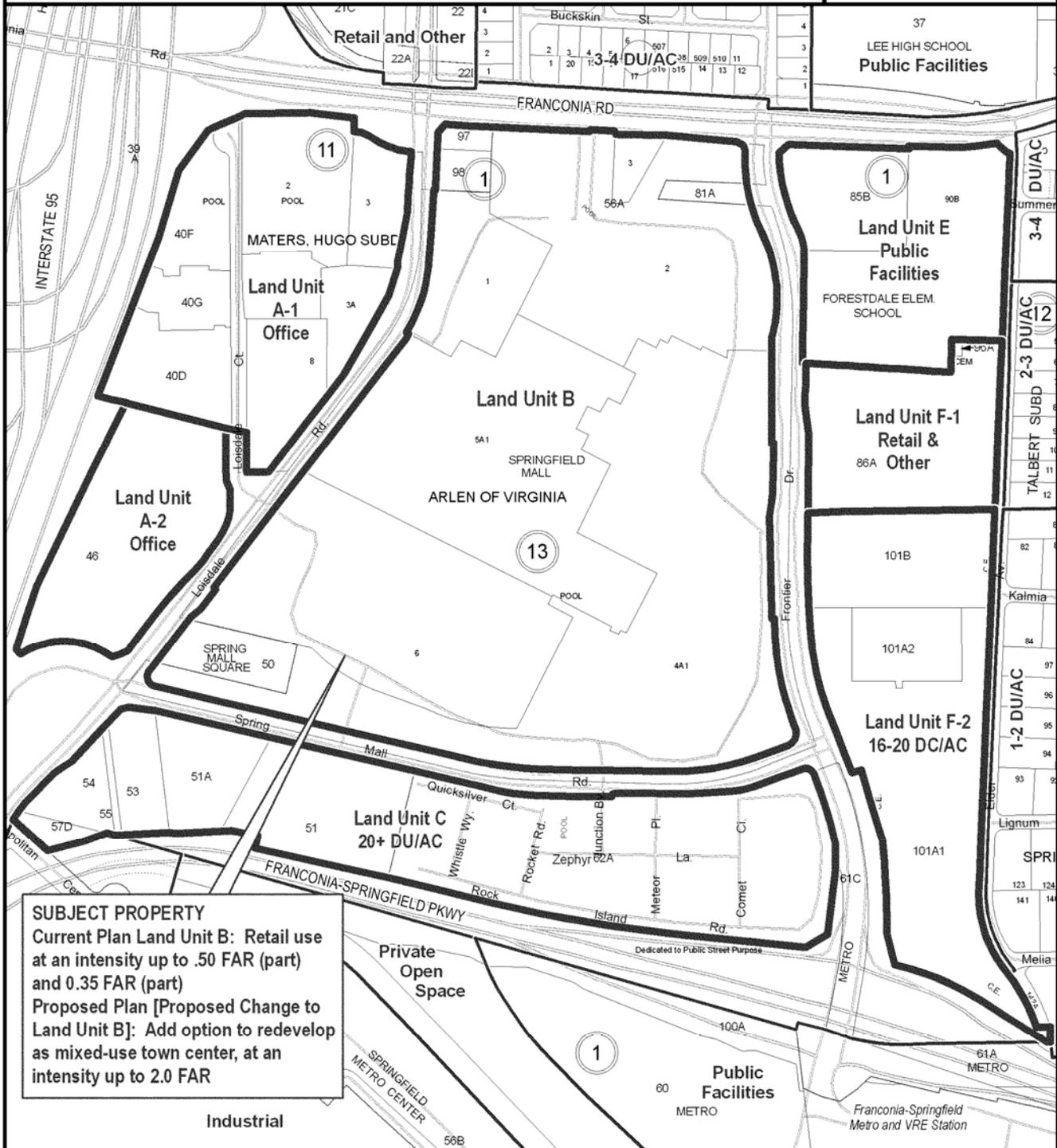
PREPARED BY THE DEPARTMENT OF PLANNING AND ZONING USING FAIRFAX COUNTY GIS



**FRANCONIA/SPRINGFIELD TRANSIT STATION AREA
LAND UNITS A-1, A-2, B, C, E, F-1, F-2**

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

ITEM: S06-IV-S1
October 16, 2008



500 FEET

PREPARED BY THE DEPARTMENT OF PLANNING AND ZONING USING FAIRFAX COUNTY GIS
PARCEL INFORMATION CURRENT TO AUGUST 2008



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STAFF REPORT FOR PLAN AMENDMENT S06-IV-S1

BACKGROUND

On June 26, 2006, the Board of Supervisors (BOS) authorized Plan Amendment (PA) S06-IV-S1 for the Springfield Mall and the surrounding area, generally located east of Elder Avenue, west of Interstate-95, south of Franconia Road, and north of the Franconia-Springfield Parkway. The 182-acre subject area is located within the Franconia-Springfield Transit Station Area in the Springfield Planning District. The subject area is currently planned for various commercial uses, retail, office, and hotel uses up to an intensity of 0.35 floor-area ratio (FAR) and 0.50 FAR; institutional use up to an intensity of 0.30 FAR; and residential use up to a density of 45 dwelling units per acre (du/ac) with an option for mixed-use up to an intensity of 1.0 FAR. The primary focus of the Plan amendment is the approximately 80-acre, central portion of the subject area, which contains the Springfield Mall. The Plan amendment authorized that this area be considered for redevelopment as a mixed-use "town center" up to an intensity of 2.0 FAR. The town center would include residential, office, retail, and hotel components and act as a catalyst for the revitalization of Springfield.

The subject area was and has been involved in several land use and transportation studies of the Springfield area. An Urban Land Institute (ULI) Advisory panel in May of 2006 studied the subject area, in addition to the General Services Administration area and Joe Alexander Transportation Center, to the south, and the Springfield Community Business Center (CBC), to the west of the Interstate. The panel identified redevelopment opportunities and challenges to the revitalization of the Springfield area, in the Advisory Services Panel Report, entitled *Springfield, Virginia: Strategies for Revitalization*. A key recommendation of the report identified the redevelopment of the Springfield Mall area as a mixed-use "town center" and the area to the west of the Mall as a conference center and support uses. Further evaluation of these land use and transportation recommendations is ongoing by staff and consultants in the Springfield Connectivity Study, which could be translated into a future amendment to the Comprehensive Plan. The Connectivity Study is identifying opportunities to revitalize the Springfield area and to strategically capitalize on the 2005 Base Realignment and Closure (BRAC) actions, which could bring up to 20,000 new Department of Defense jobs to southeast Fairfax County. The BRAC actions are also requiring additional study of the Springfield area, although the subject area of this Plan amendment was excluded.

With respect to the 80-acre Springfield Mall portion of the subject area, a concurrent rezoning application, RZ/FDP 2007-LE-007, requests the approval of a PDC District on most of this area. The rezoning would allow the implementation of the proposed mixed-use town center. The rezoning application submission, dated July 9, 2008, includes up to 5,853,000 square feet (sq.ft.) of residential, retail, office, and hotel uses or 1.71 FAR on the 78.52 acre

application property. The application does not include two parcels within the 80-acre block. For the purposes of Plan amendment evaluation, the staff report considers the details presented in the rezoning application in developing a recommendation and also addresses the 2.2-acre unconsolidated parcels. The staff report does not address the merits of the pending rezoning application.

CHARACTER OF THE SITE

The 182-acre subject area is bounded by four roadways, three of which are major arterial roadways: Interstate-95, Franconia Road, and the Franconia-Springfield Parkway. The fourth boundary, Elder Avenue, is a local road located west of the Springfield Forest Subdivision. The Comprehensive Plan divides the subject area into Land Units A-1, A-2, B, C, E, F-1, and F-2 of the Franconia Springfield Transit Area in the Springfield Planning District. These land units are generally divided by three roadways: Loisdale Road, Frontier Drive, and Spring Mall Road. (See Land Unit Map on Page 2 of the Staff Report.) For the purposes of this staff report, the land areas within the subject area will be referred to using the land unit designations as contained in the Comprehensive Plan. The block on which Springfield Mall is located is identified as Land Unit B.

The uses within the subject area are primarily low-rise, commercial uses and their associated surface parking lots, except for a few, multi-story hotels and office buildings in Land Unit A-1, residential apartments in Land Unit C, and an assisted living facility and the Forestdale Elementary School in Land Unit E. The low-scale, commercial uses can be defined in a range of sizes from individual, free-standing buildings, to strip shopping centers, to the regional mall. For the majority of the land units, these existing uses are auto-oriented, single-use developments that are surrounded by on-grade, asphalt parking lots. A few structured parking lots are located in Land Unit B, adjacent to the Springfield Mall building, and in Land Unit F-2 to serve another shopping center.

The western portion of the subject area, Land Units A-1 and A-2, is located between Interstate 95 and Loisdale Road. Tax Map Parcels 90-2 ((11)) 1, 2, 3, 3A, 4, 8, 9, 10, 11, 12B, and 90-2 ((1)) 40D, F, G, and 46 comprise the land units, which are developed with high-rise office, hotel, and retail uses. The primary access to these land units is via Loisdale Court, a cul-de-sac, local street connecting to Loisdale Road. The northern portion, Land Unit A-1, is planned and developed for office and hotel mixed-use at an intensity of up to 0.50 FAR and is zoned C-3, C-4, C-7, and C-8. The southern portion, Land Unit A-2 is planned for a mix of office and hotel uses at an intensity of up to 0.50 FAR, with an option for residential use up to a density of 45 du/ac. This part of the land unit is zoned C-7 and is developed with low-scale retail uses. The May 2006 Urban Land Institute (ULI) Advisory Panel report suggested that the northern portion of Land Unit A may be appropriate for more intense redevelopment as a conference center with supporting retail, hotel, and other uses.

The central portion of the subject area, Land Unit B is bounded by Loisdale Road to the west, Frontier Drive to the east, Spring Mall Road to the south, and Franconia Road to the north. Land Unit B is currently planned for retail use at an intensity of up to 0.50 FAR for the Mall portion of the land unit and retail use at an intensity of up to 0.35 FAR for the property not physically included in the mall. The majority of Land Unit B is zoned C-7; however, the northwest corner is zoned C-8. As stated in the Background, this staff report primarily analyzes the proposed redevelopment of Land Unit B, based on the pending concurrent zoning application of the 78.5-acre Springfield Mall property and the additional 2.2-acre unconsolidated parcels.

Land Unit B contains the Springfield Mall, a regional mall, located on Tax Map Parcels 90-2 ((13)) 1, 2, 3, 4A1, 5A1, 6, and 81A, and other commercial uses. The Mall currently consists of approximately 1.84 million square feet of retail commercial uses with Target, J.C. Penney, and Macy's department stores as the anchor tenants. The northern portion of the land unit contains free-standing, retail uses, an office building, associated surface parking, and minimal landscaping. The southwestern corner of the land unit is developed with the Spring Mall Square, a strip shopping center, located on Tax Map Parcel 90-2 ((1)) 50. Spring Mall Square contains approximately 24,000 square feet gross floor area of neighborhood-serving retail stores and surface parking. Spring Mall Square and another parcel on the northwestern corner of the land unit, Tax Map Parcel 90-2 ((1)) 97, developed with a 3,404 sq. ft. retail building form the 2.2-acre unconsolidated parcels that are not included within the rezoning, but are within the scope of the Plan amendment.

The southern portion of the subject area, Land Unit C, located south of Spring Mall Road, contains parcels 90-2 ((1)) 51A, 53, 54, 57D, and 62A. Land Unit C contains both commercial and residential uses. The Springfield Station apartments are located on the eastern portion of the land unit and are zoned PDH-40. The western portion of this land unit contains commercial uses, such as an art store, a car dealership, and a fast-food restaurant. Land Unit C is planned for multifamily residential use at a density up to 35 dwelling units per acre (du/ac) and limited retail use. The Comprehensive Plan also provides options for residential use at a density of 45 du/ac, or residential and retail mixed-use up to an intensity of 1.0 FAR. Approval of either option is based on several conditions, such as providing a consolidated plan, high-quality design, and the provision of recreational facilities.

The eastern portion of the subject area, Land Units E, F-1, and F-2, is located between Frontier Drive and Elder Avenue. Land Units E, F-1, and F-2 contain low-intensity commercial uses, the Forestdale Elementary School and an assisted living facility on Tax Map Parcels 90-2 ((1)) 85B, 86A, 90B, 96A, 101A2, 101A1 and 101B. Land Unit E, the northern portion of this area, is planned for institutional uses up to 0.30 FAR and zoned R-1 and C-3. The middle portion, Land Unit F-1, is planned for retail use up to an intensity of 0.30 FAR and zoned

C-6. There is an option for Land Unit F-1, which recommends residential use up to a density of 20 du/ac. The southern portion, Land Unit F-2, is planned for retail and office uses up to an intensity of 0.30 FAR and is developed at a 0.28 FAR. Under either of these recommendations, the Plan recommends that an effective transition be maintained by a building height limitation, measured from a 14-degree line of sight angle from the Springfield Forest edge. This area is developed with retail uses and is zoned PDC.

CHARACTER OF THE SURROUNDING AREA

The development surrounding the subject area is characterized by diverse uses. The existing uses include single-family residential neighborhoods to the north and east, a multi-modal transit station, multi-family residential, government and institutional uses to the south, and commercial areas to the west in the Springfield Community Business Center (CBC). Although proximate in terms of distance, most of the areas are separated from the subject area by freeways and major arterial roadways with over- and under-passes: Interstate 95 on the east, Franconia Road on the north and the Franconia–Springfield Parkway on the south. These major highway facilities contribute to the emphasis on auto-orientation and create significant barriers to access and connectivity between the subject area and the surrounding uses.

North of Franconia Road is the Lee High School and the Springfield Estates subdivision, a low density residential neighborhood that is zoned R-4. To the east of Elder Avenue are the Charleston and Springfield Forest subdivisions, which are also low density, residential areas, zoned R-4 and R-1, respectively. These residential areas, Lee High School, and Forestdale Elementary School, within the subject area, create a significant amount of pedestrian movement across Frontier Drive into the Mall property.

South of the subject area, across the Franconia-Springfield Parkway is the location of the Joe Alexander Transportation Center and the General Service Administration (GSA) Parr Warehouse. The Joe Alexander Transportation Center includes the Franconia-Springfield Metrorail Station, which is owned by the Washington Metropolitan Transit Authority (WMATA), as well as a Virginia Railway Express (VRE), a commuter rail station, and local and regional bus service. The WMATA property contains significant environmentally sensitive features, including a Resource Protection Area (RPA), an Environmental Quality Corridor (EQC), and wetlands that were created as remediation measures with the construction of the transit station.

The area to the south of the transit center includes light industrial, institutional, residential, and hotel uses, and the General Service Administration (GSA) Parr Warehouse, a federally owned property, constructed in 1952. The three million square foot GSA property contains approximately 1.3 million square feet of warehouse facilities. Located between the WMATA property and the GSA site

are an extended stay hotel and the Springfield Crossing multi-family residential apartment complex, which contains approximately 347 units. The GSA is under consideration to receive up to 6,300 employees through the 2005 Base Realignment and Closure Act (BRAC). Two Comprehensive Plan amendments, BRAC APR 08-IV-1FS and 08-IV-2FS, supporting high-intensity office uses on some of immediately surrounding area are currently under review. These nominations, submitted as a part of the BRAC Area Plan Review (APR) effort assert that additional office use in this area will complement the overall BRAC effort.

The area to the west and northwest of the subject area, across Interstate 95, is part of the Springfield CBC. This area contains community-serving retail uses located along Backlick Road. This area is planned and primarily developed with commercial uses up to an intensity of 0.50 and 0.70 FAR. With substantial consolidation, the Plan states that these areas may be considered for high-rise office, hotel, and/or residential mixed-use development up to intensities of 1.0 and 1.5 FAR. The recommendations for this portion of the CBC provide detailed guidance for the character of the redevelopment, including design principles that emphasize high-quality architecture and landscaping, improved streetscapes, accessibility, pedestrian connectivity, and buffering to the areas outside the CBC. Portions of the CBC also are being considered for Comprehensive Plan changes through the BRAC APR effort (BRAC APR 08-IV-4FS, 5FS, 7FS, 8FS, 9FS, 10FS and 11FS).

PLANNING HISTORY

There have been no Comprehensive Plan amendments pertaining to the subject area adopted since 1992.

ADOPTED COMPREHENSIVE PLAN TEXT

The following chart summarizes the land use recommendations for each Land Unit within the subject area. For the complete Land Unit Recommendations of the Plan text, including recommendations about urban design, transportation, and other conditions, refer to Attachment I.

<u>Land Unit</u>	<u>Comprehensive Plan Text</u>	<u>Comprehensive Plan Map</u>
A1	Office and hotel mixed-use up to 0.50 floor area ratio (FAR)	Office use
A2	Office and hotel mixed-use up to 0.50 FAR; option for residential up to 45 dwelling units per acre (du/ac)	Office use
B	Retail use up to 0.50 FAR (pt.); Retail use up to 0.35 FAR (pt.)	Retail and other uses
C	Multi-family residential use up to 35 du/ac and limited retail use; option for residential use up to 45 du/ac, or residential and retail mixed-use up to 1.0 FAR	Multi-family residential use at 20+ dwelling units per acre (du/ac)
E	Institutional use up to 0.30 FAR	Public Facilities
F1	Retail use up to 0.30 FAR	Residential use at a density 16-20 du/ac
F2	Residential use up to 20 du/ac; option for retail or office use up to 0.30 FAR	Residential use at a density 16-20 du/ac

PROPOSED PLAN AMENDMENT

The primary focus of the Plan amendment is to consider the 80-acre Springfield Mall property, Land Unit B of the subject area, for mixed-use town center development with residential, retail, office, and hotel uses up to a maximum intensity of 2.0 FAR. If approved, this amendment would facilitate the redevelopment of the Springfield Mall into a town center, pursuant to the concurrent rezoning application, RZ/FDP 2007-LE-007, which includes all but two parcels within Land Unit B, Tax Map Parcels 90-2 ((1)) 50 and 97. This rezoning requests the approval of approximately 5.85 million square feet, which would be comprised of:

- 2.1 million square feet of retail use, including an expansion of the Mall to a total of approximately 1.87 million sq. ft. of retail use;
- 1.0 million square feet of office use;
- Up to 360,000 square feet of hotel use; and,
- A minimum of 2,180 residential units at 2,370,000 square feet, not to exceed 2,742 units at 2,857,000 square feet.

The entire development proposal would have an intensity up to 1.71 FAR. These tabulations are based on the rezoning submission, dated July 9, 2008.

Several alternatives to the above cited tabulations are proposed in the rezoning application. Two alternatives substitute additional residential uses for other uses within the town center. One option substitutes a portion of the office use (307,000 square feet) for 392 multi-family residential units, while the other option substitutes a portion of the hotel use (180,000 square feet) for 170 residential units. These alternatives maintain the 1.71 FAR. The rezoning documents also depict a development scenario that illustrates how the entire 80-acres of Land Unit B might develop should the unconsolidated parcels be incorporated into the proposed town center. This alternative would add approximately 460,000 sq.ft. of office use and approximately 60 additional residential units. This alternative would increase the intensity up to a 1.82 FAR. These proposed tabulations are included in this staff report as Attachment II.

ANALYSIS

The focus of the analysis evaluates amending the Comprehensive Plan guidance for Land Unit B, as authorized, and does not propose changes to the other land units within the subject area. The analysis explores how to transform the character of Land Unit B, from the existing, auto-oriented, mostly surface-parked, minimally landscaped, regional shopping mall and additional low-scale, commercial uses into a dynamic, mixed-use, publicly accessible, walkable town center. The analysis examines the means to create and enhance the connectivity of the town center by improving the relationship of the internal activity of the mall and the exterior, building a platform for additional activity and diverse land uses immediately surrounding the mall, and inter-connecting these activities within the town center to the surrounding land units. The key to this transformation lies in defining and achieving a unique sense of place for the site through the integration of uses, a cohesive and coherent design, and the provision of convenient and accessible amenities.

The redevelopment of Land Unit B as a town center should act as a catalyst for the revitalization of additional redevelopment in the area. At such time, additional Plan amendments for other land units within the subject area would be considered as specific proposals are submitted. Further, the recommendations of the Springfield Connectivity Study, once completed, should also provide additional analysis that could lead to further amendments. The analysis assumes Land Unit B would redevelop as a town center to include a mix of uses (residential, retail, office, and hotel uses) up to 1.82 FAR to reflect the depictions within the rezoning application. The Springfield Mall footprint would generally remain the same with some expansion needed. The town center would be located around the expanded footprint of the Springfield Mall, consistent with the concurrent rezoning application.

Revitalization

The existing mall is both the largest and most strategically located retail and commercial facility in the Franconia-Springfield area, and the current uses within Land Unit B do not maximize its location and market advantages. The area is underutilized with the low-scale mall and other out-parcels in Land Unit B, developed for single-use, auto-oriented purposes. Buildings and the site features are aging and in need of reinvestment. No mixed-use, coordinated, or connected development is present in this area. The existing traditional suburban development pattern results in a site that is both dominated by the surface parking and isolation of the individual. At the same time, the mall is proximate to the Joe Alexander Transportation Center, which contains the Metro station, VRE station, a Greyhound bus stations, and stops for many buses particularly those coming to the area from the south. The mall has access to Interstate 95 and the Fairfax County Parkway. In addition, it benefits from the significant road improvements to the area that have been made in recent years. The site also is situated advantageously to BRAC relocation.

The proposed redevelopment of the Springfield Mall as a town center would present an excellent opportunity for revitalization, based on these location and market advantages. The proposed Plan amendment would be consistent with recommendations of the ULI “Springfield Virginia, Strategies for Revitalization” Study and the Springfield Connectivity Study mentioned previously and would support the County’s Revitalization Goals, Objectives, and Policies. For example, a main component of these studies is the assumption of the expansion of the Springfield Mall from essentially a single purpose retail shopping center to a “town center” that will include a wide variety of uses and activities. The ultimate intent of this type of mixed-use plan would be to ensure that the activities are integrated together in such a way as to create a ... *“distinct and attractive community” – ULI Study.* The revitalization of the Mall would *“encourage and facilitate the revitalization of older commercial and residential areas of the County”,* and result in *“a mixture of uses, creation of activity centers, [and] encouragement of private investment.”*

Smart Growth

The Comprehensive Plan identifies the Transit Station Area (TSA), in which Land Unit B is located, as an activity center within the County. Although the majority of Land Unit B and the mall site are outside of the ½ mile range of the Metrorail platform and would not be considered “Transit-Oriented Development,” by County policy, the TSA and the mall area are located centrally between the Transportation Center, which includes not only the Metrorail system, but also regional and local bus service and commuter rail service, and access points to major roadways and interstates, as mentioned previously. As such, Land Unit B, the mall area, is designated as an appropriate location to receive more focused, intense growth over the long-term. This designation is important as the County

works towards “Smart Growth,” which strives to balance growth with its ability to provide adequate supportive infrastructure and amenities. This type of growth with more compact and efficient development would create walkable, compact, and convenient places, while protecting stable neighborhoods outside the activity center from the infringement of urban sprawl. The proposed town center would support these objectives of Smart Growth and would result in a dense, urban-like fabric with convenient access to services and transit.

Intensity

Sufficient intensity and development potential is essential to the provision of amenities in the town center, critical mass to support transit, and locational opportunity for viable, diverse uses. The Plan amendment authorized the examination of up to an intensity of 2.0 FAR, while the rezoning requests up to an intensity of 1.71 FAR for the majority of the site and suggests up to a 1.82 FAR with full consolidation. On Land Unit B, the authorized intensity, up to 2.0 FAR, would equate to approximately 7.0 million square feet (sq.ft.) of development. The concurrent rezoning request of an intensity of 1.71 FAR on 78 acres and depicts a 1.82 FAR on the fully consolidated, 80-acre land unit, would result in 5.83 million sq. ft. and 6.41 million sq. ft., respectively.

These higher intensities would have the ability to establish the identity of the town center and support the amenities and transit that are essential to the success of a town center. Multi-story buildings in proximity to each other and to the street with the majority of the parking located underground or in structures are essential elements of this character and achieving “Smart Growth.” These taller, signature buildings on the site would be unique and recognizable, particularly if located at prominent entrance point or “gateways”, such as the northwest corner.

Integration of Land Uses

One of the elements critical to a successful town center is the inclusion of diverse and integrated uses. A typical town center should contain a variety of land uses that provide for residents, employees, and visitors the ability to live, work, shop, play and exercise on the site. These users should not have to venture far from their residences or jobs to complete a number of errands or tasks. The mixture of uses should enhance the overall function and public accessibility of the town center. The uses should connect and relate to each other to create an 18-hour environment that would extend beyond the typical 9 a.m. to 5 p.m., active hours. This convenience to residences, hotels, offices, retail, and recreational locations should make the town center a relatively self-sufficient place.

The mixture of uses should occur across the site, in the sub-areas around the mall, and in individual buildings, at all phases of development. Across the site, a mixture of uses should be located in the areas around the existing mall, which

could be considered “sub-areas,” due to the mall’s central location, and which are currently used as surface parking. The integrated uses would allow residents and office workers to have immediate convenience to such services as delis, dry cleaners, doctors’ offices, and banks. The integration would reduce automobile usage, promote exercise, and save the time of the residents, employees, and visitors. Individual buildings should incorporate a variety of uses within them as well, such as community-serving retail and other functions to meet the daily needs and activities of workers and residents. Ground-floor retail and restaurant uses, located in other buildings besides the mall building, would provide convenience and encourage public usage and street-activity. The ground-floor location of services at key entrances to the town center also would contribute to the public’s understanding of the town center as a public space and would contribute to the inter-connectedness of the town center. It would open the inward-facing mall retail uses to the exterior and connect the town center to the surrounding land units.

Urban Design

Specialized urban design components should work in tandem with the proposed land use and intensity to create the town center. These urban design components are an essential part of redefining the mall’s identity as a vibrant, mixed-use focal point for the surrounding development and the Springfield area as a whole. Enhanced urban design should establish the town center as a recognizable place, rather than a single-use destination. Defined by the Glossary in the Comprehensive Plan, as amended through August 3, 2007, high-quality urban design should demonstrate, “clearly identifiable function for the area; easily understood order; distinctive identity; and visual appeal.” These considerations establish a framework to achieve a cohesive and coherent design.

Building Placement- The mixture of land uses and their integration within the town center would define the function of the area, while the building placement and massing would define the order of town center. In general, this placement should create an urban form using the physical proximity of the buildings. The buildings should be located close together to encourage walking, while the placement of the buildings, in alignment with a pedestrian-scaled streetscape, should help to define safe and convenient channels for movement of pedestrians, bicyclists, and vehicles on both the sidewalk and the street. The building placement would create the rhythm and pattern of the urban form of the town center.

Orientation and Connectivity- It is crucial to orient development in the town center both to central locations within the development, to the edges, and to the surrounding land uses in order to create connectivity among buildings and the surrounding places. Currently, the mall is inwardly focused, surrounded for the majority by surface parking. Blank walls on the exterior result in minimal activity occurring outside of the buildings. The free-standing structures on the north and

south portions of Land Unit B are highly visible from the roadway, but their orientation does not relate to or interact with their immediate surroundings, the mall building, or the rest of the subject area. The mall building draws the user into the building, rather than providing activity or connections outside of the mall or to the rest of the Land Unit.

The design of the town center should open this inward-facing mall façade and relate the buildings on the site to one another. Retail or other commercial uses in the mall should be reoriented to face the exterior with multiple entrances from the mall into the town center. The mall should open onto the main street to connect the external, commercial activity to the internal commercial activity. New buildings throughout the town center, particularly along the periphery, also should maintain this orientation and design. Entrance points to the site, such as roadways and open spaces, should be inviting and announce the presence of the activity within the site. This orientation becomes especially important as the town center would set a precedent for redevelopment in the surrounding land units.

Scale of Development- Streetscapes within the town center should be designed to the scale of the pedestrian to encourage street-level activity and to avoid buildings appearing overwhelming from the street. To diminish the perception of large scale buildings, the upper stories of buildings should be stepped-back from the street. The street itself should be designed with pedestrian-scaled elements, such as store-front windows, awnings, street trees, street furniture, outdoor cafes, on-street parking, bike lanes, and landscaping. Multiple entrances to buildings, such as stores and office buildings would break up facades and would create additional activity and foot traffic along the street. These attributes of the streetscape should create a pleasant and safe environment for the pedestrian and provide continuity across the town center.

Façade Treatment- The façade treatment of the buildings, including parking garages, should contribute to the visual appeal of the town center and support the vitality of the street-life. The façade treatments of the buildings should be attractive and inviting from both a pedestrian and vehicular level and should incorporate architectural elements to provide visual interest. Buildings should include multiple, strategically-located, pedestrian entrances oriented to the street, especially along the “main street” area of the town center. Blank walls along pedestrian corridors should be avoided, if possible, but, if necessary, should be broken up with features such as store-front windows, awnings, or “vegetated,” green walls. Rear faces, “back-doors,” and loading areas should be avoided along internal and external streets. If these features need to be included, then they should be treated in a manner that does not undermine the attractiveness or appeal of the street.

Main Street- Locating a main street, centrally in the town center, would become a primary focus and corridor for movement and activity within the town center. The main street would be a culmination of the integration of uses, building placement

and orientation, and the urban design, as it would form a central artery that exemplifies the use, connectivity, and vibrancy of the place. More densely-spaced buildings on this street would serve to frame the street, resulting in increased pedestrian activity, safety, and movement. The main street should be scaled to the pedestrian and have a series of exterior retail uses with front doors that face the main street. Because it is central to the town center, the mall should be located on the main street, with retail stores and restaurants that face outward on the main street and connect to the interior space. This design would promote public accessibility, openness, and usage of the place. It would enhance the pedestrian experience, connect the internal activity of the Mall to the exterior, and expand the spectrum of retail uses on the site, from regionally-serving, destination retail use to both destination and community-serving uses.

Edge Condition- The edge or periphery of the town center should be designed with a dual purpose. The edge should relate buildings in the town center to the surrounding land uses and should invite pedestrians into the town center through publicly accessible land use and a porous design. As such, the edge condition should provide a balance between the buildings oriented to the street and open space, which would provide transparency and prevent a fortress-like appearance. The building massing and land uses should present the town center from the outside as an active, public, urban development. Commercial uses, which for the most part would be publicly accessible, should be located along the edges and entrance points into the town center to reinforce the accessibility of the site.

Public and community open spaces, such as urban plazas or courtyards, located along the periphery of the town center, should welcome the user into the site and provide inviting glimpses of the activities within the site. The form of these spaces should be defined by the buildings that surround them and their function should relate to the surrounding land uses. The relationship between built space and open space should define the town center as a distinct place. More detail about these open spaces is described in the Urban Parks and Recreation section of this staff report.

In summary, the urban design of the town center should orient and align the buildings to the street, both within the development and around the perimeter, with ground-floor, retail uses, aesthetic appeal, and dynamic and pedestrian-oriented streetscapes, where possible. A main street that exemplifies the urban design elements should become the central artery of the design. The design should include elements that would encourage pedestrian and bicycle usage, safety, and activity, within the town center and between the town center and the adjacent uses. Both internal and peripheral façade treatments of both buildings and parking structures should include commercial uses, store-fronts windows, awnings, multiple entrances, and/or vegetated, “green” walls to improve their aesthetic appeal, to the extent that is feasible. These façades would contribute to the animated streetscape.

These elements are especially critical along the edges and entrance points of the town center where the definition of the town center as a public space would initially be recognized by the passer-by. The building orientation around the periphery should recognize and relate to the adjacent, existing and planned uses and the type of roadway. In addition, urban parks, plazas and other open space areas should be located along the edges and entry points to create “gateway” features to the town center. These spaces should announce the town center to the arriving visitor and provide some level of transparency to the development. These urban design features should occur at each level or phase of development.

Transportation

The County has initiated planning studies at its activity centers so that these areas can be appropriately developed to accommodate future growth in a way that better utilizes available land and assists in the revitalization, redevelopment and reinvestment in older commercial areas and transit station areas. The goal is to concentrate future growth in these areas and convert them into mixed use activity centers. Through this strategy, the County can improve the future quality of life, maximize past investment in public facilities including transportation, improve air quality, enhance quality of family living through opportunities for reduced commutes, and promote convenient and attractive higher density communities in which people live, work, shop and play. This redevelopment strategy improves upon the natural environment by lessening pressure to intrude on undeveloped green space and by enhancing open space, stormwater management and energy efficiency in our existing commercial areas. Concentrating future growth in centers also reduces regional sprawl, promotes a better quality of life for persons who work in the County, and enhances the attractiveness of the County for economic development.

The proposed Springfield Mall redevelopment is located within the Franconia-Springfield Transit Station Area (TSA). The south-eastern corner of the Mall property is located within a ½-mile walking distance from the Franconia-Springfield Metrorail platform, with the remainder of the site located within a 1-mile walk from the station. The Comprehensive Plan encourages transit-supportive development that achieves a balance of residential and non-residential uses in TSAs. To support revitalization goals and improve the transit orientation, the town center development should include a mix of retail, office, hotel and residential uses, and strive to locate a majority of the residential development close to a half-mile walk from the station. The synergy afforded by mixed-use development, and the proximity to the Metrorail system and other services located at the station, offer opportunities to reduce single-occupant automobile use, maximize the use of transit, and create a strong pedestrian and bicycle -oriented development design and street environment in the future town center.

The following transportation issues are raised by the proposed plan amendment:

- Estimated trip generation
- Traffic level of service and mitigation
- Circulation and access in the town center
- Transit, pedestrian, and bicycle connectivity features
- Context-sensitive design of streets
- VDOT Chapter 527 review

These issues are described below:

Estimated Trip Generation- The traffic study submitted by the rezoning applicant has identified traffic conditions in the area and mitigation to be undertaken at two major phases of the redevelopment process. By 2015, the traffic study envisions that the expansion of the retail portion of the redevelopment will be completed, which will add approximately 240,000 square feet to the existing retail mall. A hotel and office building are also proposed to be constructed during this phase.

By 2020, the transformation of the property, based on the rezoning application, into the town center is identified in the traffic study to be completed. In this last phase, additional hotel and office uses plus high-density residential development concentrated mostly along the southern portion of the site would comprise the major additions to the development. The applicant has identified traffic mitigation measures needed based on the 2020 conditions (site build-out) identified in the study. Development proffers will address timing of these improvements to the construction of specific buildings within the town center.

Substantial reductions in trip generation are incorporated into the rezoning traffic study assumptions, predicated upon the following conditions:

- Proximity of the town center to the Franconia-Springfield Metro Station, affording a convenient and safe walk between the Metro and the town center;
- Provision of a circulator bus service, operating at higher service levels than provided by current bus service, extending the influence of the Metro system to areas of the town center development beyond ½ mile from the station, while also better connecting the town center to other areas of Springfield;
- Maintenance of most or all of the current regional bus service passing by the mall property;
- The synergistic effects of co-locating an appropriate mix of land uses on the property, expected to result in sizeable trip reductions due to increased opportunities for people to walk rather than drive between uses, and have needs met without having to travel outside the site; and,

- A transportation demand management (TDM) program, which would commit to reduce trips 32 percent below typical suburban trip generation, as a result of these factors and other measures.

In summary, the applicant's traffic analysis assumes major trip generation reductions afforded by mixed-use development, enhanced connections to transit, creation of a more walkable environment, and successful implementation of TDM measures. The combination of these features is expected to result in a substantial reduction in trip generation over what would otherwise be the case for a development of this size in a suburban setting.

Traffic Level of Service and Mitigation: To avoid degradation of traffic levels of service, land use and transportation should be balanced throughout the phasing of the development. Level-of-service (LOS) requirements should be met at key intersections that serve as gateways to the new town center and provide access to the development. Adequate LOS as described below should be maintained throughout the phases of the redevelopment of the Springfield Mall into the town center.

A LOS E standard should be applied, in general, to determine mitigation needed at critical approach intersections to the town center. This standard is established in recognition that off-setting improvements are made to create a more multi-modal transportation system serving the area, most especially transit, pedestrian and bicycling connectivity improvements. In exchange for applying a lower LOS measure to determine traffic mitigation, commitments should be made to help bring about the evolution of the current Springfield Mall property into a more transit-oriented and walkable town center.

Modifications to the intersection geometry, lane configurations, timing and operation of signals, and pedestrian accommodations should be considered at intersections in order to maintain LOS at acceptable levels and improve access to the town center.

At locations where a LOS E standard cannot be attained or maintained, applying a tiered approach as described below, remedies should be considered and provided to offset traffic impacts. These may include land use changes, off-site improvements, and/or contributions toward future improvements in lieu of intersection mitigation. These remedies should help to reduce or mitigate area traffic, and/or improve the future accessibility of the town center.

Mitigation of problem locations should follow the following sequence:

1. First, determine whether added capacity or increased operational efficiency is possible.

2. Failing that, decrease future site-generated traffic by reducing the intensity of development, changing the land use mix (e.g., replacing office or retail with residential use), increasing transit use through provision of additional or improved services, and/or optimizing the application of TDM measures above previously committed levels.
3. Failing that, provide appropriate contributions to a fund for eventual mitigation of problem locations in conjunction with other public or private monies.

In addition to mitigation of problem locations around the town center development, several concerns of more regional significance have also been identified. These include:

- *Frontier Drive/Franconia-Springfield Parkway Interchange* - The Frontier Drive/Franconia-Springfield Parkway interchange will serve as a primary gateway to Springfield for traffic accessing the town center. Poor LOS is projected at the Parkway ramp junctures with Frontier Drive. Improvements will be needed to maintain adequate traffic operations and balance vehicular and pedestrian flows at these interchange ramps. Improvements to be considered should include changed geometrics, signal modifications to balance vehicular and pedestrian movements across the ramp intersections, and extension of deceleration and acceleration lanes on the Parkway to handle projected traffic increases. Enhancement of pedestrian and transit connectivity to the Transportation Center should be addressed in the early phases of the town center development.
- *Northbound I-95 Exit Ramp at Spring Mall Drive* – This ramp exit will serve as the gateway to the town center for traffic coming from northbound I-95, the primary entrance to the area for traffic coming from the south. Poor LOS is projected at the intersection of Loisdale Road/Spring Mall Road/I-95 North-bound (NB) exit ramp as the town center builds out. The intersection should be improved to maintain acceptable operations at site build-out. Traffic analysis should ensure that traffic entering the town center from the northbound I-95 exit ramp does not queue back to the mainline lanes of I-95 under future conditions.
- *Loisdale Road/Commerce Street/Franconia Road Intersection* – This intersection will serve as a major gateway to the town center for traffic entering from the north and west. The intersection also serves as the primary access to I-95/I-395 north and south, and the ramps leading to the Capital Beltway (I-495/I-95) in the east and west directions. Poor LOS is projected at this intersection as the town center builds out. Improvement of the intersection geometrics and signage will be needed to maintain an

acceptable LOS and ensure the adequate flow of traffic to and from the I-95/I-395/I-495 interstate ramps.

Improvements to mitigate the impacts of development traffic on these regional facilities in the Springfield area should be evaluated, and addressed through contributions that correlate with the additional traffic generated by the town center development.

Circulation and Access - Improving circulation within and through the town center is a key element in the redevelopment and re-planning of the Springfield Mall property. The town center development plans should incorporate a modified “grid” of local streets that include wide sidewalks on both sides and delineated pedestrian pathways and crossings. This improved network of local streets will improve on-site vehicular circulation and access, in addition to facilitating pedestrian movement within, around, and through the town center. The pedestrian circulation system planned on the property should interconnect the interior portions of the town center (the enclosed Mall) with major destinations and outside places on and surrounding the property where people congregate. In association with the implementation of a wayfinding signage plan, it is important that pedestrian movement in the town center is facilitated and pedestrian safety improved.

On the edges of the property, wide sidewalks should be planned to allow for safe and active pedestrian movement. The street edges should be “animated” with pedestrian activity to create an attractive and appealing environment. Safe and pedestrian-friendly crossings to and from the town center should be incorporated into the redesign of streets around the property. This should include delineated crosswalks, signal enhancements, intersection sidewalk extensions (bulb-outs), and other features designed into the street section, with the goal of reducing conflicts with vehicles and improving safety for pedestrians.

By improving the internal street network, opportunities for access to the redevelopment area are increased and on-site circulation is enhanced, thereby improving connectivity within and to the town center. With the high traffic volumes projected for this area, the improved grid of local streets also becomes a feature that helps to disperse traffic generated by the town center development.

Transit and Pedestrian Connectivity- Transit, pedestrian, and bicycle connectivity improvements are major elements of the transportation guidance for this plan amendment. Due to the constraints imposed by surrounding development and infrastructure, opportunities are limited for improving the capacity of roadways into the area. The traffic impact analysis shows intersection LOS to deteriorate at a number of locations at the 2015 and 2020 (site buildout) milestones. To support the proposed increase in intensity under this plan option, it is important to maximize access by all other means available. Transit and pedestrian connectivity to the town center should be enhanced to the maximum possible

extent. An important aspect of this improved connectivity is enhancing reverse ridership on the Metro system to the Springfield area.

To achieve the objectives of increasing transit usage, creating a walkable town center, and increasing reverse ridership, the following transit, pedestrian, and bicycle improvements are recommended:

- *Improve the pedestrian and bicycle connectivity between the Joe Alexander Transportation Center and town center* – This improvement would strengthen the transit connection to/from the emerging town center by facilitating and increasing walk and bike trips from the Joe Alexander Transportation Center. By strengthening the orientation of the town center to the Metro and other transit services concentrated here, auto travel to the town center can be reduced. Pedestrian improvements along the Frontier Drive crossing should include wide sidewalks, improved street crossings, enhanced lighting, and other safety improvements. Signal timing at intersections and ramp junctures should be adjusted to balance pedestrian and vehicle levels of service. The Frontier Drive cross-section under the Franconia-Springfield Parkway bridge should also accommodate bike lanes, separated from the pedestrian travelway. An improved pedestrian crossing to/from the Transportation Center should be implemented at the earliest possible phase of the town center redevelopment so that the transit orientation is enhanced.
- *Expand bus circulator service between the town center, Transportation Center, and CBC* – Expanded bus circulator service should be provided that will interconnect the future town center to the Transportation Center and other parts of the Springfield commercial area. The expanded circulator service would extend the influence of the Metro to a larger area of the town center, as well as providing connectivity across I-95, and between the town center and various nodes of activity within Springfield, including the redeveloping central CBC area. The improved transit connectivity to the town center should be complemented with provision of enclosed all weather bus shelters on the town center property, including all perimeter roadways with stops for Fairfax Connector or Metrobus service. The expanded circulator service would improve connectivity to the town center for employees, shoppers, visitors and residents of Springfield.

The Springfield Connectivity Study has recommended a circulator route beginning at the Transportation Center, interconnecting the future town center with three stops, extending across I-95 via Commerce Street to a loop of through the CBC, and returning via Amherst Avenue, Backlick Road and the Franconia-Springfield Parkway to the Transportation Center. The new circulator service would operate seven days a week, with 12 minute headways 6 am – 8 pm, and 20 minute headways 8 pm to 11 pm. It would run in both directions, effectively reducing headways to six or

seven minutes most of the day in the northern portions of the CBC area farthest away from the station, and providing improved coverage to the southern portions of the CBC. The study can be used as guidance in developing and implementing a bus circulator system in conjunction with redevelopment of the Mall into the town center.

- *Incorporate safe pedestrian crossings into the design of intersections and streets* – Enhanced pedestrian safety is an important aspect of the transportation guidance for the town center area. The goal would be to create a more walkable and pedestrian-friendly street environment, where short trips can be made on foot and there would be less need to drive by car for commuting to work, shopping, recreation or other travel purposes. An important element of the redesign of streets in the town center area should be the provision of safe pedestrian crossings. This should be accomplished by incorporating a pedestrian phase (countdown signals) in the redesign of traffic signals at major intersections expected to carry higher volumes of pedestrians, as well as by introducing into the street design features that make the pedestrian crossing safer and friendlier. Such design features could include sidewalk bulb-outs (allowing pedestrians to congregate at the intersection, while also potentially shortening the interval for pedestrians to cross the street), center medians of sufficient width to allow pedestrians to take refuge when crossing multi-lane roadways, and wide sidewalks with landscaping and utility panels that enhance the pedestrian experience while providing a safety buffer from street traffic. Pedestrian connectivity within and around the town center should be provided through an integrated system of walkways, crossings, traffic signal modifications, and design features integrated into the streetscape.
- *Provide a mid-block pedestrian crossing between the town center and Land Unit A* – As the town center builds out, there will an increasing attraction of pedestrians between the town center development on Land Unit B and uses located west of Loisdale Road in Land Unit A. A signalized mid-block crossing for pedestrian movements should be planned along Loisdale Road between the Franconia Road and Loisdale Road/Loisdale Court intersections, providing a safe crossing point. Design features should include lighting, special pavement, and signalization. Alternatively, an overhead walkway could be planned for this area in conjunction with adjacent redevelopment. The town center plans should provide for the design and implementation of an at-grade and/or grade-separated mid-block pedestrian crossing in this area, and provision of appropriate right-of-way or easements as needed for the future pedestrian crossing. Design and implementation of this improvement should be coordinated with VDOT.

Context-Sensitive Design of Streets- In 2006, the Institute of Transportation Engineers (ITE) issued an ITE Proposed Recommended Practice entitled “Context Sensitive Solutions in Designing Major Urban Thoroughfares for Walkable Communities.” This report was developed through a partnership between ITE and the Congress for New Urbanism, and was the product of many years of collaborative effort by teams of transportation engineers, urban designers, architects and land planners, with the goal of developing design guidance and principles to be applied to road improvement projects consistent with their physical settings.

The concept of context sensitive design of streets (or context sensitive solutions (CSS)) was first developed in the late 1990s to address the need for highway design that is flexible and sensitive to its surroundings. The CSS approach is collaborative, interdisciplinary, participatory, and multi-modal. Context sensitive solutions consider the total context within which a transportation improvement project will exist. Ideally, the CSS approach begins at the planning stage. Then, it undergoes a series of refinements as the project moves through environmental review, the design stage, and into construction.

Applying this approach, a typology of streets and proposed designs for streets in Springfield were developed in the Springfield Connectivity Study, based on the context of the surrounding and planned land use. These proposed roadway cross sections establish a framework that can be used to undertake improvements to the town center roadways and facilitate active streetscapes. A “complete streets” policy is embodied, intended to ensure that the right of way is designed and operated to enable safe access for all users of various ages and abilities. The streetscape guidance for Springfield accounts for pedestrian, bicycling, bus and auto vehicular traffic. The goal is to reduce pedestrian and vehicular conflicts and improve accessibility. This approach should be applied to the redesign and reconstruction of perimeter frontage roads in the town center, using the Springfield Connectivity Study for guidance in developing these improved street sections.

VDOT Chapter 527 Review - This Plan amendment requires that a Chapter 527 Traffic Impact Analysis be completed in the analysis. Under the Virginia Chapter 527 Traffic Impact Analysis Regulations, adopted by the General Assembly of 2006, localities are required to submit comprehensive plans and amendments to comprehensive plans that will substantially affect transportation on state-controlled highways to VDOT, in order for the agency to review and provide comments on the impact of the item submitted.

For purpose of Chapter 527, a substantial impact is defined as a change that would allow the generation of 5,000 additional vehicle trips per day on state-controlled highways in the event of a plan or plan amendment, and 250 vehicle trips per hour or 2,500 vehicle trips per day, in the event of a rezoning

application. Since this Plan amendment is also the subject of a concurrent rezoning application, the later criteria govern.

VDOT Chapter 527 comments regarding this proposed Plan amendment are expected to be received in advance of the Planning Commission public hearing. It is anticipated that upon receipt of these comments, the Planning Commission will be provided a summary of the comments and a staff response under separate cover.

Urban Parks and Recreation

On-site Parks and Recreation- County policies contained in the Parks and Recreation Section of the Policy Plan and the Park and Recreation recommendations for the Springfield Planning District should be adhered to in the redevelopment of the town center, particularly Objective 6 of the Parks and Recreation Policy Plan. These policies state that the impacts of development and planned land use changes on the park system should be offset based on the adopted facility service level standards.

As such, development proposals for the town center should address the individual parks and recreation needs of the residents, employees, and hotel patrons at each phase of development. With a more urban form of development, these users will lack private yards and need a range of multiple, indoor and outdoor park and recreational facilities within easy access on-site, which would be integrated into the mix of uses and the overall town center design. The multiple parks would form a network of spaces for use and respite and should be distinguished from, but supported by, streetscape and retail amenities.

A focal point of the development should be provided in the form of a central plaza or central green. This central plaza or central green area should serve a variety of functions such as a major gathering space for casual and programmed community events and offer unstructured play opportunities. The area should be complemented by additional, smaller urban parks and connecting trails throughout the town center to create a variety of open spaces that would differ in form and function. These spaces may be both outdoor and indoor, but all spaces should be publicly accessible, and address one or more leisure and recreational needs of these users of the town center. They could include urban plazas, courtyards, urban greens, and outdoor seating areas. The spaces could support a variety of indoor or outdoor functions, such as concerts, farmer's markets, art exhibits, children's play areas, dog parks, community programmable spaces, sports courts, and swimming pools, and indoor facilities, such as gymnasiums, pools, fitness facilities, and/or sports courts. Urban plazas or civic spaces would also be used as "gateway" features at the major entrances to the town center, such as at the southeast corner, which is the entry point to the site from the Transportation Center.

Off-site Parks and Recreation- On-site parks and recreation facilities may not have the ability to accommodate all of the needs for active and passive recreation of the town center, due to the urban character of the development. As such, active recreation facilities should be enhanced at existing parks within the wider service area to meet this need. However, the existing, recreational facilities in these parks do not meet the parkland and facility service level standards adopted in the County Comprehensive Plan. At a district level, 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. 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.

A town center with additional employees, residents and hotel guests would exacerbate these deficiencies by increasing demand on already strained resources. The following table details the park and recreation impacts generated by the proposed Plan amendment as measured against the adopted park and recreation service level standards:

Additional Facilities Generated by Proposed Development

Park and Recreation Facilities	Population served based on Adopted Service Level Standards	Facility Need Generated @ Low End (4,800 people)	Facility Need Generated @ Low End (6,200 people)
Multi-Use Court (w/ lights)	2,100	2.29	2.95
Reservable Picnic Shelters	16,800	0.29	.37
Playground	2,800	1.72	2.21
Youth Baseball Diamond	6,500	0.74	0.95
Youth Softball Diamond	22,000	0.22	0.28
Adult Baseball Diamond	28,000	0.17	0.22
Adult Softball Diamond	30,000	0.16	0.21
Rectangle Field (w/lights & irr.)	2,700	1.78	2.29
Trails	Trail network should be consistent with Countywide Trails Plan. provide logical connections and support a quality trail use experience		
Neighborhood Dog Park	86,000	0.06	0.07
RECenters (fitness, aquatics and program space) in s.f.	1.1 sf/person	5,297	6,809
Indoor Gyms in s.f.	2.6 s.f./person	12,521	16,093
Nature Centers in s.f.	.04 s.f./person	193	248
Local Serving Parkland – (acres)	200	24.08	30.95

Local park amenity improvements should be made to parks and recreation facilities within the service area. The closest local-serving parks include

Springvale, Springfield Forest, Lee High, and Loisdale parks. Some recreation facilities such as athletic fields and RECenters are located in district-serving parks that serve central Springfield, but are located further away. New athletic fields, 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 among the improvements made to nearby local-serving parks or larger parks that serve the site such as Franconia, Beulah, Lee District, Wakefield Hooes Road and Lake Accotink. The Park Authority would need to initiate a master planning process to determine which facilities are appropriate for these parks. The network of pedestrian trails and sidewalks should extend from the proposed development to the nearby local parks.

Schools

The proposed area is within the Forestdale Elementary School, Key Middle School, and Lee High School boundaries. The Forestdale Elementary School is located within the subject area. The chart below shows the existing school capacity, enrollment, and projected enrolment in five years.

School	Capacity*	Enrollment (9/07)	2008-2009 Projected Enrollment**	Capacity/Enroll. Difference 2008-2009	2012-2013 Projected Enrollment	Capacity/Enroll. Difference 2012-2013
Forestdale ES	625	419	532	93	434	191
Key MS	1,000	820	828	172	750	250
Lee HS	2,111	1,875	1,801	310	1,745	366

*Capacity is based on revised design capacity data provided by FCPS Design and Construction Services

**2008-2009 Enrollment projection is based on Spring Projections Updates, FCPS Facilities Planning Services

Thirty-one students currently reside in the Plan Amendment area, with the majority living in Land Unit C, the Springfield Station Apartments, and Land Unit F2, the Springfield Commons Condos. There is no residential use currently existing or planned for Land Unit B. As a result, there are no students currently existing or planned for Land Unit B.

The town center in Land Unit B would include residential use. Based upon the rezoning application, as currently submitted, the proposed 2,180 and 2,240 residential units would result in between 170 to 214 students. If the options are utilized so that the hotel and office uses are substituted for residential use, the resultant 2,240 and 2,802 units would generate 175 to 218 students in the receiving schools. Sufficient capacity should exist in the receiving schools to accommodate the projected students under all of the proposed scenarios. The Student Yield tables are attached to this staff report as Attachment III.

Environment

No Resource Protection Areas (RPAs) or Environmental Quality Corridors (EQCs) are present within the subject area. Any redevelopment of the area

should be designed in a manner, which incorporates runoff detention and water quality improvements measures above the minimum ordinance requirements through the use of low-impact development (LID) techniques and other measures. Any development would need to be LEED certified or an equivalent third party certification, as per County policies in the Environmental Section of the Policy Plan of the Comprehensive Plan.

Transportation noise, generated from the roads surrounding the existing mall also could have an effect on the redevelopment of this land unit. Franconia Road, Frontier Drive, Loisdale Road and Spring Mall Road could have the potential to generate noise levels in excess of 65 dBA DNL. Residential and other noise sensitive uses may also be affected by noise from I-95 and Route 7900/Franconia-Springfield Parkway. Noise levels exceeding DNL 75 dBA have been encountered on nearby portions of I-95.

Current Comprehensive Plan Policies recommend against new residential development in areas where current and future noise levels exceed DNL 75 dBA. Building height, location, orientation, shielding and location of noise sensitive structures and uses should be considered in the design of the site to address noise impact issues. A noise study will be required to determine the actual extent of noise impacts on proposed residential and other noise sensitive uses based on existing and future predicted conditions. Any noise study for this land area should take into account both exterior noise and measures which might be employed to reduce interior noise levels.

Affordable Housing

The proposed Plan amendment should conform to County policies on affordable and workforce housing to encourage a diverse population of residents. Per County policy, any residential use in the redevelopment of the Springfield Mall should provide at least 12% of new units as affordable housing. The residential components should accommodate a variety of age groups, interests, and needs. The units should be accessible for those without cars, meet ADA requirements, and accommodate universal design.

CONCLUSION

The Plan amendment proposes the redevelopment of the low intensity, auto-oriented Springfield Mall into the more walkable, safe, and attractive town center that is interconnected with the Transit Station Area, the nearby commercial development and with the surrounding residential communities. The redevelopment of the regional, suburban mall area into a town center would result in a more vibrant, social, and active mixed-use place, both in the interior of the mall building and throughout the rest of the site through an improved street presence, the integration of diverse land uses, and a revised built form that accompanies the redevelopment. This desired sense of place would be created

through enhanced urban design and connectivity features of the town center, which would emphasize the buildings relating to one another, the new mix of uses and their appropriate locations, and the incorporation of new streets, pedestrian pathways, and open space areas.

The integration of land uses would synergize the development and the individual buildings in the town center, so that the uses complement each other and reduce the impact on transportation. The addition of “complete streets” would incorporate multi-modal features into the design and encourage safe usage by pedestrians, bicyclists, and drivers of all ages and abilities along the roadway and at intersections. The inclusion of urban plazas and parks at a variety of scales and functions and opportunities for recreation and other amenities would create the identity of this place. If all of these goals are realized, the town center would become a focal point for the Springfield area and serves as a catalyst for future revitalization and redevelopment in the Springfield CBC and TSA.

RECOMMENDATION

Staff recommends the Comprehensive Plan be modified as shown below to include an option for the redevelopment of Land Unit B as a mixed-use town center. Text proposed to be added is shown as underlined and text proposed to be deleted is shown with a ~~strikethrough~~.

MODIFY: Fairfax County Comprehensive Plan, Area IV, 2007 Edition, Franconia-Springfield Area, as amended through August 6, 2007, Franconia-Springfield Transit Station Area, page 43:

“Land Unit B

The land unit is approximately 80 acres in size and contains the Springfield Mall and other retail uses. ~~The Springfield Mall is planned for retail uses up to .50 FAR to recognize its regional-serving function. The area along the perimeter of the mall property is planned for community-serving retail uses up to .35 FAR. Drive-through facilities are discouraged in this land unit. Pedestrian access to and from the Joe Alexander Transportation Center should be provided. Development in this land unit should be linked with the Joe Alexander Transportation Center through the provision of high frequency transit service, such as a circulator bus system.~~

As an option, Land Unit B may be appropriate for redevelopment as a town center that integrates retail, residential, office, and hotel uses. Redevelopment as a town center should transform the character of the area from a suburban, auto-oriented, regional mall into a mixed-use, walkable, and distinct place. The town center redevelopment should act as a catalyst for revitalization of the Springfield area and support the regional goal of concentrating growth in activity centers. The option for the town center does not limit the ability of the existing mall footprint to remain, to be altered, or to be expanded, as long as the character of the town center, described in the following Plan text is achieved.

With consolidation of at least 78.5-acres, the town center is planned for an intensity of up to 1.71 FAR. Any remaining, unconsolidated parcels would be planned at the base level for retail use up to 0.35 FAR. If the entire land unit is consolidated, then the town center is planned for an intensity of up to 1.82 FAR. In either scenario, redevelopment should focus on improved connectivity between the internal activities of the mall building and the rest of the town center and, on a larger scale, the town center to the surrounding land units and greater Springfield area. In particular, the town center should enhance multi-modal connections to the Transportation Center and other nearby uses, and take advantage of internal synergy among the land uses to discourage reliance on the automobile. The following paragraphs outline the conditions for the town center redevelopment option.

Land Uses: Land uses should be distributed across the site to create the mixed-use town center, based on the two consolidation options, as follows:

Development Potential for Town Center Options

	<u>Option 1 (78.5 acres)</u>	<u>Option 2 (80 acres)</u>
	<u>Intensity</u> <u>1.71 FAR</u>	<u>Intensity</u> <u>1.82 FAR</u>
	<u>Non-Residential Use</u>	
<u>Land Use</u>	<u>Square Feet</u>	
<u>Retail</u>	<u>1,900,000 - 2,100,000</u>	<u>1,900,000 - 2,100,000</u>
<u>Office</u>	<u>700,000 - 1,100,000</u>	<u>1,200,000 - 1,500,000</u>
<u>Hotel</u>	<u>180,000 - 360,000</u>	<u>180,000 - 360,000</u>
	<u>Residential Use</u>	
	<u>Square Feet</u>	
<u>Residential</u>	<u>2,300,000 - 2,900,000</u>	<u>2,400,000 - 3,000,000</u>
	<u>Dwelling Units</u>	
	<u>2,100 - 2,800</u>	<u>2,200 - 2,800</u>

Residential Use- The residential units should be distributed in buildings across the site in a manner that is well-integrated into the town center. The residential uses also should have convenient access to open space, recreational space, community-serving retail uses, and other services. Affordable and workforce housing should be provided through compliance with the Affordable Dwelling Unit Ordinance and other County policies.

Retail Use- To the extent possible, the retail use should be located in places that would encourage public usage, activate the town center, and reduce vehicular traffic. In addition to the location within the mall building, retail uses should be distributed throughout the site in the ground-floors of the residential, office, and hotel buildings; at prominent entrance points to the town center; and along the edges of plazas. The inclusion of a child care center and a grocery store is highly desirable (convenience retail or a quick service food store will not satisfy this condition). The retail uses should have direct public access and display windows oriented towards pedestrian walkways, and, where appropriate, to vehicular drives and/or streets. These locations should include local-serving uses, such as cafés, restaurants, bookstores, boutiques, pharmacies, dry cleaners, health clubs, and professional storefront offices.

Office and Hotel Uses- The office and hotel uses should be distributed throughout the town center so that the access and impact on traffic is well-distributed among the internal and peripheral roadways. Additional residential use can be substituted for some of the office and hotel uses within the ranges for the town center options. If this substitution is made, the balance of land use components should maintain the desired ability to provide the live-work-shop community. Active and passive recreation opportunities should be provided in conjunction with office development.

Main Street Concept- Any expansion of the mall building should include a re-alignment and reorientation of the building to an internal street network. The mall's reorientation should form the basis of an outdoor, "main street" for the town center along the Loisdale Road-side of the mall building. The main street should incorporate ground-floor retail and restaurant uses with additional entrances from the main street to the mall's interior and dynamic streetscape elements, such as store-front windows, awnings, and outdoor seating areas. The design should activate the length of the street, create diverse and vibrant street-life, and encourage activity beyond the typical work day. Residential, office, and hotel uses should be integrated into the main street, above the retail uses, to provide the opportunity for residents, employees, or visitors to live, work, shop, play, and exercise on the site. An indoor community space would be highly desirable along this main street.

Urban Design- The town center redevelopment should incorporate high quality site design, architecture, landscaping, and lighting. These design elements should create an urban environment that balances the public realm with private space, and functionality with visual appeal. To achieve these goals, the design of the site should be oriented outward along the periphery to create a functional relationship with the surrounding land units. Within the site, the buildings should align and relate to the internal streets and open space areas. A variety of building heights should be provided for visual interest. Signature buildings with greater building heights should be used as "gateway" features. These "gateways" should be located at major approach intersections, or where major roadways meet at the corners of the site, and could include prominent architectural features, signage, or urban plazas. To help foster an effective transition to the Springfield Forest subdivision to the east of Elder Avenue, heights of the buildings should be limited by a 14° line of sight as measured from the front property line of Springfield Forest residential structures.

The façade treatment of the buildings and other structures, such as parking garages, should contribute to the visual appeal of the town center and the streetscapes. The façades should be attractive and inviting from both pedestrian and vehicular perspectives and should incorporate architectural elements to provide visual interest. Entrances and storefront windows along the façades should reflect a pedestrian-scale. Blank walls of buildings, loading areas, or rear-façades should be avoided on pedestrian corridors, so that a

pleasant street experience would be maintained; if uses cannot be integrated into facades, at a minimum, such façades should be decorated with store-front windows, awnings, and/or vegetated, “green” walls.

Free-standing, retail uses should be avoided, unless it can be demonstrated that their design and placement would enhance the town center. In this case, architecture should be of similar character, if not scale, to the rest of the town center. There should be no drive-through uses in the ultimate development plan for the town center.

Design Theme- A unified design theme that builds on the urban design and architectural detail should be implemented in the town center. The theme should enhance the connectivity throughout the site and contribute to the identity of the town center. This theme should strengthen the perception of the town center as a cohesive and coherent redevelopment. Attractive and functional streetscapes or other pedestrian systems, complementary architectural and urban design features, public art, brick-patterning, street furniture, and other physical landmarks or focal points should be used to establish this design theme. Part of this theme should include a program of signage and/or other wayfinding elements, which should easily direct and orient residents, employees, and other visitors through the town center. This theme could be expanded for use as a “brand” throughout the Transit Station Area and/or the Springfield CBC.

On-site Urban Parks and Recreation- Multiple, publicly accessible urban plazas and park spaces at various scales and functions should be included in the town center at each phase of redevelopment. The plazas should form a network of on-site public spaces and should be supplemented by existing and improved off-site recreation facilities. The on-site urban parks should provide active and passive recreational opportunities to serve the residents, employees, and visitors of the town center. These spaces should be distinguished from streetscape and retail amenities, contribute to the quality of life for users and residents through their function, use, accessibility, facilities, amenities, or other elements.

The urban park spaces should be distributed throughout the site and, depending upon function, may be at ground-level or at rooftop locations. The spaces should have clearly denoted public access points. A broad range of leisure facilities and amenities could include a trail network, off-leash dog parks, plazas, courtyards, outdoor seating areas, playgrounds, gardens, sports courts, fitness stations, or other active recreational amenities as well as flexible spaces that will accommodate large events such as farmer’s markets, community festivals and performances. These diverse spaces, functions, and amenities should be provided to the extent possible at each phase of the development.

The location of urban plazas around the perimeter of the town center should function to welcome users, provide transparency, and act as gateway features into the town center. Particularly important to the design is the location of an

urban plaza at the southeast corner of the site. This location is critical to the enhancement of the link between the town center and the Joe Alexander Transportation Center as this corner of the site is expected to experience high-volumes of pedestrian and bicycle traffic moving from the mall and town center to the transit facility. At the initial phase, some level of improvements should be made to this area, which should be enhanced as the development builds out.

The network of public spaces and plazas should focus on one large, signature, central public plaza. This central plaza should function as an important civic gathering place for residents, employees, and shoppers of the town center. The provision of a range of auxiliary and connecting leisure amenities will support casual and programmed activities and help enliven the area. The central plaza should provide a link between at least one external roadway and the main street. The form and size of the plaza should encourage and facilitate a variety of outdoor activities and uses. The design should include flexible, programmable open space, outdoor seating, landscaped space, and unique place-making features, such as water, public art, or other interactive elements. The plaza should relate to the surrounding buildings with buildings aligned to the space and entrances opening onto it. The design of the plaza should promote safe usage by the pedestrian by restricting vehicular access. A transit stop and drop-off area, located at the end of this plaza along Loisdale Road, should be provided to encourage pedestrian access to this site and promote activity. This central plaza should be provided at the initial phases of development.

Off-site Parks and Recreation- The on-site urban park spaces and amenities should be supplemented by off-site facility development, such as improvements to existing local parks, and/ or other contributions. These off-site improvements should offset the recreational needs generated by the town center development. The improvements could include new or expanded athletic fields, sports courts, playgrounds, picnic areas, trails, open spaces, dog parks, skate parks, and other supporting amenities. A network of pedestrian trails or sidewalk connections should extend from the town center to nearby parks.

Transportation – It is essential that the impacts of the town center development allowed under this option be offset through a combination of additional roadway capacity, intersection traffic mitigation, circulation and access improvements, transit, pedestrian and bicycle connectivity enhancements, and implementation of an effective transportation demand management (TDM) program. These improvements should be provided in accord with the guidance set forth below:

Trip Generation – Detailed traffic impact analyses should be performed to determine the improvements needed to mitigate the impacts of the proposed development on the transportation system. These analyses should incorporate consideration of all modes of transportation appropriate to addressing capacity, circulation, access and connectivity to the town center. These impact analyses should demonstrate that traffic has been adequately mitigated, and there is

sufficient multi-modal transportation capacity to address projected demands on the system, at interim phases of site development and at site build out.

Trip reduction levels should be identified in the traffic impact study and realized through a TDM program with a detailed monitoring process. These reductions are predicated upon provision of attractive, safe, and convenient pedestrian and bicycle connections between the town center and Transportation Center, enhanced bus transit circulator service between the town center, Transportation Center, adjacent commercial areas and residential neighborhoods, and street improvements that further these objectives.

Traffic Level of Service - To avoid degradation of traffic levels of service (LOS), land use and transportation should be kept in balance throughout the phasing of the development. A LOS E standard should be applied, in general, to determine mitigation needed at critical approach intersections. This standard is established in recognition that offsetting improvements are made to the town center to create a more multi-modal transportation system serving the area, including transit, pedestrian and bicycling connectivity improvements. In exchange for adopting a lower vehicle LOS measure for determining traffic mitigation, commitments should be made to help bring about the evolution of the current Springfield Mall property into a more transit-oriented and walkable town center.

At locations where a LOS E standard cannot be attained or maintained, remedies should be considered and provided to offset impacts, using a tiered approach as described below. Land use changes, off-site improvements, and/or contributions toward future improvements in lieu of intersection mitigation should be considered. These remedies should help reduce or mitigate area traffic, and/or improve the future accessibility or capacity of the roadway system serving the town center area.

Mitigation of problem locations should follow the following sequence:

1. First, determine whether addition of capacity and/or increased operational efficiency is possible.
2. Failing that, decrease future site-generated traffic by: reducing the intensity of development, changing the mix of land use (e.g., replacing office or retail uses with residential use), increasing transit use through provision of additional and improved services, and/or optimizing the application of TDM measures which might include greater transit use, walking and bicycling.
3. Failing that, provide appropriate contributions to a fund for eventual mitigation of problem locations.

Traffic Mitigation – Applying the LOS guidance described above, intersections in and around the town center should be improved to the extent possible. Modifications to intersection geometry, lane configurations, timing and operation of signals, and pedestrian accommodations should be provided at these intersections to improve access to the town center and minimize congestion.

Improvements to mitigate the impacts of traffic on regional transportation facilities providing access to/from Springfield should also be evaluated and addressed. To address impacts on regional transportation facilities, contributions that correlate with the additional traffic generated by the town center development should be made. More specifically, the contributions should be based on new town center traffic (calculated as the difference between site-generated traffic for the existing development and the build out development) as a percentage of total traffic at regional facilities that need improvement. These regional facilities will serve as gateways to the town center, and are critical components of the transportation system serving the area:

- Frontier Drive/Franconia-Springfield Parkway Interchange – This interchange will serve as a primary entrance to the town center for traffic arriving from the east, west and south. Adequate traffic operations should be maintained at the Parkway ramp junctures with Frontier Drive. Improvements to be considered should include improved intersection geometry, signal modifications to balance vehicular and pedestrian flows, pedestrian safety and connectivity enhancements, and extension of Parkway deceleration and acceleration lanes to handle projected increases in traffic volumes. Enhancement of pedestrian and transit connectivity to the Transportation Center should be addressed in the early phases of town center development.
- Northbound I-95 Exit Ramp – This ramp exit will serve as a major entrance to the town center for traffic coming from the south exiting northbound I-95. The ramp is also expected to carry increased traffic destined to the GSA Warehouse area as that area undergoes redevelopment. Adequate traffic operations should be maintained and it should be ensured that traffic entering the town center from the northbound I-95 exit ramp does not queue to the mainline lanes of I-95 under future conditions.
- Loisdale Road/Commerce Street/Franconia Road Intersection – This intersection will serve as a major entrance to the town center for traffic arriving from the north and west, and traffic destined to the town center from the Capital Beltway. The intersection serves as the primary access to I-95/I-395 north and south and the connecting Capital Beltway ramps. Improvement of the intersection should be provided as required to maintain adequate roadway operations and ensure the adequate flow of traffic to and from I-95/395/495 interstate facilities. Improvement of this

intersection should include consideration of enhanced capacity as well as improved directional signage to the interstate ramps.

Circulation and Access – In order to improve vehicular access and circulation within and through the town center, and to facilitate pedestrian movement within and through the town center, an interconnected network of local streets should be provided that includes wide sidewalks on both sides of the street, delineated pedestrian pathways, and crossings on all legs of intersections. A pedestrian circulation system should be developed on the property that interconnects the interior portions of the town center (the enclosed mall) with major destinations and places on and surrounding the property where people congregate. Logical pathways should be provided that connect to external crossing points. Pedestrian movement and safety in the town center should be facilitated, in association with implementation of a wayfinding signage plan.

On the edges of the property, wider sidewalks should be planned to allow for safer and more active pedestrian movement. Safe and pedestrian-friendly crossings to and from the town center should be planned to be incorporated into the redesign of streets around the property, accommodating full pedestrian movements wherever possible. Pedestrian enhancements might include delineated crosswalks, signal retimings, intersection sidewalk extensions (bulb-outs), and other features designed into the street section with the goal of reducing conflicts with vehicles and improving safety. The Springfield Connectivity Study, dated August 2008, can be utilized for guidance in the redevelopment of the Springfield Mall to create an improved vehicular and pedestrian circulation system for the town center.

Transit, Pedestrian, and Bicycle Connectivity – Transit, pedestrian, and bicycle connectivity improvements are major elements of the transportation guidance supporting this Plan option. To support the increased density and mix of uses at the optional level of development, access to the area should be maximized by all means available. Transit, pedestrian, and bicycle connectivity to the town center should be improved in order to achieve the objectives of increasing transit usage, including reverse ridership on the Metro, and creating a walkable and bike-able town center.

The following transit, pedestrian, and bicycle connectivity improvements should be provided as part of the redevelopment process:

- *Improve the pedestrian/bicycle connection between the Joe Alexander Transportation Center and town center* – This improvement would strengthen the transit connection to/from the emerging town center by facilitating and increasing walk and bike trips from the Franconia-Springfield Metro Station, Virginia Railway Express (VRE) commuter rail station, Metrobus, Fairfax Connector and other bus services located at the Joe Alexander Transportation Center. By improving the orientation of

the town center to these transit services, auto travel to the area can be reduced. The improvement of the pedestrian experience on Frontier Drive should include wider sidewalks, improved street crossings, enhanced lighting, public art and other aesthetic treatments, street furniture, and related enhancements to improve pedestrian safety. Signal timing at the intersections of Frontier Drive and the Franconia-Springfield Parkway ramp junctures should be adjusted to balance pedestrian and vehicle levels and quality of service. The Frontier Drive cross-section under the Parkway bridge should include bike lanes separated from the pedestrian travelway. An improved pedestrian and bicycle connection to/from the Transportation Center should be implemented at the earliest possible phase of the redevelopment in order to enhance the orientation of the town center to transit.

- *Expand bus circulator service between the town center, Joe Alexander Transportation Center, and CBC* – Expanded bus circulator service should be provided that will interconnect the town center to the Transportation Center, Springfield CBC, and other parts of the Springfield commercial area, similar to the recommendations of the Springfield Connectivity Study, dated August 2008. The expanded circulator service would extend the influence of the mass transit to a larger area of Springfield, provide connectivity across I-95 and between various nodes of activity within Springfield, including the CBC core (Land Unit A of the Springfield CBC). The Springfield Connectivity Study has recommended a circulator route beginning at the Transportation Center, interconnecting the future town center with three stops, extending across I-95 via Commerce Street to a loop through the Springfield CBC, and returning via Amherst Avenue, Backlick Road and the Franconia-Springfield Parkway to the Transportation Center. The new circulator service would operate seven days a week, with 12 minute headways 6 am – 8 pm, and 20 minute headways 8 pm to 11 pm., and run in both directions. The expanded circulator service would improve connectivity to the town center for employees, shoppers, visitors and residents. An authority or other mechanism should be established to manage and operate, and/or to own the service, based on a funding program, in which property owners within the Springfield area participate. Commensurate to the development of the site, enhancements to existing local bus service, possibly supplemented by shuttle service, should be provided, until such time the circulator is in place.
- *Integrate safe pedestrian crossings into the design of intersections and streets* – Safe pedestrian crossings should be provided by incorporating such measures as a pedestrian phase (countdown signals) in the redesign of traffic signals at major intersections expected to carry higher volumes of pedestrians, and by providing street design features such as sidewalk bulb-outs, center medians of sufficient width to allow

pedestrians to take refuge when crossing multi-lane roadways, wide sidewalks, and landscaping and utility panels that provide a buffer from street traffic. Safe pedestrian movement within and around the town center should be provided through an integrated system of walkways, crossings, traffic signal modifications, signage, and design features integrated into the streetscape, in conjunction with adoption of a pedestrian circulation plan for the development.

- *Provide a mid-block pedestrian crossing between the town center and Land Unit A* – A signalized mid-block crossing for pedestrians should be provided on Loisdale Road, to direct pedestrians desiring to cross Loisdale Road to a safer crossing point. Design features should include lighting, special pavement, signage, and signalization. In addition to the at-grade crossing, an overhead walkway could be planned and designed for this area, to be provided in conjunction with adjacent redevelopment. Design and implementation of an at-grade or grade-separated mid-block pedestrian crossing in this area, and any necessary right-of-way or easements that may be needed for the future crossing, should be provided.

Context-Sensitive Design of Streets - A typology of streets and proposed designs for streets in Springfield were developed in the Springfield Connectivity Study, based on the context of the surrounding and planned land use. These proposed roadway cross sections establish guidance that can be used to undertake improvements to the town center roadways and facilitate safe and active streetscapes. The streetscape guidance embodies the policy of “complete streets”, intended to ensure that the right of way is designed and operated to enable safe travel by all users and all modes. Pedestrians, bicyclists, motorists and bus riders of all ages and abilities should be able to safely move along and across a complete street. Design elements address safe pedestrian crossings and enhanced pedestrian movement, with the goal of reducing pedestrian and vehicular conflicts and improving accessibility. Complete streets should be applied to the redesign and reconstruction of the perimeter frontage roads in the town center, as well as development of an improved network of local streets serving the interior.

Transportation Demand Management (TDM) – A transportation demand management (TDM) program should be established that encourages the use of transit and non-motorized transportation, and utilizes a variety of measures to reduce automobile trips. The TDM program should achieve specified trip reduction targets identified for phases of the development. It should ultimately be maintained and funded by residents and business owners once the town center development is complete. The TDM program should be designed to work in conjunction with and complement the transit, pedestrian and bicycle connectivity improvements. TDM measures employed should facilitate and complement these physical improvements and urban design features. The TDM program adopted

should identify a full complement of measures that could be implemented, including alternative transportation services, support facilities and/or programs, and pricing measures, and should include enforcement, evaluation, and penalty provisions in the event trip reduction thresholds are not achieved.

Commensurate with the trip reduction levels identified in the traffic impact study, the TDM program should achieve a minimum level of 30 percent reduction in peak hour trips at site build out, with lower levels of trip reduction expected in the interim phases of development, to be determined at the time of rezoning. The TDM program should be provided by the applicant, and implemented during the early phases of the town center development.

Phasing- Although phasing of the ultimate development should be flexible, the “main street” character should be established in the initial phase of development. This phase should include vertically-integrated land uses with ground-floor retail and other activity generating uses located continuously along the street, as described previously. The design should create a dynamic streetscape and promote pedestrian safety and activity. This initial phase should begin to substantially improve the multi-modal connections and the pedestrian experience from the main street to the Transportation Center. Establishing this main street and the improved connectivity in the early phases of redevelopment should establish the identity of the place as a walkable, pedestrian-scaled, mixed-use area.

In particular, the pathway from the Mall through and around the Macy’s garage to the Metro should be enhanced during the initial phase. Improvements could include dedicated, well-lit, secure, and attractive walkways through the garage and an urban plaza on the southeast corner with water features, outdoor seating, improved paving, and/or other gateway features. Each phase of the redevelopment also should provide for convenience retail uses, support services, urban plazas, other recreation amenities, and associated transportation improvements, at each phase of development.

Noise- Transportation noise generated from the roads surrounding the existing mall may have an effect on the town center. A noise study should be completed to determine the actual extent of noise impacts on the proposed residential and other noise sensitive uses on this land area for existing and future predicted conditions. Residential uses should not be located in areas with excessive noise, defined in the Policy Plan as noise in excess of 75 dBA. Any noise study for this land area should take into account both exterior noise and measures which might be employed to reduce interior noise levels. Building height, location, orientation, and shielding also could be used to mitigate the potential for noise impacts on the redevelopment.

Stormwater Management- Innovative stormwater management techniques should be utilized, which may include retention and detention, infiltration

measures, or other means to reduce the impacts of stormwater run-off. These techniques should exceed the requirements for the baseline level in the areas of stormwater management and should complement other “green” and sustainable features within this redevelopment.

LEED Certification- At a minimum, LEED Certification or other comparable third-party certification should be achieved for all parts of the redevelopment.

Schools- The impact of development on schools should be mitigated. The redevelopment should work with the community and Fairfax County Public Schools to identify the appropriate commitments to address projected impacts.

THE PLAN MAP: The Comprehensive Plan Map will not change.

Fairfax County Comprehensive Plan, Area IV, 2007 edition, Franconia-Springfield Area, as amended through August 6, 2007, Franconia-Springfield Transit Station Area, page 42-44; 47-49:

"Land Unit Recommendations

Where parcel consolidation is specified, it is intended that such consolidations will provide for projects that function in a well-designed, efficient manner and provide for the development of unconsolidated parcels in conformance with the Area Plan.

Land Unit A-1

This land unit is planned for a mix of office and hotel uses at an intensity up to .50 FAR. Accessory uses such as banks and restaurants may also be appropriate provided they are not located in free standing structures. Landscaping and plantings along sidewalks and streets are encouraged to foster pedestrian activity. Safe pedestrian connections to the Springfield Mall and to the Transportation Center should be incorporated into the pedestrian circulation plan and network for this land unit.

Development in this land unit should be linked with the Joe Alexander Transportation Center through the provision of high frequency transit service, such as a bus system.

Land Unit A-2

This land unit, about 15 acres, contains retail stores. It is planned for a mix of office and hotel uses at an intensity up to .50 FAR. Accessory uses such as banks and restaurants may also be appropriate provided that they are not located in free standing structures. Landscaping and plantings along sidewalks and streets are encouraged to foster pedestrian activity. Safe pedestrian connections to the Springfield Shopping Mall and to the Joe Alexander Transportation Center should be incorporated into the pedestrian circulation plan and network for this land unit.

As an option, multi-family residential use at a density of up to 45 dwelling units per acre may be appropriate provided that the following conditions are satisfied:

- The entire land unit is developed as residential use through a unified development plan which highlights pedestrian and vehicular access;
- High quality architecture and site design is provided, including landscaping and lighting;
- Structures are mid- or high-rise, not garden type apartments in order that they may be compatible with existing and planned development in the immediate area;
- Structures are located to provide an appropriate set back from I-95 to mitigate noise. Additional noise mitigation measures may also be necessary;
- Parking is provided either underground and/or in structures to maximize land area for open space and recreational amenities;
- Recreation facilities are provided to meet the active recreation needs of residents. These facilities should be an integral part of the residential complex or building; and
- Effective landscaping is provided on the periphery of the site in order to buffer this residential development from existing and planned non-residential use adjacent to the land unit and in the immediate area.

An internal roadway should be constructed within Land Unit A-2, extending from the intersection of Loisdale Road with Spring Mall Road, to Loisdale Court. Development planned for this land unit should have all access oriented to the internal road.

Development in this land unit should be linked with the Joe Alexander Transportation Center through the provision of high frequency transit service, such as a bus system.

Land Unit B

The land unit contains Springfield Mall and other retail uses. Springfield Mall is planned for retail uses up to .50 FAR to recognize its regional-serving function. The area along the perimeter of the mall property is planned for community-serving retail uses up to .35 FAR. Drive-through facilities are discouraged in this land unit.

Pedestrian access to and from the Transportation Center should be provided. Development in this land unit should be linked with the Joe Alexander Transportation Center through the provision of high frequency transit service, such as a bus system.

Land Unit C

This land unit is located south of Spring Mall Road and west of Frontier Drive and includes the Springfield Station apartments, which are developed at a density of 45 dwelling units per acre. The approximately 28-acre land unit is bordered on the south by the Franconia-Springfield Parkway.

All of Land Unit C is planned for multi-family residential use at a density of 35 dwelling units per acre. A mix of garden apartments and mid- or high-rise structures is encouraged. Residential use in this area will serve to expand housing opportunities in proximity to a major transportation center. Limited retail uses, to serve the residents of the development may be appropriate, provided that the retail uses are not contained in free-standing structures.

Land Unit C includes an area currently used as an automobile dealership (Tax Map 90-2((1))53, 54, 55, 57D). Expansion of this use beyond these parcels within the land unit is not recommended, and consolidation of these parcels with the remainder of Land Unit C for residential or mixed-use development is encouraged to achieve the unified development of this land unit.

Two options for development have been identified for this land unit: residential use at a density of 45 dwelling units to the acre, or mixed-use development comprised of residential and retail use at an intensity of up to 1.0 FAR. Mixed-use development must be predominantly mid- or high-rise residential in character with no more than one-third of the total gross square footage devoted to retail use. The retail and residential uses must be integrated and physically linked to one another to create a cohesive project, as opposed to a development that represents a mixture of disparate uses on the site.

Under either option, the following conditions must be met:

- Structures are mid- or high-rise, rather than garden style units, in order that they may be compatible with existing and planned development in the immediate area. Structures should be located to provide an appropriate setback from the Franconia-Springfield Parkway to mitigate noise. Other noise mitigation measures should be provided as necessary;
- At least one-third of the required parking is provided either underground, in structures or designed as a combination of the two. This will help maximize land area for open space and recreational amenities;
- Effective landscaping is provided on the periphery of the site to adequately buffer this residential development from existing and planned non-residential use in the immediate area;
- Safe pedestrian access and connections are provided to the Springfield Mall and to the Transportation Center. The pedestrian circulation plan and network for this land unit should be part of the overall circulation plan for the Transit Station Area;
- A high quality living environment with active recreation and other site amenities is provided to meet the active recreation needs of residents; and,

- Pedestrian access to and from the Transportation Center should be provided as a part of any development of this land unit. Development in this land unit should be linked with the Joe Alexander Transportation Center through the provision of high frequency transit service, such as a bus transit system.”

...

“Land Unit E

Tax Map 90-2((1))85B and 90B comprise this land unit. Tax Map 90-2((1))85B is planned for institutional use up to .30 FAR and is developed with an assisted living/medical care facility for the elderly. The assisted living facility is located on the site of the former Oak Grove Plantation House. Tax Map 90-2((1))90B is planned for public facilities and is the site of the Forestdale Elementary School. Any future uses should be well-buffered from Franconia Road and Frontier Drive.

Land Unit F-1

This land unit, about 8.5 acres in size, is located south of Forestdale Elementary School between Frontier Drive and Elder Avenue. The land unit is comprised of Tax Map 90-2((1)) 86A and 96A. Parcel 90-2((1))96A is a cemetery, known as the Broders Family Cemetery. It is on land that was once part of the Oak Grove Plantation. It contains fragments of gravestones scattered about the site dating from the turn of the Twentieth Century. Parcel 90-2((1))86A is planned for low-intensity retail use up to .30 FAR. This use should be one-story in character, with buildings and access oriented to Frontier Drive. A minimum 50-foot vegetated buffer and a brick wall should be provided along Elder Avenue to assist in creating a transition to the existing residential communities in this area. The buffer should be enhanced with evergreen trees to provide year round screening. No sidewalk or curb and gutter should be provided along Elder Avenue.

The primary access to development in Land Unit F-1 should be oriented to Frontier Drive opposite the entrance to Springfield Mall.

Land Unit F-2

Land Unit F-2, approximately 23 acres, is located immediately north of the Franconia-Springfield Parkway and situated between Elder Avenue and Frontier Drive. This land unit is planned for office and retail use up to 0.30 FAR and is developed at 0.28 FAR. To achieve an effective transition to the Springfield Forest subdivision, the retail uses should be low-rise in character with a maximum height of 35 feet, with buildings and access oriented to Frontier Drive. In addition to a maximum height of 35 feet, all buildings and structures shall be limited in height by a 14o line of sight as measured from the front property line of Springfield Forest residences adjacent to this land unit and east of Elder Avenue.

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

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

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

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

Proposed Tabulations RZ 2007-LE-007, submission dated July 9, 2008
[square feet=SF; dwelling units=DUs]

Option	FAR	Acreage	Land Use					Total SF
			Office SF	Hotel SF	Retail SF	Residential SF	Res'd DUs	
<u>Partial Consolidation</u>	1.71	78.52	1,025,000	360,000	2,098,000	2,370,000	2,180	5,853,000
Opt A	1.71	78.52	718,000	360,000	2,098,000	2,677,000	2,572	5,853,000
Opt B	1.71	78.52	1,025,000	180,000	2,098,000	2,550,000	2,350	5,853,000
Opt A+B	1.71	78.52	718,000	180,000	2,098,000	2,857,000	2,742	5,853,000
<u>Full Consolidation</u>	1.82	80.73	1,487,000	360,000	2,116,000	2,445,000	2,240	6,408,000
Opt A	1.82	80.73	1,180,000	360,000	2,116,000	2,752,000	2,632	6,408,000
Opt B	1.82	80.73	1,487,000	180,000	2,116,000	2,625,000	2,410	6,408,000
Opt A+B	1.82	80.73	1,180,000	180,000	2,116,000	2,932,000	2,802	6,408,000

Student Yield Tables for Proposed Springfield Town Center, RZ 2007-LE-007

The following charts below detail the anticipated student yield for each option proposed under the partial consolidation scenario.

Partial consolidation at 1.71
FA

School level	Mid/High-rise multi-family ratio	Proposed number of units	Maximum student yield
Elementary	0.043	2,180	94
Middle	0.011	2,180	24
High	0.024	2,180	52
			170 total

Partial consolidation (2,180 units) with Option F (392 units) and G (170 units)

School level	Mid/High-rise multi-family ratio	Proposed number of units	Maximum student yield
Elementary	0.043	2,742	118
Middle	0.011	2,742	30
High	0.024	2,742	66
			214 total

The following charts below detail the anticipated student yield for each option proposed under the full consolidation scenario.

Full consolidation at 1.82 FAR

School level	Mid/High-rise multi-family ratio	Proposed number of units	Maximum student yield
Elementary	0.043	2,240	96
Middle	0.011	2,240	25
High	0.024	2,240	54
			175 total

Full consolidation (2,240 units) with Option F (392 units) and G (170 units)

School level	Mid/High-rise multi-family ratio	Proposed number of units	Maximum student yield
Elementary	0.043	2,802	120
Middle	0.011	2,802	31
High	0.024	2,802	67
			218 total