PROPOSED COMPREHENSIVE PLAN AMENDMENT

ITEM: S09-CW-3CP
November 25, 2009

GENERAL LOCATION: Generally surrounding intersection of Interstate 95 and Franconia/ Old Keene Mill Rds; east of Commerce St., west of CSX Railroad tracks; south of Commerce St., north of Springfield Center Dr.

SUPERVISOR DISTRICT: Lee

PLANNING AREA: IV

PLANNING DISTRICT: Franconia-Springfield Area, Springfield Planning District.

SUB-DISTRICT DESIGNATIONS: Franconia-Springfield Transit Station Area, Land Units A-1, A-2, B, C, D-1, D-2, E, F-1, F-2, G, H, I; Springfield Community Business Center, Land Units A, B, C, D-1, D-2, E; S4 Springvale Community Planning Sector (pt.); S8 Monticello Woods Community Planning Sector (pt.)

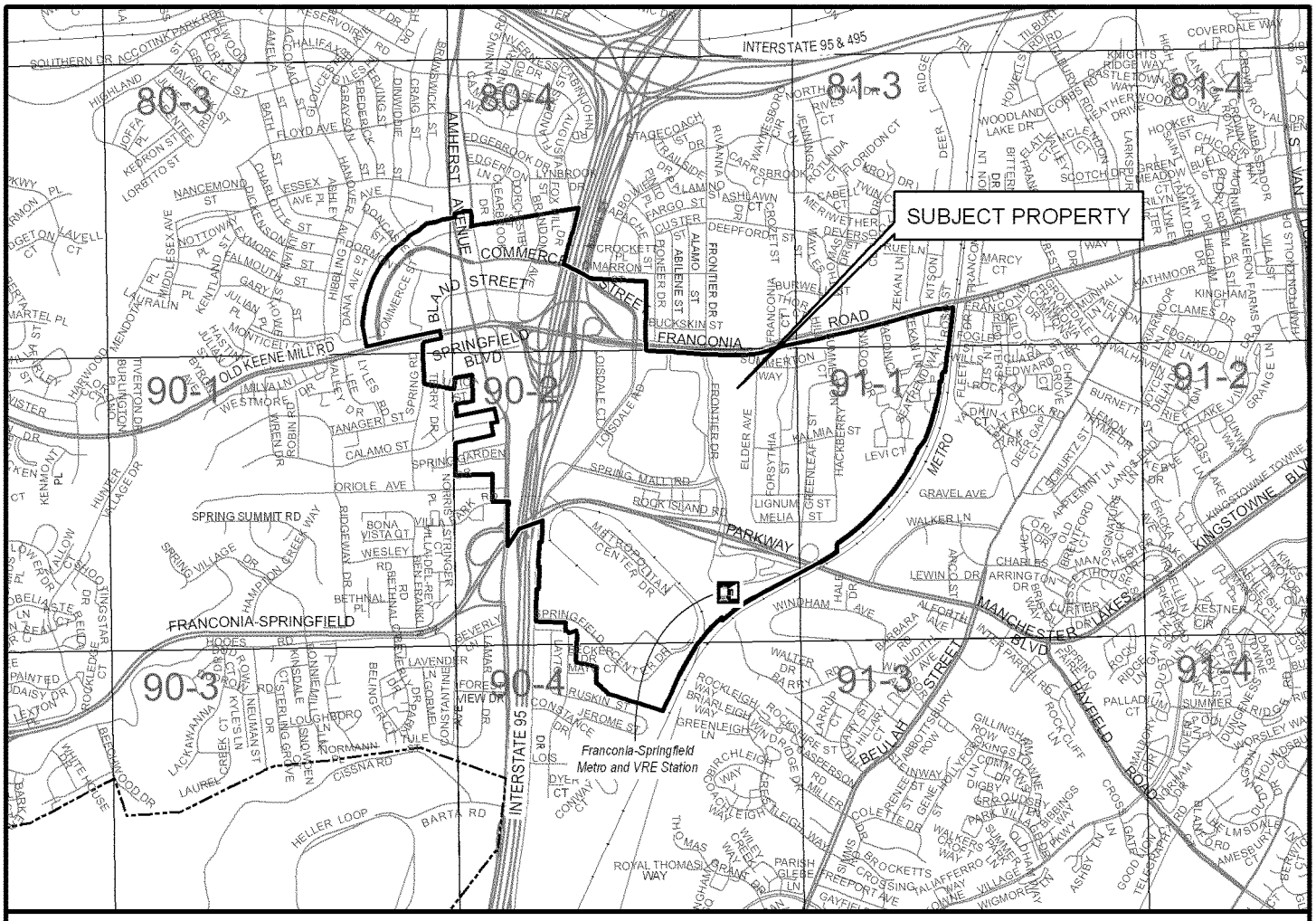
PLANNING COMMISSION PUBLIC HEARING:
Wednesday, December 9, 2009 @ 8:15 P.M.

BOARD OF SUPERVISORS PUBLIC HEARING:
Tuesday, January 12, 2010 @ 4:00 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.



SUBJECT PROPERTY FOR S09-CW-3CP

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

ITEM: S09-CW-3CP
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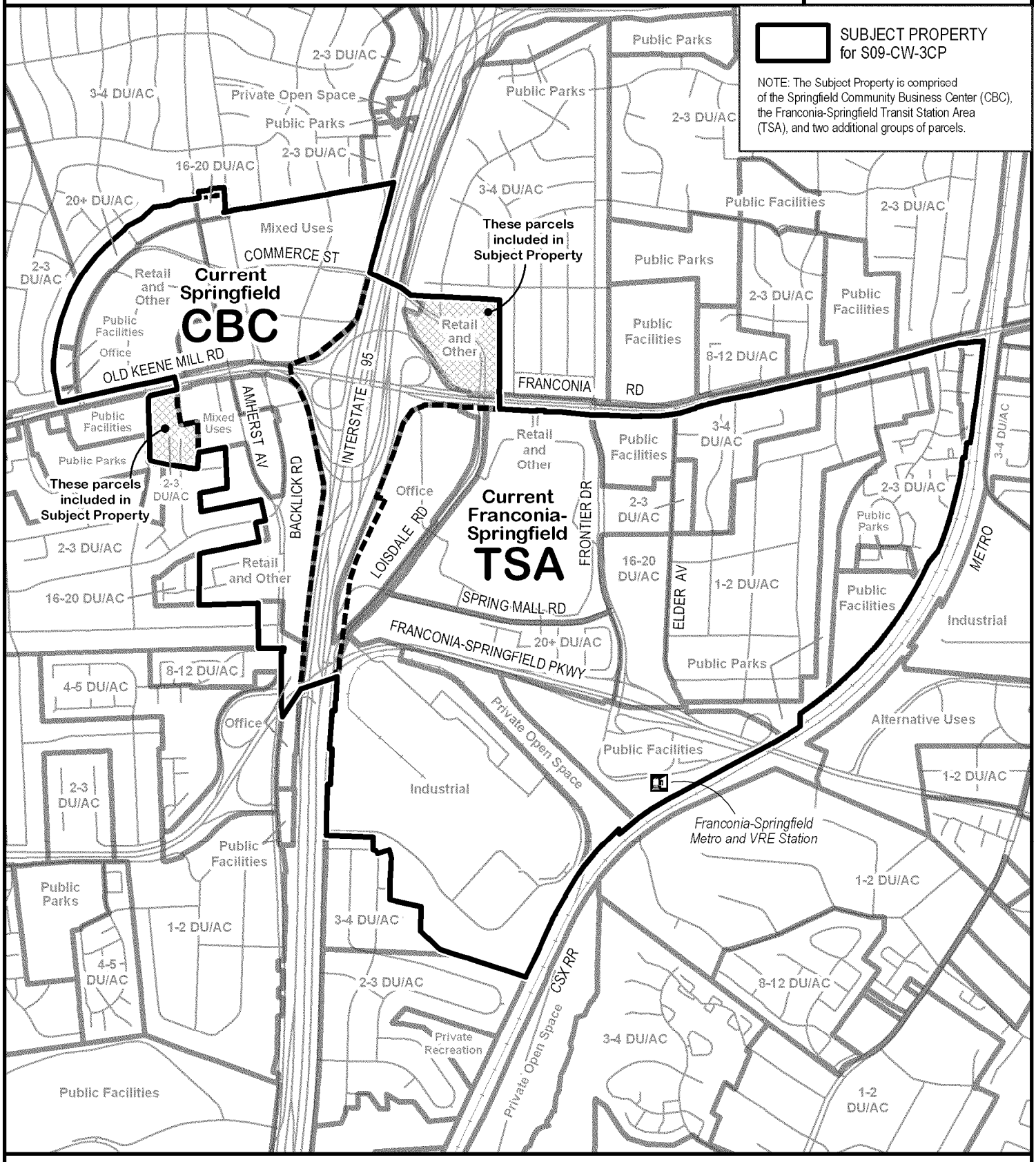

1500 FEET

PREPARED BY THE DEPARTMENT OF PLANNING AND ZONING USING FAIRFAX COUNTY GIS
BASE MAP INFORMATION CURRENT TO NOVEMBER 2009

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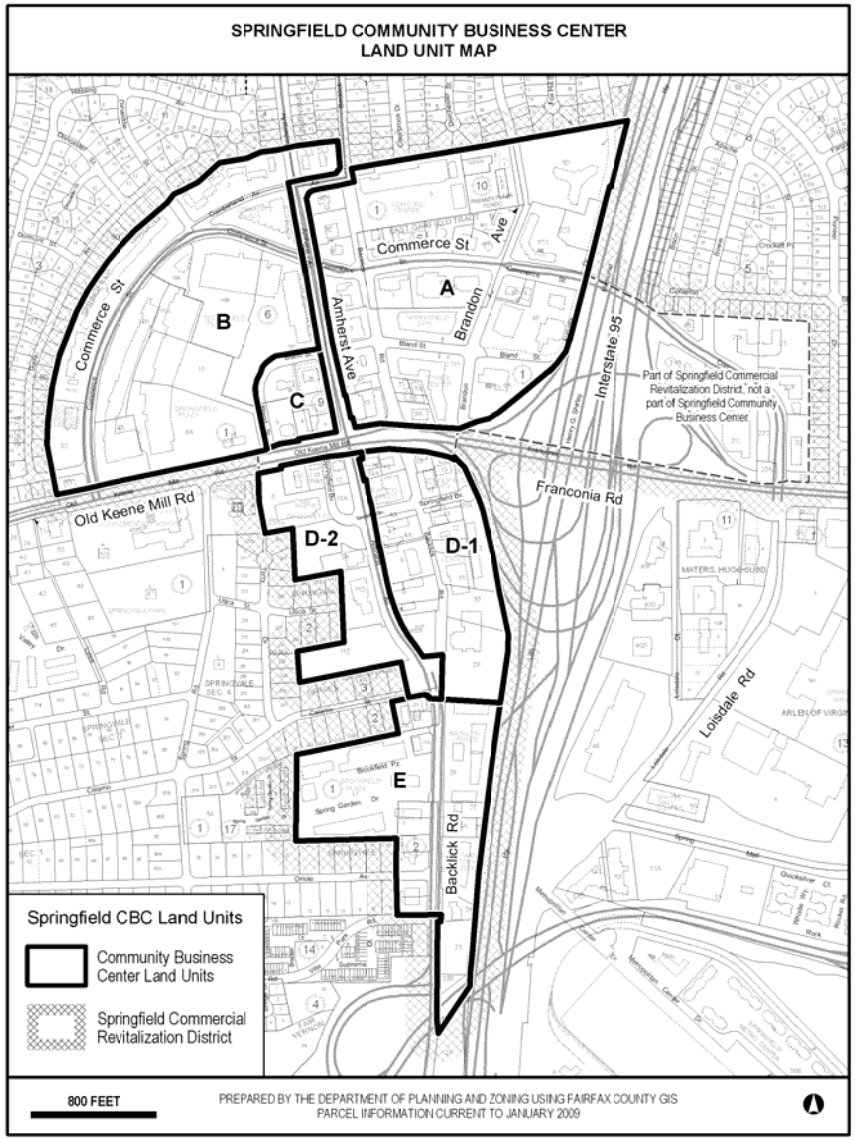
Current Comprehensive Plan Land Unit Maps for the Springfield CBC and the Franconia-Springfield TSA



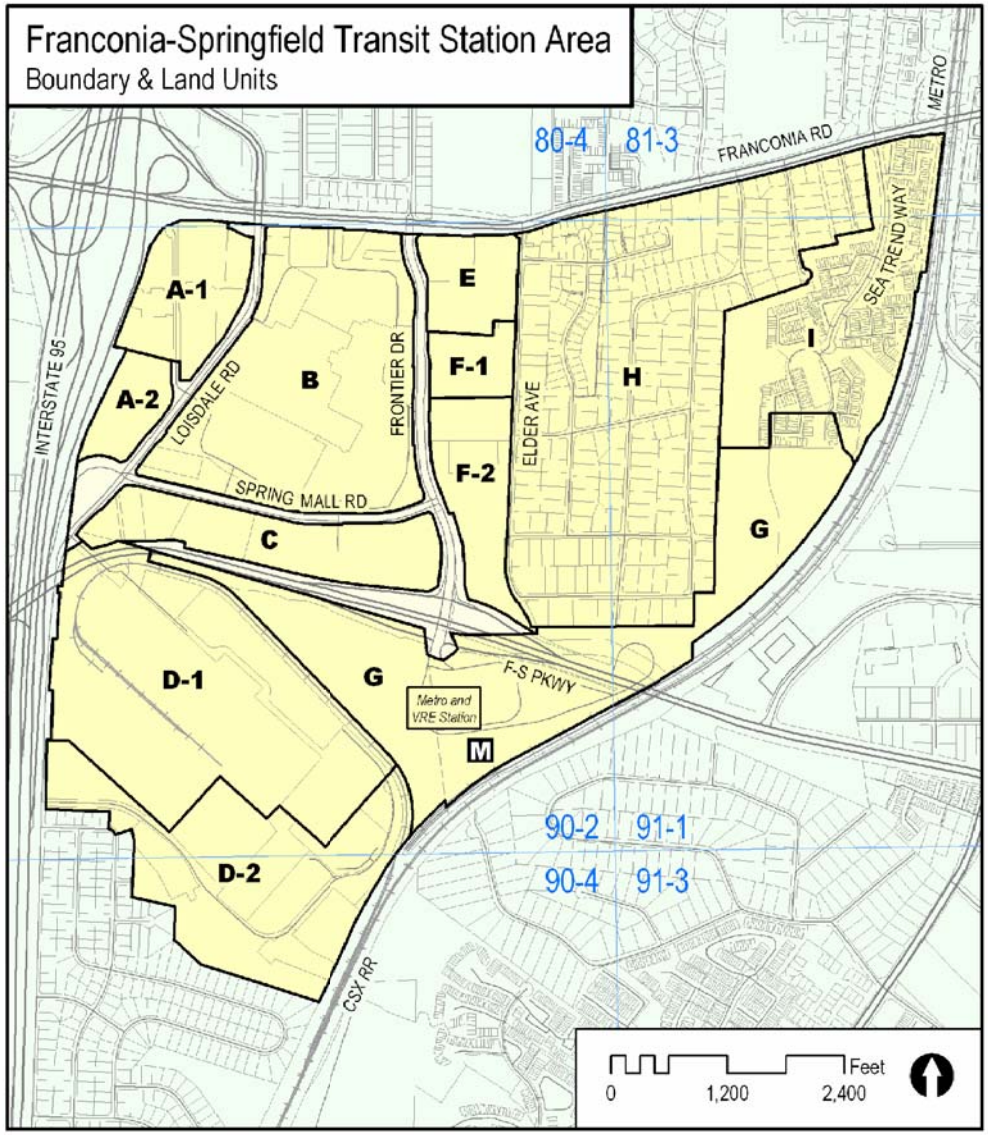


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TABLE OF CONTENTS
Plan Amendment S09-CW-3CP

CHAPTER 1

Staff Report for Plan Amendment S09-CW-3CP

CHAPTER 2

Proposed Amendment to the Comprehensive Plan
(COMPREHENSIVE PLAN MAP MODIFICATIONS)

CHAPTER 3

Attachments

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STAFF REPORT FOR PLAN AMENDMENT S09-CW-3CP

BACKGROUND

On June 1, 2009, the Board of Supervisors (Board) authorized Plan Amendment (PA) S09-CW-3CP, which directed staff to consider incorporating recommendations of the Springfield Connectivity Study, August 2008, into the Franconia-Springfield area guidance of the Comprehensive Plan and assess land use changes that were proposed in several nominations in the Springfield Community Business Center (CBC), related to the 2005 Base Realignment and Closure (BRAC) actions. The originally title of the Plan amendment (S09-IV-FS1) was changed to a county-wide amendment (S09-CW-3CP) in order to be consistent with the naming convention traditionally used for other amendments of a similar broad scope.

As depicted on the preceding map the study area includes the 800 acres of the Franconia-Springfield Transit Station Area (TSA), the Springfield CBC, several parcels southwest of the CBC, and several parcels north of Franconia Road and east of Interstate-95 (I-95). This last group of parcels is included in the Springfield Commercial Revitalization District (CRD), but not the CBC. The primary focus of the Plan amendment is the approximately 600 acres that surround the intersection of I-95 and Old Keene Mill/ Franconia Roads and excludes residential subdivisions located in the eastern most portion of the TSA. The two maps on the previous page illustrate the current boundaries and land units of the CBC, TSA, and other parcels included in this report.

The CBC and the TSA are planned for a range of commercial, residential, industrial, and mixed-uses at various intensities from 0.35 floor-area ratio (FAR) to 1.82 FAR. This Plan amendment concentrates on two issues: first, to determine if the current Plan recommendations for urban design and transportation in the CBC and TSA should be updated based on the Springfield Connectivity Study findings and, second, to evaluate an increase in the planned land use intensity for Land Unit A and D-2 of the Springfield CBC. (See staff report subject area map.)

The Board authorized the Springfield Connectivity Study as result of an Urban Land Institute (ULI) Advisory panel study, May 2006, entitled *Springfield, Virginia: Strategies for Revitalization.* The panel studied the Franconia-Springfield area because of several major development proposals and the advent of 18,000 new jobs coming into northern Virginia, due to BRAC. The panel identified redevelopment opportunities and challenges to revitalization. The opportunities included the redevelopment of the Springfield Mall as a regional-serving, mixed-use “town center” and the area to the west of the Mall as a conference center with support uses. The portion of the CBC north of Old Keene Mill Road was identified for redevelopment as a mixed-use, community-serving “market district.” The report also included recommendations for transportation improvements to

better connect the area and non-road public improvements, such as marketing and branding guidance. The Connectivity Study recommendations supported and expanded upon the ULI panel findings to propose specific land use changes, urban design and placemaking concepts, context-sensitive street design, and transportation facility and service improvements that would encourage redevelopment in Springfield and address the impacts of BRAC.

This Plan amendment also was authorized to reexamine several proposed land use changes related to BRAC that are located in the CBC. The BRAC actions were initially anticipated to bring up to 18,000 new Department of Defense jobs to southeast Fairfax County. As a result, the effect of the BRAC actions required further study. In addition to the Connectivity Study, the area was also examined through a special Area Plans Review (APR) process, entitled the BRAC APR process. During this process, the individual and cumulative impacts of the nominations in the CBC were considered. Eleven nominations were submitted in the study area for the BRAC APR review. A description of the eleven nominations is provided as Attachment I. Of these, the Board adopted five amendments to the Comprehensive Plan. Two nominations were withdrawn; one was denied, and three were deferred into this study: BRAC APR 08-IV-5FS, 08-IV-7FS, and 08-IV-9FS. The Planning Commission deferred these nominations on June 24, 2009 due to the magnitude of the proposed development and their resulting transportation impacts, which were substantially higher than the traffic generated by the current Plan.

Most of the BRAC nominations proposed high intensity, mixed-use development, with particular emphasis on office use in the CBC. The Springfield Connectivity Study also considered mixed-use at high intensities; however, the Study placed more emphasis on residential use in the CBC. As mentioned previously, the purpose of this Plan amendment is to integrate more intense, mixed-use development into the Plan in order to provide greater incentives for smart growth and revitalization of the Franconia-Springfield area.

CHARACTER OF THE SITE

The subject area of this PA includes the entire Springfield Connectivity Study area, which, as mentioned previously, consists of the Franconia-Springfield Transit Station Area (TSA) and the Springfield CRD, in addition to several, additional parcels west of the CBC, which were nominated as part of the BRAC APR process. In total, the subject area for the Plan amendment consists of approximately 590 acres (800 acres if the subdivisions east of the commercial areas are included). The area comprises the four quadrants surrounding the intersection of I-95 and Franconia Road/ Old Keene Mill Road, extending south to the General Service Administration (GSA) Parr warehouse area. The Comprehensive Plan divides the subject area into Land Units A-1, A-2, B, C, D-1, D-2, E, F-1, and F-2, G, H and I (Land Units H and I are the residential areas) of the Franconia-Springfield TSA; Land Units A, B, C, D-1, D-2, and E of the

Springfield CBC; and the outlying parcels in the Springvale and Monticello Woods Community Planning Sector. All of these areas are located in the Springfield Planning District.

The uses within the TSA and the CBC are primarily low-rise, commercial uses with associated surface parking lots. There are a few exceptions to this type of development. North of Franconia-Springfield Parkway in the TSA, a few, multi-story hotels and office buildings are constructed in Land Unit A-1, and mid-rise residential apartments are located in Land Unit C. Land Unit E of the TSA contains an assisted living facility and the Forestdale Elementary School. The low-scale, commercial uses can be defined in a range of sizes from individual, free-standing buildings, to strip shopping centers, to a regional mall. The majority of these existing uses are auto-oriented, single-use developments that are surrounded by on-grade, asphalt parking lots. A few structured parking lots are scattered throughout the area to serve the retail and hotel uses.

The southern portion of the TSA, south of the Franconia-Springfield Parkway, contains and is planned for residential, office, hotel, industrial, government and institutional, research and development, and public uses. The GSA Parr Warehouse, which is planned for a large, mixed-use development at an optional level, is located in Land Unit D-1 of the TSA. The land unit also contains a multi-family residential apartment complex, hotel, and approved, but not built office building. The Joe Alexander Transportation Center is located in Land Unit G of the TSA and contains the Franconia-Springfield Metrorail station, which is owned and operated by the Washington Metropolitan Transit Authority (WMATA); the Virginia Railway Express (VRE) 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 two land units that are the specific focus for the proposed land use changes are Land Unit A and Land Unit D-2 of the Springfield CBC. Approximately 800,000 square feet of hotel, retail, and office uses, currently exists in Land Unit A of the CBC. The area primarily continues a low-scale development pattern with older surface-parked shopping centers, drive-through banks, restaurants, and hotels. Scattered high-rise buildings contain hotel and office uses. Land Unit D-2 is characterized by low-scale, retail and office uses. The area contains several closed business and blighted buildings with boarded-up windows. The American Legion Post 176 is also located in this land unit. BRAC APR 08-IV-7FS proposed to expand this land unit to include the adjacent church and several of the single-family dwelling units that are outside of the CBC in the Springvale Community Planning Sector to develop an office and retail mixed-use development at an intensity up to 2.0 FAR.

The study area is divided by freeways and major arterial roadways with over- and under-passes: I-95 divides the area on the north-south axis; Old Keene Mill/ Franconia Roads divide the area on the east-west axis; and the Franconia–Springfield Parkway separates the GSA and Metro station from the rest of the TSA and the CBC. 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.

CHARACTER OF THE SURROUNDING AREA

The development surrounding the subject area is characterized by mostly low density, stable, residential neighborhoods within the Springfield Planning District. Robert E. Lee High School and the Springfield Estates subdivision, a low density residential neighborhood that is zoned R-4 and planned for residential use at a density of 3-4 dwelling units per acre (du/ac) are located in the Monticello Woods Community Planning Sector, north and northeast of the TSA. South of the TSA is the Loisdale Estates neighborhood, which is zoned R-3 and R-4 and planned for residential use at a density of 2-3 and 3-4 du/ac in the Springfield East Community Planning Sector. East of the TSA is the Windsor Estates, New Charleston, and Springfield Forest subdivisions. These subdivisions are zoned R-1 and R-3 and planned for residential use at 1-2, 2-3, 8-12 du/ac in the Beulah and Newington Community Planning Sectors. West of the TSA is Interstate-95 and then the CBC, as described below.

Single-family residential developments, consisting of the Monticello Forest, Yates Village, and Springfield subdivisions are located to the north and northwest of the CBC. These subdivisions are addressed by Plan recommendations for the Crestwood Community Planning Sector and are planned and developed at residential use at a density of 2-3 du/ac and 3-4 du/ac. They are zoned R-3 and R-4. Garfield Elementary School and Springvale Park, which lie to the west of the CBC, are planned for public facilities and public parks and zoned R-1 and R-3, respectively. This area is addressed by Plan recommendations for the Springvale Community Planning Sector. The Springvale community, planned for residential use at 2-3 du/ac, forms much of the southern boundary of the CBC. This subdivision is zoned R-2. To the east of the CBC is I-95 and the TSA.

ADOPTED COMPREHENSIVE PLAN TEXT

The Comprehensive Plan text for the Plan amendment subject area includes the Franconia-Springfield Area, excluding the Engineer Proving Ground recommendations, which includes pages 1 through 2 and 33 through 83 of the 2007 Edition of the Area IV Plan, as amended through August 3, 2009, under the heading “Franconia-Springfield Area,” and a portion (approximately 9 and 15 acres, respectively) of the S4 Springvale Community Planning Sector and the S8 Monticello Woods Community Planning Sector as found in the Springfield Planning District text, 2007 Edition, Area IV, as amended through August 3,

2009, pages 50 through 51 and 87 through 88. The following chart summarizes the land use recommendations and zoning for each land unit and other area within the subject area.

Franconia-Springfield Transit Station Area

Land Unit	Comprehensive Plan Text	Comprehensive Plan Map	Zoning
A1	Office and hotel mixed-use up to 0.50 floor area ratio (FAR)	Office use	C-4, C-7, C-3, C-8
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	C-7
B	Retail use up to 0.50 FAR (pt.); Retail use up to 0.35 FAR (pt.)	Retail and other uses	PDC, C-7,C-8
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)	PDH-40, C-7, C-8
E	Institutional use up to 0.30 FAR	Public Facilities	C-3, R-1, R-2
F1	Retail use up to 0.30 FAR	Residential use at a density 16-20 du/ac	C-3, C-6
F2	Residential use up to 20 du/ac; option for retail or office use up to 0.30 FAR	Residential use, density 16-20 du/ac, Public Parks	PDC
G	Existing WMATA station	Public Facilities, Government, Institutional	I-2, I-4
H	Existing residential use	Residential use at 1-2, 3-4 du/ac	R-1, R-3, R-4
I	Existing residential use	Residential use at 2-3 du/ac; Public Park	PDH-8, PDH-12

Springfield Community Business Center

Land Unit	Comprehensive Plan Text	Comprehensive Plan Map	Zoning
A	Office, hotel, residential, and retail mixed-use up to 1.1 FAR overall	Mixed-use, Office, Retail and other	C-4, C-6, C-8, PDC
B	Retail use up to 0.50 FAR and residential use up to 0.45 du/ac	Retail and other, Public Facilities, Office, Residential at 20+ du/ac	C-2,C-6, R-20
C	Office and support retail use up to 0.50 FAR	Retail and other	C-6
D-1	Industrial use up to 0.50 FAR with office, retail, and/or hotel use up to 1.5 FAR and 1.0 FAR	Office; Retail and other	C-3,C-5,C-6,C-8
D-2	Office and retail use up to 0.50 FAR, except portion should remain as auto-related use	Office; Retail and other	C-2, C-5, C-6

E	Retail use up to 0.35 FAR with option for portion for residential use up to 20 du/ac	Office; Retail and other	C-2, C-3, C-5, C-6

Outlying Parcels

General Location	Comprehensive Plan Text	Comprehensive Plan Map	Zoning
NE Quadrant	Retail use up to 0.35 FAR (Monticello Woods Community Planning Sector)	Retail use	C-7
West of CBC (D-2)	Existing residential use (Springvale Community Planning Sector)	Residential use 2-3 du/ac	C-2,C-6, R-20

The complete text, including recommendations about urban design, transportation, and other conditions, is available in a separate document and available upon request and at the following websites:

Franconia-Springfield Area:
http://www.fairfaxcounty.gov/dpz/comprehensiveplan/area4/franconiaspring.pdf
Springfield Planning District:
http://www.fairfaxcounty.gov/dpz/comprehensiveplan/area4/springfield.pdf

PROPOSED PLAN AMENDMENT

As mentioned previously, the proposed Plan amendment evaluates the recommendations from the Springfield Connectivity Study regarding transportation and placemaking. These recommendations encompassed most of the study area. The amendment also evaluates the particular land use and intensity recommendations for the subject areas of the deferred BRAC APR nominations 08-IV-5FS, 08-IV 7FS, and 08-IV-9FS in Land Units A and D-2 of the CBC. The resulting Plan amendment proposes changes to the overview section of the Franconia-Springfield Area in order to bring consistency to the general policy guidance for this area, as well as land use changes for the two land units.

The revisions to the overview section of the Franconia-Springfield area are closely based on the *Springfield Connectivity Study Final Report: Part 1: Transportation and Land Use Evaluation* and *Part 2: Framework Plans and Street Typologies.* The final report documents of the Connectivity Study recommend improvements for the Franconia-Springfield area in regards to multimodal accessibility and mobility and to revitalize its suburban form into a walkable, vibrant, urban, and active community.

The second part of the amendment involves land use changes to Land Unit A and D-2 of the Springfield CBC. The amendment proposes an increase in intensity for Land Unit A that is greater than the current Plan, but less than the proposed increase from either the BRAC nominations, to a certain extent, and to

the Springfield Connectivity Study. The proposed intensity originated from the evaluation of two scenarios. The scenarios are similar, except that the amount of office and other non-residential uses are nominally increased in the second scenario. See Attachment II for the land use scenarios. For the purpose of this Plan amendment, the second option was preferred and, therefore, the "proposed land use" or "proposed amendment" refers only to the second option.

In Land Unit A, the proposed amendment would involve an increase in intensity from the current Plan of 1.1 FAR up to 1.6 FAR overall. The proposed intensity would include up to approximately 445,000 square feet of hotel use, 1.3 million square feet of office use, 240,000 square feet of retail use, and 1,900 multi-family residential units. This mixture of uses would result in an approximately 1:1 ratio of commercial to residential uses. The proposed increase in intensity and mixture of land use primarily was determined on the need to manage the impact on transportation, improve the pedestrian and bicyclist realms, and balance housing with employment opportunities. The array of proposed uses in the Plan amendment is similar to that of the BRAC nominations and Connectivity Study.

In regards to Land Unit D-2, the current Plan for the area recommends an intensity up to 0.5 FAR and a commuter parking facility to be located on or near the land unit. The scenarios that formed the basis for the Land Unit A amendment also addressed Land Unit D-2. The scenarios generally proposed an increase in intensity on Land Unit D-2 from a 0.5 FAR on approximately 4 acres of the land unit, closest to Old Keene Mill Road, to a 0.7 FAR. The current Plan recommendations for the commuter facility, the remaining parcels within the land unit, and the parcels outside of the CBC that were nominated in BRAC APR 08-IV-7FS would not change.

Over the course of the Plan amendment evaluation, the intensity proposed was reduced from the original nomination to incorporate an opportunity for federal funding for the planned commuter parking facility. The revision incorporates the current Plan for the garage, but recommends that complementary uses, such as ancillary retail use (approximately 20,000 square feet), public uses, and parks and recreational facilities be included in the recommendations for the 4-acre property closest to Old Keene Mill Road, currently the location of the closed Circuit City, Long John Silvers, and Sunoco sites. This revision is included in the analysis and the proposed text.

Finally, a number of editorial changes are proposed to the organization of the Plan text. First, the proposed amendment separates the Engineer Proving Ground (EPG) section from the Franconia-Springfield area section, and the EPG section would move to follow the Franconia-Springfield Area text. The new tab would read, "Franconia-Springfield Area and Engineer Proving Ground." Second, the amendment proposes to change the land unit lettering system for the CBC and TSA into one that is continuous and sequential, rather than repetitive, as shown on the attached map (Attachment III). The staff report

analysis refers to the original lettering of the land units, while the proposed Plan text includes the revised lettering system.

Third, the proposed land unit map in the TSA is proposed to be editorially corrected to update Land Units G & I in order to reflect current subdivisions and to combine Land Units A-1 & A-2 as their land use recommendations are similar. Finally, the CBC boundaries are recommended to be expanded to include the commercial area east of Interstate-95 and north of Old Keene Mill Road. This expansion would make the CBC boundaries more consistent with the current CRD zoning designation for the area. Attachment III also illustrates the expansion.

ANALYSIS

Connectivity

The goal of the proposed Plan amendment is to respond to the BRAC proceedings' influx of additional jobs, supportive services, and associated transportation impacts in the Franconia-Springfield area, as well as to address the larger, revitalization need in the area, which involves the elimination of blighted properties and creation of a more distinct and attractive place. An over-arching principle that will facilitate the achievement of these goals is to revise the Comprehensive Plan recommendations to improve the connectivity of the area. The area is physically divided by major, arterial roadways and interstates into four distinct quadrants, which contain disparate, auto-oriented, single-use land uses. The size and placement of these roadways and interstates are not planned to be changed significantly. The provision of any additional roadways would contribute to the spaghetti-like, auto-oriented nature of the area; therefore, care should be taken to maximize mixed-use and connectivity to reduce the number of vehicular trips as much as possible.

As a result, the challenge of connecting the four quadrants rests in uniting and redefining this environment and bringing together the two sides of the Interstate through a common identity as an interesting, vibrant, livable, and workable activity center. This goal can be achieved though the provision of multi-modal, connective elements that improve the pedestrian and bicycle realms; mixed-use activity centers, that serve the community and the region; a network of open spaces that provide aesthetic and recreational value; and signature, aesthetic and architectural features that identify and brand the area's individuality. The following Plan amendment analysis and recommendations would provide the means to overcome the discontinuity and redefine Springfield as a distinct place.

Land Use & Intensity (Land Units A & D-2 of the Springfield CBC)

The ULI Report, the BRAC proposals, and the Springfield Connectivity Study asserted that a need exists to amend the land use and intensity guidance in the

current Plan to provide better incentives for redevelopment and revitalization of the Springfield area. The studies also concluded that an amendment would take advantage of the opportunities afforded by the BRAC actions. Consequently, land use and urban design guidance are proposed in this amendment that would create the appropriate mix, intensities, and scale of future development to encourage the creation of a healthy, vibrant, 24-hour mixed-use activity center.

The proposed Plan amendment focuses this change in intensity for one primary, area in the study area, Land Unit A. The proposed change represents the means to create an urban village center that would serve the community, with greater development potential than the current Plan. Other recommendations for land use and intensity changes were proposed in the Connectivity Study. However, amending one particular area at this time emphasizes the significance of this redevelopment area as the central node of activity in the CBC and establishes it as a catalyst for redevelopment of the CBC. This type of amendment is similar to the recent Plan amendment for the Springfield Mall on the eastern side of the Interstate. The redevelopment of the Mall into a town center is envisioned to spur additional revitalization projects in the TSA, but with a more regional focus. Other redevelopment proposals are envisioned in the future that would expand upon this amendment and the Mall's Comprehensive Plan guidance and would continue the revitalization and growth of the area.

In Land Unit A, the amendment proposes to increase the intensity from the existing Plan level of 1.1 FAR to 1.6 FAR. The increase in intensity would create an additional incentive to redevelop the existing commercial uses. The higher intensity also would provide greater opportunity to achieve a more urban form and to support the amenities and transit that are essential to the success of an urban village. Multi-story buildings in proximity to each other with the majority of the parking located underground or in structures would be essential to the urban character and to achieve Smart Growth policies. Taller buildings in Land Unit A would be recognizable, particularly if located at prominent entrance points or gateways, such as the parcels near the Commerce Street Bridge and the Springfield Mall. Furthermore, concentrating the highest intensities in the core area and areas that are most visibly and physically accessible to the Interstate and Old Keene Mill Road, as proposed, would centralize activity and help to create a focal point for the area.

The amendment also proposes to expand the core area to include the parcels along the north-side of Commerce Street, between Amherst Avenue and Augusta Drive (Tax Map parcels 80-4 ((1)) 5C1, 5C2, 9F; 80-4 ((6)) A, 1, 2, 4A, 4D1, 4D3, 4D4, 4D5, 4E1). The development potential in Land Unit A would be recommended to concentrate in the core area, such that redevelopment in this area could occur at intensities above the overall intensity, but the total, planned square feet for the land unit would not change. By maintaining the amount of total square feet in the Land Unit, the impacts to the supporting infrastructure would be kept constant. Expanding the core area to include all of the parcels

along the north-side of Commerce Street also would support logical consolidation, encourage the properties to redevelop with a similar character, and promote the consistent application of streetscape guidance.

The proposed increase in planned multi-family residential units from 800 to 1,900 units in Land Unit A and in planned office use to 1,000,000 square feet would provide a more appropriate amount of residential and office development to assist in redeveloping this area into an activity center. The addition of publicly accessible, ground-floor retail would serve the residents and employees in the area and allow these users to avoid using their automobile. The mixture of uses also would create a jobs-to-housing ratio that would facilitate a more active, walkable and bicycle-friendly community. The proposed intensity and mixture of uses would create a 3.0 jobs-to-housing ratio, which would establish a reasonable balance between commercial and residential uses. This balance would promote revitalization of the commercial area, while at the same time helping to mitigate the traffic impacts of higher planned densities. By achieving a proper jobs-housing ratio, the synergy between land uses would encourage more walking, higher densities that support transit, and reduced traffic congestion during the peak hours of travel.

The proposed amendment also specifies the location of the commuter parking facility in the current Land Unit D-2 of the CBC, as opposed to the more general recommendations that are currently in the Plan. The current Plan for the commuter parking facility recommends its location, generally, in the quadrants that surround the intersection of Amherst Avenue and Old Keene Mill Road. Specifying its location in the Plan would facilitate its construction as the selected location is the site of vacant buildings that are currently boarded-up and considered blight to the community. The facility also would provide for additional, complementary uses, such as a transit hub, retail uses, and a rooftop recreational facility. These particular uses would correspond to commuting patterns to maximize the usage of the parking during weekends and non-peak hours and would provide publicly-accessible amenities, which would potentially reduce additional vehicular trips.

Urban Design

The Springfield Connectivity Study recognizes that the continuation of auto-oriented, suburban, single-use areas of development may result in commercial centers that are unappealing with overcrowded roadways. The dominance of vehicles serves to create an unsafe and unfriendly environment for pedestrians and discourages the use of public transit and other means of non-motorized transportation, as the environment may be hostile or uncomfortable for those waiting for buses. As a result, the study proposed guidance to create more attractive, connected, pedestrian and bicycle-friendly environments, which would be applicable to the entire study area. Incorporating this guidance into the Comprehensive Plan would serve a dual purpose: to create animated people-

oriented places with day and evening activity, while at the same time reducing the traffic impacts of higher density development by promoting more transit use, pedestrian circulation, and internal trip-making. The proposed urban design and streetscape guidance would complement and support the land use and transportation recommendations in the proposed Plan amendment and the current Plan. The guidance also would promote context-sensitive design of streets.

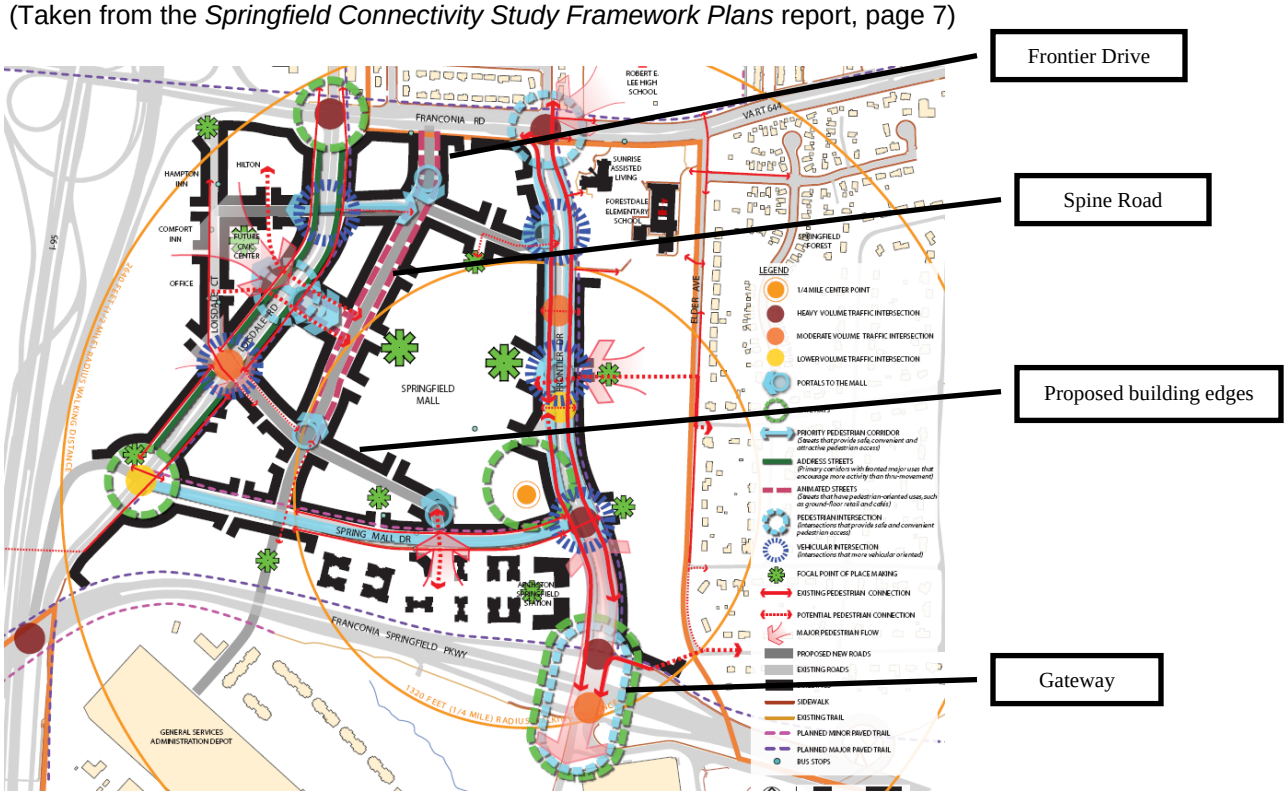
The urban design guidance, derived from the *Springfield Connectivity Study Final Report, Part 2: Framework Plans and Street Typologies* report (*Framework Plans* report) would work in tandem with the proposed land use and intensity. The urban design components are an essential part of defining the area's identity as a vibrant, mixed-use place with two, complementary focal points, one on the east side (the town center) and one on the west side (the urban village) of the Interstate. The utilization of enhanced urban design techniques would establish the Franconia-Springfield area as a recognizable place, rather than a haphazard assemblage of surface-parked, disconnected, predominantly commercial uses. The high-quality urban design, envisioned in the framework plans, would knit the proposed uses together to achieve the definition of successful urban design, as established in the Comprehensive Plan glossary: a "clearly identifiable function for the area; [which has] easily understood order; distinctive identity; and visual appeal."

The proposed amendment, which is based upon the framework plans, describes the building placement and building orientation, which would be implemented during the redevelopment of the area. These proposed characteristics would define the form, order, and organization of the area, emphasizing physical proximity of the buildings. The buildings would be located close together to encourage walking and align with a pedestrian-scaled streetscape. This building placement would create the rhythm and pattern of the urban form of the town center. Free-standing structures are common in the Franconia-Springfield area and detract from the pedestrian environment as they are auto-oriented. They do not relate to the immediate surroundings or the adjacent uses. As a result, free-standing and drive-through uses would need to be avoided in the long-term development plan.

This clustered organization of the buildings also would help to define safe and convenient channels for movement of pedestrians, bicyclists, and vehicles on both the sidewalk and the street. The framework plans identify these streets as "pedestrian priority corridors." The plans also describes certain streets as "address streets," which are similar to the pedestrian priority corridors in that the streets are corridors for movement, but these streets also contain major uses fronting on them and encourage more activity through the presence of front doors. The proposed Plan amendment supports the identification of these types of street functions as well as describes the streetscapes through supplementary street cross-sections.

The following figure of the Springfield Mall and future town center area exemplifies one of the framework plans in the *Springfield Connectivity Study* final report. A pedestrian priority corridor is depicted along Frontier Drive, and an address street is shown on the north-south spine road that cuts through the Springfield Mall property. The building outlines and alignment are shown as well.

Springfield Mall Framework Plan
(Taken from the *Springfield Connectivity Study Framework Plans* report, page 7)



The framework plans also identify entrance points or major approach intersections into the area, which should be marked by significant features, or gateways. The gateways would be a placemaking feature that would announce to the pedestrian, rider, and driver that they have entered into the Franconia-Springfield area. The gateways would function to introduce the identity of the area and serve to communicate the first impression and character of the area. The gateway features may include prominent architectural features, public art, buildings, architectural features, signage, or plazas. The proposed text would incorporate these ideas into the Comprehensive Plan.

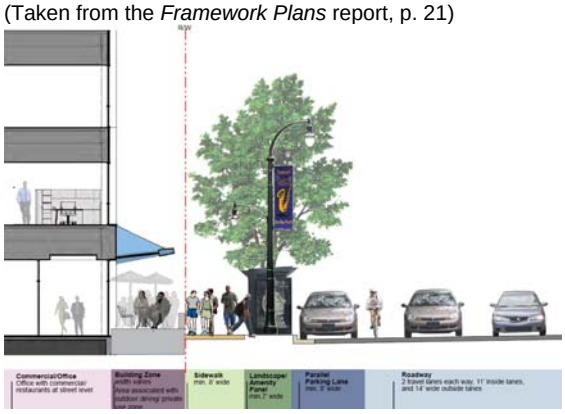
The proposed amendment also addresses the façade treatments of buildings in the area. The façades, including parking garages, should contribute to the visual appeal of the town center and support the vitality of the street-life. The façade treatments of the buildings should be attractive and inviting from both a pedestrian and vehicular level and should incorporate architectural elements to

provide visual interest. Blank walls, back-doors, and loading areas along these pedestrian corridors would be discouraged, but, if necessary, broken up with features such as store-front windows, awnings, or vegetated, green walls. They would need to be treated in a manner that does not undermine the attractiveness or appeal of the street. The proposed amendment incorporates these elements.

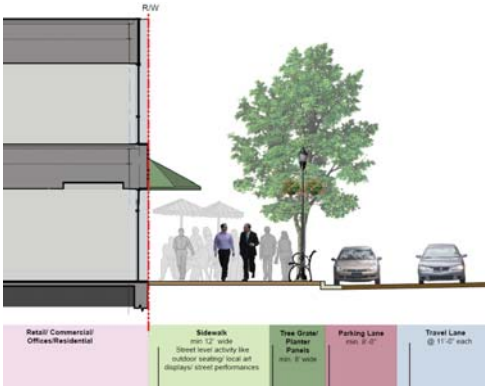
Streetscape

The streetscapes within the Franconia-Springfield area, as prescribed by the hierarchy established by the street typologies in the *Framework Plans* report, are designed to the scale of the pedestrian to encourage street-level activity and to avoid buildings appearing overwhelming from the street. The width of the sidewalk and the addition of different zones of activity in the street cross-section, such as browsing zones or landscape panels, relate to the surrounding land use and scale of the roadway. For example, on a minor arterial or collector street, the sidewalk would be wider and have more activity than a local street. The sidewalk should be wide enough for two people moving in opposite directions to comfortably pass each other and not be interrupted by other activity on the street. The following figures illustrate this example:

Cross-section of a Collector Street
(Taken from the *Framework Plans* report, p. 21)



Cross-section of a Local Street
(Taken from the *Framework Plans* report, p. 24)



Pedestrian-scaled elements on the streetscape, such as store-front windows, awnings, street trees, street furniture, outdoor cafes, on-street parking, bike lanes, and landscaping, are proposed to support the comfort and usage of the street by the pedestrian. To diminish the perception of large scale buildings and prevent a canyon-like appearance, the upper stories of buildings are proposed to step-back from the street. This architectural technique also would allow more light onto the streetscape. Additional natural light would contribute to safety, visibility, and comfort of both pedestrian and bicyclists. 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. The Plan amendment includes these streetscape attributes, which would contribute to the creation of a

pleasant and safe environment for the pedestrian and bicyclist. The application of these streetscapes across the area, as recommended, would promote uniformity and continuity throughout the area.

Transportation

The results of the transportation analysis undertaken in both the Springfield Connectivity Study and the subsequent BRAC APR Chapter 527 reviews demonstrated that new transportation-related conditions were needed in the County's Comprehensive Plan for the Franconia-Springfield area. The Code of Virginia (Chapter 527 §15.2-2222.1) requires localities to submit Comprehensive Plans and amendments to Comprehensive Plans that would substantially affect transportation on state-controlled roads to the Virginia Department of Transportation (VDOT). The transportation impact of the Connectivity Study and BRAC APR 08-IV-5FS, 7FS, and 9FS surpassed the prescribed threshold and warranted the Chapter 527 review. VDOT 527 comments for this Plan amendment are attached to the staff report as Attachment IV.

The studies, which formed the basis of the proposed Plan amendment, recognized that continuation of typical suburban single-use development would result in commercial centers that create a crowded, unsafe, and unfriendly environment for pedestrians and bicyclists over the long-term. As a result, the Plan amendment proposes guidance that serves multiple purposes: create animated people-oriented places, with day and evening activity; reduce the traffic impacts of higher density development by promoting transit use, internal-trip-making, more pedestrian movement; and determine a balance between jobs and housing that reduces the reliance on the automobile, compared to a traditional, suburban model. The urban design and streetscape recommendations, which incorporate guidance for context-sensitive design of streets and the development of complete streets, complement and support the transportation facility recommendations in the proposed Plan.

Existing Conditions- With the accessibility afforded by regional highways and public transportation facilities and services, the Franconia-Springfield area has many locational advantages when compared to other employment and activity centers in the Washington DC region. Traffic analysis undertaken between 2006–2008, revealed sufficient capacity overall on the local and arterial roadway system in the area to accommodate existing peak hour traffic. During the peak hours of travel, traffic levels-of-service (LOS) were found to be acceptable (LOS A – D) at most intersections surveyed. However, congested conditions as measured by LOS E or F performance were found at intersections along Old Keene Mill Road, Frontier Drive, and the Franconia-Springfield Parkway. In the PM peak hour, most locations were found to exhibit a poorer level-of-service than in the AM peak hour, indicating the influence of retail and non-work travel added to the typical commuting flows. Field surveys of streets in the area showed the

existing local street system to generally be in good condition, built to suburban design standards.

Despite the fact that many public transportation services are available to area residents and workers, the Franconia-Springfield area was found to exhibit transit and high occupancy vehicle (HOV) usage of less than 10 percent, typical of suburban employment and activity centers in Northern Virginia. There is little transit connectivity in the area. The current Transportation Association of Greater Springfield (TAGS) service provides limited bus circulator and feeder service to/from the Metro station. Few people who work or shop in the area utilize public transportation or high occupancy vehicles for their trips. Most residents and employees utilize the automobile for the overwhelming majority of their travel needs.

The area also was found to exhibit poor pedestrian and bicycle system connectivity and quality of service. Field surveys indicated little pedestrian activity or bicycle usage. With the exception of pedestrian crosswalk improvements close to the Metro station and in the core area of Land Unit A, conditions were found to be generally unsafe for the pedestrian.

Review of Springfield Connectivity Study – The existing conditions data collected in 2006 - 2007 were utilized to identify existing problem locations, and provided a baseline for the analysis of 2015 and 2030 conditions. In the BRAC Chapter 527 traffic study submissions, counts at many of these locations were updated to reflect more recent conditions. In addition to traffic counts, road conditions, transit service, pedestrian and bicycle movement and circulation, and other elements of the motorized and non-motorized transportation system in the area were examined through field surveys. On the basis of these field surveys and analyses, recommendations were made for improvement of streets, and design and implementation of pedestrian and bicycle improvements in order to create streets that are more attuned to the needs of all users and are in accord with the context of the surrounding development.

In preparing the initial 2030 land use and transportation recommendations for the Connectivity Study, measures of effectiveness (MOE's) and guidelines were utilized. The most important guideline employed was the jobs-to-housing ratio for the study area. It was determined that achievement of a ratio of jobs to housing as close to 3.0 as possible was needed in order to achieve a reasonable transportation balance. This was seen as an achievable target in replanning land use, which would help to revitalize the commercial area while at the same time helping mitigate the impacts of higher planned densities. By achieving a proper jobs-housing ratio, there would be more walk trips (due to synergy between uses), higher densities that support transit, and more balanced flow of traffic into and out of the area during the peak hours of travel. The more balanced mix of uses would also have the benefit of reducing travel times for many area residents and workers.

The Connectivity Study also included consideration of the benefits, costs, and impacts of several major transportation improvements recommended by the ULI panel study in May of 2006. These proposals were subjected to fatal flaw analysis and underwent conceptual engineering analysis in the Connectivity study. These include the recommendations to extend Frontier Drive south from the Franconia-Springfield Parkway to a terminus at Loisdale Road (interconnecting the Metro station and GSA Warehouse areas), and the construction of a new Backlick Road bridge over Old Keene Mill Road and conversion of Amherst Avenue and Backlick Road into one-way paired streets through the core area of Land Unit A in the CBC. The proposal of a circulator bus service designed to extend the influence of Metro and improve connectivity to both sides of I-95 was also studied in greater detail. Based on these analyses, these improvements became elements of the study recommendations, and have been carried forward as recommendations in the proposed Plan amendment. These recommendations are described in greater detail in the *Springfield Connectivity Study* final report.

Review of BRAC Nominations – In reviewing the BRAC APR nominations for the Springfield area, a methodology for impact assessment was agreed upon early in the study scoping. The methodology included collecting and assembling current traffic count data for the study area, establishing capacities at the planning level for impacted road segments (based on their functional classification) for existing and future conditions, identifying intersection geometrics based on current geometry and/or adopted improvement plans, conducting trip generation analyses for the current Plan and proposed future development for each APR item, and developing traffic forecasts and assignments.

The nominators were also requested to analyze the LOS for 17 study area intersections and determine volume-to-capacity (V/C) ratios for 14 roadway links in the study area. Once these calculations were made for the individual submission, the nominators were required to calculate the cumulative impacts of all of the APR nominations (Springfield cluster) submitted for the area.

Current year traffic derived from the traffic counts was grown based on growth rates derived from modeling of Comprehensive Plan development totals. Comprehensive Plan 2030 buildout totals were derived for the Springfield cluster area. New traffic from the proposed APR developments was generated using approved Institute of Transportation Engineers (ITE) methodology, and assigned to the local area network using trip distribution factors established early in the scoping process and agreed to between the County and traffic consultants.

Planning level link capacities also were established for the facility types and analyzed based on sketch planning methodology utilized in FCDOT sub-area studies. The study area roadway link capacities were derived from the V/C ratios of the 14 roadway links in the study area. The V/C ratios were calculated by

dividing the link traffic volumes by the planned traffic capacity of the roadway. For example, a V/C ratio of .90 to .99 would denote a projected LOS E on the subject link, indicating forecast high levels of traffic congestion or delay as the area builds out. A V/C ratio of 1.0 or greater would denote a forecast LOS F (or failing) condition, indicating a facility that would reach severely imbalanced ("oversaturated" or "breakdown") conditions in the future under the roadway capacity, provided in the County's current Transportation Plan. Based on these V/C designations in the BRAC studies, roadways in the Springfield CBC that required widening beyond current Comprehensive Plan levels were identified for improvement.

Calculation of future year LOS at study area intersections was based on the traffic forecasts and existing or planned intersection geometrics. Intersection capacity analysis was based on an assumption of the existing intersection geometrics without mitigation, unless a mitigation plan had been adopted through a previous development plan approval. The 2030 Background Volumes for Chapter 527 BRAC APR Applications are attached to this staff report as Attachment V.

Transportation Analysis Findings - In the course of reviewing the impacts of the BRAC APR nominations, FCDOT staff prepared trip generation comparisons among the current Comprehensive Plan, BRAC nominations, and Springfield Connectivity Study recommendations for the Springfield CBC. The results of these trip generation comparisons are shown in the table below.

Springfield CBC Trip Generation Comparisons

		AM		PM	
	Daily	In	Out	In	Out
Current Plan	85,990	5,450	1,560	3,010	6,090
BRAC Nominations	113,360	7,610	2,000	3,870	8,300
Spg. Study Recs.	118,000	5,310	2,630	4,660	6,920
Plan Amendment - Option #2	95,770	4,590	1,720	3,680	5,880

Notes: Trip generation estimates are based on application of trip rates from the Institute of Transportation Engineers (ITE) Trip Generation report, 8th Edition, 2008. Estimated traffic is for adjacent streets (not site driveways). Reductions were taken for internal trip making, retail pass-by, and transit where applicable. BRAC Task Force recommendations are as identified in Chapter 527 traffic study submissions. Springfield Study recommendations are as identified in the Springfield Connectivity Study Final Report, August 2008. Springfield Plan Amendment options are as identified in the Staff Strawman Quantification tables dated 7/30/09, prepared by the Fairfax County Department of Planning & Zoning.

Both the BRAC nominations and the Springfield Connectivity Study recommendations would have resulted in substantial increases in average daily traffic generated in the CBC above the current Comprehensive Plan. Both plans would have also increased peak hour traffic substantially. While the BRAC nominations were estimated to result in fewer daily trips than the Connectivity Study, the nominations increased peak hour traffic by much greater margins. The

nominations also would have resulted in less balanced traffic flow into and out of the CBC during the critical peak hours of travel, due to the amount of proposed office use, and required that a number of roadways be widened beyond current Plan recommendations, in order to have sufficient capacity to handle future traffic loads at an acceptable level of service.

The Plan amendment option for Springfield CBC also would increase daily traffic over current Plan levels, but the proposed amendment would result in a lower AM peak hour total, a slightly higher PM total, and more balanced traffic flow into and out of the CBC due to a better mix of uses and a transit reduction factored in based on new circulator service. The amendment proposes a better mix of uses and a transit reduction, based on provision of expanded bus circulator service and other public transportation recommendations, as described below. The estimated peak hour traffic flows would be more balanced into and out of the CBC area when compared to the current Comprehensive Plan and previous Plan amendment recommendations studied.

Recommended Facility Improvements - The proposed Plan amendment would need to be supported by improving the following facilities in the County's Transportation Plan for the Springfield CBC:

- Adopt LOS E as new traffic level-of-service standard for the Springfield commercial area (TSA and CRD areas)
- Widen Springfield Boulevard (Backlick Road to Old Keene Mill Rd.) to 4 lanes
- Widen Backlick Road (Amherst/Calamo to Fr.-Spg. Pkwy. Ramps) to 6 lanes
- Improve Amherst Avenue/Backlick Road to include 1 way paired streets (3 lanes each direction) with a new Backlick Road bridge over Old Keene Mill Road
- Implement a grid of local streets, at such places like Springfield Plaza redeveloped (CBC Land Unit B), GSA Warehouse Area redeveloped (TSA Land Units D1 and D2)
- Plan for a Transit Center in Land Unit D-2 of the CBC to include a 1,000+ space park-and-ride garage and supporting retail and office space (CBC Land Unit D2)
- Extend Frontier Drive to Loisdale Road with 4 lanes
- Provide a circulator bus service connecting to metro station and town center (on short headways, bidirectional, 7 days a week)
- Include guidelines for context-sensitive design of streets, pedestrian and bike improvements, etc. (complete streets philosophy implemented as CBC and Town Center/TSA areas redevelop)

The new streets proposed, such as the new street grids, will serve to reinforce the placemaking desired in addition to increasing both transportation connectivity and creating enhanced pedestrian corridors. The streets proposed for expansion

should help to separate through and local traffic, while providing needed capacity to support the intensified redevelopment. The recommended Backlick Road Bridge and one-way pair between Backlick Road and Amherst Avenue would greatly increase connectivity between the north and south portions of the Springfield CBC and the Engineer Proving Grounds, further south. Creating the one way pair would increase the transportation capacity without the need to widen existing streets, and is consistent with the goal of improving pedestrian access within the area. The new road system would result increased pedestrian and bicycle quality level of service and improved access.

Parks and Recreation

The study area is located within the Springfield Planning District. The Springfield Planning District is served by 19 Local Parks, totaling approximately 420 acres. Only a few of these parks are located near the study area as it was historically a commercial area where parks were not located. The number and type of facilities within these existing parks do not meet service level standards established by the Park Authority in the 2004 Needs Assessment. These service level deficits impact the Park Authority's ability to provide adequate recreational services in Springfield Planning District.

The proposed mixed-use development concept in Land Unit A is urban in nature and therefore, the urban parkland service level standard is used. Estimates show that the maximum redevelopment would generate approximately 2,400 new residents and 500,000 square feet of non-residential space. Under the urban parkland service level standards recently adopted by the Fairfax County Park Authority Board of 1.5 acres of land per 1,000 new residents and 1 acre per 10,000 employees, the maximum level of redevelopment would generate a need for approximately 3.65 acres of publicly accessible urban parkland within the study area over the current Plan needs of 2.65 acres. These proposed land uses generate a need for 1.56 rectangle fields, 2.0 multipurpose courts, and 1.5 playgrounds as established in the countywide recreation facility service level standards. Other urban park facilities to be considered include off-leash dog park, community gardens, bocce courts, urban picnic tables, water features, board game tables and public art.

On-site Urban Parks - Urban parks within the envisioned redeveloped area will support connectivity and placemaking goals. Urban parks create a valuable sense of place, if integrated within the framework of existing and future uses and neighborhoods. The Connectivity Study recommends a three-tiered system of parks that includes pocket parks, urban plazas, and common greens. This recommendation is similar to the Urban Park Framework document created by an inter-agency team to guide the planning and development of urban parks in Fairfax County. The location of these spaces is general in nature, and more specificity would need to be determined during implementation.

The inclusion of these types of parks in the Franconia-Springfield area would help to alleviate some of the deficiencies in the area. The pocket parks could include gathering areas, outdoor cafes, fountains or other focal points of interest, and small performance spaces. These parks should be well distributed and integrated into mixed-use developments to provide publicly accessible outdoor spaces for casual, social activities. The inclusion of other urban parks, such as off-leash dog areas, community garden plots, water features, tot lots, skate parks, fitness courses and trails, multi-use courts, and plazas, would allow a greater range of recreational facilities and amenities. The inclusion of a centrally located civic plaza or common green with flexible spaces to allow a combination of civic events, passive and active recreation would serve as a civic focal point. This central green could include open play areas, quiet areas, and other active recreational facilities. This area could be publicly, privately, or jointly owned and operated and is envisioned as a destination location to serve as a catalyst for the redevelopment of the Franconia-Springfield area.

Urban parks sites should be publicly accessible, within walkable distances of most residential and mixed use areas, and reasonably distributed in each quadrant or area. Creative and non-traditional opportunities, such as rooftops or interior public spaces to address public leisure and recreation needs, are encouraged to be explored. Indoor program space within private buildings would be also desirable. This may include space for exercise and fitness classes or nature and history workshops offered by the Fairfax County Park Authority.

Off-site Parks and Recreation - Redevelopment should contribute to or provide improved, off-site recreation facilities at and connection to the most proximate parks, consistent with the Connectivity Study. These improvements would provide an opportunity for larger-scale recreational uses and environmental preservation features. Parks at the edge of the study area include Lee High Park, Springfield Forest, Springvale, Loisdale, and Accotink Stream Valley Park. These parks are close enough that pedestrian and bicycle linkages to the study area should be included in the Comprehensive Plan text and map. In particular, priority should be given to providing a strong pedestrian link to the Cross County Trail within the Accotink Stream Valley Park to the west of the CBC. This linkage would provide the residents a connection to the major 40-mile north-south trail system in the County, to Lake Accotink Park and other park resources along this trail.

Off-site improvements may also include larger, active recreation facilities, such as sport fields, that would not reasonably be accommodated within the study area. These improvements could occur in parks that are not within walking distance but serve the study area. Enhancements may include adding capacity to existing facilities, such as field lighting or conversion to synthetic turf. Parks in the service area where facility capacity enhancements could occur include Lee District, Franconia, Hooes Road and Manchester Lakes. Other large parks that would present opportunities for enhancement to better serve passive and active

recreation needs of future residents, workers and visitors include Lee District, Lake Accotink, Accotink Stream Valley Cross County Trail, and Huntley Meadows. Park enhancements to accommodate the future development could include trail improvements and amenities, and upgrading of courts, playgrounds, picnic facilities, RECenters, family recreation areas, and nature centers.

While increasing capacity at existing parks is one strategy for addressing park and recreation needs, the addition of new parkland that would support recreation facilities also would be essential to offset the projected population and workforce growth in Springfield. However, no new parkland is proposed by the study.

Public Schools

The study area is within several school boundaries: Crestwood, Lynbrook, Springfield Estates, Forestdale, and Garfield Elementary Schools (ES), and Key Middle School (MS), and Lee High School (HS). The chart below shows the existing school capacity, enrollment, and projected five year enrollment.

School	Capacity	Enrollment (9/30/08)	2009-2010 Projected Enrollment	Capacity Balance 2009-2010	2013-14 Projected Enrollment	Capacity Balance 2013-14
Crestwood ES	549	541	586	-37	687	-138
Lynbrook ES	415	462	495	-80	602	-187
Springfield Estates ES	565	633	667	-102	714	-149
Forestdale ES	625	528	551	74	617	8
Garfield ES	402	328	334	68	314	88
Key MS	1,000	840	839	161	983	17
Lee HS	2,111	1,794	1,850	261	1,835	276

Student enrollment projections are done in a five year timeframe, currently through school year 2013-14, and are updated annually. Beyond the five year projection horizon, enrollment projections are not available. Recently, the rezoning for the redevelopment of Springfield Mall, which contains over 2,000 residential units was approved. This development is within the Forestdale ES, Key MS, and Lee HS boundaries and is anticipated to contribute to a capacity deficit at Forestdale and Key.

The Plan amendment proposes 1,900 multi-family units in Land Unit A, which is an increase of 800 units over the current Comprehensive Plan recommendation.

The chart below shows the anticipated student yield, based on the ratios available at the time of this analysis.

School level	Mid/High-rise multi-family ratio	Proposed # of units	Student Yield	Mid/High-rise multi-family ratio	Current Comprehensive Plan # of units	Student Yield
Elementary	.043	1,900	82	.043	800	34
Middle	.011	1,900	21	.011	800	9
High	.024	1,900	46	.024	800	19

The Plan amendment in Land Unit A is anticipated to yield 87 students above the current Plan. A total of 149 would result from the 1,900 units, whereas the current Plan of 800 units would result in 62 total students. At this time, if development occurs within the next five years, Crestwood, Lynbrook, and Springfield Estates are projected to be over capacity, while Key MS and Lee HS are projected to have some capacity.

Redevelopment of this area may impact the available capacity by creating insufficient capacity at the receiving schools. During the implementation of the proposed Plan, redevelopment would need to make contributions to offset the impact of development on the surrounding schools.

Environment

The study area has one Resource Protection Area (RPA), mapped in the southeast boundary, which also is noted as an Environmental Quality Corridor. This RPA comprises a portion of the Long Branch stream valley. There are two unnamed tributaries to Long Branch which extend into the subject area from Long Branch in this area. The first RPA wraps around the eastern end of the Joe Alexander Transportation Center and then westward to a point just south of the Franconia-Springfield Parkway. The second RPA also extends westward into the subject area just south of the GSA warehouses immediately north of Loisdale Estates. The proposed extension of Frontier Drive, connecting the Parr Warehouse site to the WMATA site and the surrounding roadways, would require a crossing of the northern RPA area. Impacts resulting from this crossing would need to be mitigated to greatest extent possible during implementation.

Marumsco problem soils are noted for a number of locations within the study area. These soils are noted for slippage and foundation support problems. The soils appear to be concentrated around both of the RPA areas noted previously. A geotechnical study may need to be completed during rezoning in order to determine any required mitigation measures.

The study area also contains sparse vegetation, with a few exceptions. While the concept of tree save is desirable in most redevelopment proposals, it may not

be practical in this area given the limited, existing tree cover. However, the creation or addition of green space, trees, and landscaping should be sought for these reasons. Any new development of the area should improve water quality and provide shade and screening for the proposed future use of the area, to the extent possible.

Furthermore, the majority of this area was developed at a time when water quantity and water quality controls were not required. New development in this area would need to provide those features. Any redevelopment of the area also would need to be designed in a manner that 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 should achieve Leadership in Energy and Environmental Design (LEED) certification or provide an equivalent third party certification, as per County policies in the Environmental Section of the Policy Plan of the Comprehensive Plan.

Noise

The Policy Plan recommends against the location of new residential development that would be exposed to transportation-generated noise in excess of 75 dBA (decibel) Day-Night Loudness (DNL). This policy suggests that noise exceeding 75 dBA DNL cannot be adequately mitigated so that interior noise levels are at or below 45 dBA DNL. This assumption is based upon U.S. Department of Housing and Urban Development (HUD) guidance that was developed approximately 30 years ago and has not been revised substantially since that time.

For perspective, the noise level of a typical conversation can be as high as 72 decibels. Noise levels of 75 dBA DNL are considered a nuisance, but not a public health issue. In recent years it has been shown that, while costly, noise above 75 dBA DNL can be mitigated to levels that are acceptable to most individuals. This is particularly noteworthy when considering hotels in close proximity to the Dulles International Airport and residential use in planned urban settings in Fairfax County near highways and major roadways (such as Tysons and Springfield). The Federal Department of Housing and Urban Development (HUD) noise guidance indicates that noise at or above 85 dBA DNL is likely to degrade hearing in most people with continuous exposure. This same HUD guidance suggests that the typical noise level for a “noisy urban street” is approximately 90 decibels.

Given the proximity to Interstate 95, Franconia-Springfield Parkway and other roadways, significant noise impacts are likely in some parts of the Franconia-Springfield Area. Residential development and other noise-sensitive uses may be planned and located in these areas due to the compact, urban nature of the

Franconia-Springfield Area plan. Such noise sensitive uses in these locations may be considered only with the completion of a noise study during the review of the development, noise mitigation measures, and, potentially, the provision of disclosure statements and a post-development noise study. The noise study during development review should clearly define the noise levels impacting the proposed uses as a measure of dBA DNL. The noise study should include noise contours with current noise levels and future noise levels based on a minimum 20-year traffic volume projection for the roadway and other transportation noise sources.

For those studies that indicate noise levels in excess of 75 dBA DNL on proposed noise sensitive uses, mitigation measures should be provided with the goal of achieving 45 dBA DNL for interior space and 65 dBA DNL for outdoor recreation areas. Attenuation may include siting and orientation of the noise sensitive use, as well as the use of building materials and noise barriers. Disclosure statements should be provided to potentially affected residents and users within the impacted uses or units, which clearly identify the mitigated and unmitigated noise levels for interior space and the noise levels for any affected balconies. Post-development noise studies should be conducted to help staff evaluate the effectiveness of interior noise mitigation measures.

Affordable Housing

The proposed Plan amendment should provide for affordable housing in conformance with County policies for affordable housing which encompass the Affordable Dwelling Unit Ordinance (ADU) and the Board of Supervisors Workforce Housing Policy (WDU). Per County Policy, any residential use should provide, at a minimum, 12% of new units as affordable housing. The residential use should accommodate a variety of households such as families, senior housing and residential studio units. The units, at a minimum, should meet ADA requirements and accommodate universal design.

Heritage Resources

On January 26, 2009, the Board adopted Plan Amendment S07-CW-5CP, which updated the heritage resources sections of the Comprehensive Plan Area Plan volumes at the Planning Area, Planning District, and Planning Sector levels. The Franconia-Springfield Area, a special area, was not affected by the amendment. Therefore, similar updates to those proposed in PA S07-CW-5CP are proposed in this amendment.

CONCLUSION

The Plan amendment proposes a vision for Franconia-Springfield area that would transform the area into a more walkable, interconnected, safe, and attractive place with a distinct identity and purpose. This desired sense of place would be

created through the consistent application of enhanced urban design and connectivity features, which would emphasize the relationships of the buildings, open spaces, and their linkages. The proposed streetscapes would incorporate multi-modal features and encourage safe usage by pedestrians, bicyclists, and drivers of all ages and abilities along the roadway and at intersections. The proposed Plan would improve the street presence, integrate diverse land uses, and create distinct built form along the streetscape. The Plan would take advantage of the proximity to the Joe Alexander Transportation Center and other transit services and facilities. Finally, the inclusion of a network of urban plazas and parks at a variety of scales and functions, with opportunities for recreation and other amenities, would contribute to the activity in the area. Taking all together, these elements of the proposed amendment would result in vibrant, social, and active mixed-use center for the greater Springfield area.

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