



PROPOSED COMPREHENSIVE PLAN AMENDMENT

ITEM: PA 2018-IV-S1
January 30, 2019

GENERAL LOCATION: Northwest quadrant of the Franconia Springfield Parkway and Beulah Street intersection, east of the railroad tracks.

SUPERVISOR DISTRICT: Lee

PLANNING AREA: Area IV

PLANNING DISTRICT: Franconia-Springfield Area and Fort Belvoir North Area

COMMUNITY PLANNING SECTOR: Franconia-Springfield Transit Station Area

PLANNING COMMISSION PUBLIC HEARING:
Wednesday, February 20, 2019 @ 7:30 PM

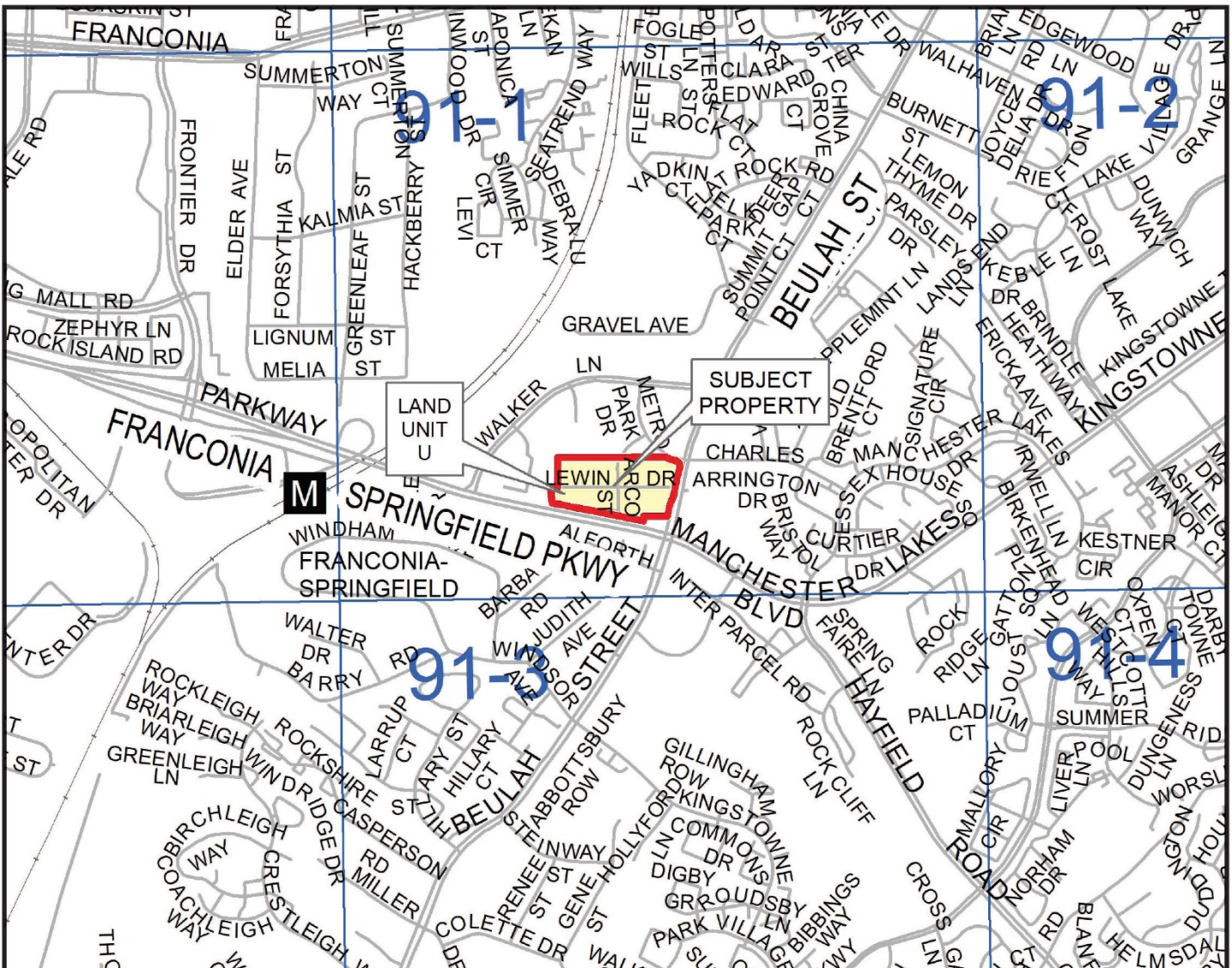
BOARD OF SUPERVISORS PUBLIC HEARING:
Tuesday, March 19, 2019 @ 4:00 PM

PLANNING STAFF DOES RECOMMEND THIS ITEM FOR PLAN AMENDMENT

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



Reasonable accommodation is available upon 48 hours notice. For additional information about accommodation call the Planning Commission office at (703) 324-2865, or the Board of Supervisors office at (703) 324-3151.



1500 FEET

PREPARED BY THE DEPARTMENT OF PLANNING AND ZONING USING FAIRFAX COUNTY GIS
2018-IV-S1_Lewin_Park_COVER_ONLY

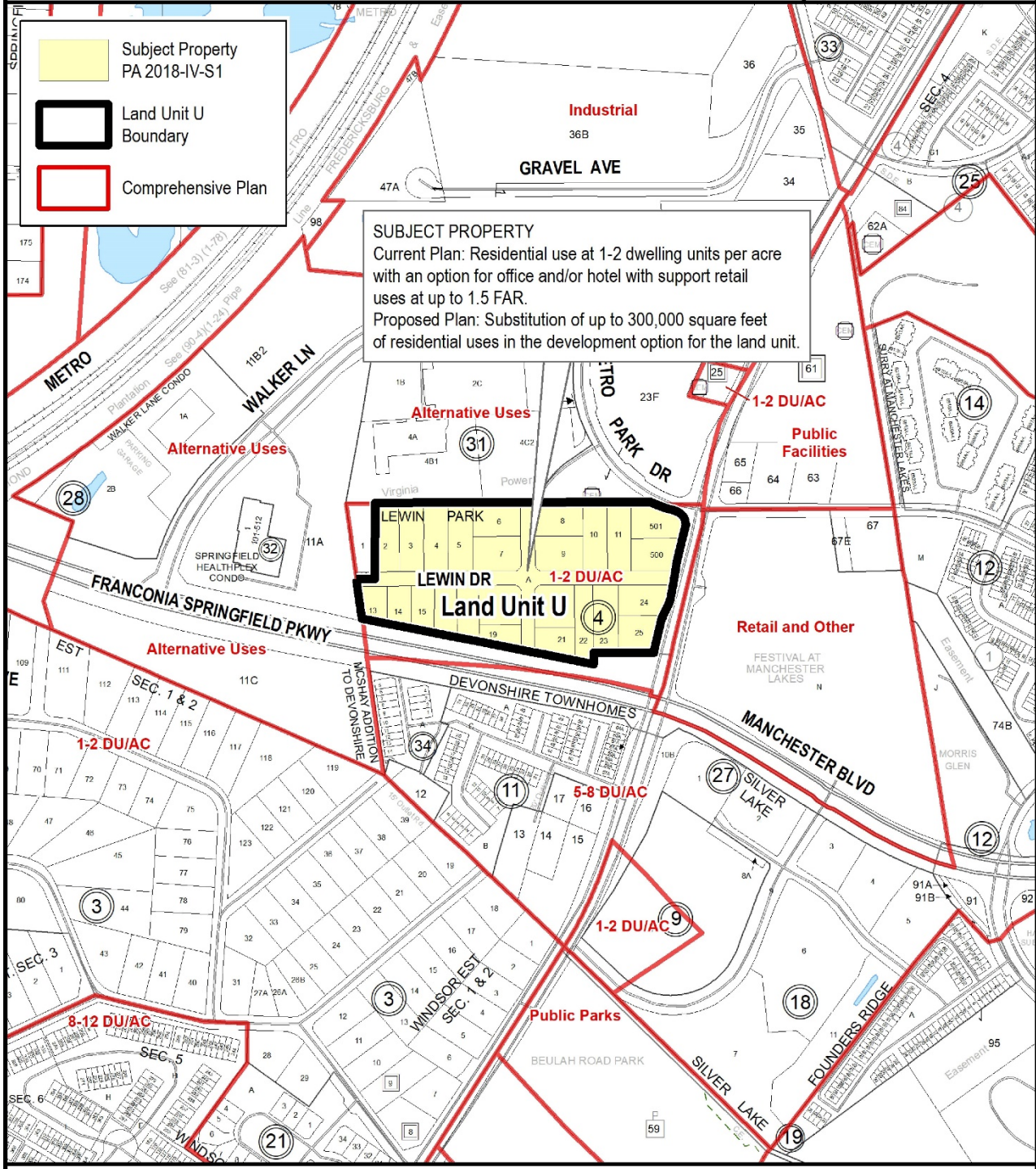


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CURRENT PLAN AND PROPOSED CHANGE

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

**ITEM:
PA 2018-IV-S1**



- Subject Property
PA 2018-IV-S1
- Land Unit U
Boundary
- Comprehensive Plan

SUBJECT PROPERTY
 Current Plan: Residential use at 1-2 dwelling units per acre with an option for office and/or hotel with support retail uses at up to 1.5 FAR.
 Proposed Plan: Substitution of up to 300,000 square feet of residential uses in the development option for the land unit.

500 FEET

PREPARED BY THE DEPARTMENT OF PLANNING AND ZONING USING FAIRFAX COUNTY GIS
 PARCEL INFORMATION CURRENT TO OCTOBER 2018
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STAFF REPORT FOR PLAN AMENDMENT 2018-IV-S1

BACKGROUND

On May 1, 2018, the Fairfax County Board of Supervisors (Board) authorized Plan Amendment (PA) 2018-IV-S1 for an area of approximately 12.9 acres located in the northwestern quadrant of the intersection of Franconia Springfield Parkway and Beulah Street. The subject area is located within the Franconia-Springfield Transit Station Area (TSA) in Planning Area IV. The area is identified in the land use recommendations for the Franconia-Springfield TSA as Land Unit U. The site is located in the Lee Supervisor district.

The Board authorized an amendment to the current Comprehensive Plan (Plan) to consider the conversion of 300,000 square feet of office use to residential use with ground floor retail. The Board motion described the benefits of residential use in this land unit as a better balance of traffic flow, helping address challenges in the office market, and creating the opportunity for a viable mixed-use community where people live closer to work.

CHARACTER OF THE SITE

The subject area is comprised of 26 vacant parcels in Land Unit U, 91-1 ((4)) A, 2 - 11, 13 - 25, 500, & 501, zoned PDC. Parcel 91-1 ((4)) 1 was originally included, however, this parcel is now owned by INOVA Health Care Services and is used as parking for the adjacent medical office in Land Unit S to the west. An electrical power easement runs along the north of Land Unit U. Phases of approved development for this land unit include five high-rise office buildings, support retail, associated parking structures, and an option for one of the five buildings to be a hotel.

CHARACTER OF THE AREA

The Franconia-Springfield TSA is located in the southern portion of Fairfax County and is generally bounded by Interstate 95 on the west, Franconia Road on the north, railroad right-of-way and Beulah Street on the east, and the Devonshire Townhomes and Windsor Estates subdivision on the south. The subject area of this proposed Plan Amendment, Land Unit U, is located in the easternmost portion of the TSA, on the west side of Beulah Street. Property on the opposite side of Beulah Street falls within the Rose Hill Planning District of Area IV. Aerial photography of the site and immediate area is shown in Figure 1. The land unit map is shown in Figure 2.

North: The area immediately to the north of the site is Land Unit T, planned for residential uses with an option for office with support retail. The optional uses were approved when Land Unit T parcels were consolidated and rezoned to PDC, and is developed with the Metro Park offices. Additionally, Tax Map 91-1 ((1)) 25, site of the historic Laurel Grove Baptist Church, is enveloped on three sides by Land Unit T, but is not included in Land Unit T or the TSA.

East: The area immediately to the east across Beulah Street is planned for public facilities and retail uses. The parcels planned for public facilities are zoned R-3 and developed with a church. The parcels planned for retail are zoned C-6 and developed with the Festival at Manchester Lakes shopping plaza.

South: The area immediately to the south across the Franconia-Springfield Parkway is planned for residential uses at a density of 5-8 dwelling units per acre (du/ac). Residential parcels are zoned R-8 and developed with the Devonshire Townhomes community. Further south is the lower density Windsor Estates subdivision.

West: Immediately to the west is Land Unit S, planned for residential uses or for office uses, and zoned I-4. The land unit is developed with the Springfield INOVA

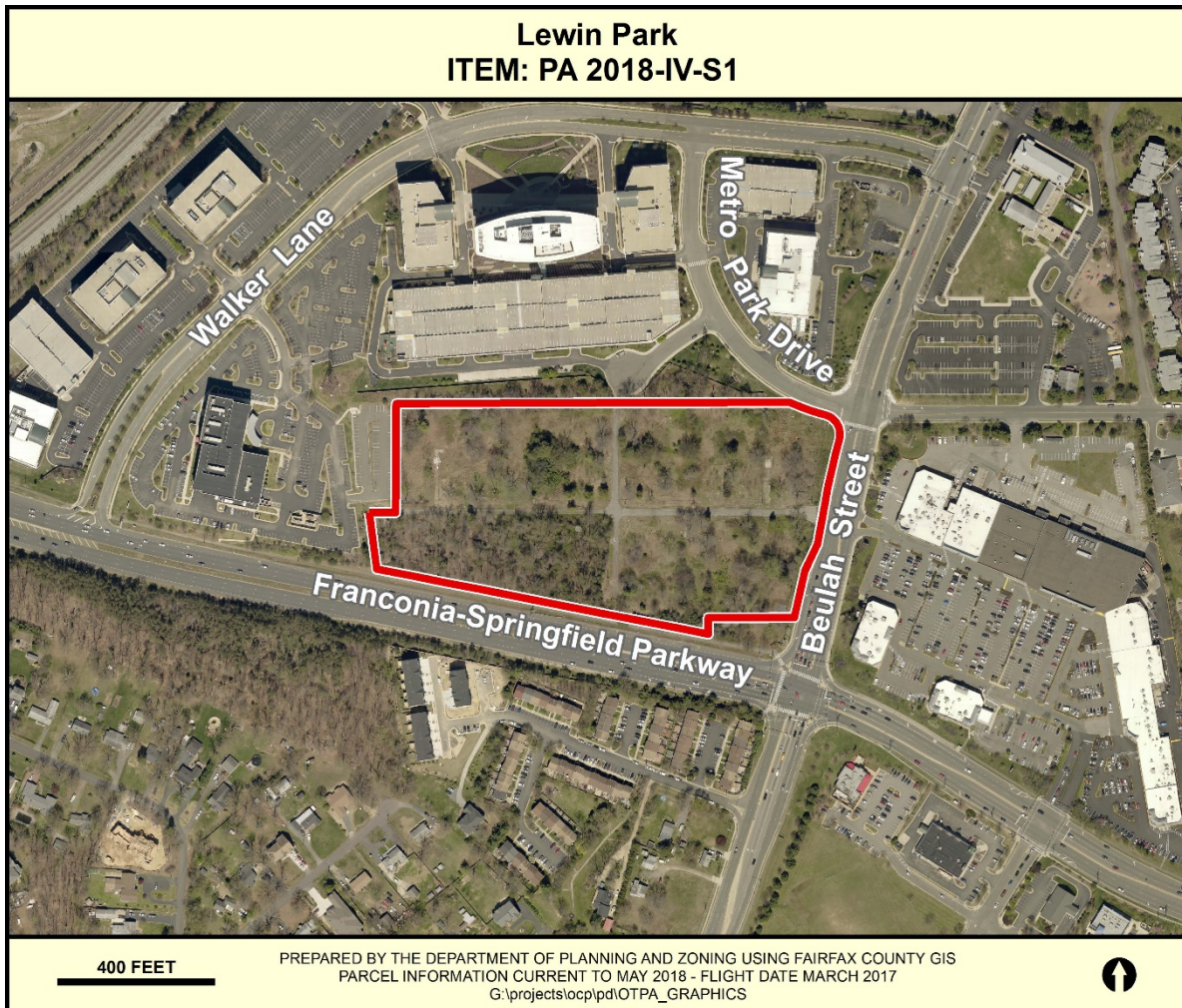


Figure 1: Aerial View of Subject Property

Healthplex medical offices. Further west adjacent to Land Unit S is a CSX railroad right-of-way. South of the tracks is the Joe Alexander Transportation Center featuring Metrorail and Virginia Railway Express service. Parcels owned by the Washington Metropolitan Area Transit Authority are developed with the Franconia-Springfield Metro Station.

PLANNING HISTORY

On February 28, 1994, the Board adopted Plan Amendment S93-CW-1CP, creating the Franconia-Springfield Area Plan. This area includes both the Springfield Community Business Center and the Franconia-Springfield Transit Station Area. At that time, Land Units S, T, and U were not in the boundaries of the TSA. The land units were A, B, and C of the adjacent S9-Beulah Community Planning Sector of the Springfield Planning District. Prior to 1999, Plan guidelines in Land Unit C recommended residential uses at a density of up to 1-2 du/ac. Consolidation options increased the potential density to a maximum of 5-8 du/ac with complete parcel consolidation. On July 12, 1999, the Board adopted Plan Amendment S98-IV-S1, altering the land use recommendations in Land Units A, B, and C. Land Unit C retained the base recommendation of residential uses at a density of 1-2 du/ac, but an option was included to allow for up to .55 FAR in uses similar to any office redevelopment in Land Unit B.

On August 8, 2009, the Board adopted Plan Amendment BRAC# 08-IV-10S, as part of the Base Realignment and Closure Area Plans Review affecting the general area of Franconia-Springfield and the Springfield Planning District. The adopted text included recommendations from the 2008 Springfield Connectivity Study final report and significantly modified the redevelopment option for Land Unit C. The maximum recommended intensity of the option increased to 1.5 FAR, with conditions for land use, design, transportation, and access.

On April 26, 2011, the Board approved RZ 2010-LE-009, to rezone the subject property from R-1 to PDC. A conceptual development plan of five office buildings with support retail and associated parking was approved. The development concept included an option for one of the five buildings to be a hotel. Development of the subject property is subject to proffers regarding density, use, design, transportation, environmental, and green building consistent with Plan guidance for the area wide and Land Unit recommendations for the vision of Franconia-Springfield.

On October 24, 2017, the Board adopted Plan Amendment 2017-IV-S1, to remove Land Units A, B, and C from the Beulah Community Planning Sector and incorporate the land units into the Franconia-Springfield TSA as Land Units S, T, and U. With PA 2017-IV-S1, no changes to land use recommendations, densities, or substantive revisions to the text were proposed; the changes were editorial in nature. Designation of the subject area as a transit station area was supported due to considerations such as proximity to the Franconia-Springfield Metro station and the existing Plan text having sufficiently detailed guidelines under the land use options. Figure 2 depicts the Franconia-Springfield Transit Station Area

Figure 3 depicts the delineation of parcels included in proposed Plan Amendment 2018-IV-S1.

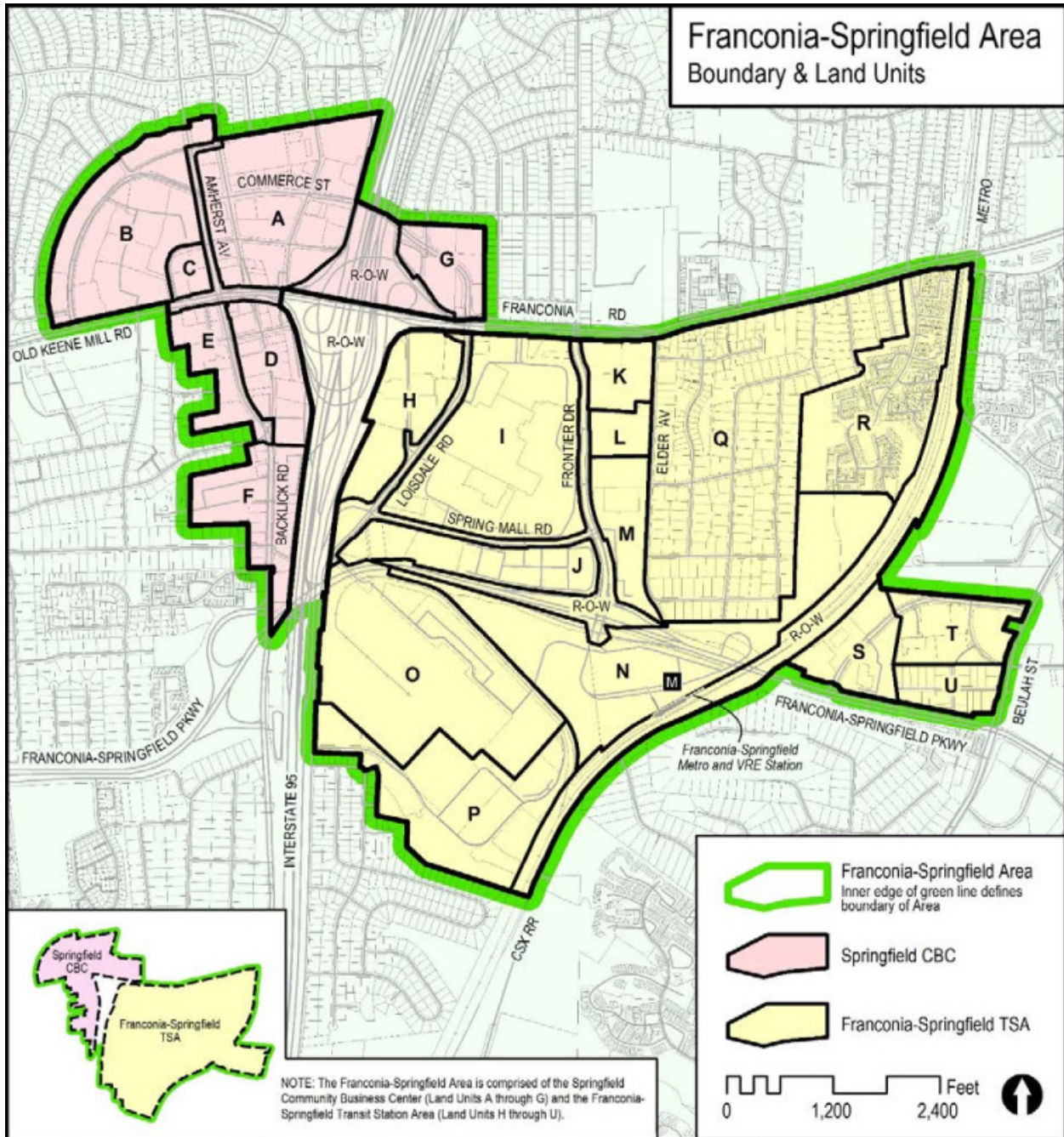


Figure 2: The Franconia-Springfield Transit Station Area

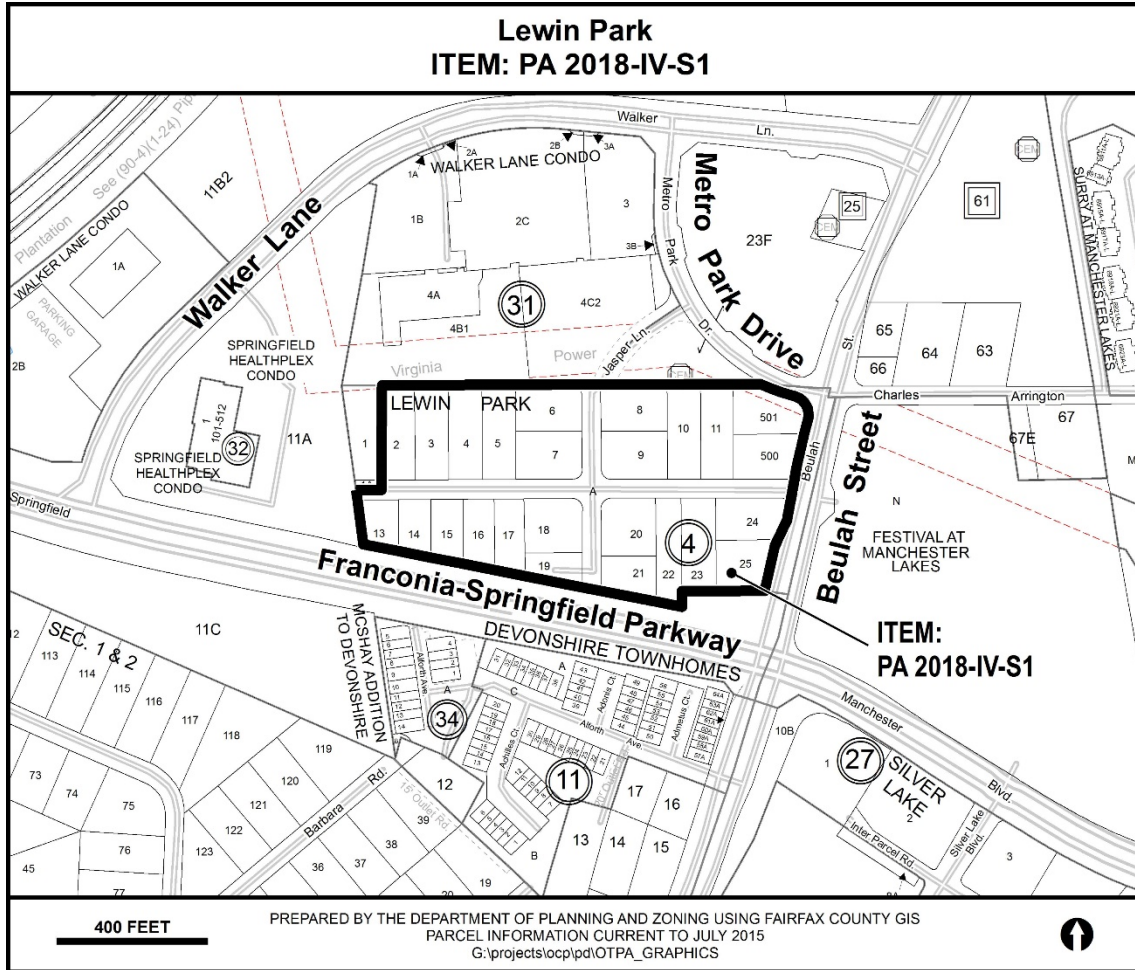


Figure 3: Delineation of Land Unit U Parcels Included in Proposed PA 2018-IV-S1

PROPOSED PLAN AMENDMENT

The Board authorized staff to consider an amendment to the Plan for the conversion of one unbuilt office building of up to 300,000 square feet to residential use with ground floor retail in the development option of Land Unit U in the Franconia-Springfield TSA. No other changes to the Plan text are proposed. Minor text changes are required to accommodate the residential use in the land unit development option.

ANALYSIS

Parks & Recreation and Heritage Resources

The parks analysis evaluation includes the urban parkland standard of 1.5 acres per 1,000 residents and 1 acre per 10,000 employees since Land Unit U has been incorporated into the Franconia-Springfield TSA in 2017. The proposed 300 dwelling units together with the proposed support retail and office uses generate a need for 0.99 acres of urban park space. The parks evaluation recommends encouraging well-designed and integrated on-site public park space such as active pocket parks, urban plazas, or open lawns, and support retail located in close proximity

to park spaces. In addition, all parcels within the subject property have a high potential to contain archaeological heritage resources. While Land Unit U retained its own design guidelines when incorporated into the Franconia-Springfield TSA, the other area-wide guidelines, including for Heritage Resources, are guiding principles for any ground disturbance or development of Land Unit U. Heritage Resources review of the proposed Lewin Park amendment found that the projected use change will have no effect on previously identified Heritage Resources. Unknown archaeological resources could potentially be extant on the currently vacant subject property. Should any heritage resources be found, in accordance with adopted Comprehensive Plan Heritage Resources objectives and policies, the resources should be thoroughly recorded. In the case of archaeological resources, the artifacts should be recovered in consultation with the Fairfax County Archaeology and Collections Branch.

Schools

The schools analysis evaluated the potential impact to the public schools serving the subject area based on 25 fewer single-family detached residential units and an additional 300 multi-family housing units, for a total increase of 275 housing units. The schools that serve the area are Edison High School, Twain Middle School, and Franconia Elementary School. Based on school capacity as of January, 2018, Edison HS and Franconia ES schools are approaching capacity (at 98% and 93%) and Twain MS is just over capacity (at 101%). The capacity and projected enrolled is based on the adopted Fiscal Year 2019-23 Capital Improvements Program (CIP). The CIP identifies a number of potential solutions to alleviate the current and projected slight school capacity deficits, including reassigning instructional spaces within the school, possible program changes, minor interior facility modifications to create additional instructional space, and boundary adjustment with schools having a capacity surplus. Any options chosen to address school capacity would be discussed through a public process with stakeholder and community engagement, in accordance with School Board Policies and Regulations.

Net Change

School Level	Number of Housing Units	Potential Student Yield
High	275	5
Middle	275	4
Elementary	275	12
Total Student Count		21

Figure 4: Student Yield of the Net Change in Residential Units by School Level

Transportation

An evaluation of trip generation was conducted based on the proposed change in use for up to 300,000 square feet of multifamily use. The total increase in trips generated with the multifamily residential scenario is 681 for an increase of 8%. Although the AM inbound peak hour trips would decrease by 124, which is a 15% reduction, the AM outbound trips would increase. Projected trips also show an increase in the PM inbound trips. Transportation issues and Comprehensive Plan recommendations for the subject proposal related to traffic, circulation, pedestrian traffic and access, and bicycle and trail routes should be adequately addressed during

the zoning review process. The intersection of Franconia-Springfield Parkway and Beulah Street is shown on the Comprehensive Land Use Plan map as recommended for a full interchange improvement with a study required. FCDOT staff indicated that no interchange improvements are anticipated for some time.

Land Use (ITE Code)	Quantities	Daily Trips	AM			PM		
			In	Out	Total	In	Out	Total
Current Plan								
Office (710)	846	8,418	707	115	822	138	727	865
Total Trips Generated (unadjusted)		8,418	707	115	822	138	727	865
Proposed Alternative								
Multi-Family Residential (221)	300 KSF	1,633	26	74	100	77	50	127
Retail (820)	13 KSF	1,476	7	5	12	57	61	118
Office (710)	596 KSF	5,990	504	82	586	99	521	620
Total Trips Generated (unadjusted)		9,099	537	161	698	233	632	865
Gross Impact Over Comprehensive Plan		681	-170	46	-124	95	-94	0

Figure 5: Trip Generation Comparison

CONCLUSION

Replacement of up to 300,000 square feet of office use with multifamily residential use in Land Unit U will help address challenges in the office market and promote transit oriented development at this location. Existing Concept for Future Development Plan text for the Springfield Community Business Center and the Franconia-Springfield TSA supports mixed uses to enhance the community-serving commercial aspects of the centers, stating that, “Recommendations for both areas reflect the growing need to integrate housing and employment in proximity to one another.” The subject land unit, in combination with the recommendations of Land Units S and T, have detailed land use, design, transportation, and access guidelines under existing land use options. However, some modification to the guidelines is proposed to encourage well-designed and integrated open and public park spaces.

RECOMMENDATION

Staff recommends that the Franconia Springfield Area Land Unit Recommendations of the Comprehensive Plan be modified as shown below. 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, 2017 Edition, Area IV, Franconia-Springfield Area and Fort Belvoir North Area, amended through 7-31-2018, Franconia-Springfield Area Land Unit Recommendations, pages 59-62:

“LAND UNIT T

The area north of Lewin Park, west of Beulah Street, and south of the industrial uses along Gravel Avenue is planned for residential use at 3-4 dwelling units per acre at the

baseline. If consolidation of all parcels occurs, office or hotel use up to .25 FAR may be appropriate if a buffer, at least 25 feet in width, and a 7-foot brick wall are provided to assist in creating a transition to the residential community to the south. The buffer should contain evergreen trees to provide year round screening.

Option for Land Units S & T

As an option, office with support retail uses up to .55 FAR and up to 110,000 gross square feet total for office with an option for a child care center may be appropriate, if at least 15 acres of Land Unit S and all of Land Unit T are consolidated to create a mix of uses on the site and provide a transition to development along Beulah Street. To assist in creating the transition, the office and child care uses are envisioned to be located in the eastern portion of Land Unit T near Beulah Street. In addition, the following conditions should be met:

Land Use/Design

- The development features a coordinated plan under a single application or concurrent applications which provides for high quality and coordinated architecture, streetscape treatment, and signage; efficient, internal vehicular circulation; efficient vehicular access; and usable open space such as urban parks and/or plazas;
- The development demonstrates transit orientation by locating buildings close to the Joe Alexander Transportation Center, by minimizing front yard setbacks along the internal roadway system, and by providing a pedestrian circulation system that interconnects buildings, parking lots and bus shelters, and provides a pedestrian link to the Franconia-Springfield Parkway trail;
- Building height is a maximum of 12 stories, tapering down to a maximum of approximately 60 feet for structures set back 150 feet from Beulah Street and a maximum of 40 feet for structures closer than 150 feet to Beulah Street;
- Retail uses are limited to support uses, such as dry cleaners and restaurants, that are functionally integrated within other buildings;
- Tax Map parcel 91-1((1))11C, located south of the Franconia-Springfield Parkway was dedicated to the county for open space and should remain so. The development potential has been transferred to other properties in Land Unit S;
- Until such time as Land Unit U redevelops with ~~nonresidential~~ optional office, hotel and/or multifamily residential uses, a minimum 25-foot vegetated buffer and a 7-foot brick wall are provided to assist in creating a transition to the existing residential community. The buffer should contain evergreen trees to provide year round screening. See additional text under “Transportation/Access” for guidance pertaining to the possible conversion of the buffer to a road under certain conditions;
- Parking structures are well landscaped with trees and shrubs in order to provide a buffer to the surrounding office and hotel uses and Lewin Park;
- The existing family cemetery should be preserved and access provided;
- Site lighting is located, directed, and designed to reduce glare and minimize impact onto the adjacent residential property;

Transportation/Access

- Access from the Parkway for emergency vehicles associated with an urgent care facility and a shuttle bus linking the Metro Station, and a right-in/right-out vehicular connection from Land Unit S to the Parkway may be appropriate provided that such are approved by the Commonwealth Transportation Board and reviewed by the Fairfax County Department of Transportation;
- Shuttle bus service and pedestrian access are provided to the Joe Alexander Transportation Center with the initial phase of development;
- Provision should be made to accommodate a future connection for pedestrian and shuttle bus access to the Joe Alexander Transportation Center from a point within Land Unit S via a bridge over the CSX and Metrorail tracks;
- To encourage transit use, the amount of parking should be minimized to the extent feasible;
- Access is provided from Land Unit U through Land Unit T to Beulah Street;
- If Land Unit U has redeveloped for ~~nonresidential~~ office, hotel and/or multifamily residential uses, a road to serve the redeveloped area should be provided in lieu of the 25-foot buffer, which is planned to be located north of Land Unit U. However, in the event that 760,000 gross square feet of the approved development in Land Units S (excluding Parcel 11A) and T occur prior to the redevelopment of Land Unit U, this road should be constructed along the northern edge of the 25-foot buffer and the buffer area preserved; and
- A Transportation Demand Management Program (TDM) is put in place which encourages the use of the Joe Alexander Transportation Center as an alternative to single occupant vehicle commuting.

LAND UNIT U

The Lewin Park community is planned for residential use at 1-2 dwelling units per acre. Land Unit S, to the west, is planned for residential use with an option for office use, while Land Unit T, to the north, is recommended for residential use with office uses as an option. If the optional uses for Land Unit T are approved through a rezoning, then office and/or hotel and/or up to 300,000 square feet of multifamily residential with support retail uses at up to 1.5 FAR may be appropriate for Land Unit U if the following conditions are satisfied:

Land Use/Design

- The parcels in the land unit are substantially and logically consolidated. If all parcels cannot be consolidated, it must be demonstrated that the unconsolidated parcel(s) can be compatibly integrated into the existing development;
- The development features a coordinated plan which provides for high quality architecture, design, and building materials to foster development that is compatible with existing and planned development in Land Units S and T;

- The building heights are a maximum of approximately 8 stories or a maximum of 100 feet, tapering down to a maximum of 60 feet for structures set back 101-150 feet from the existing centerline of Beulah Street and a maximum of 40 feet for structures set back 100 feet or closer from the existing centerline of Beulah Street;
- The height for above ground parking structures is limited to a maximum of 60 feet;
- Shared structured parking may be appropriate if designed and located in a manner that concentrates parking to the interior of the Metro Park development. This parking may be physically connected to adjacent parking structure(s) in Land Units S and T;
- The development minimizes front yard setbacks and avoids surface parking along the internal roadway system, promotes porosity around public spaces, and provides a pedestrian circulation system that interconnects buildings and provides an attractive pedestrian link to the Franconia-Springfield Parkway trail;
- Usable open space such as a landscaped plaza, courtyard with seating, or an on-site recreational amenity ~~for employees~~ is provided; well-designed and integrated on-site public park space such as active pocket parks, urban plazas, or open lawns are encouraged; Structures are well landscaped with trees and shrubs in order to provide a buffer to the existing Devonshire townhouse development located across from the subject property on the south side of the Franconia-Springfield Parkway;
- Lighting is located, directed, and designed to reduce glare and minimize impact onto existing Devonshire townhouse development;
- Support retail uses located in the ground-level of ~~office or hotel~~ buildings is encouraged but not required in every building, and is encouraged to be in proximity to provided public park spaces;
- Mitigation of the impact on parks and recreation per policies contained in Objective 6 of the Parks & Recreation section of the Policy Plan and Springfield District standards;
- Provision of environmental elements into the design, including buildings designed to meet the criteria for LEED Silver green building certification;
- Buildings should be designed to accommodate telecommunications antennas and equipment cabinets in a way that is compatible with the building's architecture and conceals the antennas and equipment from surrounding properties and roadways by flush mounting or screening antennas and concealing related equipment behind screen walls or building features.

Transportation/Access

- Right-of-way is dedicated for the planned Beulah Street/Franconia-Springfield Parkway interchange and as may be needed along Beulah Street to support this option;
- A Transportation Demand Management Program (TDM) is implemented that reduces trips and mitigates traffic on surrounding streets, including Beulah Street, by encouraging the use of transit, carpooling, or other alternatives to single occupant vehicle commuting. This TDM program should address on and off site parking management strategies including but not limited to charging for parking, limiting the amount of parking to the extent feasible, and affording opportunities for shared parking.

Use of shared parking facilities connected to adjacent parking structure(s) in Land Units S and T may be an appropriate off site parking strategy;

- The development should provide shuttle service to the Joe Alexander Transportation Center and/or other destinations in the nearby area until such time that a circulator, described in Land Unit T of the Franconia-Springfield Transit Station Area, is operational. At such time, redevelopment should participate in the circulator's management and operation. Options for development are feasible only if the private sector contributes a proportional share of transportation improvements (road fund) and/or funding to meet the transportation needs of the area;
- Support for high-quality and safe pedestrian connectivity to the Joe Alexander Transportation Center may include contribution(s) to maintain and improve sidewalks and landscaping along portions of Franconia-Springfield Parkway Trail that serve the subject property, as denoted in the Fairfax County Countywide Trails Plan Map;
- Coordination with any existing TDM program and existing shuttle bus service in Land Units S and T is encouraged;
- Primary access is via Metro Park Drive, Jasper Lane, Walker Lane, or other internal roads with no direct access from the Franconia-Springfield Parkway (VA-7900).”

COMPREHENSIVE LAND USE PLAN MAP:

The Comprehensive Land Use Plan Map will not change.

TRANSPORTATION PLAN MAP:

The Countywide Transportation Plan Map will not change.