



PROPOSED COMPREHENSIVE PLAN AMENDMENT

ITEM: PA 2021-IV-S1
May 18, 2022

GENERAL LOCATION: North side of Franconia-Springfield Parkway between Walker Lane and Beulah Street.

SUPERVISOR DISTRICT: Lee

PLANNING AREA: Area IV

PLANNING DISTRICT: Springfield Planning District

SPECIAL PLANNING AREA: Beulah (S9), Franconia-Springfield Area, Franconia-Springfield Transit Station Area Land Units S (part) and U

PARCEL LOCATION: Tax Map Parcels 91-1 ((4)) ALL; 91-1 ((1)) 11A; and 91-1 ((32)) 1

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

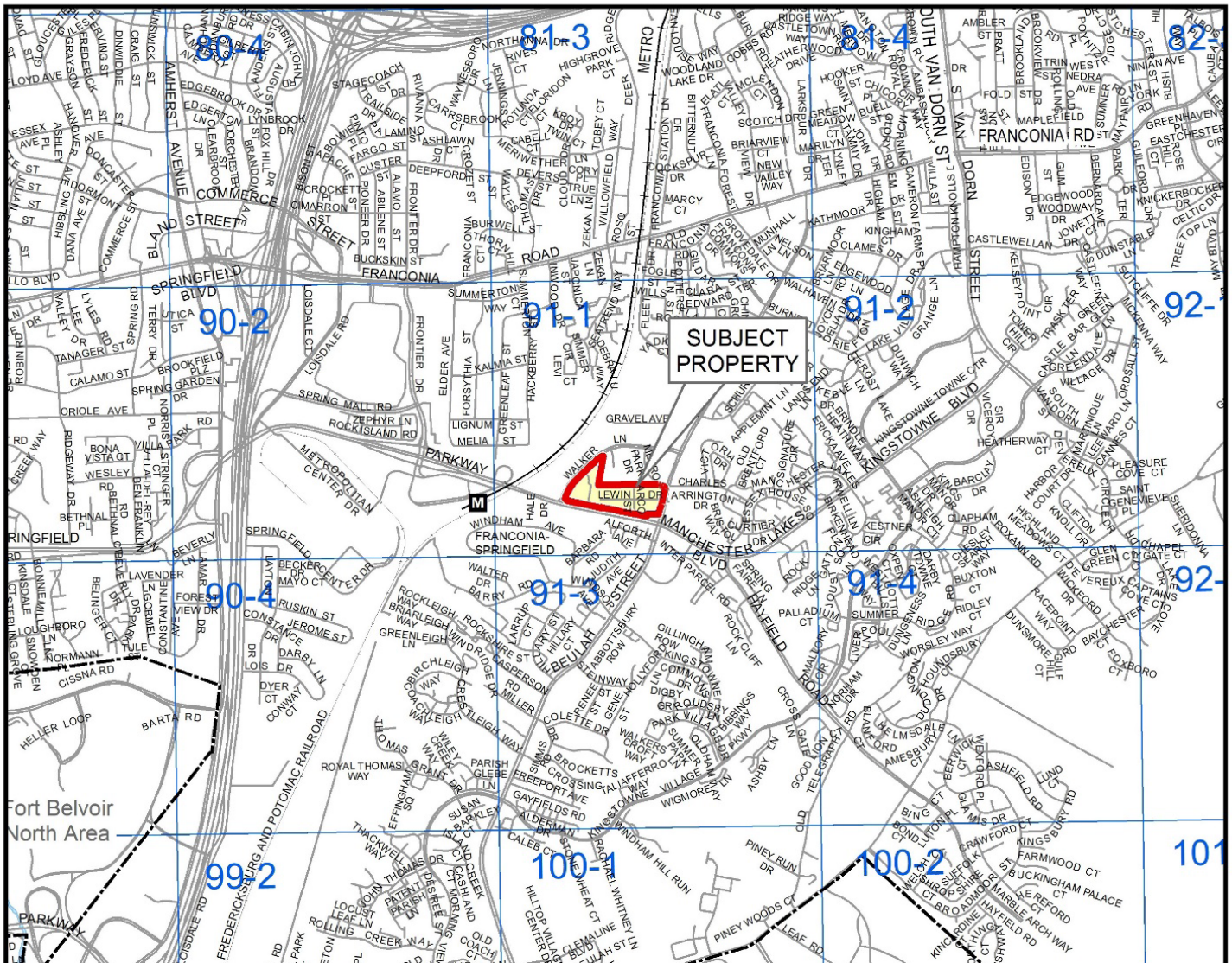
PLANNING COMMISSION PUBLIC HEARING:
Wednesday, June 8, 2022 @ 7:30 PM

BOARD OF SUPERVISORS PUBLIC HEARING:
Tuesday, June 28, 2022 @ 3:30 PM

**PLANNING STAFF DOES RECOMMEND
THIS ITEM FOR PLAN AMENDMENT**



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.



3000 FEET

PREPARED BY THE DEPARTMENT OF PLANNING AND DEVELOPMENT USING FAIRFAX COUNTY GIS
2021-IV-S1/PA-2021-00012 - Inova Springfield HealthPlex



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 2021-IV-S1



Subject Property

Comprehensive Plan

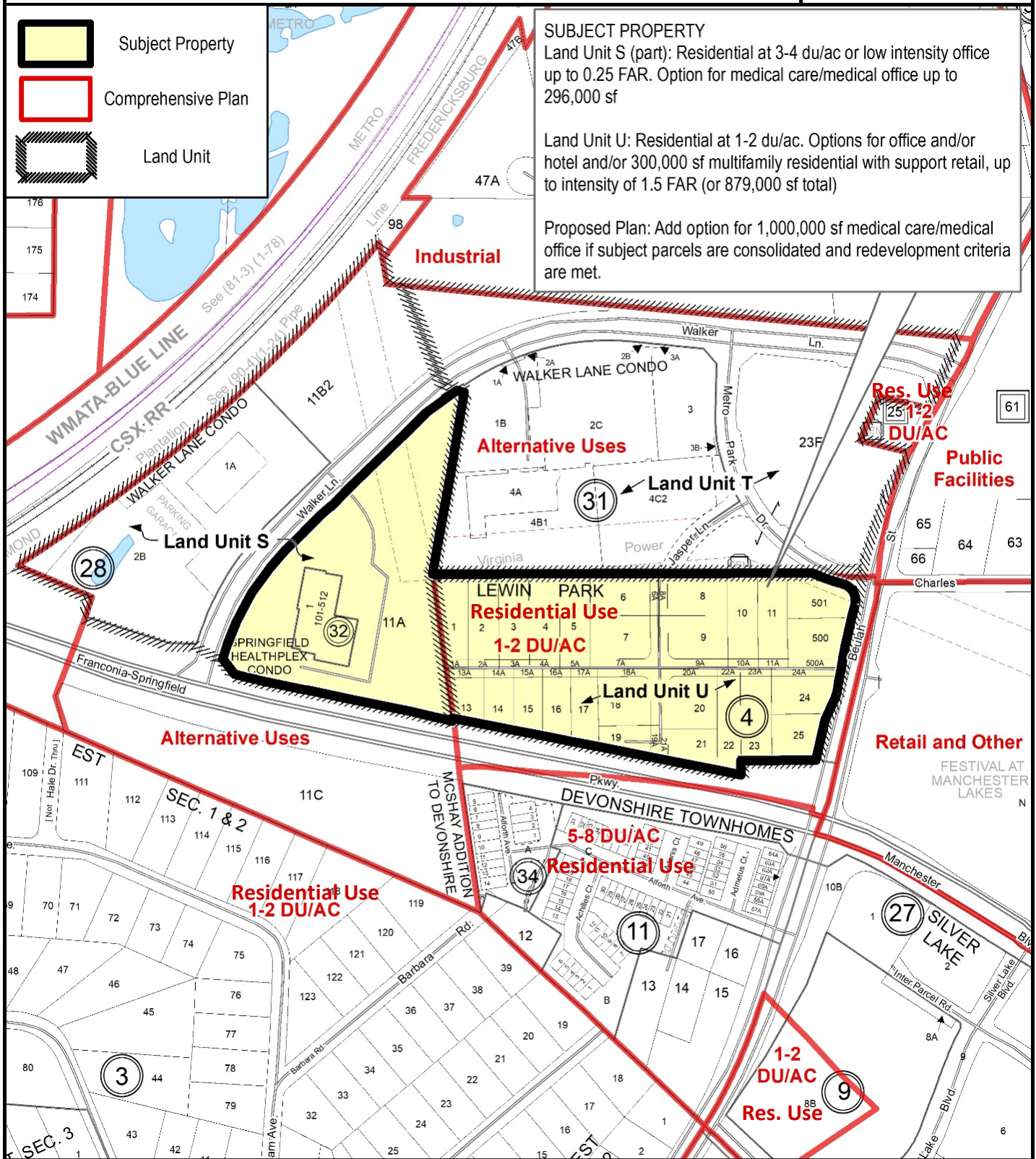
Land Unit

SUBJECT PROPERTY

Land Unit S (part): Residential at 3-4 du/ac or low intensity office up to 0.25 FAR. Option for medical care/medical office up to 296,000 sf

Land Unit U: Residential at 1-2 du/ac. Options for office and/or hotel and/or 300,000 sf multifamily residential with support retail, up to intensity of 1.5 FAR (or 879,000 sf total)

Proposed Plan: Add option for 1,000,000 sf medical care/medical office if subject parcels are consolidated and redevelopment criteria are met.



STAFF REPORT FOR PLAN AMENDMENT 2021-IV-S1

BACKGROUND

On February 9, 2021, the Fairfax County Board of Supervisors (Board) authorized Plan Amendment (PA) 2021-IV-S1¹ for Tax Map Parcels 91-1 ((4)) 1, 1A, 2, 2A, 3, 3A, 4, 4A, 5, 5A, 6, 6A, 7, 7A, 8, 8A, 9, 9A, 10, 10A, 11, 11A, 13, 13A, 14, 14A, 15, 15A, 16, 16A, 17, 17A, 18, 18A, 19, 19A, 20, 20A, 21, 21A, 22, 22A, 23, 23A, 24, 24A, 25, 500, 500A, and 501; 91-1 ((1)) 11A; and 91-1 ((32)) 1, along the north side of Franconia Springfield Parkway between the intersections with Walker Lane and Beulah Street, which comprises the Inova HealthPlex at Franconia-Springfield site at 6355 Walker Lane and adjacent parcels to the east. The subject properties are planned within Land Units S and U of the Franconia-Springfield Transit Station Area (TSA), in the Springfield Planning District of the Area IV volume of the Comprehensive Plan (Plan). Tax Map Parcels 91-1((1))11A, 91-1((32))1, 91-1 ((4)) 1 and 1A comprise the existing Inova HealthPlex site; Land Unit U, with the exception of parcels 1 and 1A, is the former Lewin Park neighborhood, previously entitled for mixed-use development as “Liberty View.”

The Board authorized staff to consider an amendment to the adopted Plan guidance for the subject properties to evaluate land use options for hospital, medical office, and ancillary uses up to an intensity of 1.5 floor area ratio (FAR). The parcels are owned by Inova Health Care Services (“Inova”) who proposes to consolidate the existing Inova HealthPlex site and Land Unit U, thus expanding its existing footprint to allow for development of a hospital and regional-serving medical campus, offices, and emergency facilities. This proposal is referred to herein as the “Medical Campus Option.”

This Plan Amendment is being considered concurrently with rezoning case RZ/FDP 2021-LE-00018 ([PLUS link](#)) to rezone the subject properties from the PDC (Planned Development Commercial) and I-4 (Medium Intensity Industrial) Districts to the PDC District.² During the rezoning review process, Inova proposed a Medical Campus Option program totaling 985,000 square feet (0.95 FAR)³ and requested staff consider a comparable intensity for the subject properties in the concurrent Plan amendment. Accordingly, staff is evaluating an FAR of 1.06 or 1,000,000 total square feet as part of the Plan amendment, rather than the 1.5 FAR authorized by the Board.

CHARACTER OF THE SITE

The subject area comprises numerous parcels totaling approximately 21.60 acres on the north side of the Franconia-Springfield Parkway between Walker Lane and Beulah Street. Aerial

¹ This Plan Amendment is identified as PA-2021-00012 in Fairfax County’s Planning and Land Use System (PLUS).

² Any recommendation for this Plan amendment should not be construed as a favorable recommendation by the Board, the Planning Commission, or staff on any proposed zoning application(s) and does not relieve the applicant from compliance with the provisions of all applicable ordinances, regulations, and adopted standards.

³ Per RZ 2021-LE-00018, applicant’s submission dated April 4, 2022.

photography of the subject site and immediate area is shown in Figure 1. The site is within a 10 to 15-minute walking time to the Franconia Springfield Station to the west, providing access to Metrorail, the Virginia Railway Express (VRE), bus, and other public transit options.

The 8.16-acre portion of the site adjacent to Walker Lane is developed with the 5-story, 146,000-square foot Inova HealthPlex medical condominium, operated under a ground lease from Inova to its affiliate Springfield HealthPlex Condominium Development, LLC. The remainder of the western portion serves as surface parking to the HealthPlex, landscaping, and open space; a Virginia Power overhead line and its easement bisect the northern part of the property and continue along the northern boundary of the eastern portion. This existing Inova HealthPlex site is planned for up to 296,000 square feet for medical care, medical office, and ancillary uses, or approximately 151,000 square feet more than is currently developed.

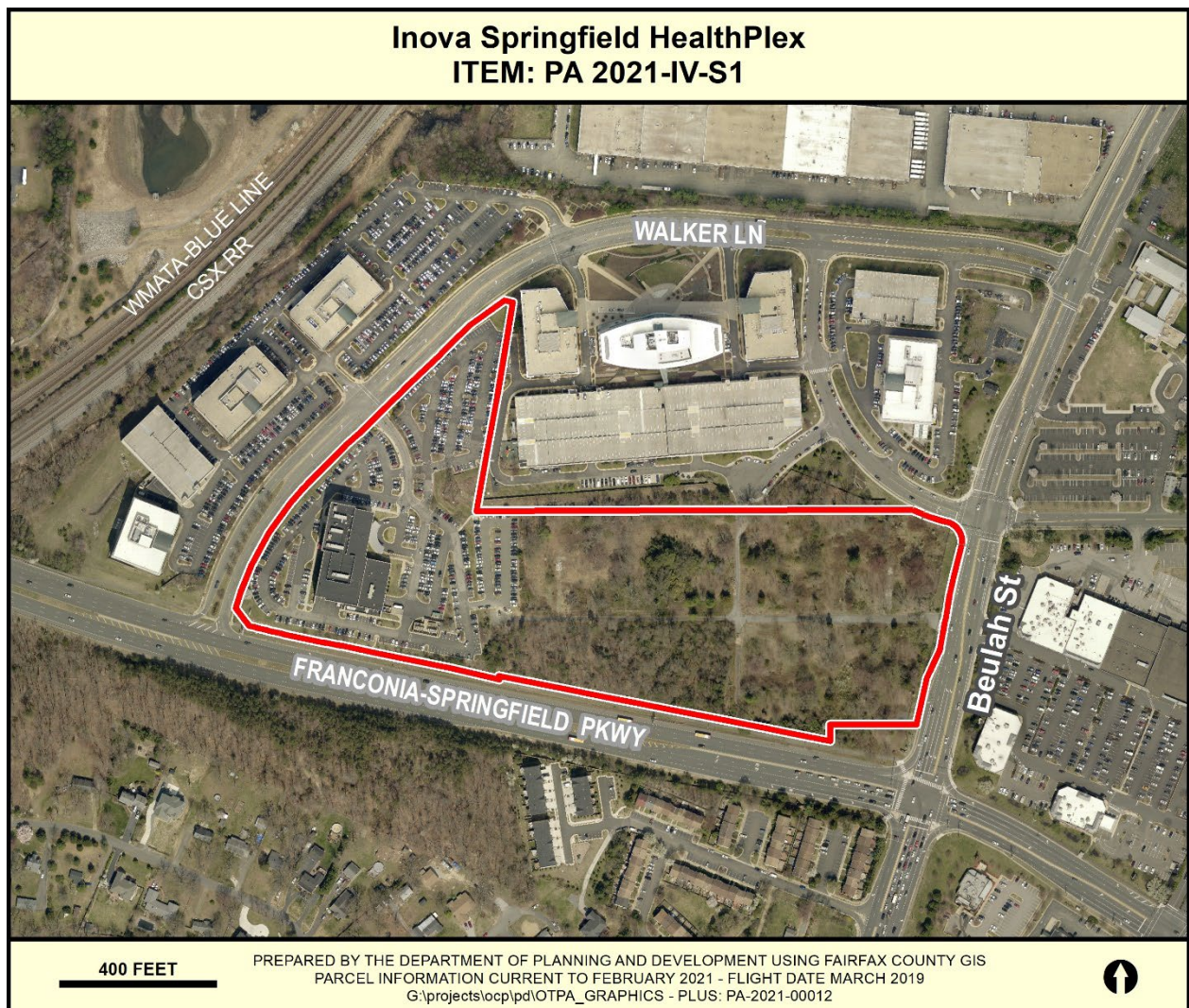


Figure 1: Area Conditions, Aerial Photography

The eastern 13.45-acre portion of the site in Land Unit U is the former Lewin Park neighborhood. While the residential structures were removed between 2011 and 2013, neighborhood streets Arco Street and Lewin Drive remain. Entrance points are via Beulah Street

and Jasper Lane; no vehicular connection exists between Land Units S and U, per adopted Plan guidance. The topography slopes gently toward the Franconia Springfield Parkway and the site is characterized by mature tree cover and open space typical of a former, older, low density residential neighborhood. Tax Map Parcels 91-1 ((4)) 1 and 1A in the northwestern corner of Land Unit U serve as surface parking ancillary to the HealthPlex and contains an underground stormwater management facility providing detention for two- and ten-year storm events and sand filters for water quality.

Plan amendments and rezoning actions since 1999 have created new development options for Land Unit U beyond its base Plan recommendation of 1-2 dwelling units per acre (du/ac). Currently, Lewin Park is planned and approved for the Liberty View development with options for office, hotel, and/or multifamily residential with support retail uses up to an intensity of 1.5 FAR.

The site is in the Accotink Creek watershed, draining westward into Long Branch, then Accotink Creek, and ultimately the Potomac River and Chesapeake Bay.

CHARACTER OF THE AREA

The Franconia-Springfield TSA, shown in Figure 2, is 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 single family subdivisions on the south. The subject area of this proposed Plan amendment is in the easternmost portion of the TSA in Land Units S and U, on the west side of Beulah Street. Properties on the opposite side of Beulah Street fall within the Rose Hill Planning District of Area IV. The land unit map is shown in Figure 3.

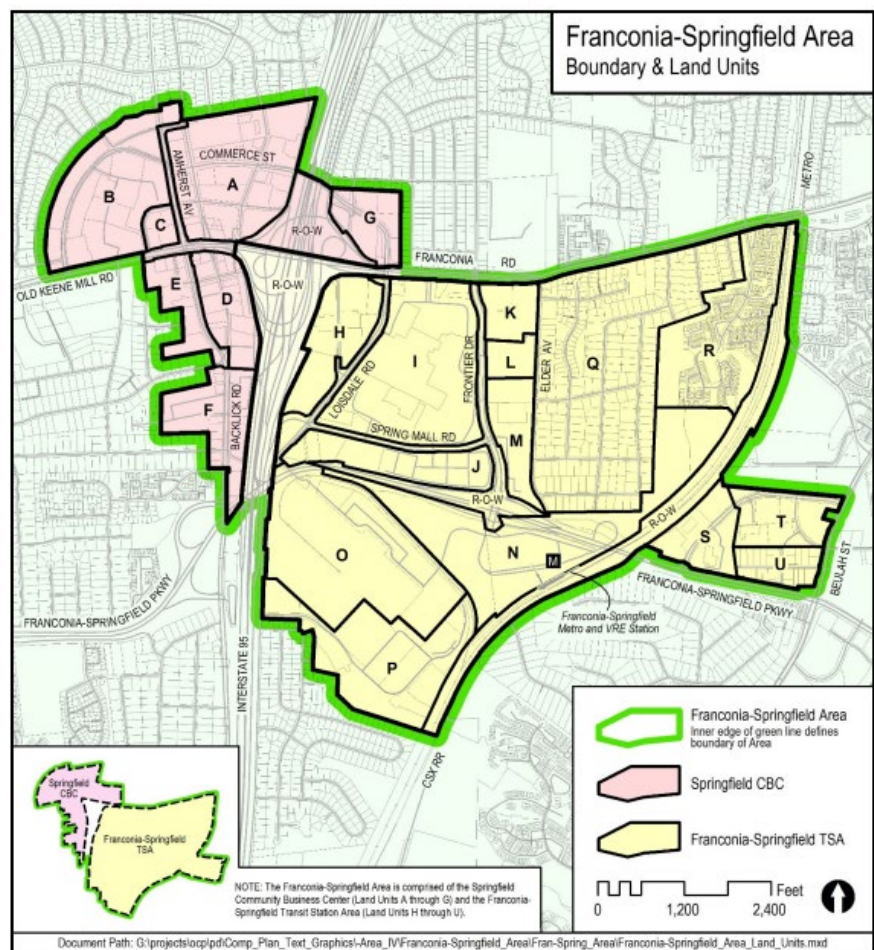


Figure 2: The Franconia-Springfield Area, showing the Franconia-Springfield TSA in yellow. The subject properties in Land Units S and U are in the easternmost area of the TSA.

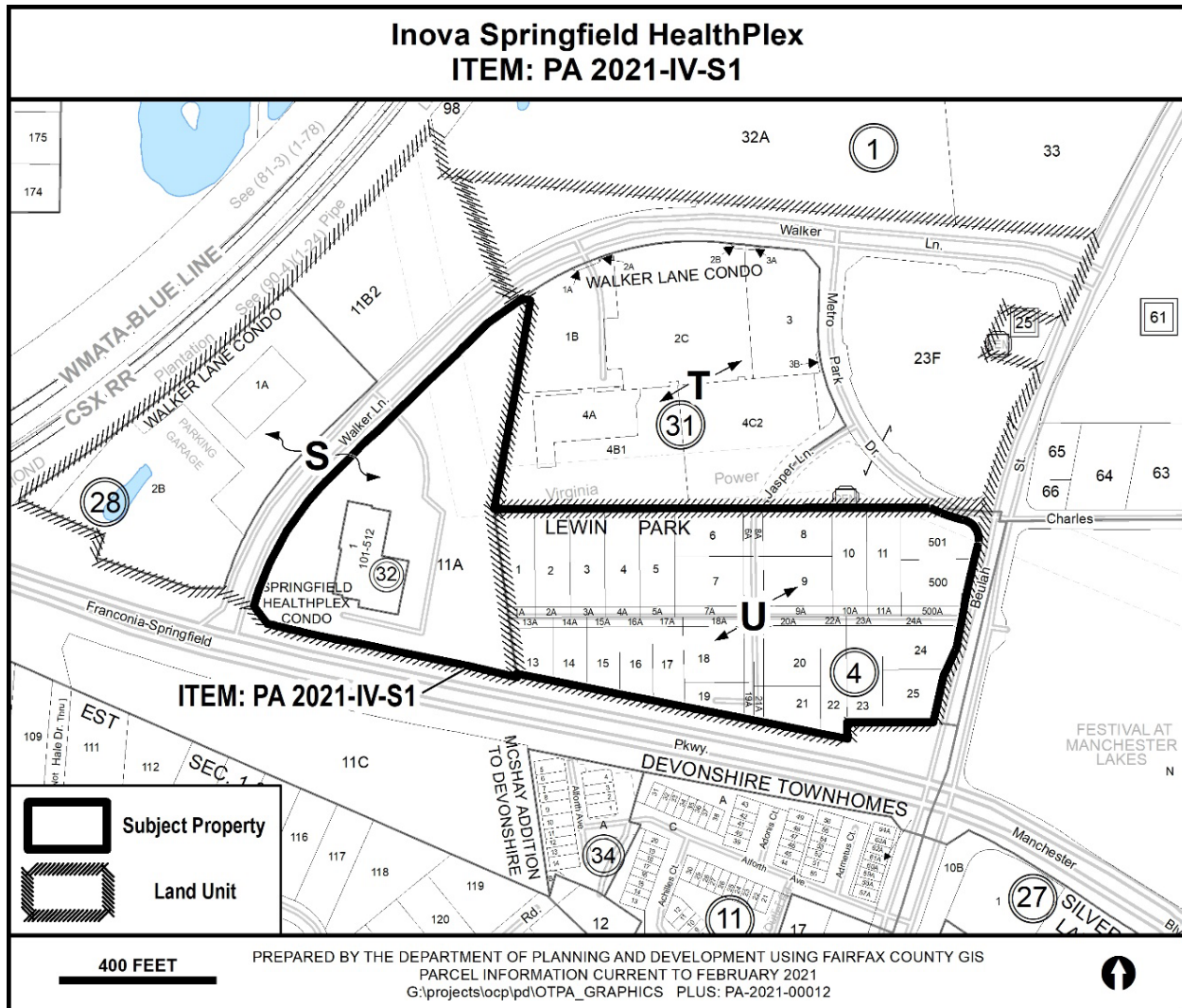


Figure 2: Subject Site and Land Unit Designations

North: The area immediately to the north of the site is in Land Unit T, planned at a baseline of low-density residential uses at 3-4 du/ac with an option for office or hotel use at 0.25 FAR; per the adopted Plan guidance for consolidation with Land Unit S, which recommends office and support retail uses up to 0.55 FAR, it has been developed as the MetroPark office park and is zoned to the PDC District.⁴ Additionally, Tax Map Parcel 91-1 ((1)) 25, the site of the historic Laurel Grove Baptist Church on Beulah Street, is surrounded on three sides by Land Unit T, but is not included in Land Unit T or the TSA.

East: The area to the northeast across Beulah Street is planned for public facilities, government, and institutional uses and, to the east, retail uses. The parcels planned for public facilities are zoned R-3 and developed with a church. The parcels planned for traditional shopping center retail use are zoned C-6 and developed with the Festival at

⁴ The option for office use and support retail in Land Units S and T (exclusive of this Plan Amendment's site) was approved under RZ/FDP 1998-LE-048, as amended.

Manchester Lakes shopping plaza. Immediately southeast of the Franconia-Springfield Parkway/Beulah Street intersection is the planned site of the 90,000 square foot Kingstowne Consolidated Facility, a county community center envisioned to house the Lee District Supervisor's office, a regional library, police station, adult and children's daycare, and other community-serving amenities. This facility is included in the County's FY 2021-2025 adopted Capital Improvement Program.

South: The area immediately to the south across the Franconia-Springfield Parkway is planned for residential uses at a density of 5-8 du/ac. Residential parcels are zoned R-8 and developed with the Devonshire Townhomes community. Further south is the lower density Windsor Estates subdivision. Tax Map Parcel 91-1 ((1)) 11C, immediately south of the existing HealthPlex, was dedicated to the Board as permanent open space, per the proffers approved with Rezoning/Final Development Plan applications RZ/FDP 1998-LE-048, the MetroPark development, and the associated density credit transferred to Land Unit S outside of this Plan amendment's subject area.

West: The parcels immediately to the west across Walker Drive are planned for alternative uses, office and retail at 0.55 FAR, zoned PDC, and developed as part of the Metro Park office complex. Further west adjacent to Land Unit S is a CSX railroad right-of-way. The nearby Franconia-Springfield station to the west and south of the subject properties provides connections to Metrorail's Blue Line, Virginia Railway Express commuter rail, and local and regional bus service.

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 TSA. At that time, Land Units S, T, and U were not located within the boundaries of the TSA; rather the land units were designated A, B, and C of the adjacent S9- Beulah Community Planning Sector of the Springfield Planning District, as shown in Figure 4. Prior to 1999, Plan guidelines in Land Unit A recommended residential use at 3-4 du/ac; Plan guidance for Land Units B and C recommended residential uses at a density of up to 1-2 du/ac.

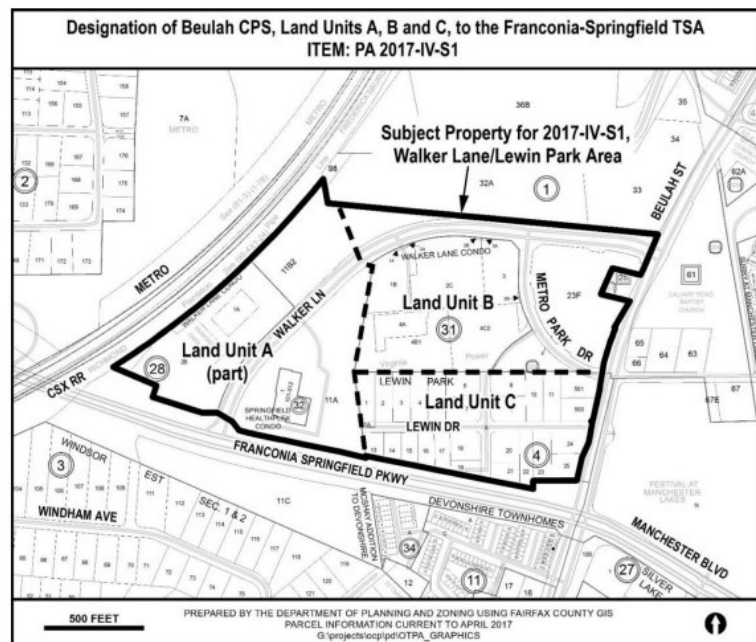


Figure 3: Land Units A, B, and C, prior to their incorporation into the Franconia-Springfield TSA as S, T, and U, per PA 2017-IV-S1.

Consolidation options increased the potential density to a maximum of 5-8 du/ac with complete parcel consolidation in Land Unit C.

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 A retained the base recommendation of residential use at 3-4 du/acre, and an option was included for low-intensity office use up to 0.25 FAR. Land Unit C also retained its base recommendation of residential uses at a density of 1-2 du/ac, but an option was included to allow land uses similar to any office redevelopment in Land Units A and B, up to an intensity of 0.55 FAR. At the time, adopted language specified that “[g]iven the unique characteristics of the site, additional planning objectives for this area [Land Units A, B, and C] are to resolve the issue of land use compatibility and promote transit oriented development at this location.”⁵

As part of the Base Realignment and Closure Area Plans Review (BRAC APR), the Board adopted BRAC APR item 08-IV-10S on August 3, 2009, which increased the maximum recommended intensity to 1.5 FAR in Land Unit C provided that certain development conditions are met.⁶ These conditions cover coordinated design, transportation, building heights, structured parking, pedestrian links, on-site open space, light mitigation, green building, and other elements.

On April 26, 2011, the Board approved RZ 2010-LE-009, to rezone Land Unit C/the Lewin Park neighborhood from R-1 to PDC. A 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 conditions, 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 incorporate Land Units A, B, and C into the Franconia-Springfield TSA as Land Units S, T, and U.

On March 19, 2019, the Board adopted Plan Amendment 2018-IV-S1, adding a development option to Land Unit U that would substitute up to 300,000 square feet of planned office use for multifamily residential use with ground floor retail, under certain land use, design, and transportation conditions. The planned maximum intensity up to 1.5 FAR did not change.

ADOPTED COMPREHENSIVE PLAN TEXT

The Comprehensive Plan’s Policy Plan and sections within the Area IV Plan, the Springfield Planning District, and the Franconia-Springfield TSA provide guidance for the evaluation of the Plan amendment. The following Plan citations are most relevant to this Plan Amendment, although this is not an all-inclusive index of all applicable Plan guidance.

⁵ Per Plan Amendment S98-IV-S1, adopted as Amendment No. 95-47, June 12, 1999.

⁶ Per Plan Amendment BRAC APR# 08-IV-10S, adopted as Amendment No. 2007-16, August 3, 2009.

Policy Plan Citations

Fairfax County Comprehensive Plan, 2017 Edition, Policy Plan, Land Use, amended through February 23, 2021, pages 5-12:

- “Objective 6: Fairfax County should have a land use pattern which increases transportation efficiency, encourages transit use and decreases automobile dependency.
- ...
- Policy b. Concentrate most future development in mixed-use Centers and Transit Station Areas to a degree which enhances opportunities for employees to live close to their workplace.
- ...
- Objective 14: Fairfax County should seek to achieve a harmonious and attractive development pattern which minimizes undesirable visual, auditory, environmental, and other impacts created by potentially incompatible uses.
- Policy a. Locate land uses in accordance with the adopted guidelines contained in the Land Use Appendix.
- Policy b. Encourage infill development in established areas that is compatible with existing and/or planned land use and that is at a compatible scale with the surrounding area and that can be supported by adequate public facilities and transportation systems.
- Policy c. Achieve compatible transitions between adjoining land uses through the control of height and the use of appropriate buffering and screening.
- ...
- Policy e. Stabilize residential neighborhoods adjacent to commercial areas through the establishment of transitional land uses, vegetated buffers and/or architectural screens, and the control of vehicular access.
- Policy f. Utilize urban design principles to increase compatibility among adjoining uses.
- ...
- Policy h. Utilize landscaping and open space along rights-of-way to minimize the impacts of incompatible land uses separated by roadways.
- Policy i. Minimize the potential adverse impacts of the development of frontage parcels on major arterials through the control of land use, circulation, and access.
- Policy l. Regulate the amount of noise and light produced by nonresidential land uses to minimize impacts on nearby residential properties.

...

Objective 16: Fairfax County should encourage Transit-Oriented Development (TOD) with focused growth near certain planned and existing rail transit stations as a way to create opportunities for compact pedestrian- and bicycle- friendly, neighborhood centers accessible to transit.

Policy b. Development applications that propose a substantial change in use, intensity or density near designated rail transit stations should be consistent with the adopted TOD guidelines in the Land Use Appendix.”

Fairfax County Comprehensive Plan, 2017 Edition, Policy Plan, Economic Development, amended through March 4, 2014, page 1:

“BOARD OF SUPERVISORS GOALS

Fairfax County has adopted a specific goal for *Economic Development and Employment Opportunities*. Additionally, economic development is touched on in many other goals ranging from Transportation to Housing, and included as one of several components in the county’s Quality of Life goal. The more specific goal that provides additional direction and guidance for economic development is as follows:

Economic Development and Employment Opportunities – Fairfax County should maintain its prosperous economic climate and varied employment opportunities by continuing to develop and pursue a broad range of actions, including public/private partnerships, designed to enhance its long-term competitive position in regional, national, and international economic development. At the same time, the county should enhance those systems that support the employability of the population for its economic betterment.”

Guidance from the Springfield Planning District pertaining to issues discussed in the Analysis section of this staff report can be found in the **Fairfax County Comprehensive Plan, 2017 Edition, Area IV, Springfield Planning District, amended through February 23, 2021, pages 1-14**, and excerpted as follows:

“CONCEPT FOR FUTURE DEVELOPMENT

....

The Franconia-Springfield Transit Station Area (TSA) is located to the east, adjacent to the Springfield CBC and encompasses the Joe Alexander Transportation Center. The Transportation Center encompasses the Virginia Railway Express (commuter rail) Springfield Station, the Greyhound Bus Station, and the Franconia-Springfield Metrorail Station. Recommendations for

the development of this area are intended to take advantage of these transportation opportunities while maintaining the viability of nearby land uses.

...

The primary planning objectives in the Springfield Planning District are the following:

...

- Develop the Franconia-Springfield Transit Station Area given existing access and environmental constraints;
- ...
- Establish land use and urban patterns in the Springfield Area that support mass transit and ridership;
- In the Springfield Area, incorporate and give priority to mass transit in the design of all major public and private projects;
- Develop trails and mass transit resources to provide access to the Van Dorn Metrorail Station and the Joseph Alexander Transportation Center;
- Improve circulation in and around the community by the management of existing transportation facilities and by promoting alternatives to single-occupant vehicle use;
- Protect stable residential neighborhoods from any adverse impacts associated with adjacent nonresidential development;
-
- Identify, preserve and promote awareness of heritage resources through research, survey and community involvement.”

Areawide guidance from the Franconia-Springfield Area Plan pertaining to issues discussed in the Analysis section of this staff report can be found in the **Fairfax County Comprehensive Plan, 2017 Edition, Area IV, Franconia-Springfield Area and Fort Belvoir North Area, Franconia-Springfield Area Area-wide Recommendations, amended through February 23, 2021, pages 11-33**, and excerpted as follows:

“Urban Design and Streetscape Guidelines

...

Buildings

Buildings should be designed at a scale that encourages pedestrian and street activity. The buildings should create an enjoyable, attractive, and safe environment to walk, bike, and ride public transit... Architectural design features such as façade variations of window or building details should be encouraged. Loading areas and rear-façades should be treated in such a way that does not detract from the street experience.

...

Public Art

The identity of the Franconia-Springfield Area should be established through the presentation and distribution of public art throughout the area. Artwork should create an inviting and attractive place for residents, employees, and visitors to inhabit. Redevelopment projects and public spaces should include works of public art in their design. These pieces of

art should be selected based on factors, including, but not limited to, aesthetic, historic, cultural, or functional value. An opportunity for community input should be sought in the selection process.

Parking

The vision of the Franconia-Springfield Area speaks to the transformation of an auto-oriented, mostly surface-parked, minimally landscaped area into a dynamic, multi-modal place. Parking is critical to this transformation. Parking should be consolidated into structures and integrated into the streetscape. On-street and underground parking should be given preference over other forms of parking, such as surface parking lots or structured parking garages. On-street parking lots could be used as teaser parking for ground-floor, retail shops. Surface parking lots should be avoided or located in the rear of the buildings when necessary. In this case, space for trees and other landscaping features should be accommodated. The redesign and consolidation of existing, private, surface parking lots should be encouraged.”

...

As a critical element to the creation of animated and active streetscapes, structured parking should not be visible from major pedestrian, bicycle, or vehicular thoroughfares. These structures should be accessible from side streets or exterior passageways between buildings. However, if site constraints prevent this design and the structure must be visible from such a roadway, then the design of the structure should be integrated into the streetscape. In this case, the façade treatment of the structures should contribute to the visual appeal of the streetscape. Façades should be attractive and inviting from both pedestrian and vehicular perspectives and should incorporate architectural elements to provide visual interest.

...

Noise

Given the proximity to I-95, Franconia-Springfield Parkway and other roadways, significant noise impacts are likely in some parts of the Franconia-Springfield Area. Current Comprehensive Plan policies recommend against new residential development and other noise-sensitive uses in areas where current and future noise levels exceed 75 decibel (dBA) day-night loudness (DNL)... 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.”

Finally, Plan guidance specific to Land Units S and U, of which this subject area is a part, is found in the **Fairfax County Comprehensive Plan, 2017 Edition, Area IV, Franconia-**

Springfield Area Land Unit Recommendations, amended through February 23, 2021, pages 57-61:

“Land Unit S

At the baseline, Land Unit S, located east of the CSX Railroad tracks, north of the Franconia-Springfield Parkway, and at the terminus of Lewin Drive, is planned for residential use at 3-4 dwelling units per acre or for low-intensity office use up to .25 FAR.

...

Tax Map parcel 91-1((1))11A is the location of the Springfield Inova Healthplex. As an option, the health care facility is planned for expansion to include medical care facilities, medical office use, and ancillary uses up to 296,000 square feet of total development at such time that the rezoning of Land Unit U (Lewin Park) is approved for nonresidential use.^[7] Medical office use may include administrative services, related to the medical care facilities and medical office uses. In order to foster consistent standards for development, this option should be implemented using the conditions for redevelopment at the optional level of Land Unit U, including high-quality design, connectivity, circulation, urban parks, and park features.^[8] Building heights should not exceed 8 stories or a maximum of 100 feet with the height of above-ground parking structures limited to a maximum of 60 feet. Stormwater management should be enhanced on the site through infiltration, retention, and other Low Impact Development techniques, including rain gardens and green roofs, or, if this cannot be accommodated, off-site through contributions to stormwater management pond retrofits. Green building/energy efficient certification, such as Leadership in Energy and Environmental Design, is encouraged. Development should connect internal pedestrian circulation facilities to onsite amenities, adjacent uses, and the existing major paved trail parallel to the Franconia-Springfield Parkway to facilitate pedestrian and bicycle access to the Joe Alexander Transportation Center. Vehicular conflicts with pedestrian traffic should be minimized. Development also should contribute toward necessary off-site transportation improvements in the area.

Any development, either under the base or the option, should provide well-designed interior circulation with no direct vehicular access through Land Unit U (the Lewin Park community) or to the Parkway. 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. Attention should be paid to proper siting of structures to enhance the relationship to the transportation center.

...

⁷ Nonresidential uses were approved in Land Unit U per PA S98-IV-S1 at 0.55 FAR (1999) and RZ 2010-LE-009 (2011).

⁸ Land Unit U is currently planned at an intensity of up to 1.5 FAR, with conditions, per BRAC APR#08-IV-10S (2009). Per this statement, the redevelopment conditions found in the guidance for Land Unit U are to be applied when redeveloping Tax Map parcel 91-1((1))11A.

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,^[9] 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:^[10]

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 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

⁹ Optional uses were approved and developed for Land Unit T per RZ/FDP 1998-LE-048, as amended.

¹⁰ See prior reference to these development conditions within the Land Unit S text. These conditions are to also be applied when redeveloping Tax Map parcel 91-1((1))11A.

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 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 offsite 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).”

PROPOSED PLAN AMENDMENT

As discussed in this report’s introduction, the proposed Plan amendment considers a Plan option for the site for up to 1,000,000 gross square feet (approximately 1.06 FAR) of medical care, medical office, and ancillary uses on the portion of Land Unit S that comprises the Inova HealthPlex at Franconia-Springfield and Land Unit U (formerly the Lewin park neighborhood, currently the “Liberty View” development as approved) of the Franconia-Springfield Transit Station Area; this is a reduction in intensity from the Board’s authorization and coincides with the property owner’s request for a reduced intensity in the concurrent rezoning application.

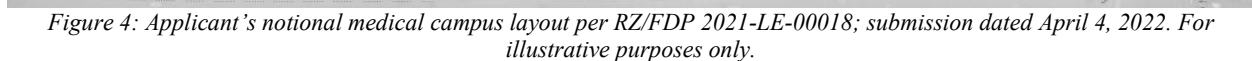
Table 1 summarizes the adopted and proposed development options. As adopted, the Inova HealthPlex and Liberty View sites are planned for a total 1,176,000 square feet. The proposed medical campus option would consolidate the two sites with a total planned square footage to 1,000,000 square feet.

ANALYSIS

Land Use

Intensity and Use:

As shown in Table 1, maximum planned intensities for the subject site are approximately 0.84 FAR for the area within Land Unit S and 1.5 FAR in Land Unit U (or 296,000 and 879,000 square feet, respectively). If consolidated and developed as a 1,000,000 square foot medical campus, the maximum intensity would be approximately 1.06 FAR across the 21.60-acre site, not considering any prior street dedications. As noted in the applicant’s concurrent rezoning application, no further development at the existing Inova HealthPlex site is proposed; however, the proposed parking structure (Phase I) and medical office building (Phase II) are sited in both Land Units S and U. Thus, the proposed effective intensity for the existing HealthPlex site (exclusive of the structured parking and office building) would remain as developed at 146,000

Table 1: Quantification of Existing, Adopted, and Proposed Uses

Plan's goals, vision and design recommendations for the Franconia-Springfield TSA and satisfactorily address any impacts to the transportation network and surrounding land uses.

Regarding a change in land uses from office/hotel/residential, staff has no concerns over the proposed medical uses on the subject properties.

Connectivity, Urban Design, and Open Space:

The site is situated within the Franconia-Springfield TSA, where the Plan's guidance emphasizes incorporating and prioritizing mass transit in the design of all major public and private development projects, decreasing dependence on single-occupancy vehicle trips, and considering urban design, streetscape, and architectural elements in creating a connected, cohesive, and pedestrian-scale environment.

The site is located within the assemblage of Land Units S, T, and U, where past Plan amendments and rezoning actions, including those associated with the MetroPark office complex and Liberty View mixed-use development, have reflected the location's importance within a development center, its proximity to public transit, and the desire for it to develop in a complementary manner with the surrounding land uses.

While the eastern portion of the site is outside of the ½-mile radius of the Franconia Springfield Metrorail station platform, the site as a whole is a suitable candidate for Transit-Oriented Development (TOD), and it is anticipated that future employees and patients would access the site via public transit, on foot, or by other non-motorized means.

To this end, the redevelopment of the site should include implementation of TOD principles as a key element in the design and should foster multimodal and pedestrian connectivity between the site and the Joe Alexander Transportation Center.¹¹ TOD has been encouraged for Land Units S, T, and U since at least 1999, even though the site was not formally introduced into the TSA until recently.¹² As adopted in the Plan, TOD principles encourage shifting public behaviors away from single-occupancy automobile use in favor of walking, biking, and use of public transit, benefiting public health, wellness, and the environment, and encourage economic development proximate to transit. TOD examples may include, but not be limited to, concentrating the highest density of the site closest to the station, decreasing reliance on surface parking, orienting buildings to leverage proximity to transit, and discouraging single-occupancy vehicle trips, regardless of the ultimate use. Further, the Plan recommends that off-site improvements to enhance the safety, user experience, and desirability of the existing and planned multimodal network should be considered, particularly for sites within a ½ mile of the station platform.¹³

¹¹ As defined in the area's Concept for Future Development and throughout the adopted text, the Joe Alexander Transportation Center encompasses the Virginia Railway Express (commuter rail) Springfield Station, the Greyhound Bus Station, and the Franconia-Springfield Metrorail Station, and other transit amenities.

¹² Per Plan Amendment S98-IV-S1, adopted as Amendment No. 95-47, June 12, 1999. At the time, Land Units S, T, and U were designated Land Units A, B, and C of the Beulah Community Planning Sector (S9).

¹³ Transit-Oriented Development principles are detailed in the Policy Plan, Land Use element, Appendix 11. Page 34 et seq.

Similarly, in concert with the connectivity vision for the Franconia-Springfield Area,¹⁴ site design should demonstrate a shift towards interconnectivity, where pedestrians and bicyclists are accommodated through safe, accessible routes, both internal to the site and to the surrounding community. Plan guidance for Land Units S and U recommend development patterns and mitigation measures to provide a buffer to pedestrians on the existing paved trail and to the residents of the Devonshire neighborhood south of the subject site.

Based on TOD-oriented site design principles, it is envisioned that the intersection of Franconia-Springfield Parkway and Walker Drive and its proximity to the existing trail network and sidewalk, as the site's closest points to Metrorail access, would become de-facto entry points to the property. As appropriate, future development should consider improvements to this corner that leverage its location, such as a gateway, or other features that complement the vision of the Franconia-Springfield Area and provide desirable access to the trail network.

As recommended in the adopted plan for Land Units S and U, the proposed Medical Campus Option's future development should include a coordinated plan which provides for high quality architecture, design, and building materials to foster cohesive development across the medical campus. These considerations should be made in the context of providing a cohesive and connected pedestrian experience within the TSA. It is recommended that the current recommendations be carried forward, amended as appropriate for the nature of the medical campus.

With the introduction of a hospital and expanded patient care on the site, development plans should incorporate usable open space, plazas, gardens, and outdoor areas that would provide opportunities for exercise, recreation, respite, and wellbeing. Such areas should be an integral component of the site's design and distributed throughout the site to maximize the benefits to the site's patients, visitors and employees. The adopted Plan guidance speaks to the importance of public art within the Franconia Springfield Area, which also should be considered in the design of the site's outdoor spaces. Previously approved development plans and proffers for Liberty View in Land Unit U included enhancements to the pedestrian trail along Franconia-Springfield Parkway and a "gateway" plaza area at the intersection of the Parkway and Beulah Street, as illustrated by Figure 6A.¹⁵ In its rezoning application, the applicant has



Figure 5A: Illustrative trail improvements and gateway plaza at Franconia Springfield Parkway and Beulah Street, CDPA/FDPA 2010-LE-009, Liberty View, January 14, 2020

¹⁴ See the Plan's Franconia-Springfield Area Areawide Guidance, page 6.

¹⁵ See the plans and proffers under RZ 2010-LE-009, approved April 26, 2011, and modified by CDPA/FDPA/PCA 2010-LE-009, January 14, 2020.



Figure 6B: Illustrative pedestrian gateway features along Franconia Springfield Parkway and signage at the intersection of Walker Lane and the Parkway, as shown in the applicant's submission, RZ 2021-LE-00018, dated April 4, 2022.

shifted this gateway plaza to the east and has proposed enhancements to the existing trail connections to the property. This pedestrian entrance is anticipated to make use of attractive landscaping, wayfinding signage, and other gateway features, as broadly illustrated in Figure 6B. To serve the eastern portion of the property the applicant has proposed replacing the trail enhancements along Beulah Street with a linear park feature, the “Woodland

Walk” connecting the proposed outpatient center with the trail network. These features are proposed to connect the pedestrian network to the hospital campus in an attractive yet functional way.

Structured parking, if provided, should be situated to be convenient to employees, patients, and visitors to the campus. Plans should include architectural treatment, vegetative screening, or other methods. This design would lessen the visual impacts and improve the visual aesthetic from the Parkway and surrounding land uses.

As currently planned, new and existing buildings should generally adhere to a 100-foot height maximum and parking structures to 60 feet; however, 125-feet may be appropriate if such an increase is necessary to accommodate a building's medical uses and rooftop structures and equipment and can be accomplished without undue impacts to the area. Adopted Plan language guides the compatibility of building heights with surrounding land uses; recognizing the nature of the medical use, however, modifications are recommended to this guidance to address this flexibility.

Transportation

The existing HealthPlex is accessed via Walker Lane, which accesses the Franconia Springfield Parkway via a right-in/right-out intersection and Beulah Street via a fully signalized intersection. The HealthPlex can also be accessed via Metro Park Drive at a fully signalized intersection at

Beulah Street. There is a median break on the Parkway at Walker Lane, but use is limited to eastbound left-turn access to the HealthPlex for emergency vehicles only; this is in conformance with the adopted Plan recommendations. Ingress and egress points for the remainder of the subject site in Land Unit U are located on Jasper Lane, Metro Park Drive and Beulah Street; however, there is no interparcel connection to the existing HealthPlex. This mirrors the adopted Plan guidance for Land Unit S, which was intended to limit traffic impacts to the then-residentially developed Lewin Park neighborhood. Plan language regarding access to the site is recommended to accommodate the medical use.

Trip Generation

A trip generation comparison between the land uses approved in the current Comprehensive Plan and those proposed is provided in Table 2. Note that these figures are planning level, representing estimated gross trip generation and do not reflect potential trip reductions, such as for mode split or internal capture. Also note that the proposed development program below is slightly lower than the one million square feet considered in this Plan Amendment. The data are from the applicant's rezoning proposal and provide a proxy to estimate the number of trips generated from the medical campus use.

Land Use (ITE Code)	Quantities	Daily Trips	AM			PM		
			In	Out	Total	In	Out	Total
Adopted Comprehensive Plan								
HealthPlex (Existing)								
Hospital (610)	40 KSF	431	22	11	33	12	22	34
Medical Office (720)	106 KSF	4,447	201	53	254	128	300	428
Future Growth								
General Office (710)	879 KSF	7,689	955	130	1,085	171	838	1,009
Medical Office Expansion (720)	151 KSF	6,380	276	73	349	183	428	611
Total Trips Generated	1,176 KSF	18,947	1,454	267	1,721	494	1,588	2,082
Proposed Program								
HealthPlex (Existing - To Stay)								
Hospital (610)	40 KSF	431	22	11	33	12	22	34
Medical Office (720)	106 KSF	4,447	201	53	254	128	300	428
Future Growth								
Hospital (610)	688 KSF	7,410	378	186	564	207	385	592
Medical Office Expansion (720)	151 KSF	6,380	276	73	349	183	428	611
Total Trips Generated	985 KSF	18,668	877	323	1,200	530	1,135	1,665
Gross Impact Over Comprehensive Plan		-279	-577	56	-521	36	-453	-417

Table 2: Trip Generation Comparison
 Trip generation estimates are derived from the Institute of Traffic Engineers' (ITE) Trip Generation Manual, 11th edition, web-based app. Trip generation estimates are for general, order-of-magnitude comparisons, only, and do not account for pass-by, internal capture or mode split trip reductions due to alternative modes and proximity to transit stations.

The trip generation estimates indicate that the proposed plan, when compared to the current Comprehensive Plan, would result in a slight decrease in daily trips by 279 trips and decreases in morning (AM) and evening (PM) peak hour trips by 521 and 471 trips, respectively. This is mainly because the proposed plan would replace a higher amount (879,000 square feet) of general office uses with 688,000 square feet of hospital uses.

Access

A traffic impact analysis has been submitted by Inova in connection with its rezoning application; it has been reviewed by County staff and the Virginia Department of Transportation (VDOT) to assess possible alternative access points to serve the proposed medical campus. A proposal of this magnitude for this will require multiple access points to effectively disperse site trips. Existing access points should be preserved to the maximum extent feasible. Additional access points and controls are also under consideration and will need to be shown to operate efficiently and not create congestion and/or safety issues.

Franconia-Springfield Parkway is a limited-access arterial that provides regional connections between the Kingstowne area and Springfield, and to points further east and west. Access points are limited to maximize traffic flow and move people and goods more effectively. Due to the limited-access nature of the Parkway, any new access points or controls (such as at the Parkway/Walker Lane intersection, for example) would need to be approved by VDOT, Northern Virginia District and Central Office.

Roadway Projects:

The adopted Plan includes a recommendation for a grade-separated interchange at the intersection of Franconia-Springfield Parkway/Beulah Street/Manchester Boulevard. This improvement, while long-range in terms of timing, should be considered when making decisions related to access and traffic flow. Any new, proposed area improvements that would be affected by the eventual construction of the interchange should be considered interim, to be removed or altered at the time of interchange implementation, as needed.

The interchange improvement may be seen to potentially contradict the multimodal/interconnected transportation network goals within the TSA by bifurcating pedestrian/bicycle access at this critical intersection. Special attention and consideration of how this interchange improvement could be implemented while balancing the multimodal priorities within the Comprehensive Plan and TSA will be required at time of rezoning.

Pedestrian Connections and Trails:

The Fairfax County Parkway Trail, an asphalt facility that connects the area to the west, including the Joe Alexander Transportation Center, currently exists along the site's Franconia-Springfield Parkway frontage. This trail, particularly west of Walker Lane, is overgrown and, in some places, in need of serious repair and rehabilitation.

Concrete sidewalks exist along both sides of Beulah Street between the Franconia Springfield Parkway and Charles Arrington Drive/Metro Park Drive. North of Charles Arrington Drive/Metro Park Drive, concrete sidewalks extend along the west side of Beulah Street past Walker Lane; on the east side of Beulah Street, an asphalt trail extends further north to Schurtz Street. Sidewalks also exist along both sides of Walker Lane, Jasper Lane and Metro Park Drive. A ten-foot asphalt paved trail exists along the north side of the Parkway.

Several marked crosswalks and other pedestrian enhancements have been installed at key intersections proximate and adjacent to the subject property. For example, marked crosswalks and/or pedestrian heads are provided on all approaches at the Beulah Street intersections with Walker Lane, Metro Park Drive and the Franconia Springfield Parkway. The only exception to this is the westbound approach at the intersection of Beulah Street and Walker Lane, where only a marked crosswalk is available; no pedestrian head signal is provided for this cross movement.

The Countywide Trails Plan, adopted by the Board on October 28, 2014, and amended through July 1, 2018, shows a major regional paved trail along the Franconia Springfield Parkway, i.e., the Fairfax County Parkway Trail, extending eastward to Kingstowne. A major paved trail is also shown along Beulah Street, extending to the north and south.

Providing pedestrian infrastructure and access is essential to ensuring adequate access to transit, pedestrian safety, and a high quality of life. To reduce single occupant vehicle trips and encourage access to the site by alternative modes, it is critical that enhanced bicycle and pedestrian facilities be provided to and from nearby activity centers and transportation hubs, like Kingstowne, Hilltop, and the Van Dorn Metrorail Station and the Joe Alexander Transportation Center.

Any development of the subject area should facilitate an effective pedestrian circulation system that interconnects interior sections of the new and existing developments with destinations and places at the edges or surrounding the property. Each major development should adopt a pedestrian circulation plan to integrate pedestrian circulation on the site with areas exterior to the development. Development or enhancement of the network of pedestrian facilities should be done in coordination with the County's ongoing active transportation planning efforts.

Bicycle Routes:

As mentioned, above, the Fairfax County Parkway Trail currently connects the subject site to points west, including the Joe Alexander Transportation Center. Beulah Street currently has on-road bicycle lanes, as does Walker Lane.

The Fairfax County Bicycle Map¹⁶ depicts current biking conditions, with respect to the level of comfort and safety issues on all the roadways within the County. The map shows that it is “less comfortable” to bike along Beulah Street and Walker Lane and “somewhat comfortable” to bike along Metro Park Drive. The map depicts that biking along Franconia Springfield Parkway needs caution.

¹⁶ Available at <https://www.fairfaxcounty.gov/transportation/bike/map>

On-road bicycle lanes are provided on Walker Lane, portions of Metro Park Drive, and Beulah Street. Walker Lane was previously striped with four travel lanes and no bike lanes; however, a road diet planned by Fairfax County and implemented by VDOT in 2019 converted the outer travel lanes to bike lanes. As part of the same roadway restriping, bike lanes (along with the retention of on-street parking) were established on Metro Park Drive.

The Bicycle Master Plan provides guidance and recommendations for accommodating bicycle friendly roadways and facilities, compliant with safety standards. Bicycle facility standards and best practices are constantly evolving and some recommendations in the Bicycle Master Plan are outdated. Bicycle recommendations are being revisited, Countywide, with the ongoing ActiveFairfax planning effort.

The Bicycle Master Plan currently recommends sharrows along Walker Lane, but, as mentioned previously, on-road bike lanes were implemented instead. On-road bike lanes are considered appropriate if vehicular volumes on Walker Lane do not get too high. On-road bike lanes are recommended on Beulah Street and have, for the most part, been implemented. The Plan also recommends bike lanes along Franconia Springfield Parkway.

Any development of the subject area should facilitate safe bicycle connections to the surrounding street network. As mentioned above, in order to reduce single occupant vehicle trips and encourage access to the site by alternative modes, it is critical that enhanced bicycle and pedestrian facilities be provided to and from nearby activity centers and transportation hubs. Development or enhancement of the network of pedestrian facilities should be done in coordination with the County's ongoing active transportation planning efforts.

Transit Services

On January 4, 2021, the Fairfax Connector launched new bus service. Transportation Association of Greater Springfield (TAGS) Routes 350 and 351, *the Springfield Business Circulator*, replaced the former TAGS Routes S80 and S91, then operated by the Washington Metropolitan Area Transit Authority (WMATA). These new routes provide weekday and weekday peak hour service to multiple points within greater Springfield, such as the Joe Alexander Transportation Center, Metro Park and the Inova Healthplex, Springfield Town Center, Hilton Springfield, Northern Virginia Community College Medical Education Campus. As of this staff report, the fare between the Joe Alexander Transportation Center and Metro Park is free of charge.

Fairfax Connector Routes 231 and 232, *the Kingstowne Circulator*, provide weekday peak hour services only to the Van Dorn and Franconia-Springfield VRE/Metrorail Stations via Beulah Street and the Franconia-Springfield Parkway. Fairfax Connector Routes 321 and 322, the Greater Springfield Circulator, provide weekday, Saturday, and Sunday service to the Van Dorn and Joe Alexander Transportation Center via Franconia-Springfield Parkway. Similar to the need for enhanced bike and pedestrian facilities, these bus services should be maintained and upgraded, as needed, in order to provide critical, direct transit connections to and from the site, the neighboring MetroPark office park, and the Van Dorn and Joe Alexander Transportation Center. Encouraging alternative modes to single occupant vehicles is an important element to

maintaining an attractive and efficient transportation system.

In addition to the Fairfax Connector bus service, Prince William Metro Express (OmniRide) provides weekday and Saturday service between the OmniRide Transit Center and the Joe Alexander Transportation Center. Additional bus services such as Alexandria's DASH, BestBus and Greyhound stops are also located at the Transportation Center.

General Transportation Matters

Transportation issues associated with development of the subject parcels, particularly those associated with access, will need to be adequately addressed as part of the rezoning review process. The development plan should address overall circulation patterns, turning movements, signalization, parcel consolidation, pedestrian circulation, safety issues and transit amenities and the potential need for noise mitigation due to the proximity of the interchange ramps. Existing policy covers the need to mitigate these impacts.

Noise

The Comprehensive Plan recommends minimizing human exposure to unhealthful levels of transportation-generated noise, including highway traffic, aircraft operations and railroads, and Metrorail. These guidelines establish maximum acceptable levels of exposure at DNL 65 dBA¹⁷ in outdoor spaces, DNL 50 dBA for office environments, and DNL 45 dBA for residences, schools, theatres, and other noise sensitive uses.

The subject site is within 1.2 miles of Interstate Highway 95/395, within 1,000 feet of the railway and Metrorail Blue Line, and adjacent to the Franconia Springfield Parkway. As a result, noise is expected to impact the proposed medical uses. The Plan anticipates new development with noise-sensitive uses in this area due to the "compact, urban nature of the Franconia Springfield Area Plan;" however, the Plan recognizes that specific impacts and appropriate mitigation measures should be determined as part of a future rezoning process. Limited medical transport via helicopter is proposed as part of the rezoning application. No aircraft would be stored or maintained at the site. The Environmental element of the Policy Plan addresses noise mitigation and will be considered at time of rezoning.

Tree Preservation

Adopted Plan guidance highlights the importance of conservation and restoration of existing tree cover with new developments. The western portion of the subject site contains an existing building, surface parking, and some landscaped trees, while the eastern portion is largely wooded. Tree canopy and vegetative diversity should be evaluated as part of any future rezoning application for the subject site, in consultation with the County's Urban Forestry Management Division. This evaluation should inventory and assess the condition of the site's vegetation and inform the locations of tree save areas and other measures to conserve and restore tree cover.

¹⁷ DNL refers to the Day-Night Average Sound Level, expressed as average decibels (dBA).

Future development should consider incorporating new plantings to the maximum extent possible, particularly in concert with reducing impervious surfaces, and the use of shade trees in the outdoor plazas, open spaces, and parking areas. The Countywide guidance in the Environmental element of the Policy Plan sufficiently addresses this need; no change is recommended to the adopted Plan guidance.

Green Buildings

The Environment element of the Policy Plan recommends green building practices and standards applicable to the County's TSAs. Further, the adopted Plan guidance for the Franconia-Springfield Area recognizes that long-term environmental sustainability in planning and design would be a key consideration in evaluating redevelopment. The Plan recommendations for the area are intended to promote increased quality of life for the public and natural resources.¹⁸ Adopted guidance for Land Unit U recommends that buildings be designed to meet the criteria of LEED Silver green building certification. Staff recommends retaining this recommendation and applying this language or similar to new medical campus development.

Water Quality and Stormwater Management

The subject site drains into Long Branch, the Accotink Creek Watershed and, ultimately, the Potomac River and Chesapeake Bay. Both Long Branch and Accotink Creek are impaired from urban runoff and sediment due to the amount of impervious surface lacking adequate stormwater detention in the watershed. Land Unit U contains tree cover and open space, and any development would increase the site's impervious surface area and stormwater runoff.

The Comprehensive Plan speaks to the need for stormwater sustainability within the Franconia-Springfield Area and, specifically, the use of Low-Impact Development (LID) techniques. No specific change to these provisions is recommended; however, the proposed medical campus development should address stormwater quality and quantity controls above the minimum requirements to minimize impacts to the watershed. This recommendation is reflected in the proposed conditions for the Medical Campus Option. To the extent feasible, water quality requirements should be met on site. Where appropriate, site plans should consider the reduction of pervious surfaces on site to reduce surface runoff.

Sanitary Sewer and Water

Sanitary sewer flow from the subject area is conveyed in two different directions: westward across Walker Lane and southward across Franconia-Springfield Parkway. The latter also serves the Devonshire townhomes and Windsor neighborhoods.

The land uses and development intensity proposed in this Plan amendment would place additional demand on the existing public sanitary sewer network. It is therefore appropriate

¹⁸ Franconia-Springfield Area Areawide Recommendations, page 32.

that, as part of a rezoning application, a capacity study be conducted to ensure adequate sanitary sewer capacity. This study is underway at the time of this report's publication.

The subject site is served by Fairfax Water. Under the proposed medical uses, average and maximum daily demand is anticipated to increase approximately 21% when compared to the adopted Plan's uses and intensities (Table 3). Prior evaluation under PCA/FDPA 2010-LE-009 (Liberty View) showed that Land Unit U is served by two 8-inch water mains located along Lewin Drive and Arco Street; additional water main extensions may be necessary to adequately serve the proposed development. It is anticipated that all water supply and quality matters will be addressed through the rezoning and at time of site plan.

	Average Day Demand (gallons per day)	Maximum Day Demand (gallons per day)
Existing Use	13,000	20,800
Adopted Plan	105,000	168,000
Proposed Plan	127,000	203,000

Table 3: Demand on Public Water Supply

Heritage Resources

There are no extant buildings on the subject properties that would be eligible for heritage resource protection; however, there are significant resources adjacent to and in the vicinity, including the Devers-Tyler cemetery on Tax Map Parcel 91-1 ((1)) 23F bordering the north end of the subject site, southeast of Jasper Lane; and the Laurel Grove Baptist Church and Laurel Grove School to the north, both of which are listed on the Fairfax County Inventory of Historic Sites.

Because of the proximity of the Devers-Tyler cemetery abutting Tax Map Parcels 91-1 ((4)) 8, 10, and 11, unknown archaeological resources may be extant on Land Unit U. Both a Phase I archaeological study and a field assessment of the cemetery's southern boundary have been performed in connection with the prior Liberty View rezoning. The CDP/FDP submitted with Inova's concurrent rezoning provides for clearing limits that buffer the boundary of the application site, and staff has determined that no further archaeological work is warranted.

CONCLUSION

The proposed Medical Campus Option for 1,000,000 square feet of medical care, medical office, and ancillary uses in Land Units S and U would help to address the healthcare needs of the region's residents and creates an opportunity to promote Transit-Oriented Development at this location, in keeping with the vision and objectives of the Franconia-Springfield TSA. The adopted Plan recommendations have detailed land use, urban design, transportation, and environmental guidelines under existing land use options; however, modifications to the existing text are proposed to accommodate the intended change in land use and intensity, minimize impacts to surrounding land uses, and encourage well-designed development within the context of the TSA.

Accordingly, this Plan Amendment, if approved, would add an option for a cohesive campus-style medical development. As a result, Land Units S and U would have three development options beyond the base residential uses, as follows. Options 1 and 2 reflect current Plan options and Option 3 below reflects the new option proposed with this Plan amendment.

Option 1: Expansion of the Inova HealthPlex as previously approved for Land Unit S, consisting of up to 296,000 square feet, or approximately 0.84 FAR of medical care, medical office, and ancillary uses, per the adopted Plan;

Option 2: Development of Land Unit U at approximately 1.5 FAR, consisting of office, retail, hotel, and potentially multifamily development, per the adopted Plan; or

Option 3: Consolidated development of the existing Inova HealthPlex site and Land Unit U as a regional medical campus at 1,000,000 square feet, or approximately 1.06 FAR, per the proposed Plan Amendment.

These scenarios and their proposed conditions are detailed in the subsequent recommended Plan modifications.

RECOMMENDATION

Staff recommends the Comprehensive Plan be modified as shown below. Text proposed to be added is shown as underlined (text proposed to be added that would be underlined is shown as double-underlined) and text proposed to be deleted is shown with a ~~strike through~~. Text shown to be replaced is noted as such.

MODIFY: Fairfax County Comprehensive Plan, 2017 Edition, Area IV, Franconia-Springfield Areawide Recommendations, Land Unit Recommendations, amended through February 23, 2021, page 57:

“Land Unit S

At the baseline, Land Unit S, located east of the CSX Railroad tracks, north of the Franconia-Springfield Parkway, and at the terminus of Lewin Drive, is planned for residential use at 3-4 dwelling units per acre or for low-intensity office use up to .25 FAR. Tax Map parcel 91-1((1))11C, located south of the Franconia Springfield Parkway and outside the extent of the Franconia-Springfield Area and Transit Station Area, was dedicated to the county for open space with the intensity associated with this parcel shifted to property in Land Unit S.

Tax Map parcels 91-1 ((1)) 11A, 91-1 ((32)) 1, 91-1 ((4)) 1 and 1A (the latter two parcels being in Land Unit U) ~~is~~ are the location of the ~~Inova Springfield Inova~~ HealthPlex at Franconia-Springfield (the “Inova HealthPlex site”). As an

option, the health care facility is planned for expansion to include medical care facilities, medical office use, and ancillary uses up to 296,000 square feet of total development at such time that the rezoning of Land Unit U (Lewin Park) is approved for nonresidential use within the Inova HealthPlex site. Medical office use may include administrative services, related to the medical care facilities and medical office uses. ~~In order to~~To foster consistent standards for development, this option should be implemented using the conditions for redevelopment at the optional level of Land Unit U, including high-quality design, connectivity, circulation, urban parks, and park features. Building heights should not exceed 8 stories or a maximum of 100 feet with the height of above-ground parking structures limited to a maximum of 60 feet.

...

Development of the Inova HealthPlex site under the base or the aforementioned expansion option Any development, either under the base or this option, should provide well-designed interior circulation with no direct vehicular access through Land Unit U (the former Lewin Park community) or to the Parkway. Access from the Parkway for emergency vehicles associated with ~~an urgent care facility~~ approved medical uses and a shuttle bus linking the Metro Station, and a right-in/right-out vehicular connection from Land Unit S to the Parkway (i.e. Walker Lane) may be appropriate provided that such are approved by the Commonwealth Transportation Board and reviewed by the Fairfax County Department of Transportation. Attention should be paid to proper siting of structures to enhance the relationship to the transportation center.

Medical Campus Option for Inova HealthPlex Site and Land Unit U:

As an option, the approximately 21.59 acres consisting of Tax Map Parcels 91-1 ((1)) 11A, 91-1 ((4)) 1-11, 1A-11A, 13-25, 13A-24A, 500, 500A, 501 and 91-1 ((32)) 1 may be consolidated for medical care, medical office, and ancillary uses up to approximately 1,000,000 square feet. Development of a medical campus at this site should support the policy goals for transit-oriented development, economic vitality, and the well-being of the local community by providing opportunities for access to health services and skilled jobs in the construction and operation of the campus. The development should leverage its proximity to public transit, the local workforce, residential neighborhoods, and Kingstowne Consolidated Facility to maximize its benefit to the community. This Medical Campus Option should create a cohesive, campus-style, development and adheres to the following criteria, in addition to the areawide guidance. For purposes of this option, “New Development” refers to improvements made above the existing 146,000 square foot Inova HealthPlex facility (as of April 2022).

- The subject parcels are substantially and logically consolidated and developed under a coordinated plan for redevelopment. New Development should include high quality architecture, design, and building materials. Interim conditions should be identified if the development is phased.

- Visual impacts to the nearby residential uses and to the Franconia-Springfield Parkway are appropriately mitigated. Building heights should generally be limited to a maximum of 100 feet per the office mixed use development option; however, building heights may increase up to 125 feet in certain areas to accommodate mechanical equipment and screening or to support the medical use. Impacts from structured parking, cooling towers, and similar ancillary uses should be minimized through the provision of architectural screening, vegetative screening, and/or other methods. Lighting should be located, directed, and designed to reduce glare and minimize impacts to the existing Devonshire community.
- Impervious surfaces are balanced with a substantial amount of green space, supplemented by natural landscaping practices and other solutions, such as green stormwater infrastructure (i.e., stormwater planters, rain gardens, and/or green roofs) to offset the impacts of runoff from impervious coverage on the site. Stormwater management controls should be provided on-site and above the minimum standards to the extent feasible. New surface parking should be designed to contribute to onsite stormwater management by using elements such as planter areas and permeable paving in the parking stall areas. Additional measures may be considered to exceed minimum standards in consultation with DPWES.
- New Development provides for environmental elements in the design, including buildings designed to meet the criteria for LEED-Silver green building certification or equivalent.
- Urban parks are integrated within the site to serve employees, patients and visitors to the campus.
- Transit-Oriented Development principles are reflected as a key element of the site's connectivity. New Development should minimize the creation of new surface parking and promote modes of transportation as an alternative to single-occupancy vehicle trips.
- The design facilitates an effective pedestrian circulation system that interconnects the interior of the campus with destinations and places external to the site, such as the Joe Alexander Transportation Center. Safe, functional and attractive bicycle, pedestrian, and multimodal connections to the surrounding street and trails network should be provided. Off-site improvements to enhance the safety, user experience, and desirability of the existing and planned active transportation network should be considered.
- Attractive, well-designed, and functional streetscape improvements and landscaping are provided, with particular attention on the Franconia-Springfield Parkway frontage and improved pedestrian crossings at Beulah

Street and to the Joe Alexander Transportation Center to the west.

- Access points existing prior to New Development are preserved to the maximum extent feasible. Additional access points and traffic controls to serve the medical campus, if provided, should operate efficiently and not create congestion or safety issues. Connectivity between Land Units S and U should be considered to promote efficient campus circulation.
- Interim improvements to the intersection of the Franconia-Springfield Parkway at Walker Lane are provided. Improvements may include an all-vehicle, left-in vehicular connection from the Parkway to Walker Lane, provided any development proposal achieves approvals from the Commonwealth Transportation Board and review by the Fairfax County Department of Transportation. Any interim improvements may be removed or redesigned in coordination with the planned interchange at the intersection of the Franconia-Springfield Parkway and Manchester Boulevard with Beulah Street.

...

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~~

As specified in the guidance for Land Unit S, the Inova HealthPlex Site and Land Unit U may be consolidated and developed under the Medical Campus Option.

Without consolidation with the Inova HealthPlex Site, 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 (approximately 879,000 sq ft.) may be appropriate for Land Unit U if the following conditions are satisfied:

...”

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.