

HR&A



# Springfield-Franconia Market Study

**FINAL REPORT**

October 2022



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# Executive Summary

## EXECUTIVE SUMMARY

The Fairfax County Comprehensive Plan establishes a strong vision guided by the Springfield Planning District Overview and Springfield Area Plan.

### THE COMPREHENSIVE PLAN ENVISIONS:

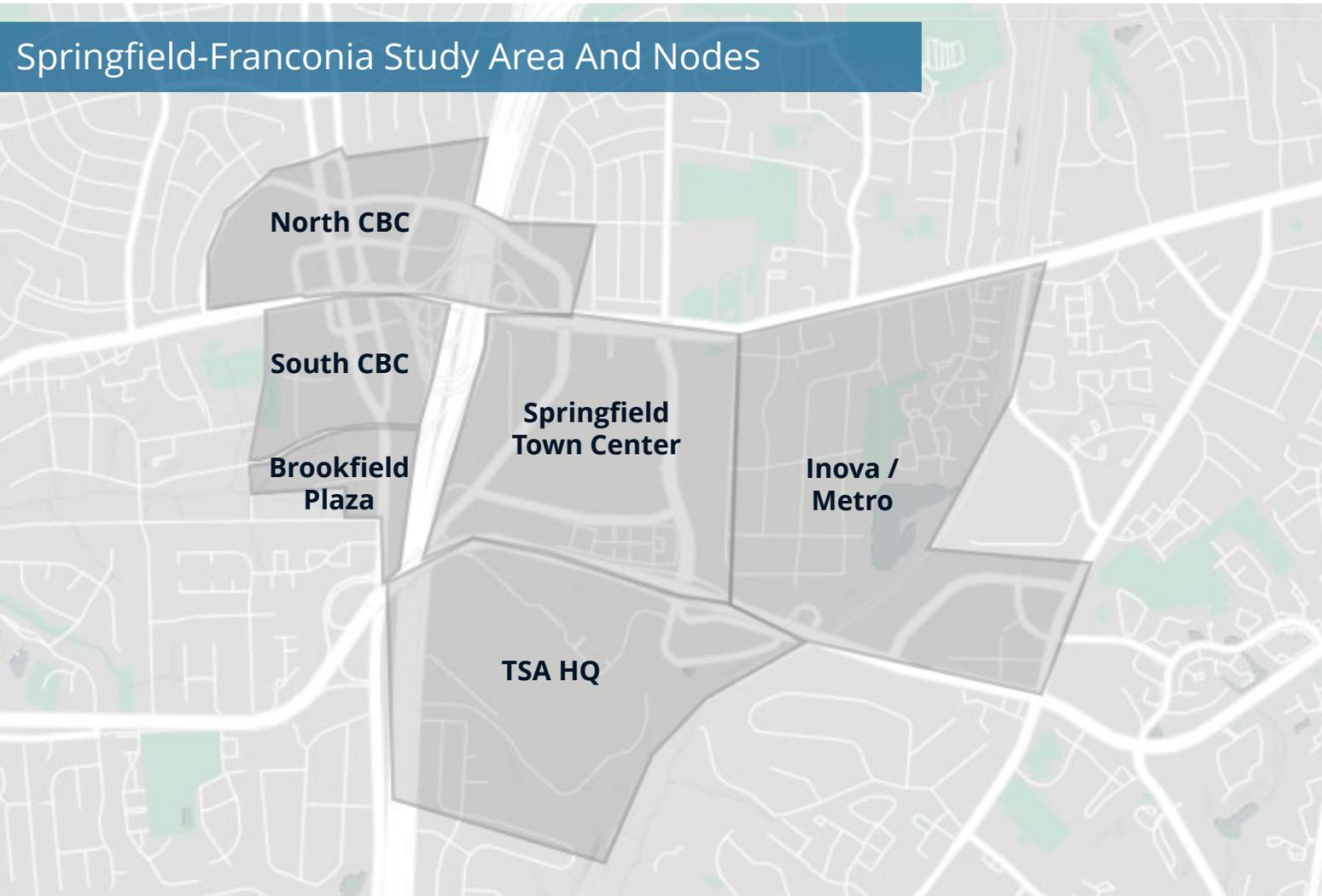


### INFORMING FUTURE OPPORTUNITIES:

- 1** What is the character and positioning of Springfield today?
- 2** What market opportunities exist for Springfield and how do they vary across subareas?
- 3** What initiatives will advance investment that realize the vision established in the Comprehensive Plan? How can the County support these efforts?

## EXECUTIVE SUMMARY

HR&A conducted a study to understand market conditions and develop recommendations to further the comprehensive plan vision in line with market dynamics.

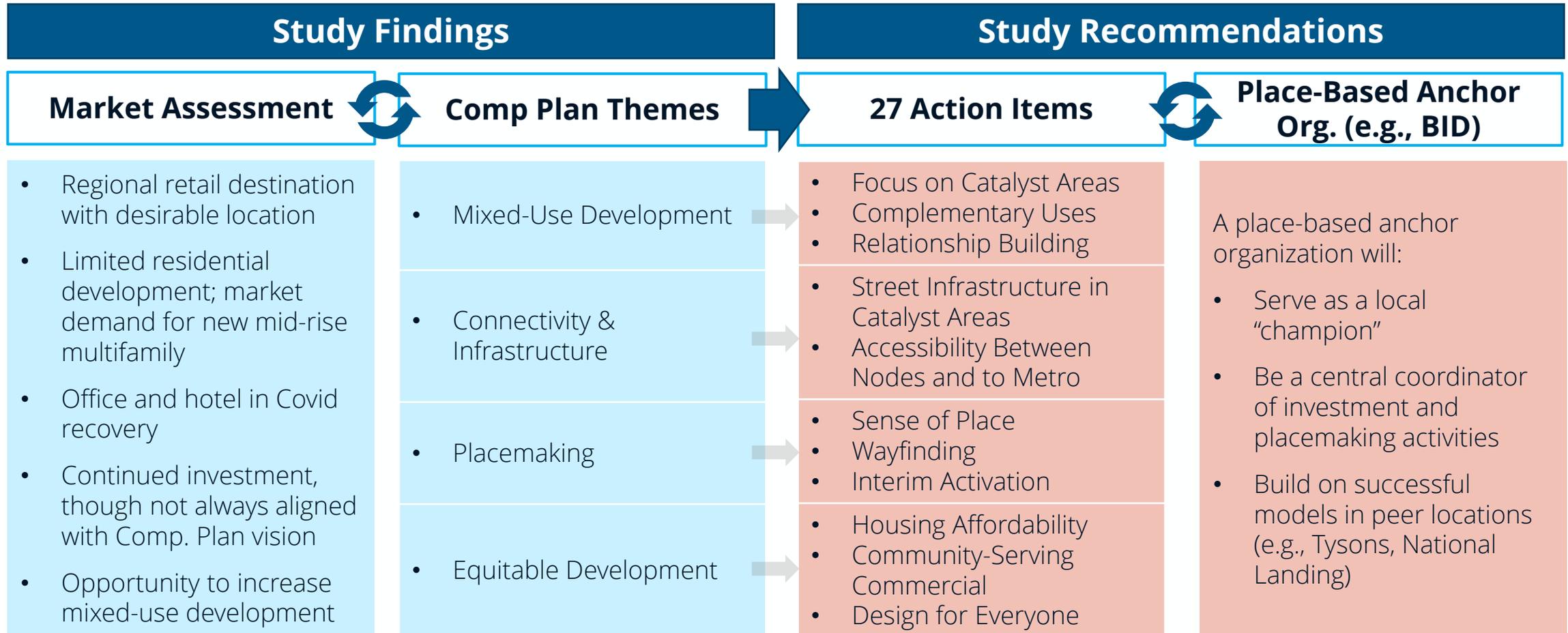


### Study Components



## EXECUTIVE SUMMARY

Based on findings, HR&A developed 27 action items to catalyze reinvestment and a recommendation for a Place-Based Anchor Organization to support Springfield's growth.





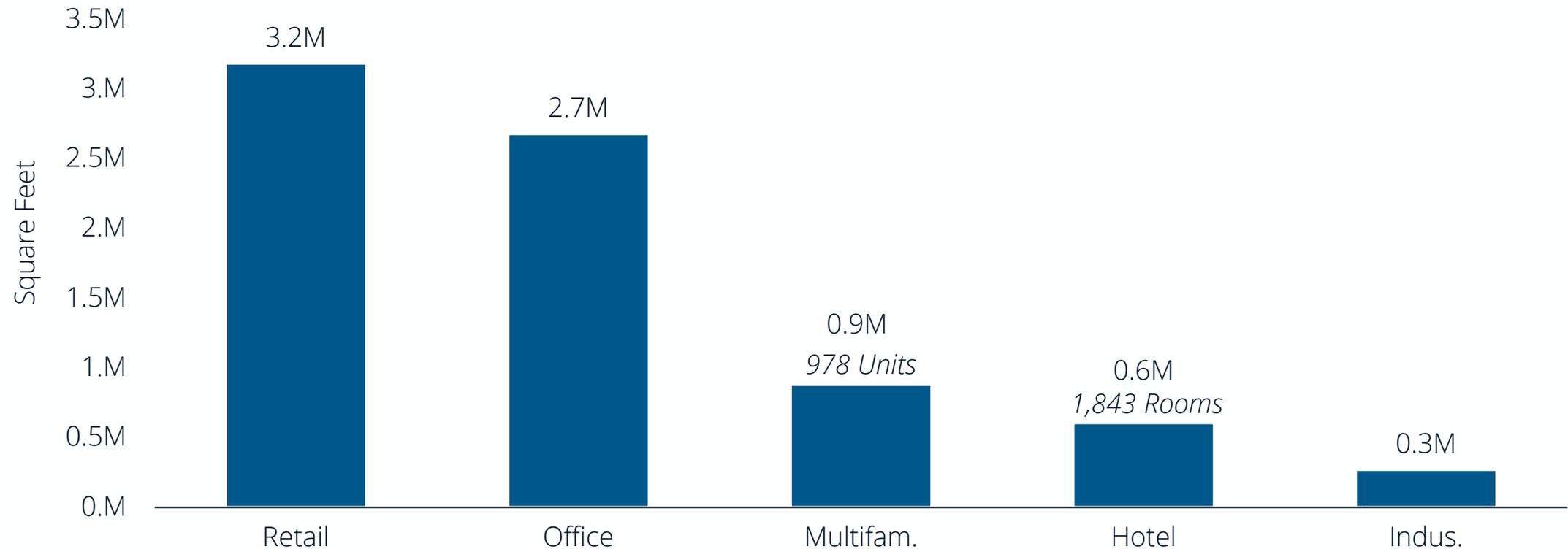
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# Summary of Findings and Recommendations

## SUMMARY OF FINDINGS | SPRINGFIELD TODAY

Springfield's historic character as a center of commercial activity remains visible today.

### Springfield Inventory (2022)



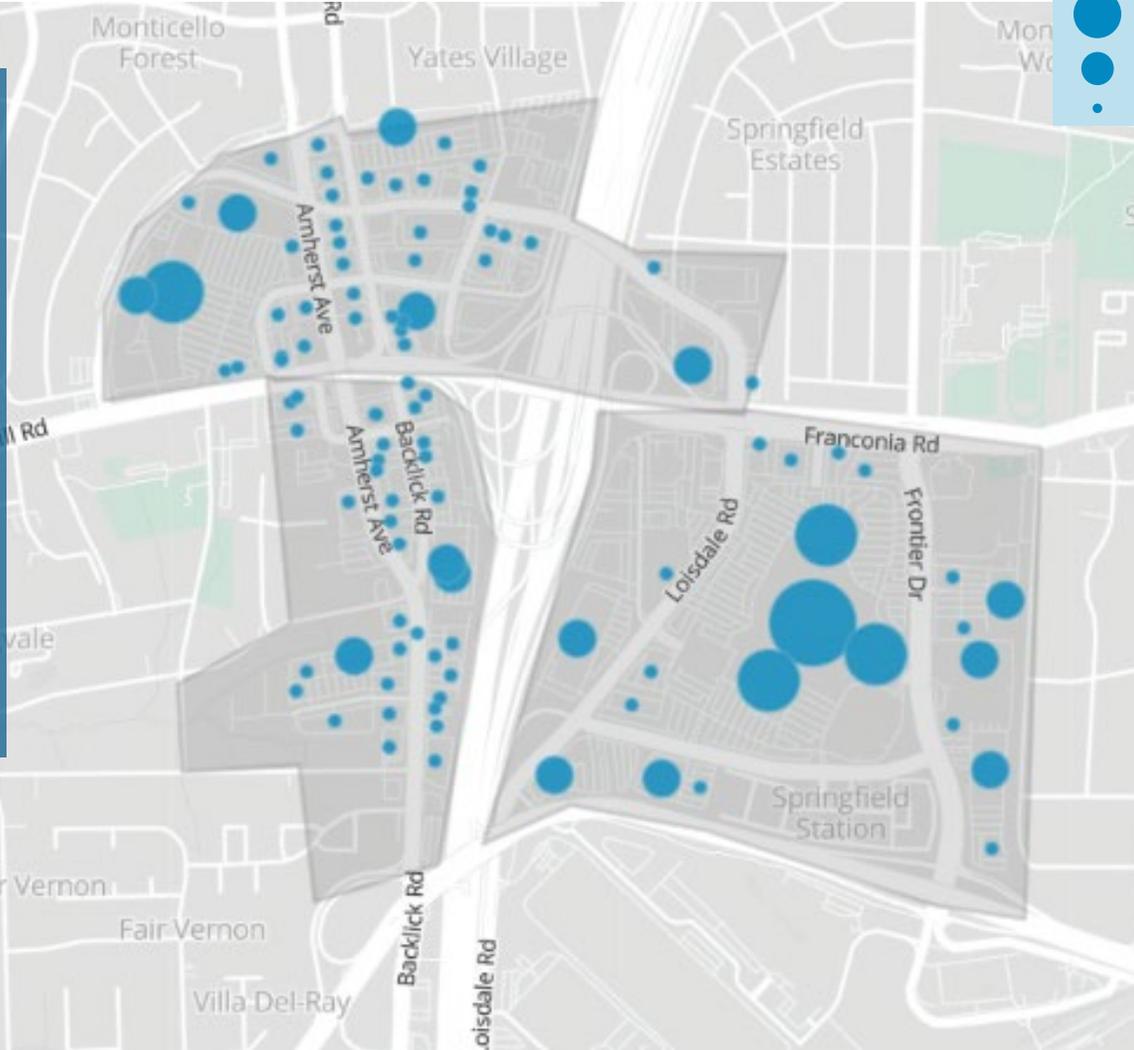
Source: CoStar

## SUMMARY OF FINDINGS | RETAIL MARKET STUDY

Springfield is a retail destination for southern Fairfax County, with both local neighborhood-serving and regional retail.

Overall, **shopping centers are performing well and have low vacancy**, particularly neighborhood-serving shopping centers.

Vacancy jumped at Springfield Town Center during Covid and tenanting there is **increasingly focused on entertainment and Food & Beverage uses**.



**Total Square Feet**

**3.2M**

**Vacancy**

**6.4%**

**Share of Total Fairfax County Retail Space**

**7%**

**Projected 10-Year Demand**

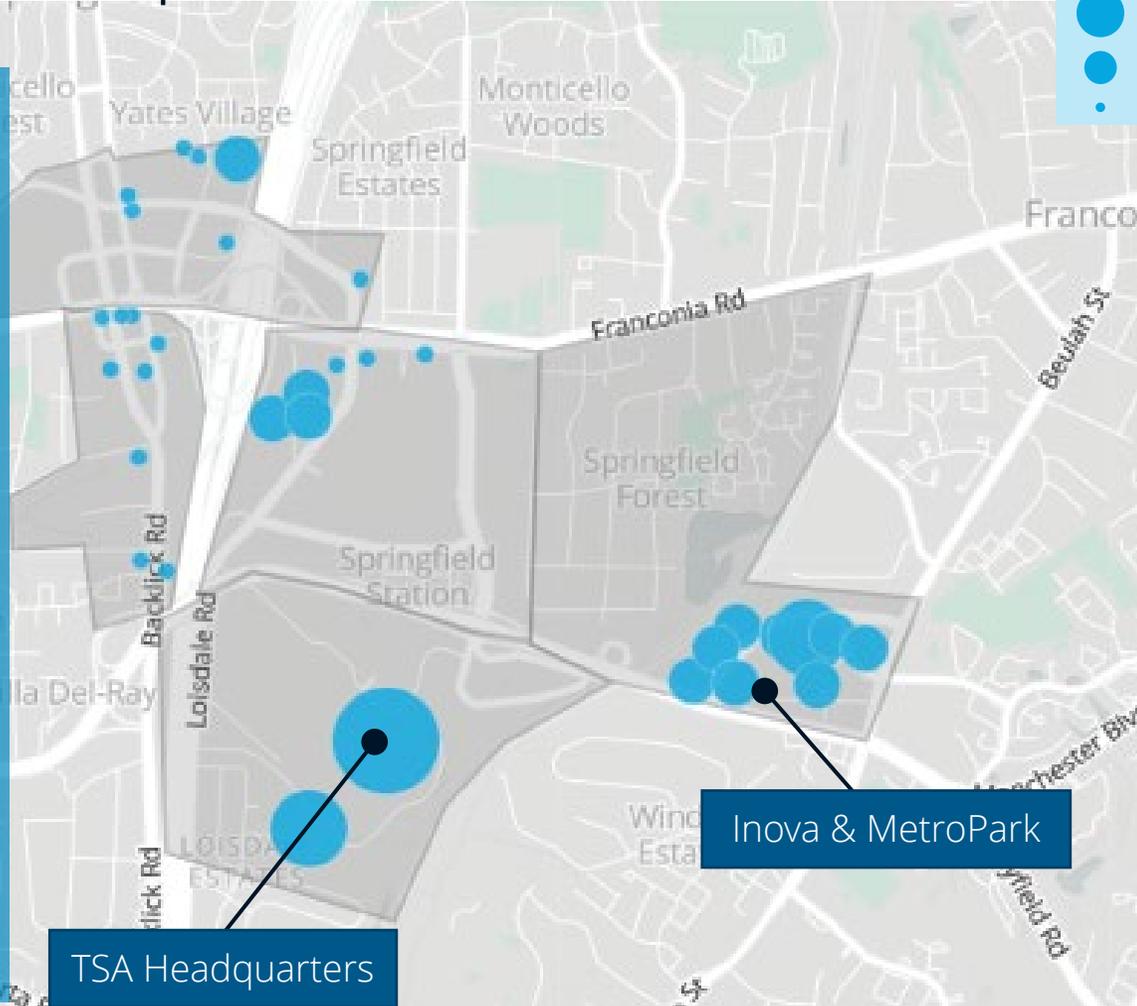
**Up to 772k SF**

## SUMMARY OF FINDINGS | OFFICE MARKET STUDY

Springfield's 2.7 million square feet of office space has distinct characteristics across the subareas, but is concentrated in MetroPark and the TSA headquarters.

Springfield offers a more affordable office location for high-quality space, a clear competitive advantage. However, in a post-Covid environment, office space will **require ground-floor activation and access to amenities to remain competitive.**

With recent investments from TSA and Inova, Springfield has an opportunity to continue growing its **government and healthcare tenants.**



**Total Square Feet**

**2.7M**

**Vacancy**

**19%**

**New Square Feet  
Delivered Since 2010**

**1.1M**

**Projected 10-Year Demand**  
**484k – 1.1M SF**

*Note: While planned Inova hospital is not considered an office use, it is anticipated to attract additional medical office space that will captures a share of projected demand.*

## SUMMARY OF FINDINGS | MULTIFAMILY MARKET STUDY

There is little multifamily development in the Study Area and it lags peer areas in new residential development that supports mixed-use, activated environments.

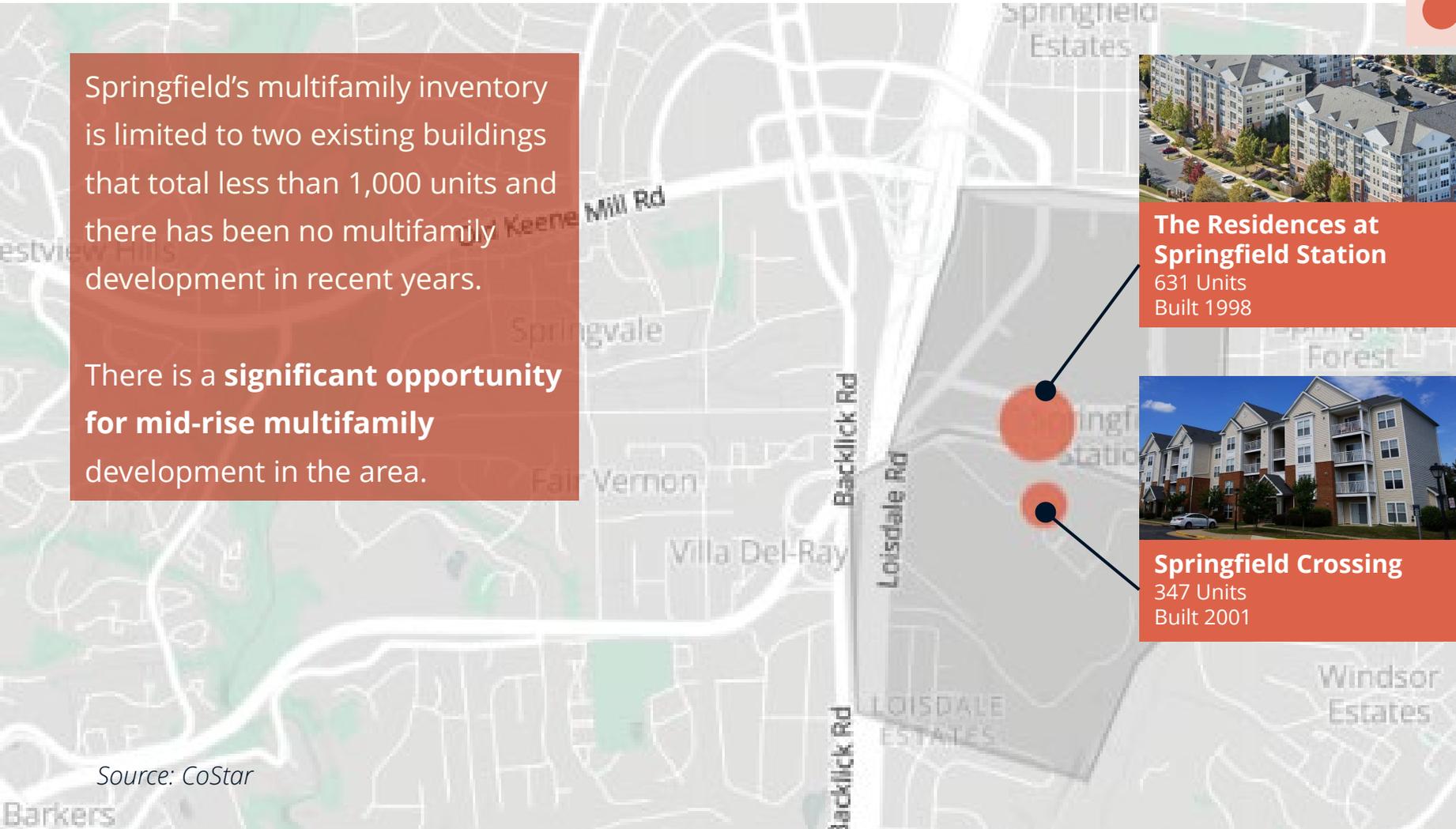
Springfield's multifamily inventory is limited to two existing buildings that total less than 1,000 units and there has been no multifamily development in recent years.

There is a **significant opportunity for mid-rise multifamily** development in the area.

Source: CoStar

**Legend/ Key**

- 631 Units
- 347 Units



**The Residences at Springfield Station**  
631 Units  
Built 1998



**Springfield Crossing**  
347 Units  
Built 2001

**Total Housing Units**

**978**

**Vacancy**

**6.6%**

**New Housing Units Since 2010**

**0**

**Projected 10-Year Demand**

**1,000 - 1,600  
Units**

## SUMMARY OF FINDINGS | HOTEL MARKET STUDY

Springfield's location and relative affordability have historically made it an attractive location for regional tourists and local business travelers.

Springfield is a **center of hotel activity in Southern Fairfax County** and has more hotel rooms than all peer locations aside from Tysons.

**Future activity is dependent on Covid recovery**, though several properties are aging and require reinvestment / repositioning.

A decline in business travel will require a **stronger focus on tourists to support occupancy**.



### Legend/ Key

- >190 Rooms
- 165 to 190
- 125 to 164
- <125

### Total Hotel Rooms

**1,843**

### Occupancy

**51%**

### ADR

**\$98**

## SUMMARY OF FINDINGS | INDUSTRIAL MARKET STUDY

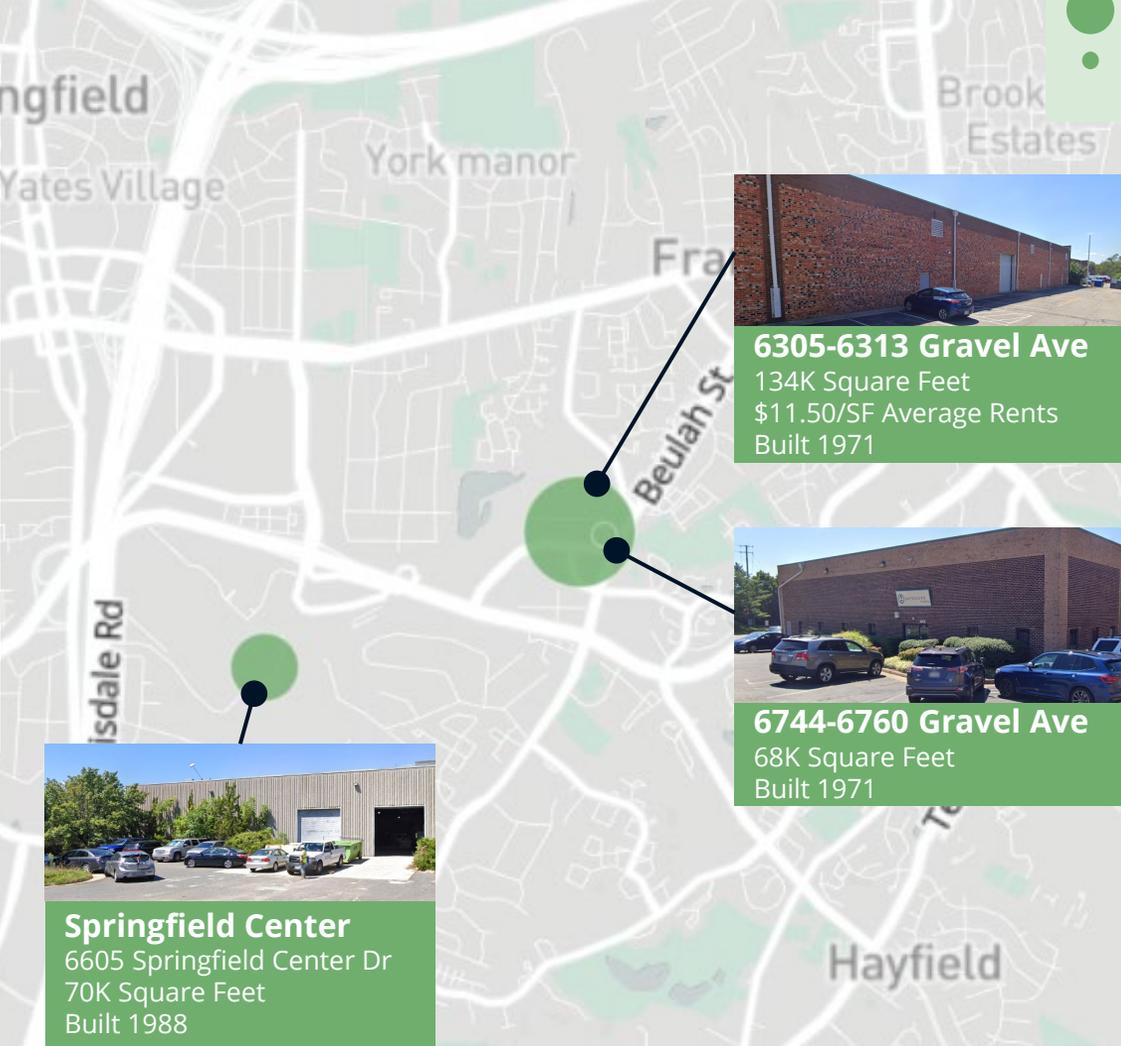
Springfield has a limited industrial market made up of just three aging legacy properties.

Springfield's industrial market has **not experienced any inventory changes** for several decades and has had a low vacancy rate since 2017, with a slight increase during the pandemic.

Regional industrial development is **concentrated on the outskirts of the region** where more cost-efficient space is available.

**Legend/ Key**

- 134K Square Feet
- 70K Square Feet
- 68K Square Feet



**Total Space**  
**272K SF**

**Vacancy**  
**6.7%**

**Rents**  
**\$11.31 /SF**

## SUMMARY OF FINDINGS | MARKET STUDY TAKEAWAYS

Market Study findings help to refine the Comprehensive Plan goals that have not yet been fully realized or no longer align with market conditions.

### VALUE LOCATION

Springfield offers value and more affordable space relative to Arlington or DC, which it can use to its advantage to attract growth, particularly as there are **continued market pressures in central locations** (e.g., Amazon HQ2, increasing housing demand).

### INVESTMENT, BUT NOT MIXED-USE

There have been significant private investments in Springfield, most notably at Springfield Town Center and the TSA headquarters. However, growth has been focused on **site-specific investments**, not mixed-use development supportive of County goals or catalytic growth.

### LACK OF RESIDENTIAL

Springfield has added **no multifamily units in over 20 years**, though it is well-positioned to increase mixed-use development and activation by adding multifamily inventory. Lack of activated mixed-use areas will limit long-term attractiveness of other uses.

### PANDEMIC IMPACT

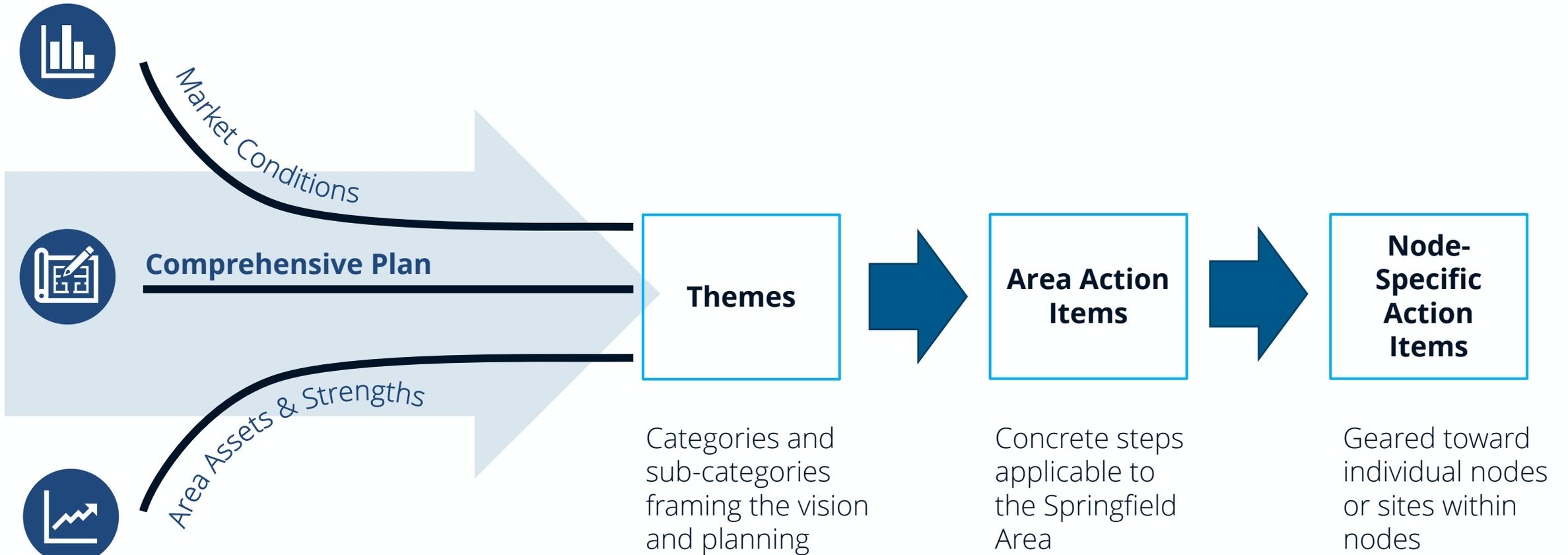
Springfield is still weathering the impacts of the COVID-19, particularly in its office and hotel markets, which, like elsewhere, are **rebounding slowly**.

### REGIONAL GROWTH

Springfield benefits from its location in a high-growth region and can **tap into that growth to realize new investment** and development.

## SUMMARY OF FINDINGS | COMPREHENSIVE PLAN REVIEW

HR&A reviewed the Comprehensive Plan and, in conjunction with our market assessment findings, created a set of actionable recommendations for the Springfield Area.



## COMPREHENSIVE PLAN REVIEW | THEMES AND ACTION ITEM CATEGORIES

HR&A identified four themes in the Comprehensive Plan that drive the vision and planning for Springfield, with areas of focus including 27 total action items.



### Mixed-Use Development

1. Establish catalyst locations
2. Incentivize complementary uses
3. Build relationships with property owners



### Connectivity & Infrastructure

1. Improve street infrastructure
2. Strengthen connectivity between nodes and to Metro



### Placemaking

1. Establish a sense of place
2. Create gateways and support wayfinding
3. Prioritize interim activation

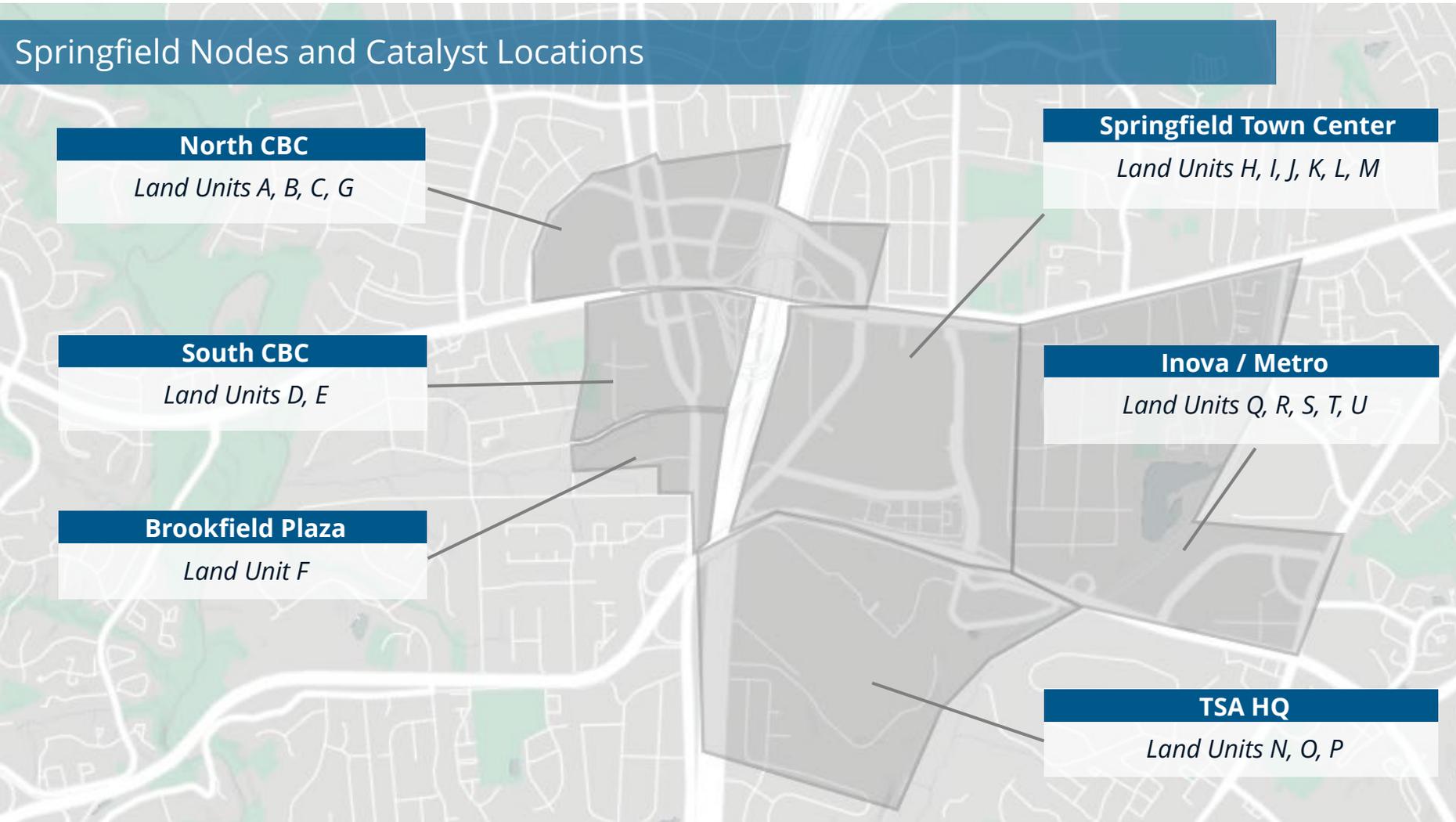


### Equitable Development

1. Prioritize housing affordability
2. Support small/local businesses
3. Design for everyone

## SUMMARY OF FINDINGS | NODES AND GROWTH POTENTIAL

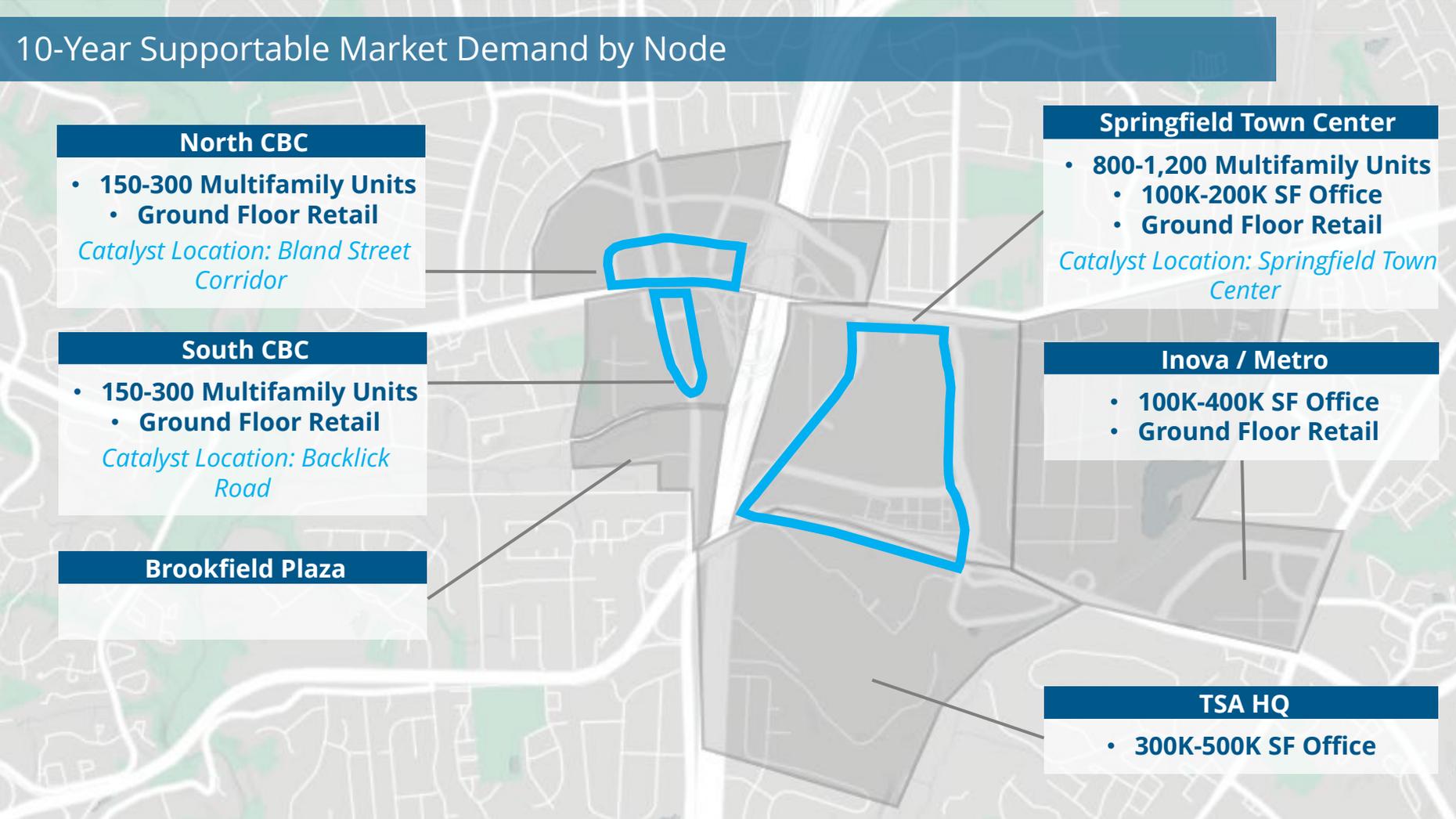
HR&A defined six nodes based on existing character and envisioned land use, consolidating the 21 land units established in the Comprehensive Plan.



Each of the 27 action items includes specific recommendations with the relevant nodes.

## SUMMARY OF FINDINGS | NODES AND GROWTH POTENTIAL

Catalyst locations at the Town Center, Bland Street Corridor, and Backlick Rd can anchor new walkable development, with each positioned to capture demand for different uses.



### Catalyst Locations

- **Springfield Town Center**
- **Bland St. Corridor**
- **Backlick Rd.**

### Additional Growth Locations

- **TSA HQ**
- **Inova/MetroPark**

## SUMMARY OF FINDINGS | ACTION ITEMS BY NODE – NORTH CBC

North CBC can support more diverse uses by incorporating residential uses in conjunction with increased connectivity.

### Action Items

#### Comprehensive Plan Vision

- Community-serving urban village

#### Barriers

- Many retail owners have limited interest in near-term redevelopment given healthy shopping centers
- Lack of recent mixed-use and multifamily deliveries as proof of concept for area
- Lack of open spaces, urban parks, and civic plazas

#### Future Growth Focus

- Ground floor retail and multifamily

#### Mixed-Use Development

- **Development flexibility** for residential uses not currently permitted in Comp. Plan
- **Completion of enhanced design guidelines**, to be used as basis for development review
- **Shared parking agreements** in future redevelopment opportunities
- **Coordination among retail owners** for future mixed-use opportunities

#### Placemaking

- **Open space** options in Bland St. corridor
- **Local art** along Bland St. corridor
- **Low-cost interim activation uses** in underutilized parking spaces
- **Events or other pop-ups** in Springfield Plaza parking lot and along Bland St. corridor, including local/legacy businesses

#### Connectivity & Infrastructure

- **Complete streets** for Bland St. and Commerce St.
- **Ped/bike accessibility** from new transit facility through CBC, over Old Keene Rd., and across Commerce St. Bridge

#### Equitable Development

- **Affordable housing** co-located with transit/commuter improvements
- **Anti-displacement strategies** in surrounding neighborhoods
- **New grant or loan program** for legacy small businesses at risk of displacement

## SUMMARY OF FINDINGS | ACTION ITEMS BY NODE – SOUTH CBC

South CBC has a concentration of surface parking that provides opportunity for mixed-use development and open space in strategic locations.

### Action Items

#### Comprehensive Plan Vision

- Community-serving mixed-use with multi-modal connections

#### Barriers

- Auto-oriented land uses with traffic congestion and limited pedestrian connectivity
- Older office and retail building stock along Backlick Rd. compared to other nodes
- Lack of recent mixed-use and multifamily deliveries as proof of concept for area

#### Future Growth Focus

- Ground floor retail and multifamily

#### Mixed-Use Development

- **Development flexibility** for residential uses not currently permitted in Comp. Plan
- **Coordination among retail owners** for future mixed-use opportunities
- **Visioning and engagement sessions** on the future of South CBC

#### Placemaking

- **Open space** options in Backlick Rd. corridor
- **Local art** along Backlick Rd. corridor
- **Façade improvement program** for local small business and property owners

#### Connectivity & Infrastructure

- **Safe pedestrian crossings** and streetscape improvements on Backlick Rd.
- **Bike network** along Backlick Rd. to connect through South CBC to new transit facility and North CBC retail

#### Equitable Development

- **Affordable housing** co-located with transit/commuter improvements
- **New grant or loan program** for legacy small businesses at risk of displacement

## SUMMARY OF FINDINGS | ACTION ITEMS BY NODE – BROOKFIELD PLAZA

Foundational and legacy businesses in the Brookfield Plaza area can be supported to preserve character; enhanced connectivity will better serve businesses.

### Action Items

#### Comprehensive Plan Vision

- Community-serving retail and office

#### Barriers

- Further removed from the new commuter facility with traffic congestion and limited pedestrian connectivity
- Lack of recent multifamily deliveries as proof of concept for area
- Difficult connection to Springfield Town Center and Metro

#### Future Growth Focus

- Maintain legacy businesses

#### Mixed-Use Development

- **Visioning and engagement sessions** for coordination between property owners and with County.

#### Placemaking

- **Open space** options within community plaza
- **Low-cost interim activation uses** in underutilized parking spaces
- **Façade improvement program** for local small business and property owners

#### Connectivity & Infrastructure

- **Improvements along Backlick Rd.** through Brookfield Plaza, managing traffic flow to shopping center
- **Sidewalk improvements** from North CBC to South CBC through Brookfield Plaza

#### Equitable Development

- **New grant or loan program** for legacy small businesses at risk of displacement

## SUMMARY OF FINDINGS | ACTION ITEMS BY NODE – SPRINGFIELD TOWN CENTER

Springfield Town Center is well positioned to serve as center for new growth in Springfield, though requires public and private investments to fully realize catalytic potential.

### Action Items

#### Comprehensive Plan

##### Vision

- Mixed-use town center that attracts regional and local populations

##### Barriers

- Auto-centric with large surface parking lots and difficult walkability
- Limited connectivity to the Metro and other nodes
- Limited office demand in Springfield requires more targeted office expansion

##### Future Growth Focus

- Multifamily, office, and ground floor retail

#### Mixed-Use Development

- **Potential extension of Commercial Revitalization District** to portions of the TSA
- **Incentive for high-rise development** (8+ story)
- **Enhanced design guidelines**
- **Additional Food & Beverage and entertainment uses** to support new residential
- **Reductions to parking standard minimums**

#### Placemaking

- **Parks and ped. trails/paths** throughout site
- **Local artists** for street and building art
- **Gateway features** for entrances
- **Low-cost interim activation uses** in underutilized parking spaces
- **Event programming** in outdoor areas

#### Connectivity & Infrastructure

- **Safe pedestrian crossings** and streetscape improvements through mixed-use development and connecting to Metro
- **Bike lanes and sidewalks across Commerce St. bridge** to improve connectivity to the CBC
- **Last-mile micromobility options** to increase accessibility to the Metro

#### Equitable Development

- **Affordable housing** as part of new residential developments

## SUMMARY OF FINDINGS | ACTION ITEMS BY NODE – TSA HQ

TSA HQ can leverage proximity to Metro support office uses that benefit from regional accessibility.

### Comprehensive Plan

#### Vision

- Large employment center with supporting retail and strong transportation connectivity

#### Barriers

- Limited office demand in Springfield requires more targeted office expansion
- Lack of continuity or sense of place among land uses

#### Future Growth Focus

- Office

## Action Items

### Mixed-Use Development

- **Potential extension of Commercial Revitalization District** to portions of the Transit Station Area
- **Reductions to parking standard minimums**

### Connectivity & Infrastructure

- **Completion of the Frontier Dr. extension** with sidewalk and bike improvements to increase accessibility to the Metro and STC
- **Last-mile micromobility options** from TSA HQ area to increase accessibility to the Metro and STC

### Placemaking

- **Welcoming gateway feature** and connection to the Metro station
- **Event programming and pop-up retail activities** for TSA HQ workers

### Equitable Development

## SUMMARY OF FINDINGS | ACTION ITEMS BY NODE – INOVA / METROPARK

Inova/MetroPark is anchored by healthcare and office facilities generating new investment, though requires better connectivity and ground-floor experience to remain competitive.

### Action Items

#### Comprehensive Plan Vision

- Concentrated mixed-use employment and residential center

#### Barriers

- Difficult connectivity to the Metro
- Lack of ground-floor activation
- Limited office demand in Springfield requires more targeted office expansion

#### Future Growth Focus

- Office and ground floor retail

#### Mixed-Use Development

- **Incentivizes for additional Food & Beverage** and retail uses as amenities to offices and health center
- **Property owners' group** that meets quarterly with local officials
- **Potential extension of Commercial Revitalization District** to portions of the Transit Station Area

#### Placemaking

- **Interim ground floor activation uses** for offices and health facilities
- **Local food trucks or other small pop-ups** for employees to enhance access to amenities

#### Connectivity & Infrastructure

- **Streetscape changes** to improve connectivity to Metro station

#### Equitable Development

- **Serve housing and service needs** for employees
- **Anti-displacement strategies** in surrounding neighborhoods

## SUMMARY OF FINDINGS | GOVERNANCE

Findings from stakeholder conversations, market analysis, and comprehensive plan review informed options and recommendations for a new anchor organization.

### IDENTIFY OPPORTUNITIES

**Identify opportunities in Springfield's existing governance structure to better support investment**

### ASSESS OPTIONS

**Determine optimal approach for supporting governance needs**

- New Place-Based Anchor Organization (BID, Partnership, or Revitalization Organization)

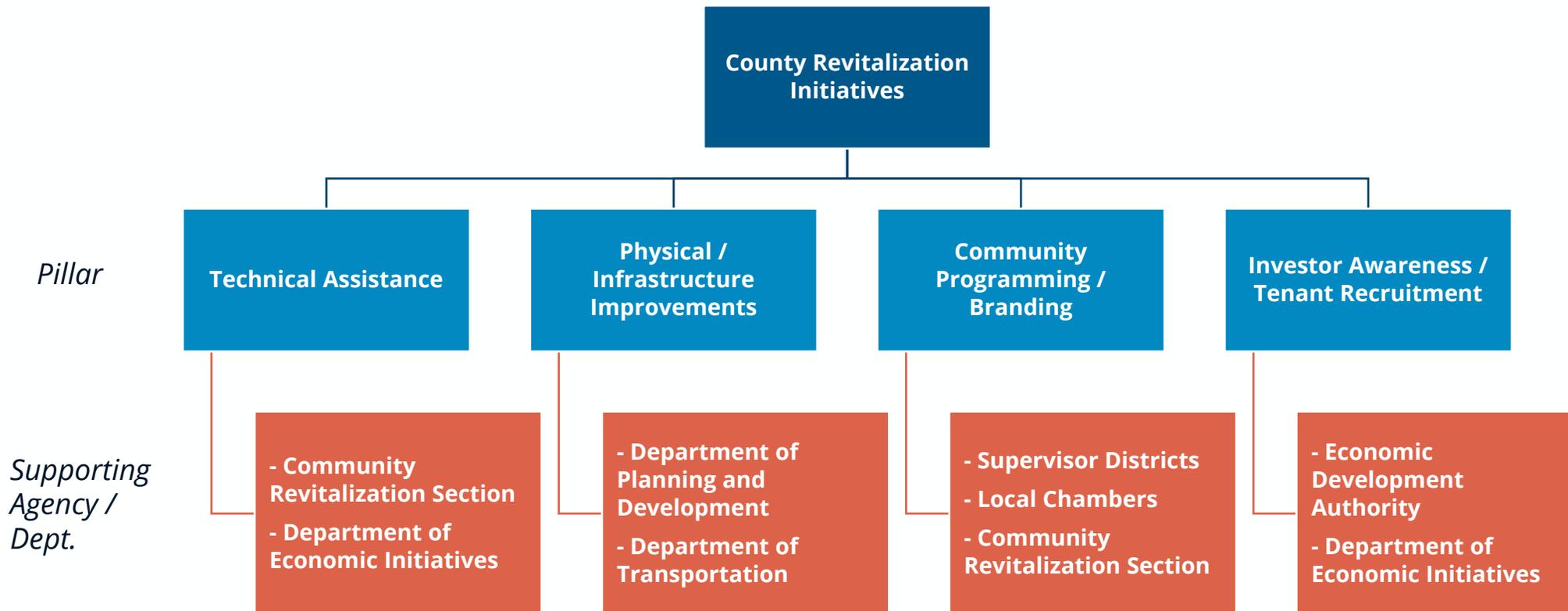
### ESTABLISH ACTIONS

**Assign Action Items to implementation leads, with governance recommendations on timing, cost, impact, priority, and challenges**

## SUMMARY OF FINDINGS | GOVERNANCE ORGANIZATION CHART

Many organizations are involved in existing revitalization efforts in Springfield, each with a specific purview and set of programs.

### Existing Springfield Revitalization Pillars\*



\*Revitalization Pillars depicted by FCEDA

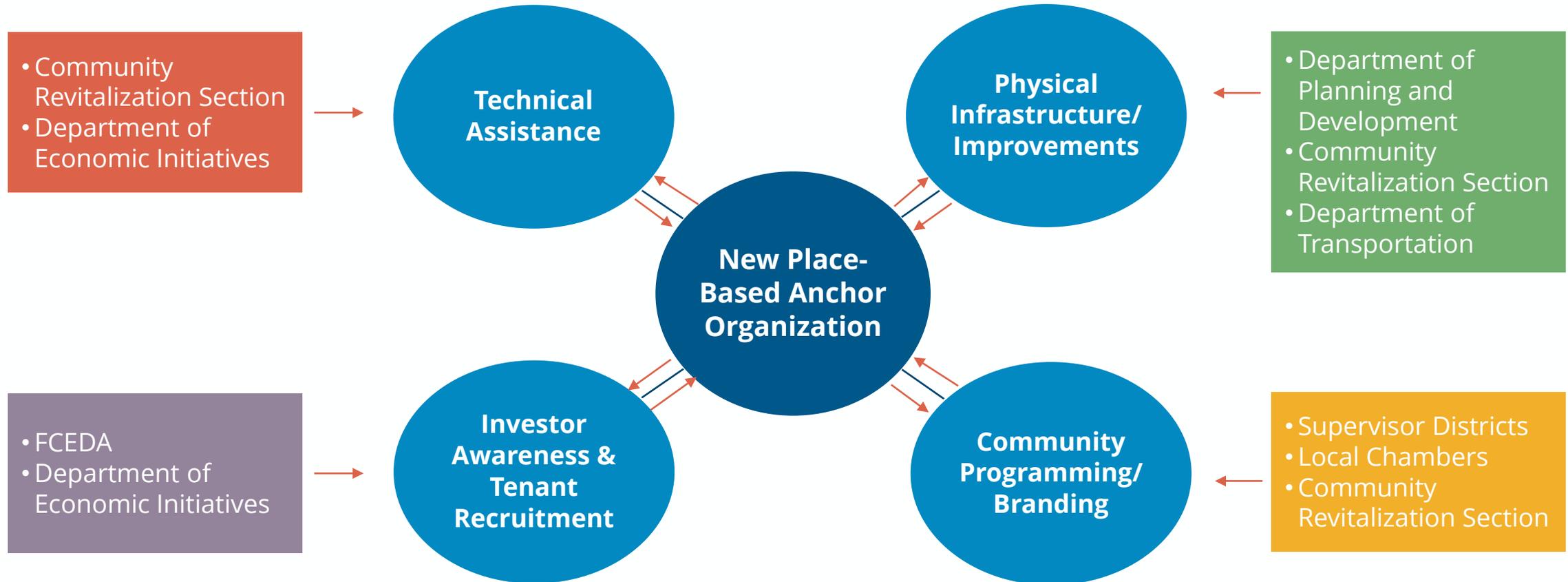
## SUMMARY OF FINDINGS | GOVERNANCE CHALLENGES

The existing structure leaves some governance gaps, most notably that Springfield does not have an organization primarily responsible for advocating for all the area’s needs.

Springfield Challenge	Details	Governance Implications
<b>Lack of “champion” or coordinator with specific Springfield focus</b>	Seven organizations manage different aspects of the revitalization program	As each organization focuses on their role, Springfield lacks coordination for the benefit of the full area
<b>Fragmented marketing and district brand</b>	No coordinated marketing strategy for the Springfield area	The lack of a cohesive marketing strategy increases the challenge of implementing a unified vision for Springfield
<b>Difficulty attracting investment in mixed-use and multifamily uses</b>	Current investment and attraction efforts are focused on office and industrial uses	Attracting new large mixed-use investment is difficult without a coordinated strategy across all uses
<b>Limited property owner coordination</b>	Shopping centers and developments have fragmented ownership	Disparate property ownership increases complexity of placemaking and reinvestment/redevelopment opportunities
<b>Limited advocacy or coordination for transportation initiatives</b>	Separate transportation initiatives lack a shared funding and operation strategy	Planned projects require advocacy to build support; operations of Springfield-specific programs could be consolidated

## SUMMARY OF FINDINGS | NEW PLACE-BASED ANCHOR ORGANIZATION

HR&A recommends establishing a new anchor institution to act as a champion for the Springfield area and provide services that reinforce the roles of existing entities.



The new entity will not replace existing roles, but instead help coordinate efforts and ensure minimal overlap between organizations.

## SUMMARY OF FINDINGS | NEW ORGANIZATION FOCUS AREAS

While a new Springfield entity could support a range of activities, there are particular areas of importance based on identified governance needs.

### What do place-based organizations do?

*Being a champion for Springfield with unified sense of place through cohesive marketing, events, and coordination with property owners*



Maintenance and Promotion of Shared Spaces



Events



Marketing & Branding



Property Owner Engagement

*Attracting investment in mixed use, multifamily, and retail development*



Development and Business Attraction



Safety Measures



Support Capital Improvement Efforts

*Supporting local placemaking and transportation initiatives in coordination with other governance orgs.*



Coordination with Local Government



Coordination with Local Transportation Operations

## SUMMARY OF FINDINGS | NEW ORGANIZATION STRUCTURE

Through additional study and organization design, the County can develop an organization structure based on precedents, property owner and business interest, and funding.

	Business Improvement District	District Corporation	Partnership
<b>Primary Funding Mechanism</b>	Assessment on property owners	County support, donors	Members choose to pay fee
<b>Structure</b>	Self-taxing district, governed by nonprofit board	Nonprofit	Nonprofit, membership collaborative
<b>Applicability to Springfield</b>	<ul style="list-style-type: none"> <li>• Precedent of successful BIDs throughout region</li> <li>• Requires less financial support from County</li> <li>• No existing added assessments on property owners</li> </ul>	<ul style="list-style-type: none"> <li>• County seeking to build on successful precedent of SFDC</li> <li>• Placemaking focus distinct from County roles</li> <li>• Identified Springfield needs may require a broader scope</li> </ul>	<ul style="list-style-type: none"> <li>• Lower requirements than BID for property owner buy-in</li> <li>• Effective model for Tysons early in reinvestment phase</li> <li>• Less effective as a district reaches a critical mass</li> </ul>

**Recommendation:** BIDs typically provide the strongest collaboration and coordination between the public and private sectors, though require intentional stakeholder engagement and organizational design before moving forward in order to build support.

## SUMMARY OF FINDINGS | SUCCESSFUL PLACE-BASED ANCHOR ORGANIZATIONS

Successful place-based anchor organizations range in size and scope, but generally have a focus on placemaking, connectivity, transportation, and maintenance.

### Buckhead Community Investment District

<b>Location</b>	Buckhead, GA
<b>Funding Source</b>	Property Owner Assessment
<b>Services</b>	<ul style="list-style-type: none"> <li>• Public Space Activation</li> <li>• Transportation</li> <li>• Public Safety</li> </ul>
<b>Key Initiatives (FY21)</b>	<ul style="list-style-type: none"> <li>• Peachtree Road Complete Street</li> <li>• West Villages Streetscapes</li> <li>• Advancement of HUB404 plans for multi-model connectivity</li> </ul>
<b>Area Accomplishments</b>	<ul style="list-style-type: none"> <li>• Complete street initiatives</li> <li>• 3,000 new residential units in pipeline</li> </ul>

### National Landing BID

<b>Location</b>	Arlington, VA
<b>Funding Source</b>	Property Owner Assessment
<b>Services</b>	<ul style="list-style-type: none"> <li>• Community Events</li> <li>• Marketing &amp; Promotion</li> <li>• Public Realm Beautification</li> <li>• Transportation</li> </ul>
<b>Key Initiatives (FY21)</b>	<ul style="list-style-type: none"> <li>• Coordinating \$4B in local &amp; regional transportation projects</li> <li>• People Before Cars Campaign</li> <li>• Mobility Next Report</li> </ul>
<b>Area Accomplishments</b>	<ul style="list-style-type: none"> <li>• Secured Long Bridge funding through DOT RAISE grant</li> <li>• 7,000 new residential units in pipeline</li> <li>• \$8B+ private-sector investment in pipeline</li> </ul>

## SUMMARY OF FINDINGS | NEXT STEPS FOR NEW ORGANIZATION

The County can begin advancing the new place-based organization by confirming the level of services, developing a proposed structure, and beginning to build support.

### Advancing a New Place Based Organization – Next Steps

1

**Engage stakeholders to confirm the types and levels of services needed**

*Based on governance gaps identified during the study, recommended action items, and stakeholder engagement*

2

**Develop a proposed organizational structure and funding source**

*Based on County priorities and interest from Springfield property owners and stakeholders*

3

**Establish a proposal and conduct outreach to build support**

*To establish buy-in and position entity for approval from required*

## SUMMARY OF FINDINGS | NEXT STEPS FOR ADVANCING ACTION ITEMS

County entities can advance the appropriate action items in the near term through roundtables and regular check ins.

### Advancing Action Items in the Near Term – Next Steps

1

#### **Strengthen coordination amongst existing entities**

*Through roundtables to review identified action items, building on outreach conducted in this study*

2

#### **Confirm near-term action items to address**

*Based on identified leads for each action item and timeline for execution*

3

#### **Hold regular check in meetings**

*To review progress, provide visibility across all activity, create opportunities for collaboration and coordination*



03

# Demographic Assessment

## KEY TAKEAWAYS

### LIMITED RECENT POPULATION GROWTH

Population growth in Springfield-Franconia (“Springfield”) has been stagnant in the last decade and lags the County and comparable areas in the region. The area has seen little recent investment in new residential development.

### DIVERSE, EDUCATED, AND HIGH-INCOME POPULATION

Demographics vary within the Study Area, but Springfield is more diverse than its comparable areas in the region. Since 2010, the area has become more racially and ethnically diverse, and more economically stratified.

### MANY FAMILIES AND HOMEOWNERS

Springfield households are more likely to be families and homeowners compared to nearby commercial nodes, likely due to limited recent multifamily development in the area, which has attracted renters and non-family households to other areas.

### CONCENTRATED RETAIL EMPLOYMENT

Springfield’s employment is concentrated in food services & retail, at a higher rate than comparable areas. A low resident-to-job ratio in the direct Study Area confirms opportunities for more mixed-use development to create residential opportunities around existing jobs.

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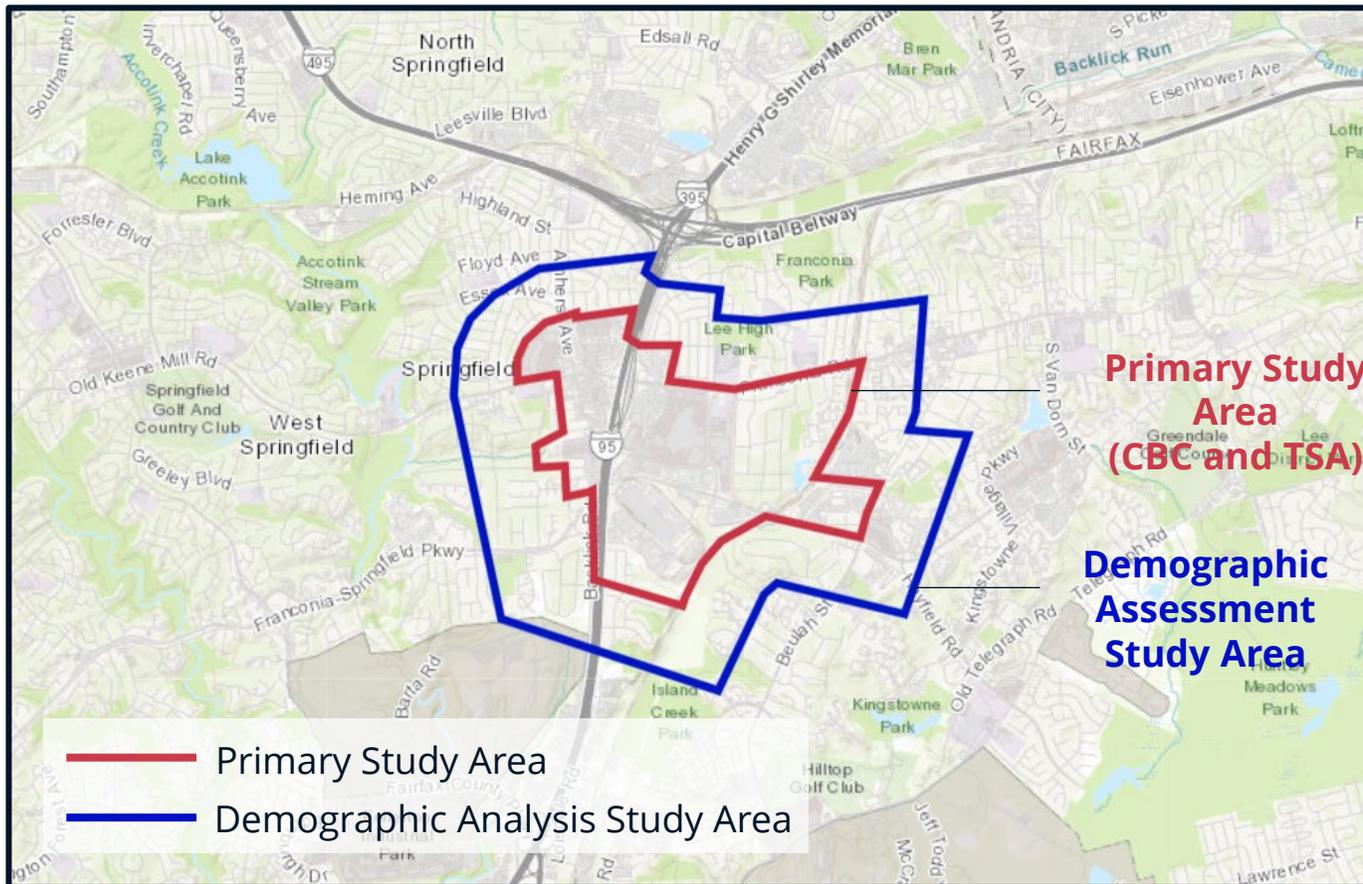
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# Defining Geographies

## DEFINING GEOGRAPHIES | SPRINGFIELD-FRANCONIA AREA

The Primary Study Area is made up of the Community Business Center (“CBC”) and Transportation Services Area (“TSA”). The demographic assessment includes a half-mile.

### STUDY AREA AND LARGER DEMOGRAPHIC ANALYSIS AREA

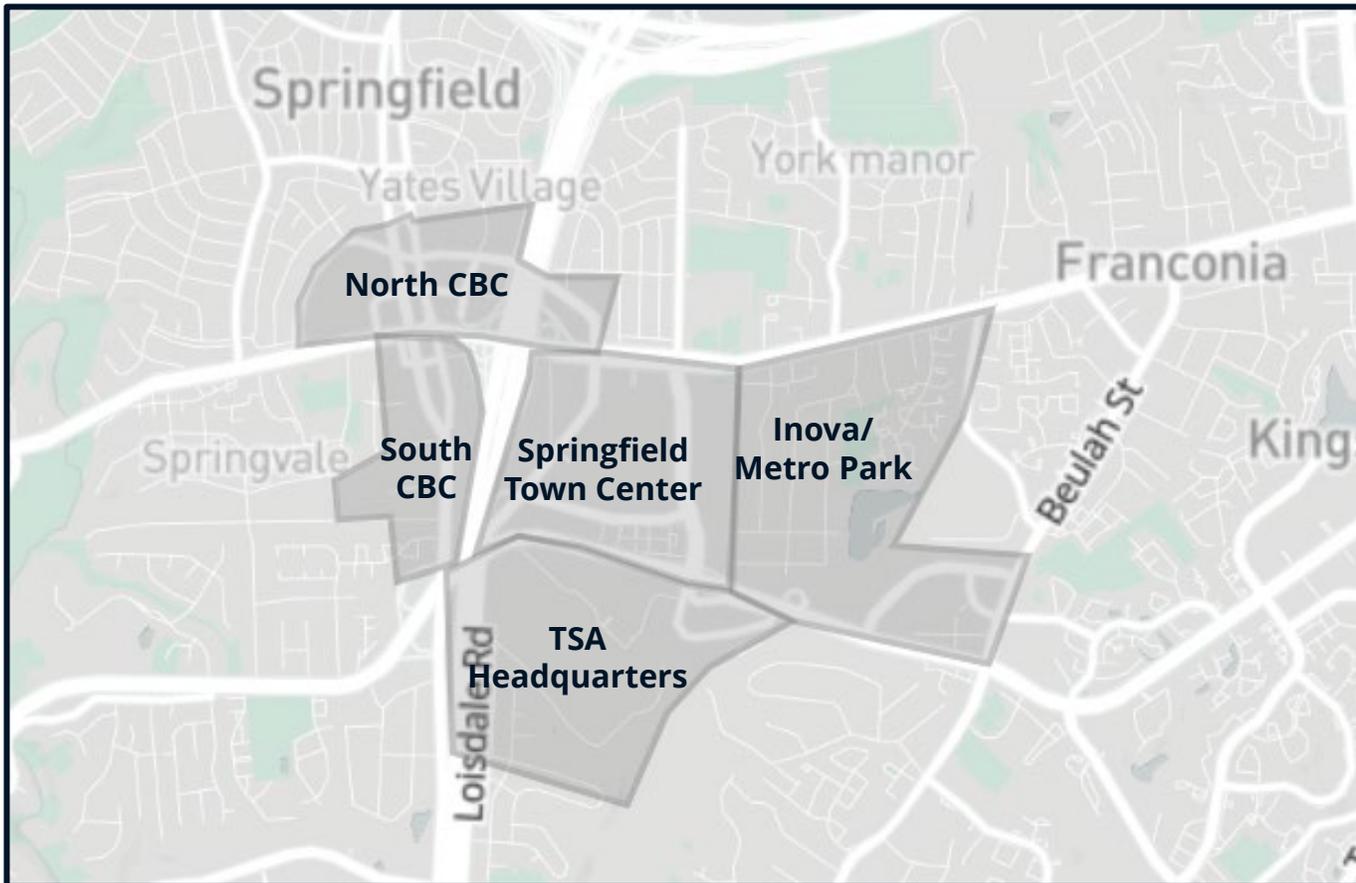


Given the concentration of commercial activity in the study area, HR&A used a half-mile buffer around the Primary Study Area to conduct the demographic assessment, which includes nearby residents and allows for a better comparison of demographic trends to other peer locations in the region.

## DEFINING GEOGRAPHIES | SPRINGFIELD-FRANCONIA SUBAREAS

HR&A defined Subareas of the Study Area to help better identify and understand differing market dynamics within the broader Study Area.

### SPRINGFIELD-FRANCONIA SUBAREAS

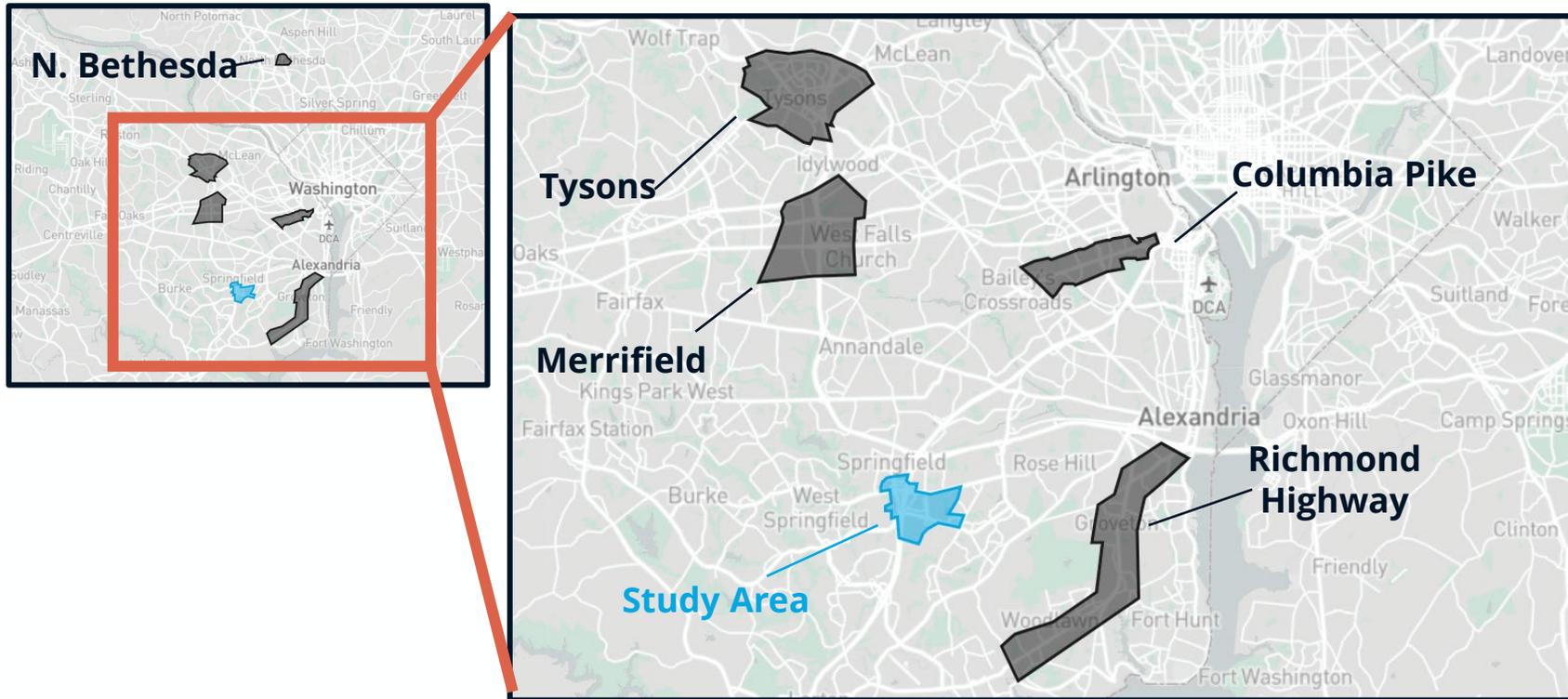


While these Subareas were not used for this demographics analysis, these subareas will be used for real estate market analysis.

## DEFINING GEOGRAPHIES | SPRINGFIELD-FRANCONIA COMPARISON AREAS

Beyond the Springfield-Franconia area, it is also critical to understand the presence of similar, comparable areas within the broader region and how Springfield-Franconia compares to these other areas.

### DEMOGRAPHICS AREA AND COMPARISONS AREAS



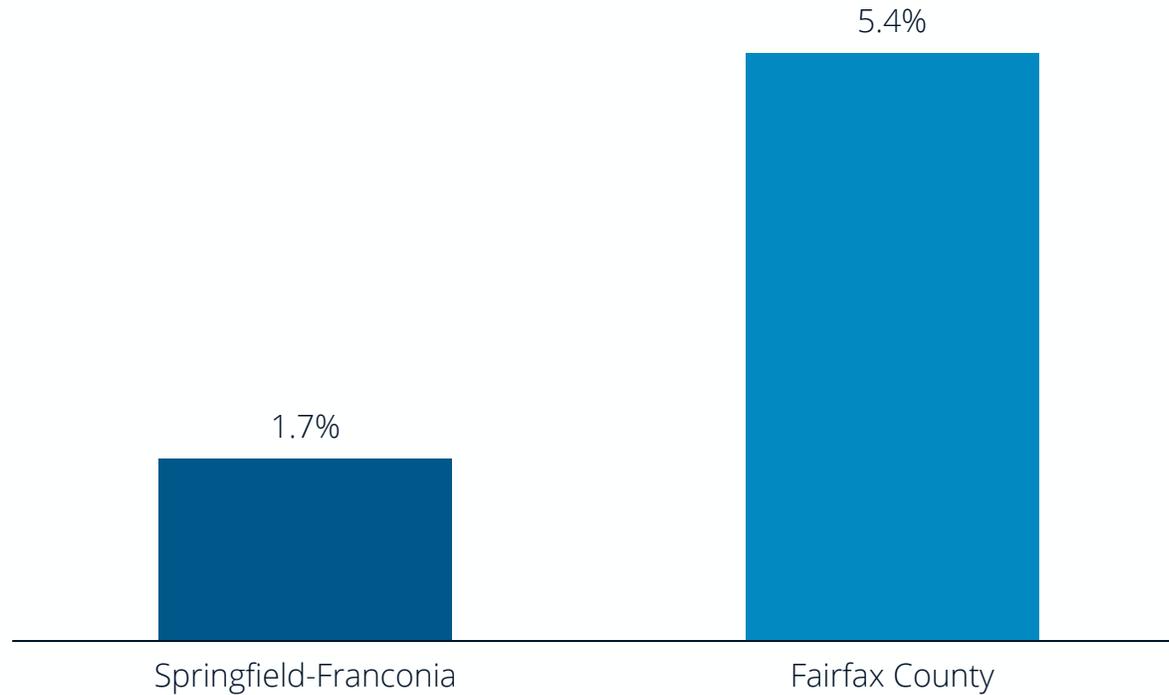
Throughout the real estate market analysis, HR&A will compare Springfield-Franconia to Tysons, Columbia Pike, Merrifield, North Bethesda, and the Richmond Highway corridor.

# Demographic Trends

## DEMOGRAPHIC TRENDS | POPULATION

Growth in Springfield has been low since 2010 and is below the county average.

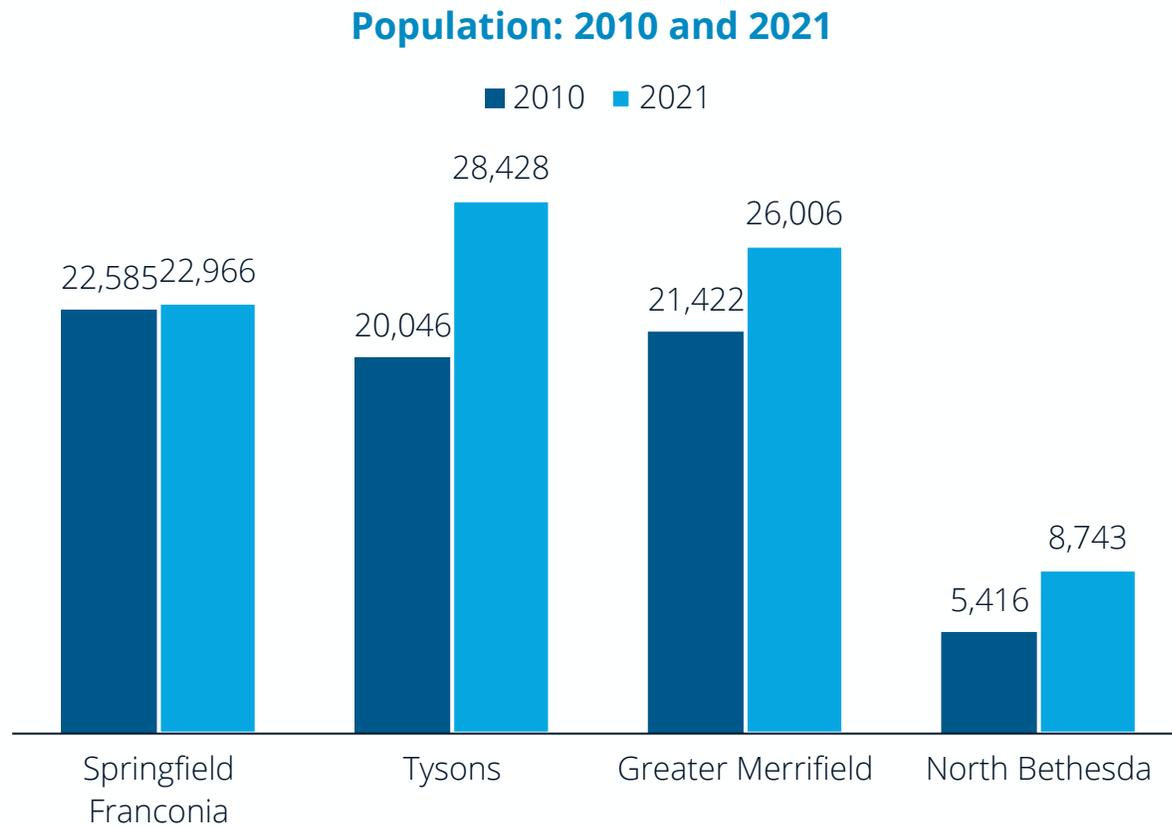
### Population Growth: 2010-2021



Since 2010, the population and household growth rates in Springfield significantly lagged growth rates in Fairfax County. Slower growth rates suggest that this part of the county has not been a preferred destination for new residents.

## DEMOGRAPHIC TRENDS | POPULATION

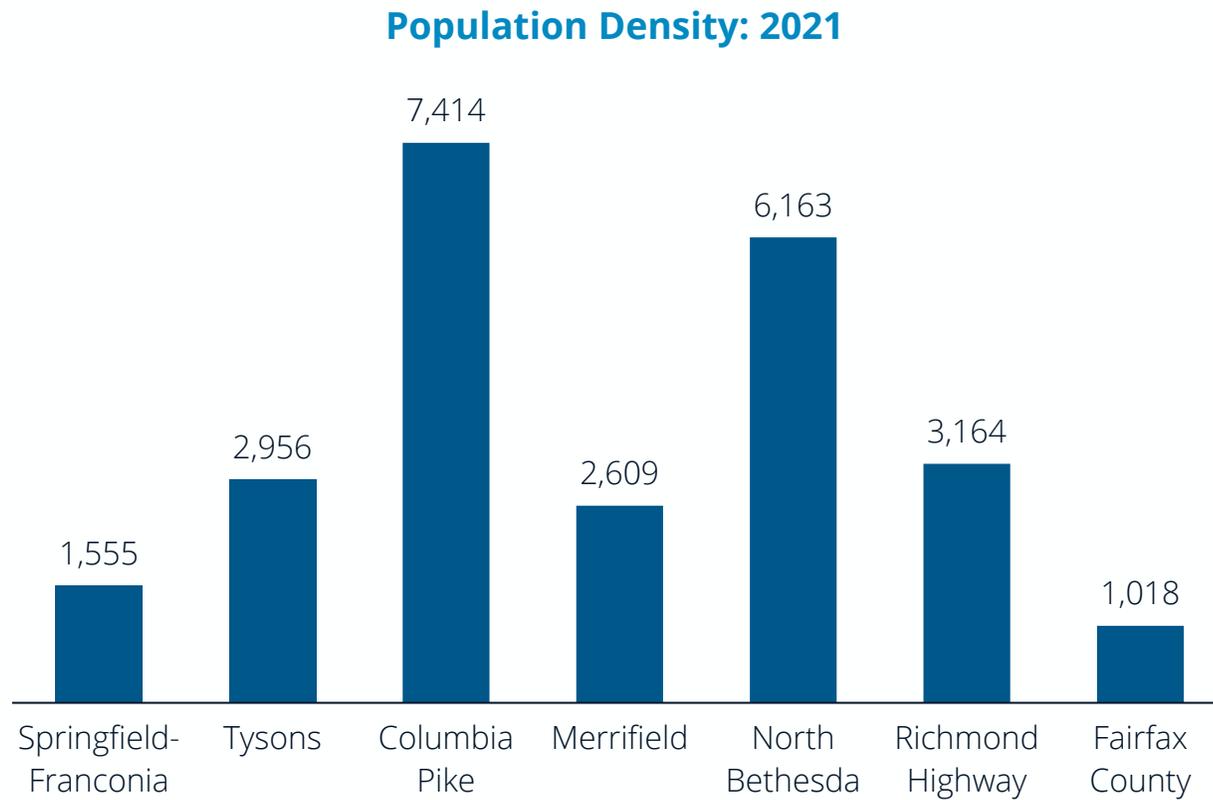
Springfield's growth also lags other comparable areas in the region.



Springfield has grown at a significantly slower rate compared to other suburban, mixed-use nodes in the region. In 2010, the base in the Demographics area was similar to those of Tysons and Greater Merrifield; however, these regions added people at a much faster rate, and now have larger population bases.

## DEMOGRAPHIC TRENDS | POPULATION

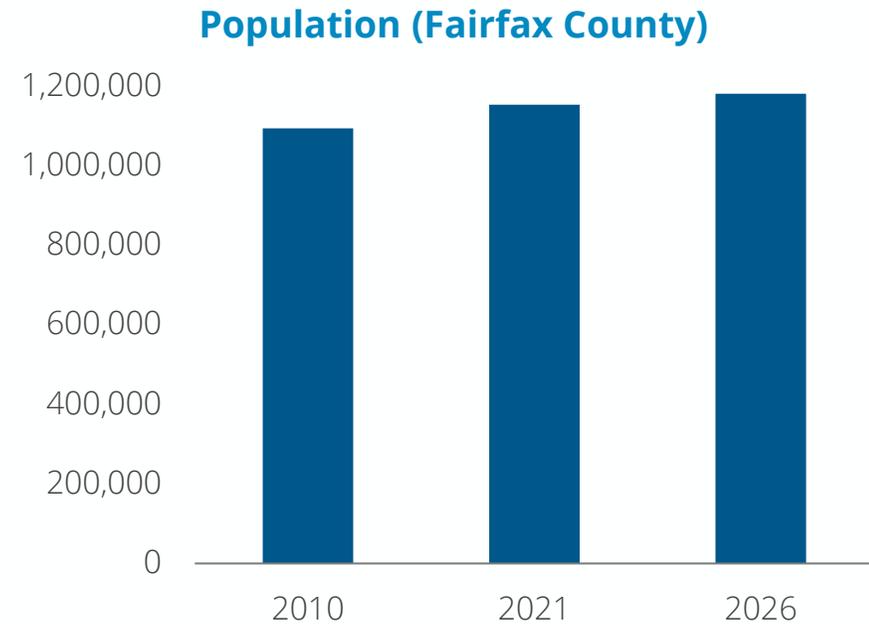
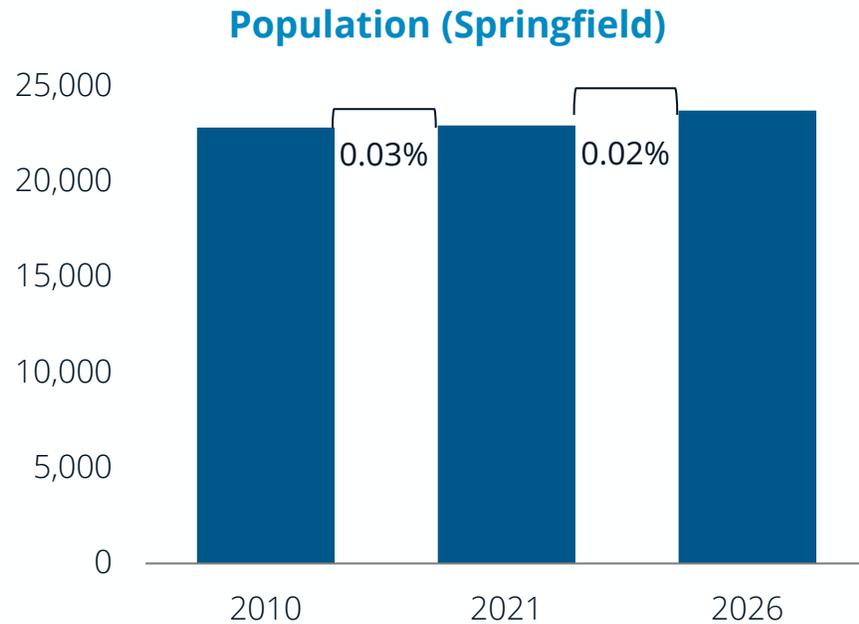
Springfield has lower household density than other parts of the region.



While denser than Fairfax County as a whole, the Springfield lags all other comparison areas in terms of household density, illustrating how, unlikely other mixed-use nodes, Springfield has not attracted denser residential development to complement commercial development.

## DEMOGRAPHIC TRENDS | POPULATION

Springfield is expected to experience slow population growth over the next five years.

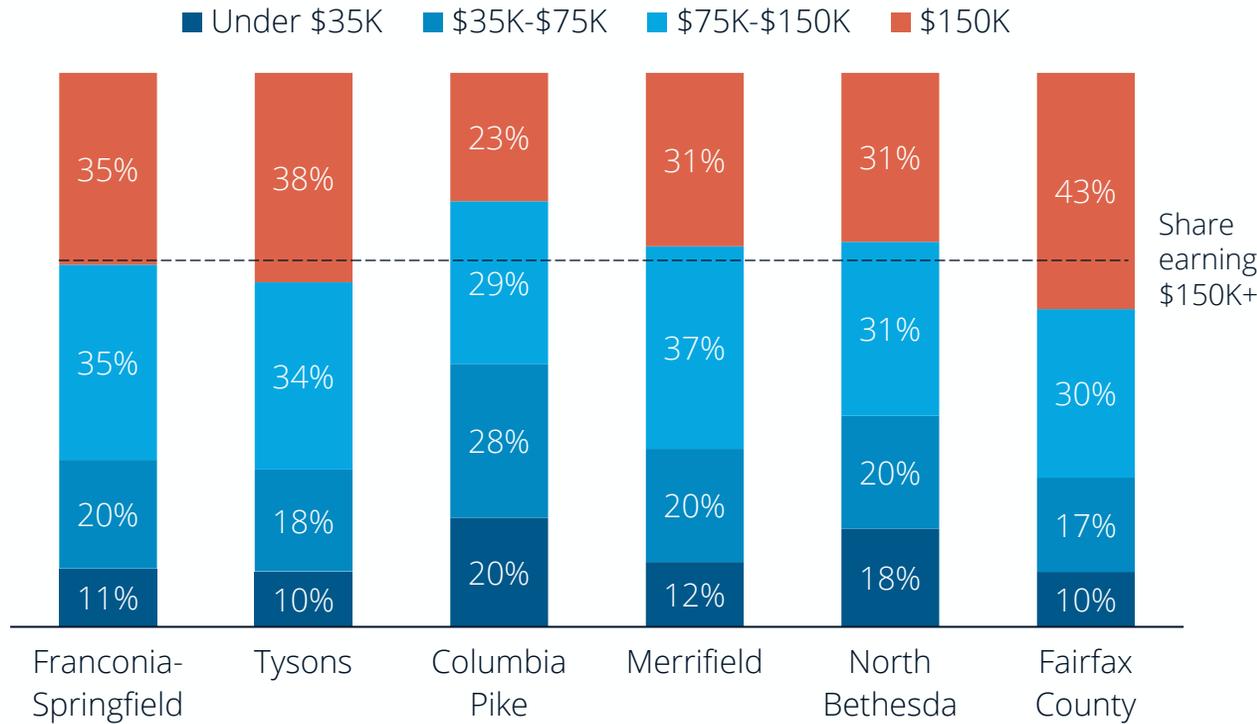


Springfield has experienced slow population growth since 2010. This trend is expected to continue, as population growth in the county slows relative to recent trends.

## DEMOGRAPHIC TRENDS | DEMOGRAPHIC BASE

Springfield has high median household income, though it is slightly below Fairfax County.

**Income Distribution: 2021**

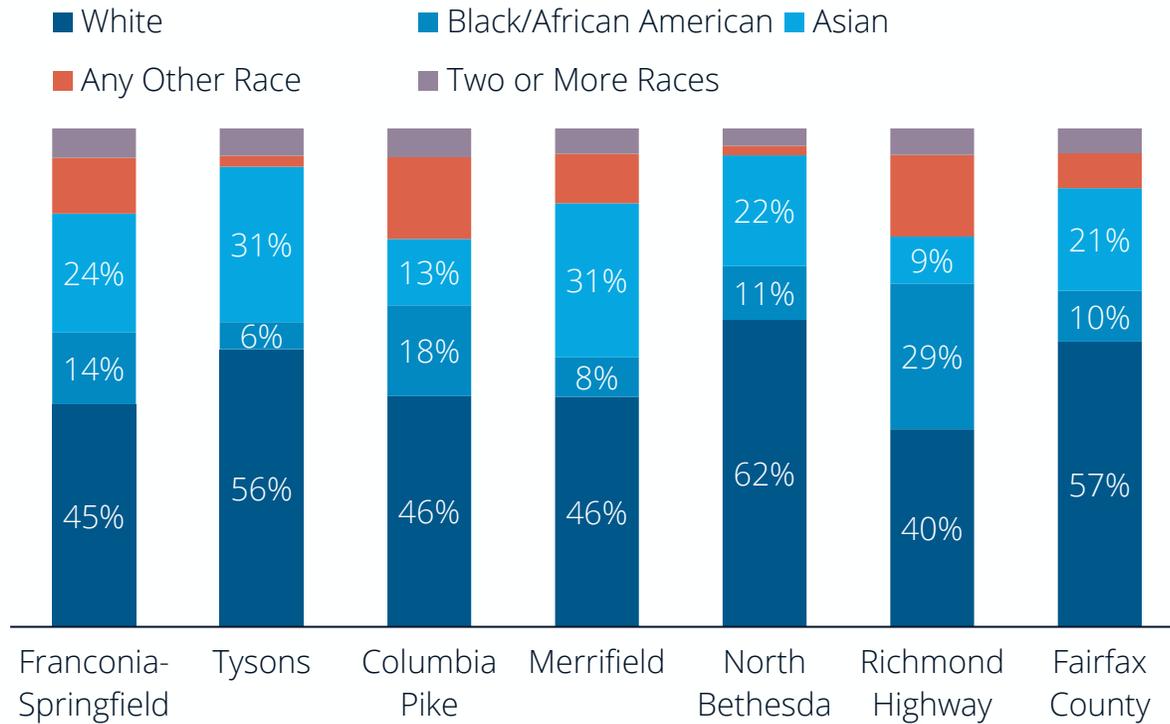


The Study Area has a median household income of \$112,000, higher than the median incomes in all the comparison areas except for Tysons. Fairfax County has a median income of \$126,000.

## DEMOGRAPHIC TRENDS | DEMOGRAPHIC BASE

Springfield is more diverse than Fairfax County and many comparable areas.

### Racial Composition: 2021

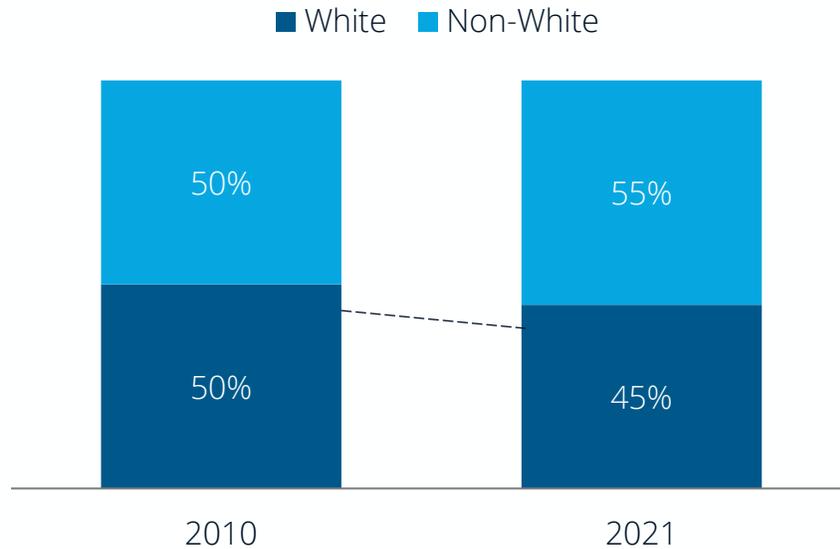


Compared to Fairfax County, the Study Area is more racially diverse, with fewer than 50% of people identifying as white. Other than the Richmond Highway corridor, the study area is the most racially diverse in the comparison set.

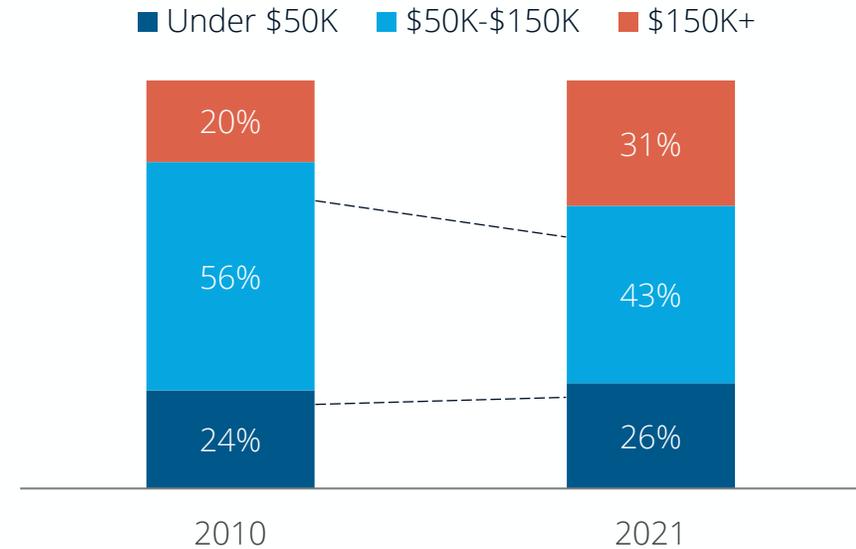
## DEMOGRAPHIC TRENDS | DEMOGRAPHIC BASE

Springfield has become increasingly racially diverse and more economically stratified.

### Springfield Racial Distribution



### Springfield Income Distribution

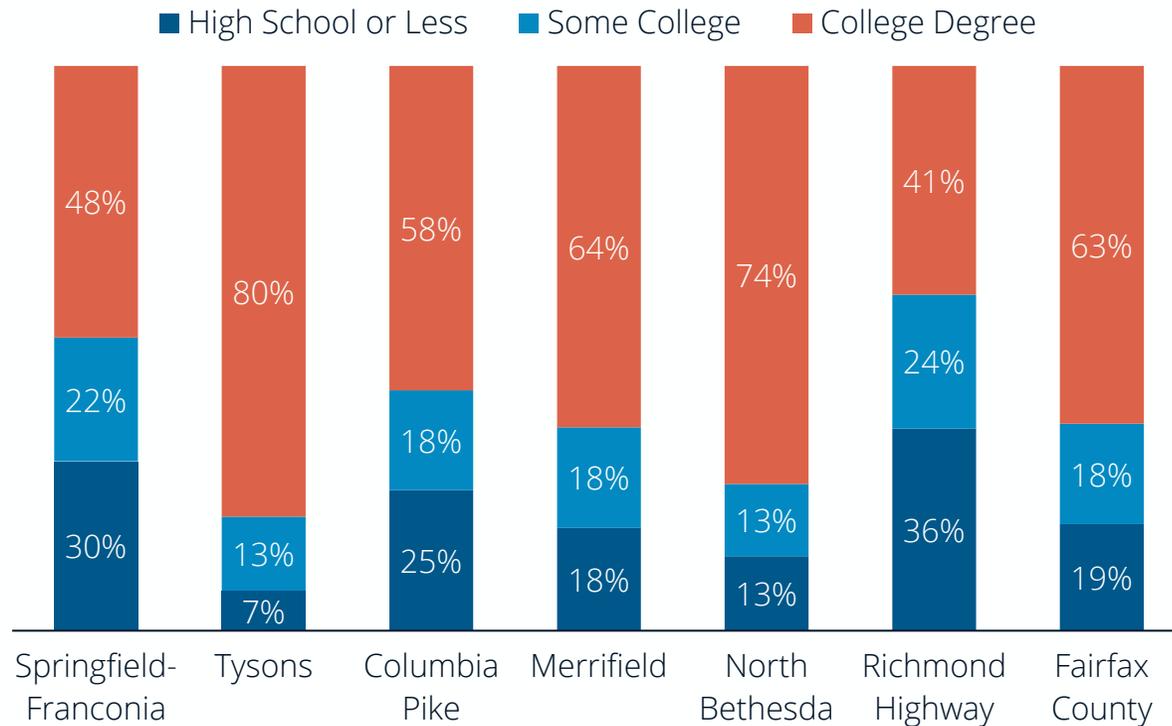


Despite little population change since 2010, the demographic base of Springfield has shifted. The share of the population that is non-white grew from, 50% to 55%. Over the same time period, Springfield also became more economically stratified, with low-income households earning under \$50K annually and high-income households earning over \$150K growing as a share of the household base.

## DEMOGRAPHIC TRENDS | DEMOGRAPHIC BASE

Springfield is highly-educated but has fewer college grads than peer areas.

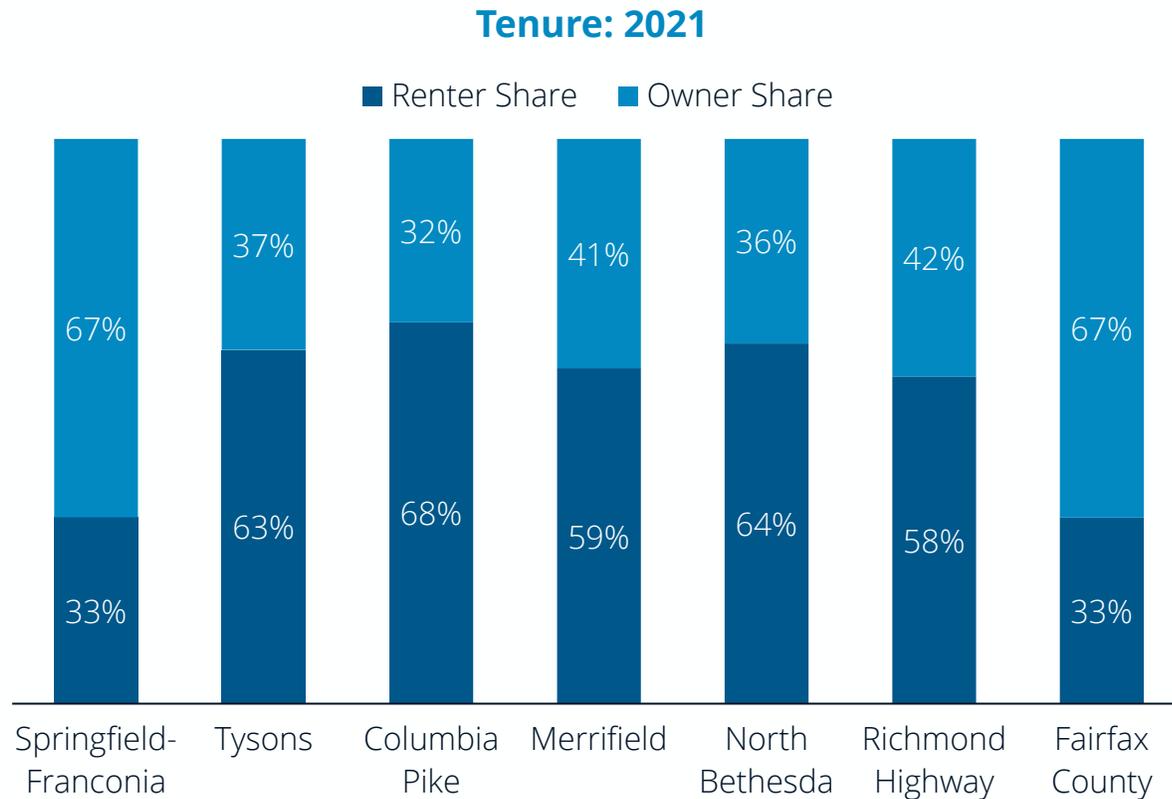
### Educational Attainment: 2021



Nearly half of all people over the age of 25 in Springfield have a college degree, significantly above national trends. However, the population is less educated compared to Fairfax County and all other areas except Richmond Highway.

## DEMOGRAPHIC TRENDS | DEMOGRAPHIC BASE

Springfield households are primarily owner-occupied.

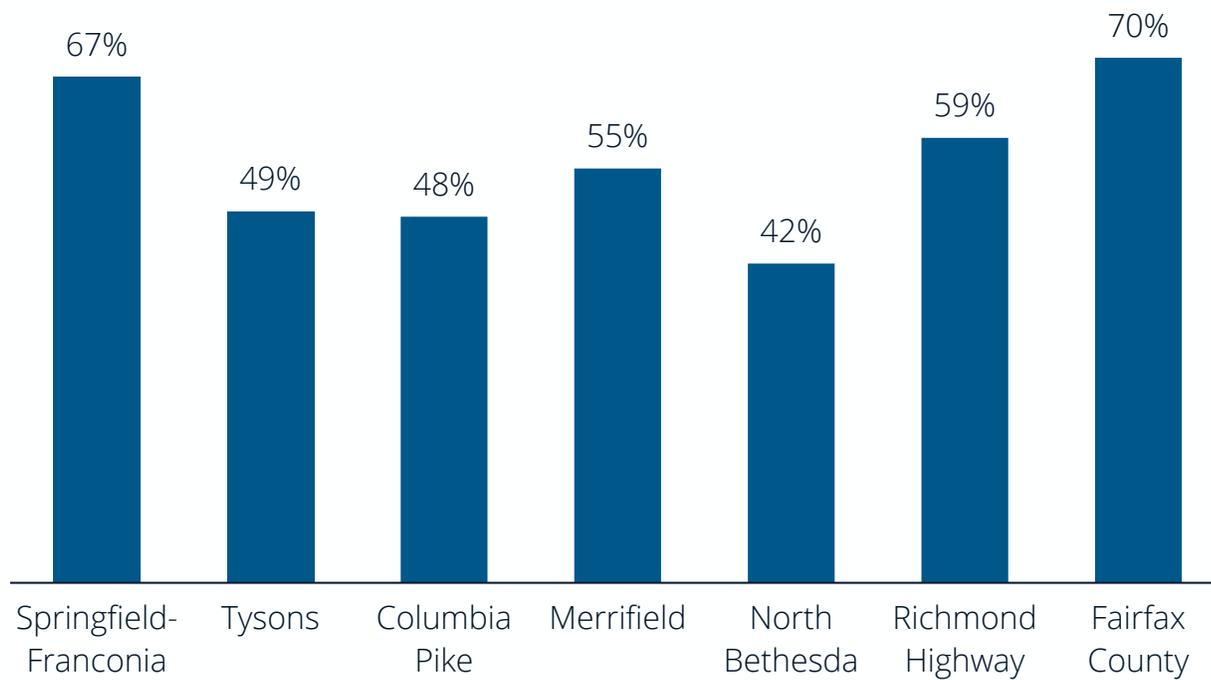


In line with county trends, about two-thirds of Springfield households are owner-occupied. By comparison, the comparison regions are primarily renter-occupied, particularly more dense areas such as Tysons and Columbia Pike.

## DEMOGRAPHIC TRENDS | DEMOGRAPHIC BASE

Springfield has a high proportion of family households.

Percent Family Households: 2021

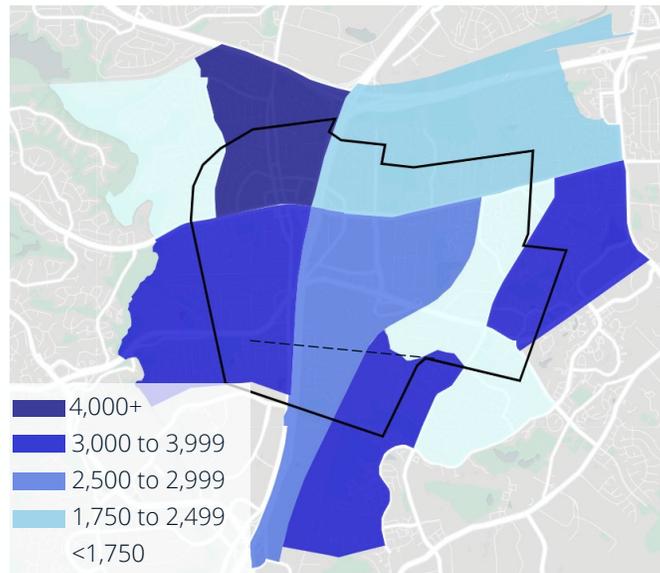


Two-thirds of Springfield households are families, which is in-line with county trends but much higher than comparable areas. Approximately half of households in Tysons, Columbia Pike, and North Bethesda are family households.

## DEMOGRAPHIC TRENDS | EMPLOYMENT BASE

Employment in the study area is concentrated in food service & retail.

### Employment By Census Tract, 2021



### Springfield Employment Base: 2021

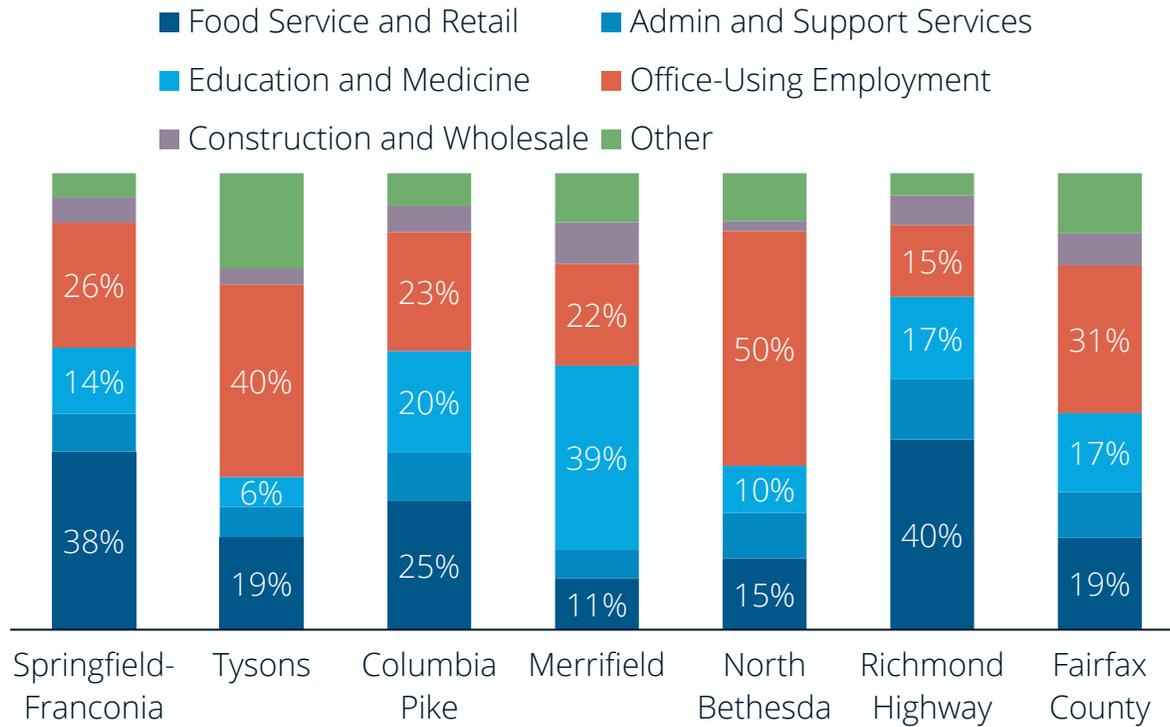


Many of the 16,300 jobs in Springfield are concentrated in Retail Trade, Professional Services, and Food Service. The Springfield CBC subarea holds a large concentration of these jobs. Employment trends and concentrations can directly impact the development site selection process, as they inform important context around daytime population and demand for amenities.

## DEMOGRAPHIC TRENDS | EMPLOYMENT BASE

Springfield has a high employment concentration in retail and food services.

### Employment Base in Comparison Areas: 2021

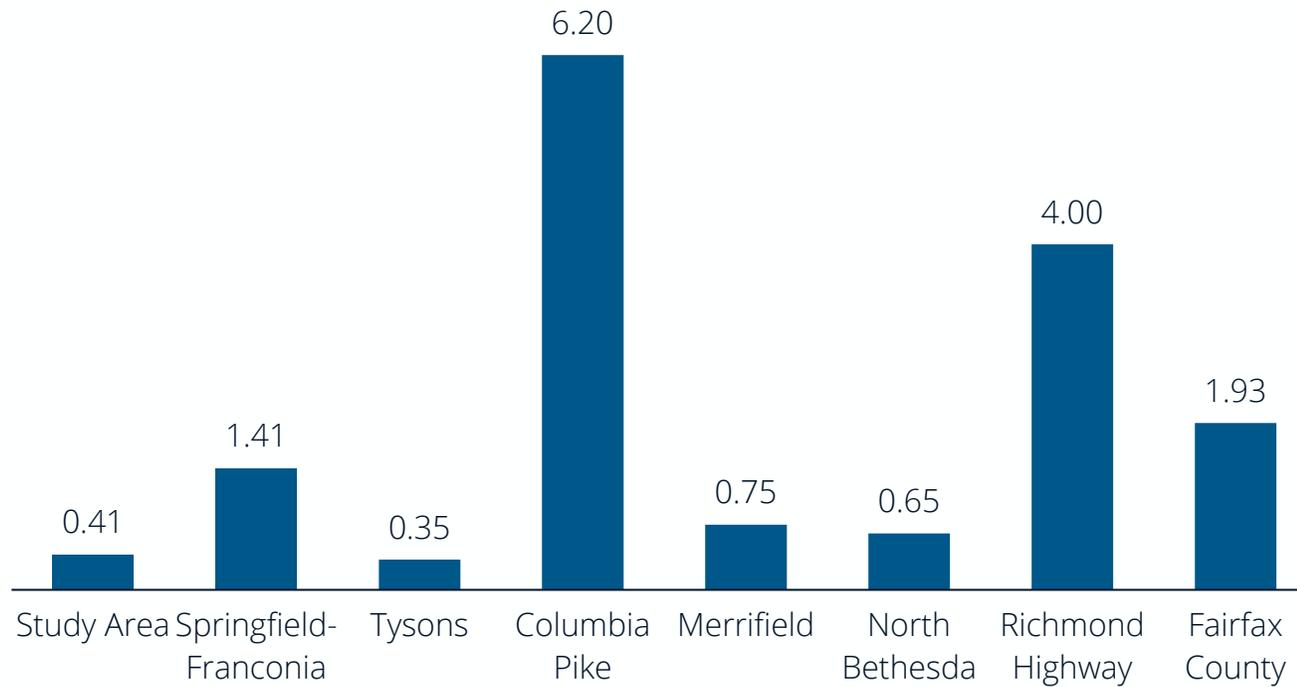


The comparison areas vary in terms of their employment drivers. Tysons has a high percentage of jobs using office space, including professional services, real estate, and finance. By comparison, Merrifield has a large education and medicine sector, and Columbia Pike is fairly-balanced between office-using employment sectors, education and medicine, and food services and retail.

## DEMOGRAPHIC TRENDS | EMPLOYMENT BASE

Springfield's resident-to-job ratio is similar to Tysons, but low relative to other areas.

**Resident-to-Job Ratio: 2021**



Resident-to-job ratios vary widely across the region's comparable areas, with Columbia Pike and Richmond Highway significantly higher than other areas. The Study Area itself is a predominantly commercial area. Its low resident-to-job ratio, compared to the broader Springfield area and Fairfax County, can incorporate additional mixed-use development.

## DEMOGRAPHIC TRENDS | PSYCHOGRAPHIC ANALYSIS

Psychographic segments are dominated by high-income, professional, and recently retired segments.

### Enterprising Professionals (43% of Springfield)

**National Snapshot:**

Average Household Size: 2.48  
Median Age: 35.3  
Median Income: \$86,000

Residents in this market tend to be highly-educated and are often employed in STEM fields. The market is fast-growing, located in lower density diverse neighborhoods of large metro areas, with renters accounting for nearly half of this group.

### Pacific Heights (17%)

**National Snapshot:**

Average Household Size: 3.17  
Median Age: 42.7  
Median Income: \$93,300

Pacific Heights is one of the smaller markets (with less than 1 percent of US households), composed of upscale neighborhoods in the urban periphery of metropolitan areas, along the Pacific Coast in California, in Hawaii, and in the Northeast. This market has the highest share of multiracial households. Residents tend to own their home and are employed in white collar occupations with high-household incomes.

### Golden Years (10%)

**National Snapshot:**

Average Household Size: 2.06  
Median Age: 52.3  
Median Income: \$71,700

Golden Years residents are often singles or empty-nester, active seniors nearing the end of their careers or already in retirement. While many in this market are still working in white-collar occupations, these customers have an increased interest in leisure, particularly with a focus on health.

## DEMOGRAPHIC TRENDS | PSYCHOGRAPHIC ANALYSIS

Psychographic segments are dominated by high-income, professional, and recently retired segments.

### Urban Chic (8.2% of Springfield)

**National Snapshot:**

Average Household Size: 2.39  
Median Age: 43.3  
Median Income: \$109,400

Urban Chic residents are professionals that live a sophisticated, exclusive lifestyle. Half of all households are occupied by married-couple families and about 30% are singles. These are busy, well-connected, and well-educated consumers—avid readers and moviegoers, environmentally active, and financially stable.

### Metro Renters (6.9%)

**National Snapshot:**

Average Household Size: 1.67  
Median Age: 32.5  
Median Income: \$67,000

Residents in this highly mobile and educated market live alone or with a roommate in older apartment buildings and condos located in the urban core of the city. Residents have higher-than average incomes and are upwardly mobile with interest in the latest technology.

### Diverse Convergences (5.8%)

**National Snapshot:**

Average Household Size: 3.07  
Median Age: 32.8  
Median Income: \$46,500

Diverse Convergence neighborhoods are a rich blend of cultures, found in densely populated urban and suburban areas. Nearly 40% are foreign-born. Young families renting apartments in older buildings dominate this market; about one quarter of households have children. Workers are mainly employed in white collar and service occupations.

## DEMOGRAPHIC TRENDS | PSYCHOGRAPHIC ANALYSIS

Psychographics analysis allows a deeper understanding of Springfield's population base.

### What is a psychographic analysis?

Psychographic analysis integrates demographics and socioeconomic characteristics to better understand consumers lifestyle choices and spending patterns. Households with similar characteristics are grouped together and categorized according to consumer lifestyles and life stages. There are 67 distinct, behavioral market segments.

### What data is used to define these consumer groups?

Esri uses a variety of data sources to compile relevant consumer information, including the Census, the American Community Survey (ACS), Esri's demographic updates, Experian's ConsumerView database, and consumer surveys. These source provide demographic information, such as age, sex, family type, and race as well as socioeconomic characteristics such as income, education, and housing tenure. Esri uses this data to differentiate consumer spending, preferences, and identify commonalities that are used to define each consumer type.



| 04

Market  
Assessment

## EXECUTIVE SUMMARY | MARKET SUMMARY BY USE

### RETAIL

Overall, **shopping centers are performing well and have low vacancy**, particularly neighborhood-serving shopping centers; vacancy jumped at Springfield Town Center during Covid and tenanting there is increasingly focused on entertainment and F&B uses.

### OFFICE

Springfield offers a more affordable office location for high-quality space, a clear competitive advantage. However, in a post-Covid environment, office space will **require better activation and access to amenities to remain competitive**.

### RESIDENTIAL

There is little multifamily development in the Study Area and it **lags peer areas in new residential development** that supports mixed-use, activated environments. There is a significant opportunity for mid-rise multifamily development in the area.

### HOTEL

Springfield is a center of hotel activity in Southern Fairfax County and has more hotel rooms than all peer locations but Tysons. **Future activity is dependent on Covid recovery**, though a number of properties are aging and require reinvestment / repositioning.

### INDUSTRIAL

Springfield has little industrial inventory and has added no industrial for several decades. Market dynamics for other uses will **limit opportunities for new industrial uses**.

# Table of Contents – Market Assessment

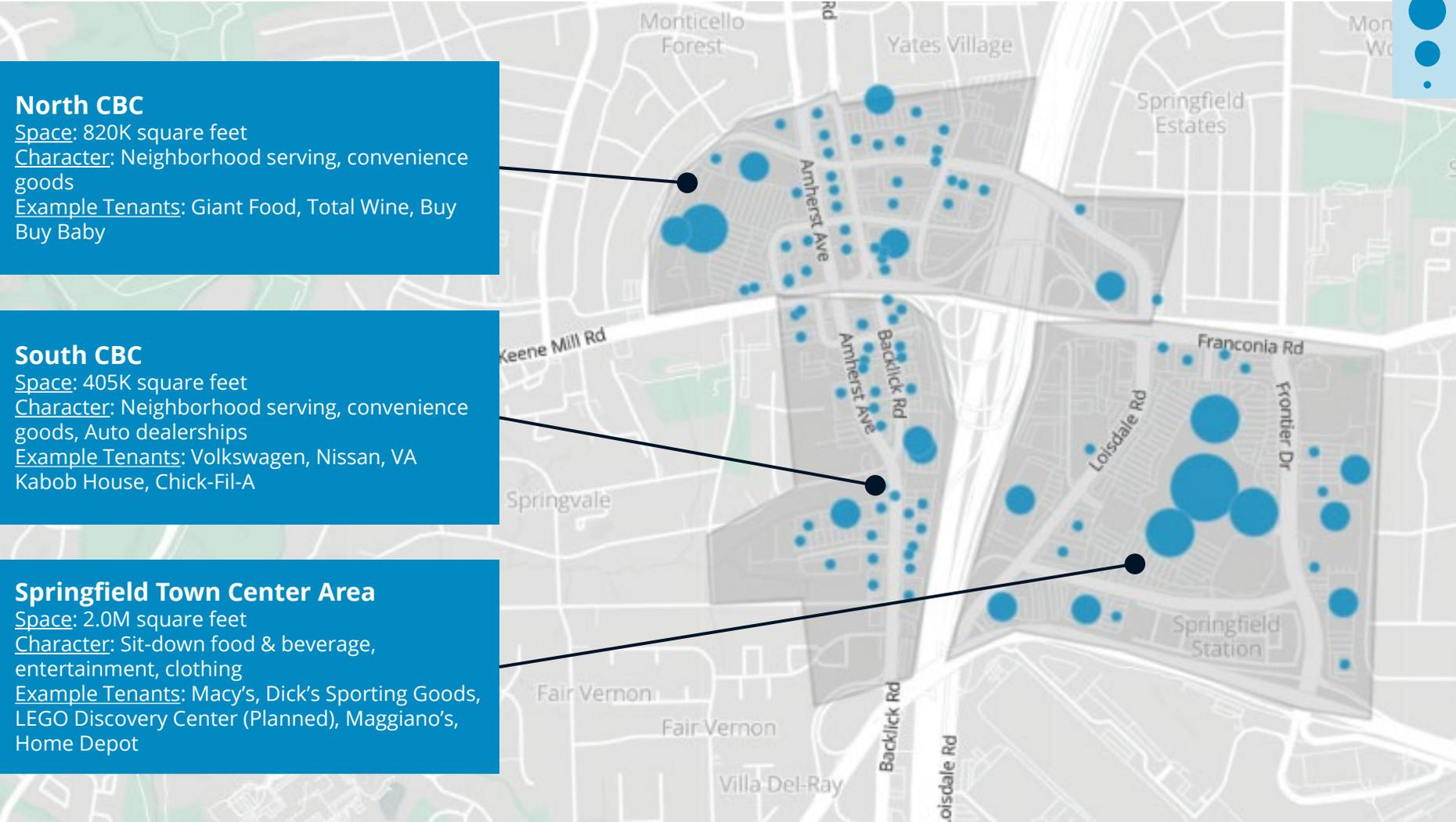
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# Retail

## RETAIL | INVENTORY

Springfield is a retail destination for southern Fairfax County, with both local neighborhood-serving and regional retail.



**North CBC**  
Space: 820K square feet  
Character: Neighborhood serving, convenience goods  
Example Tenants: Giant Food, Total Wine, Buy Buy Baby

**South CBC**  
Space: 405K square feet  
Character: Neighborhood serving, convenience goods, Auto dealerships  
Example Tenants: Volkswagen, Nissan, VA Kabob House, Chick-Fil-A

**Springfield Town Center Area**  
Space: 2.0M square feet  
Character: Sit-down food & beverage, entertainment, clothing  
Example Tenants: Macy's, Dick's Sporting Goods, LEGO Discovery Center (Planned), Maggiano's, Home Depot

**Total Square Feet**

**3.2M**

**Vacancy**

**6.4%**

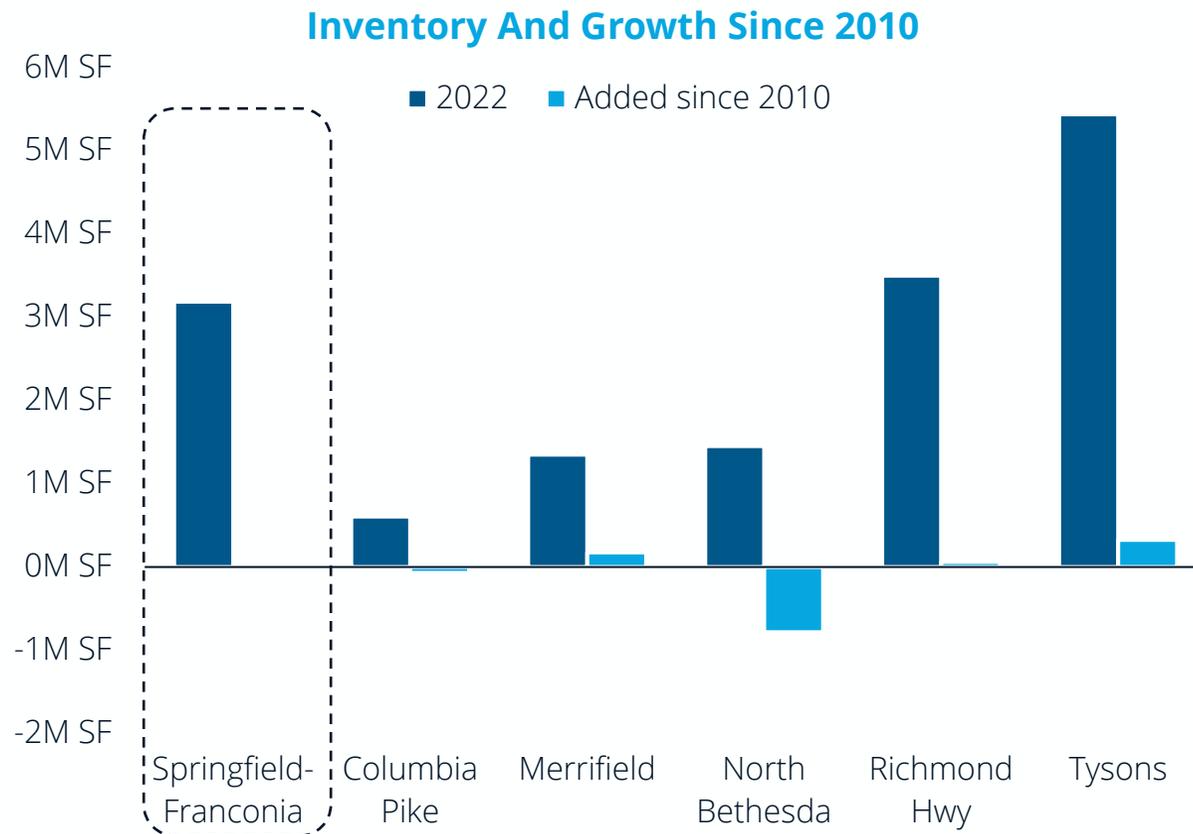
**Share of Total Fairfax County Retail Space**

**7%**

Town Center retail is concentrated on destination retail (e.g., sit down restaurant, entertainment, clothing), while areas west of I-95 are more neighborhood-serving.

## RETAIL | INVENTORY COMPARISON

Springfield's 3.2M sq. ft. of retail space is comparable to Richmond Highway, but lags regional retail leader Tysons, which has more than 5.4 million sq. ft. of space.

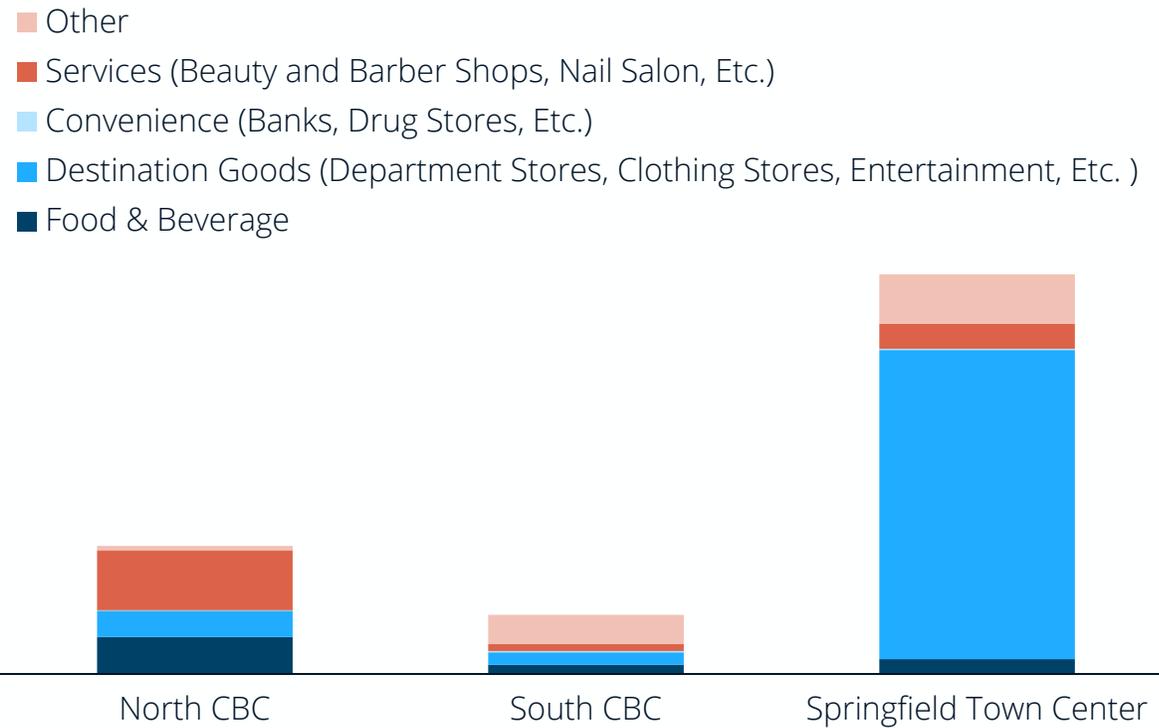


**Springfield has added just 22,000 square feet of retail since 2010, growing by about 1%.** Only Tysons and Merrifield have added significant levels of retail inventory, with Tysons adding 330K square feet (+6%) and Merrifield adding 175K square feet (+15%) since 2010.

## RETAIL | TENANT BASE

Destination retailers, such as department stores, comprise the vast majority of retail space in the Springfield Town Center area, while other areas are comprised primarily of neighborhood serving-uses offering convenience good and services.

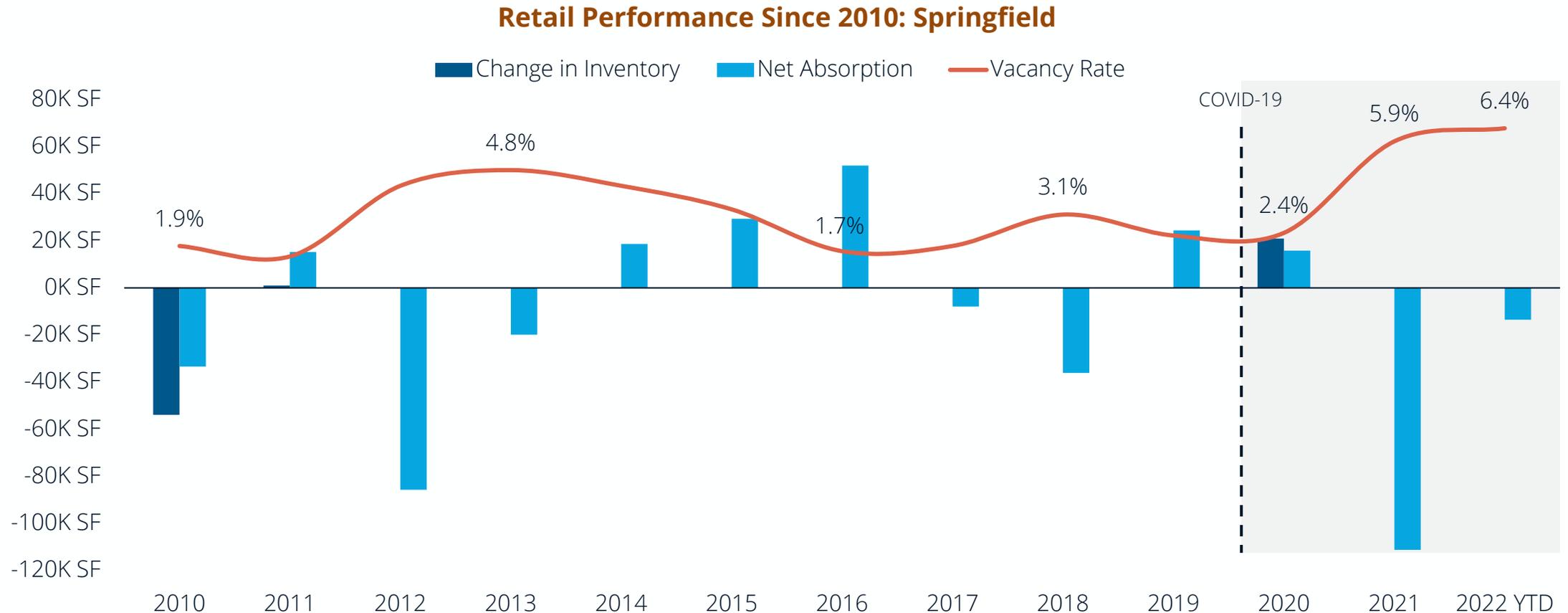
### Retail Tenant Base by Square Feet: 2022



**Most of the retail space is concentrated in Springfield Town Center.** Services that tend to serve local residents, such as salons, education, and healthcare are more concentrated in the North CBC. The Town Center's planned LEGO Discovery Center can play a role in expanding entertainment retail in Springfield.

## RETAIL | PERFORMANCE

Springfield's vacancy rates remained strong until the start of the pandemic and have increased to 6.4%.

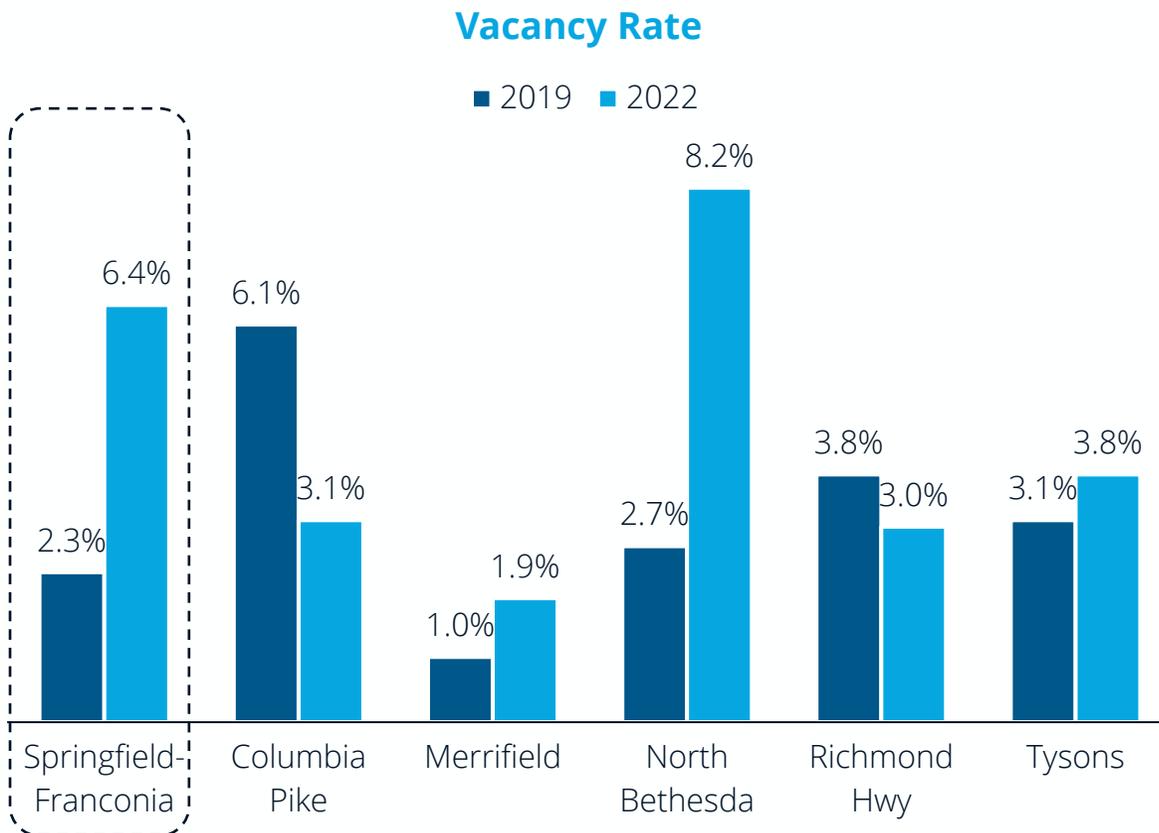


Note: Springfield Town Center was redeveloped in 2015, but did not impact total inventory in the area.

Source: CoStar

## RETAIL | VACANCY COMPARISON

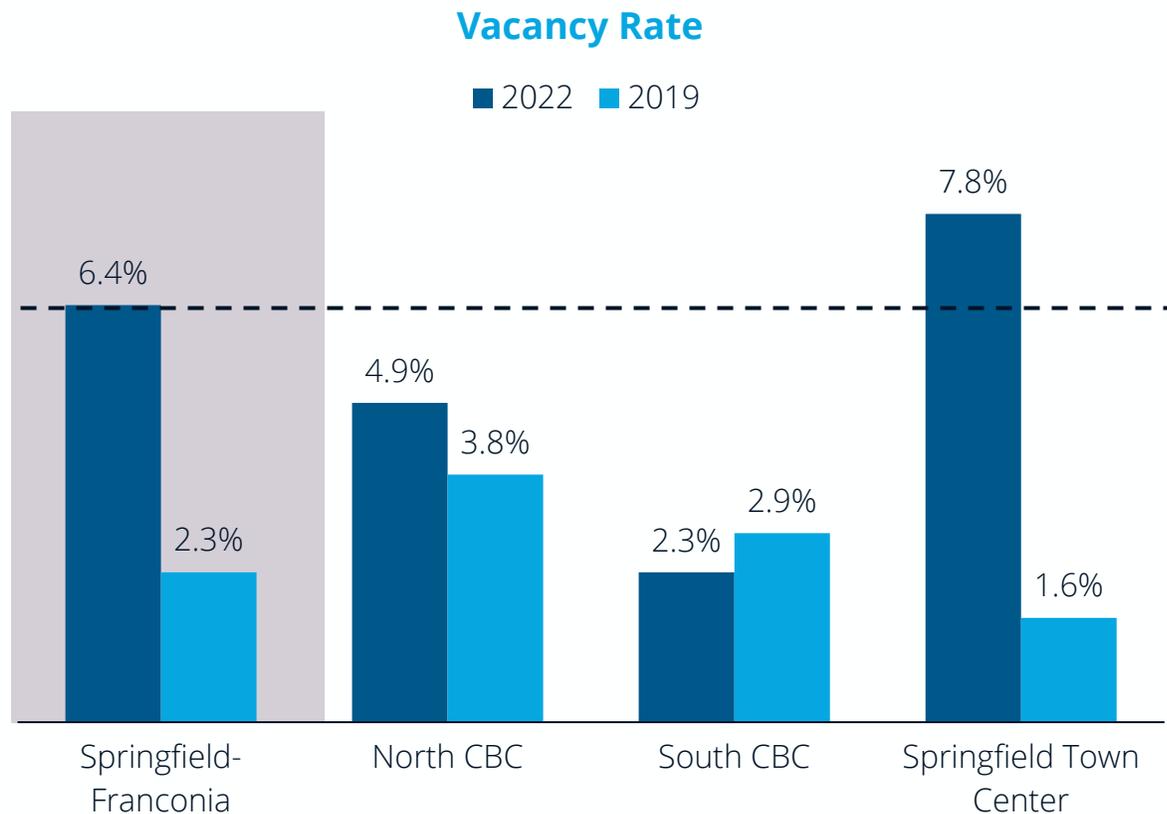
Springfield is experiencing higher vacancy rates than peer locations, with the exception of North Bethesda. Though, overall vacancy rates remain very healthy.



Historic retail vacancy rates indicate an **opportunity for Springfield to return to lower vacancy rates as retail activity returns to pre-pandemic levels.** As Springfield works through recovery, the region can prioritize diversifying the retail tenant base to increase future resilience.

## RETAIL | VACANCY COMPARISON

Deeper analysis shows the increase in vacancy has been driven by the Springfield Town Center area, where vacancy increased to 7.8% during the pandemic.



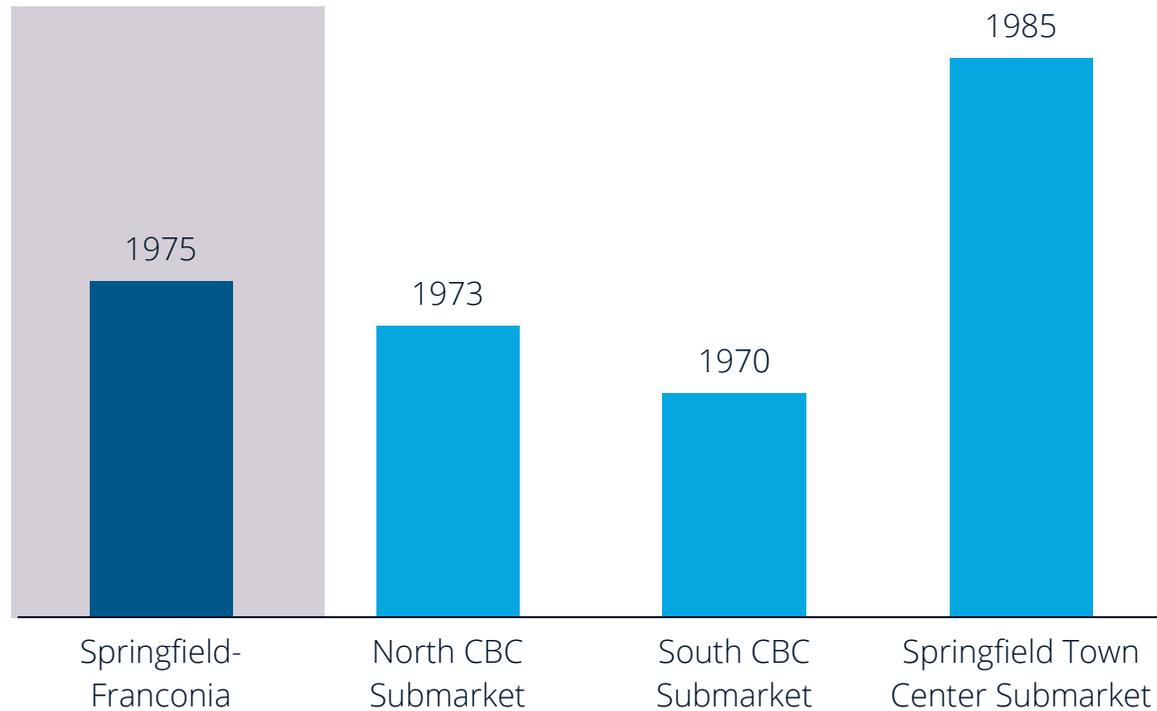
Destination retail and soft goods, such as department stores, apparel, and merchandise, were disproportionately impacted by the pandemic. Because of this, vacancy in Springfield Town Center jumped more than the other sub-areas, which include more local-serving retail good.

Vacancy remains very low in the North and South CBC areas, indicative of strong demand and well performing spaces.

## RETAIL | BUILDING AGE

Springfield's retail buildings are nearly 50 years old on average, with the newest buildings concentrated in the Springfield Town Center area.

Average Building Age

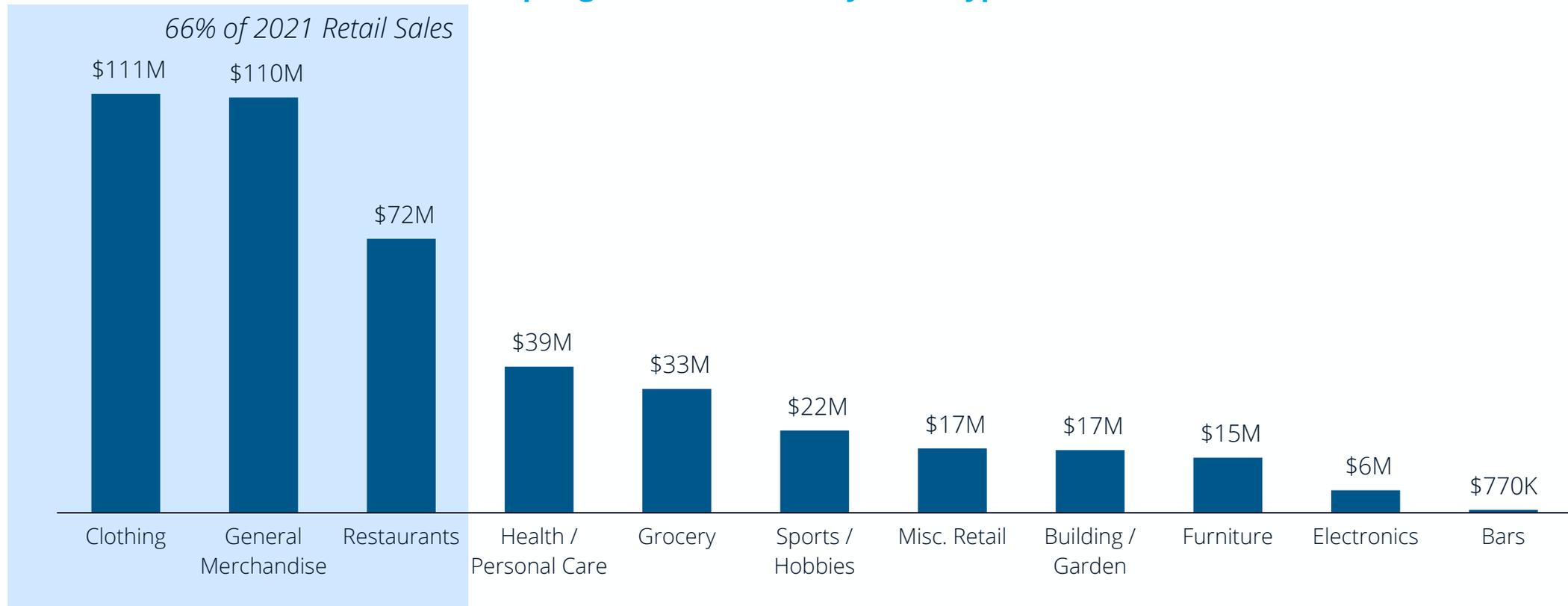


While some properties, such as Springfield Town Center, have been redeveloped or renovated in recent years, other aging centers, such as older properties in the South CBC area, would benefit from reinvestment.

## RETAIL | TOP INDUSTRIES

The top three retail industries in Springfield, which are primarily destination uses, represent three quarters of the area's total annual retail sales of \$441 million.

Springfield Retail Sales by Store Type, 2021



Source: Claritas Retail Market Report

## RETAIL | TRADE AREA TOP INDUSTRIES

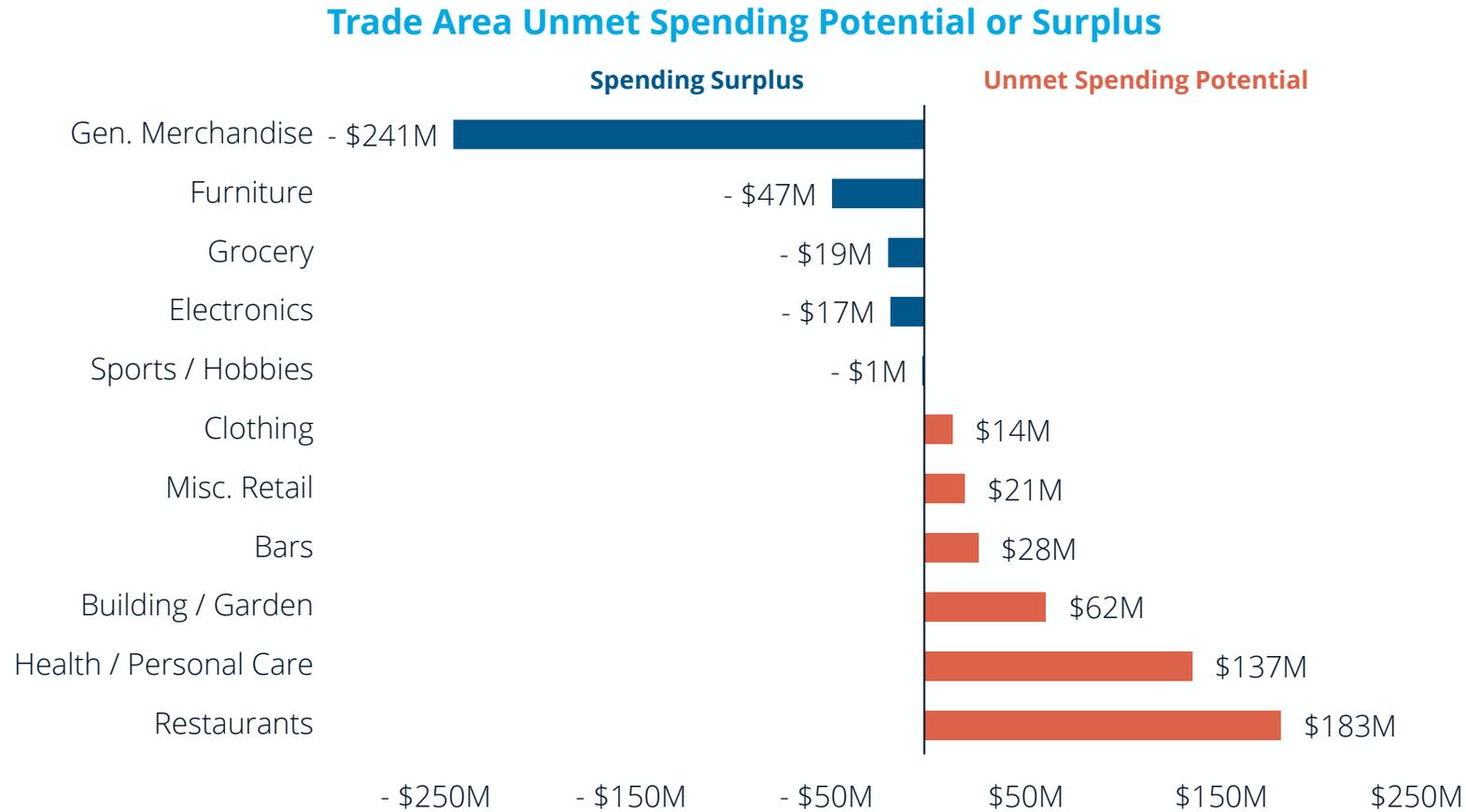
Springfield captures a disproportionately high share of retail sales in clothing, sports, miscellaneous retail, and health stores within its Trade Area.



Springfield captures higher shares of trade area retail sales for destination goods like clothing, sporting goods, and general merchandise, as well as for more neighborhood-serving retail like health and personal care.

## RETAIL | TRADE AREA RETAIL GAP

Based on retail sales and demand, Springfield's retail trade area is currently undersupplied in restaurants and health/personal care stores.



General Merchandise in the trade area is oversupplied, which may be partially driven by increasing online sales for these goods or certain stores drawing customers from outside the trade area.

Springfield is well-positioned to accommodate more restaurants, which are currently the most undersupplied retail use in the trade area.

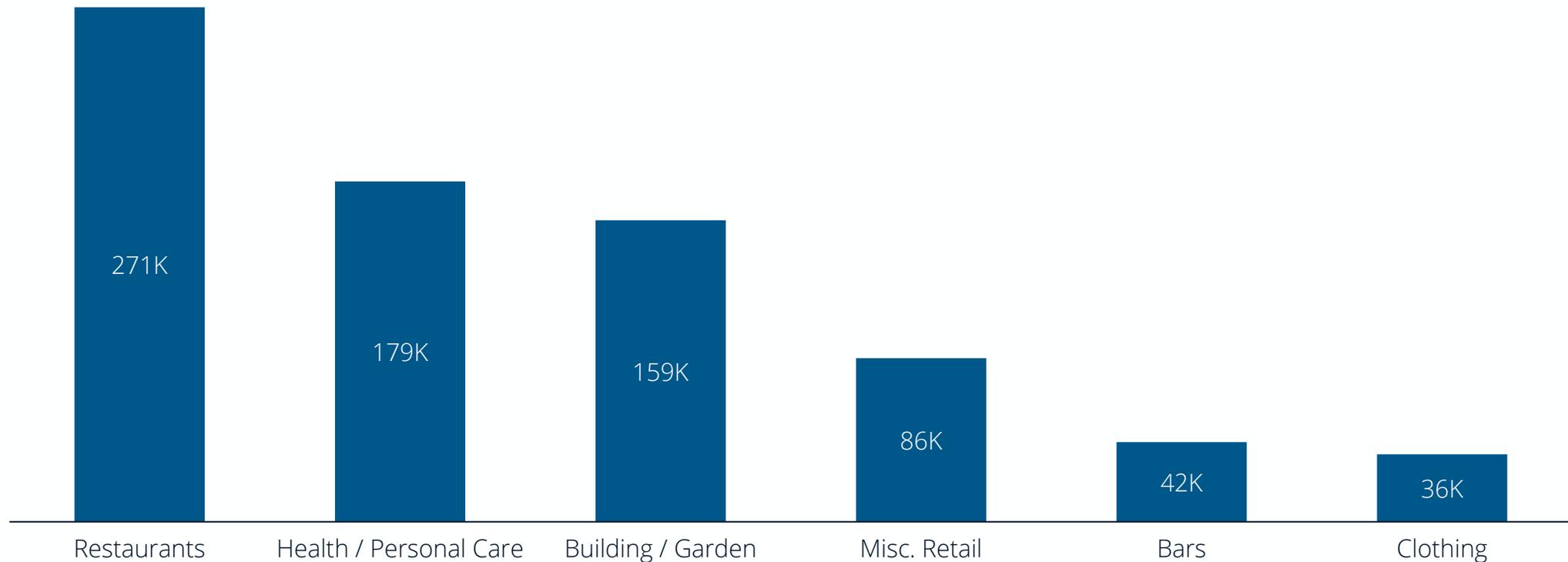
*Note: Spending potential applies a discount to account for online spending, which is estimated by retail category through CBRE and U.S. Census E-commerce data.*

*Source: Claritas Retail Market Report, CoStar, LEHD OnTheMap, CBRE, U.S. Census*

## RETAIL | Springfield PROJECTIONS

Given the unmet spending potential in the trade area, up to 772,000 SF of new retail could be supported in the Springfield by residents, workers, and visitors.

### Springfield Trade Area Supportable Square Footage, 2023-2032\*



*Note: Unmet spending potential is translated to supportable square footage through average sales/square foot across retail categories.*

*Source: Claritas Retail Market Report, CoStar, Retail MAXIM, HR&A analysis*

## RETAIL | SWOT ANALYSIS

### Strengths

- **Regionally accessible** by both auto and Metro
- **Strong retail performance and low vacancy** for neighborhood and community-serving retail uses
- **Reinvestment in Springfield Town Center** brought new-to-market retailers and reenergized retail activity
- **Retail offerings are diversified**, with a strong mix of convenience and destination shopping, as well as local and national retailers

### Opportunities

- **Rents more affordable** than peer markets such as Tysons or Merrifield
- **Increasing entertainment uses** will increase residential appeal, draw customers from a broader area, and better compete with continued growth of online shopping
- Planned development at Springfield Town Center will foster **more competitive mixed-use retail district**

### Weaknesses

- Auto **traffic** and current **road network and infrastructure** hurts access to retail and connectivity between retail centers
- **Diversified ownership** of retail properties, particularly neighborhood centers, limits coordinated retail strategy
- **Age and condition** of some retail properties hurts retail potential and weakens perceptions
- Retail is **not well connected to the Metro** station
- **No live-work-play environment** as exists at successful peer retail nodes

### Threats

- Long-term impacts of **COVID-19** and **online shopping** on mall performance
- Continued retail development in newly metro-accessible areas introduce **new competitive markets**
- **Diminishing demand** for apparel retail replaced by experience-based retail and restaurant uses
- Limited **residential growth** in Springfield will limit future potential retail growth

# Office

## OFFICE | INVENTORY

Springfield's 2.7 million square feet of office space has distinct characteristics across the subareas.



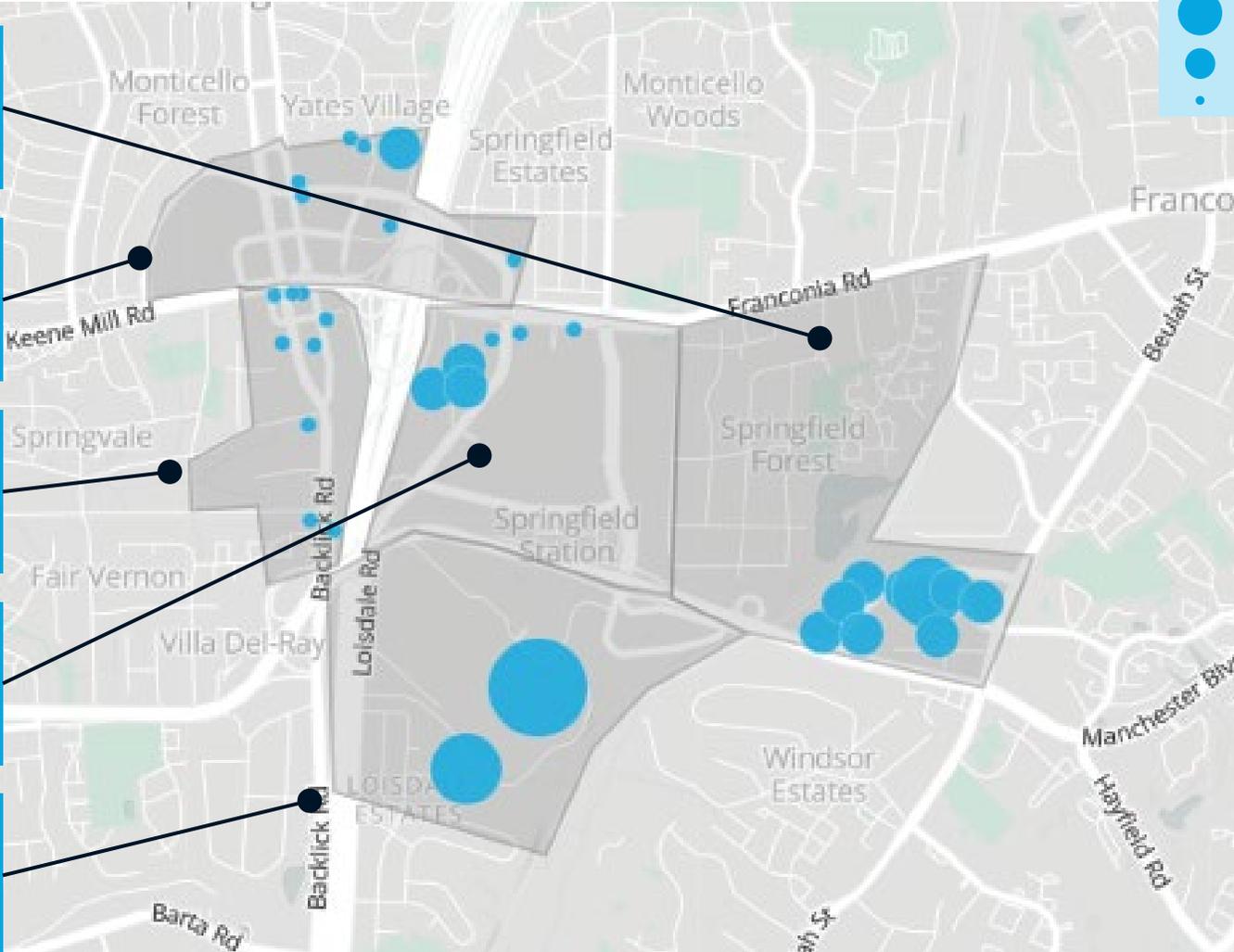
**Inova / Metro Park**  
 1.3M square feet  
 Primary Tenants: Booz Allen Hamilton, Leidos, Inc, VSE Corporation

**North CBC**  
 303K square feet  
 Primary Tenants: CSCI, Novetta, Volkert

**South CBC**  
 118K square feet  
 Primary Tenants: Youth for Tomorrow, Dental Care of Springfield, Shamrock Enterprises

**Springfield Town Center**  
 327K square feet  
 Primary Tenants: UIC Government Services, New Age Protection Inc, Community Business Park

**TSA HQ**  
 634K square feet  
 Primary Tenants: TSA, Exceptional Children's Center



**Total Square Feet**

**2.7M**

**Vacancy**

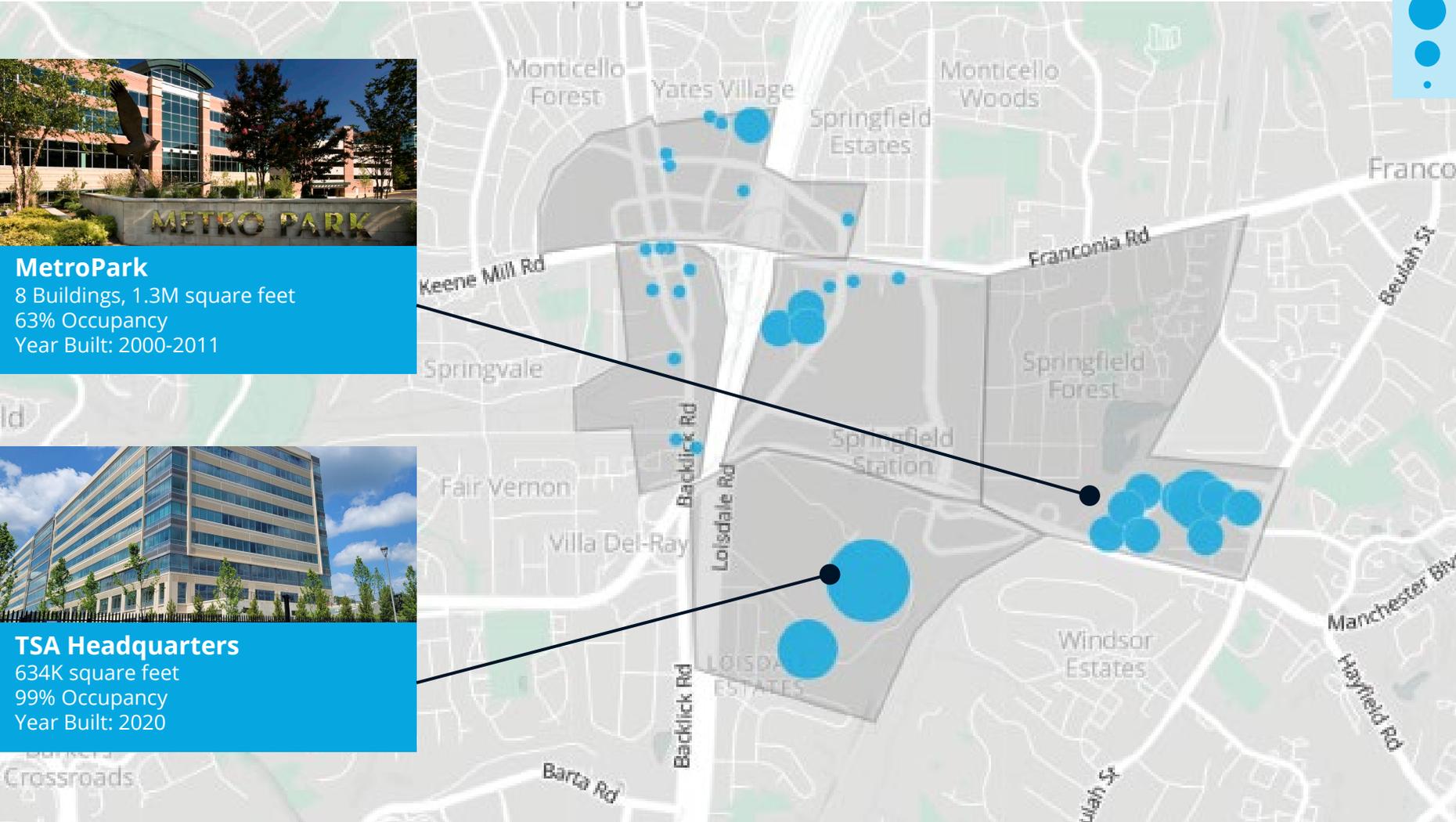
**19%**

**New Square Feet Delivered Since 2010**

**1.1M**

## OFFICE | INVENTORY

MetroPark and the TSA Headquarters comprise more than 70% of Springfield's office inventory.



**MetroPark**  
 8 Buildings, 1.3M square feet  
 63% Occupancy  
 Year Built: 2000-2011



**TSA Headquarters**  
 634K square feet  
 99% Occupancy  
 Year Built: 2020

Development of Metro Park in the 2000's and TSA headquarters more recently in 2020 helped modernize Springfield office space and now make up a majority of the office space in Springfield. The office inventory in North and South CBC is primarily Class B and C space built in the 1960s-1980s.

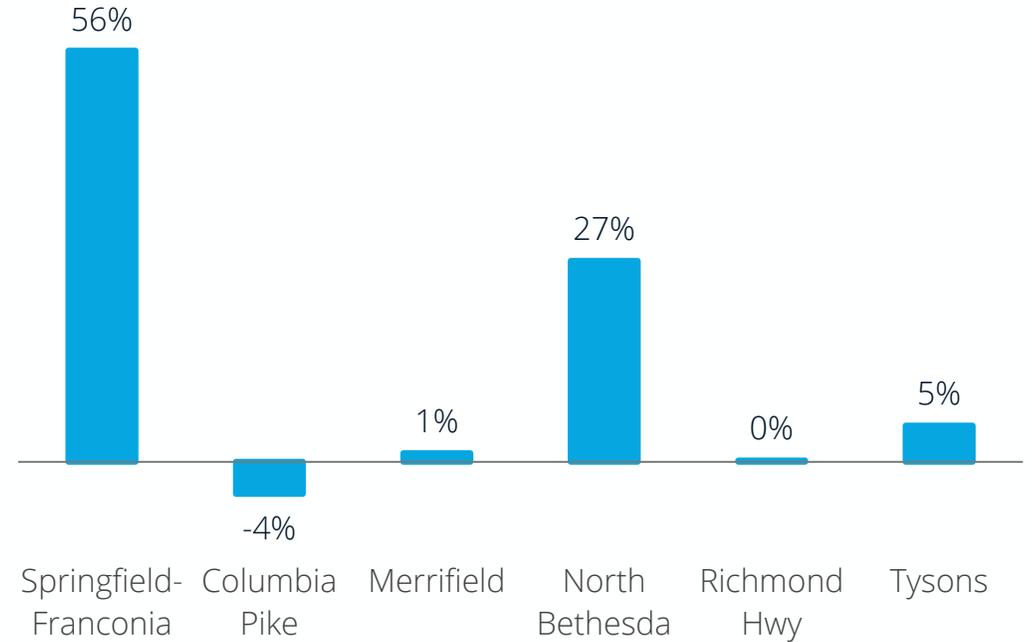
## OFFICE | INVENTORY

Springfield has experienced higher relative office market growth than any other comparison area since 2010, with one million sq. ft. of office delivered.



### TOTAL INVENTORY (2022)

Office inventory in Springfield matches North Bethesda, but lags behind other markets like Merrifield and Tysons.



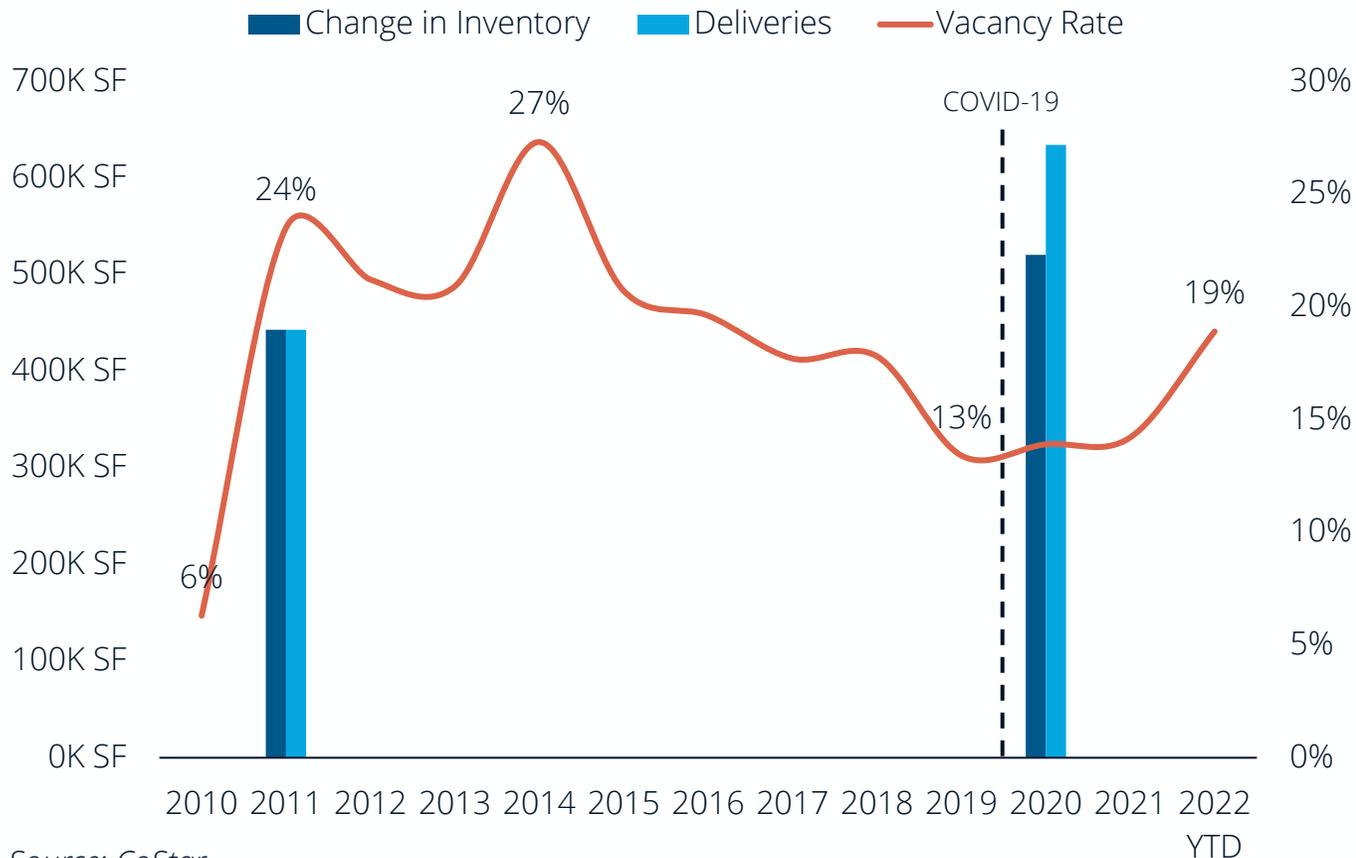
### INVENTORY GROWTH SINCE 2010

While Springfield has average office inventory compared to other regions, the area has added relatively more inventory since 2010.

## OFFICE | PERFORMANCE

The Springfield office market grew significantly with the delivery of a building in Metro Park in 2011 and the TSA Headquarters in 2020.

### Office Performance Since 2010: Springfield

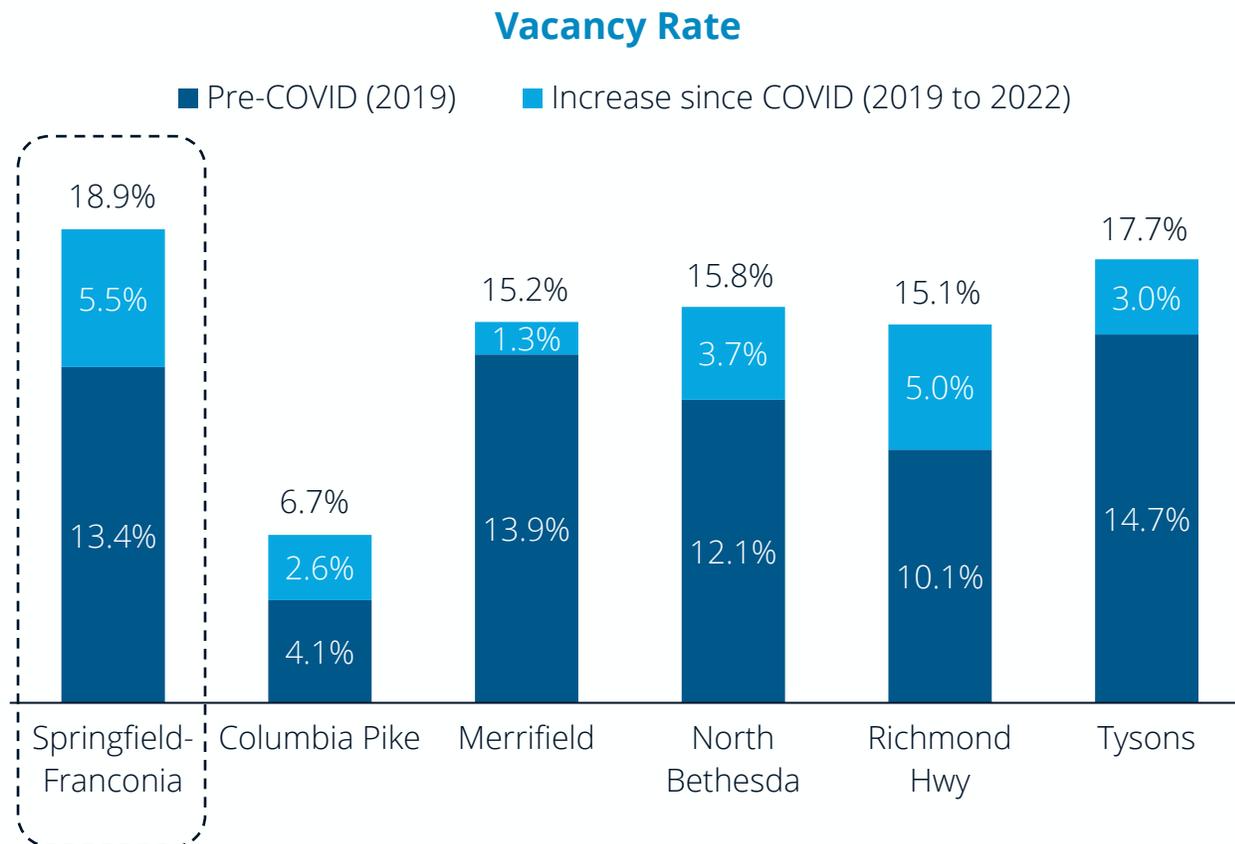


Source: CoStar

The two deliveries since 2010, totaling over 1M SF, increased Springfield's office inventory by 56%. At the same time, vacancy rates have increased in the first portion of 2022, representing a major spike in the wake of Covid.

## OFFICE | VACANCY

Springfield has a nearly 19% vacancy rate, compared to 13% before the pandemic, the largest jump among the comparison areas.

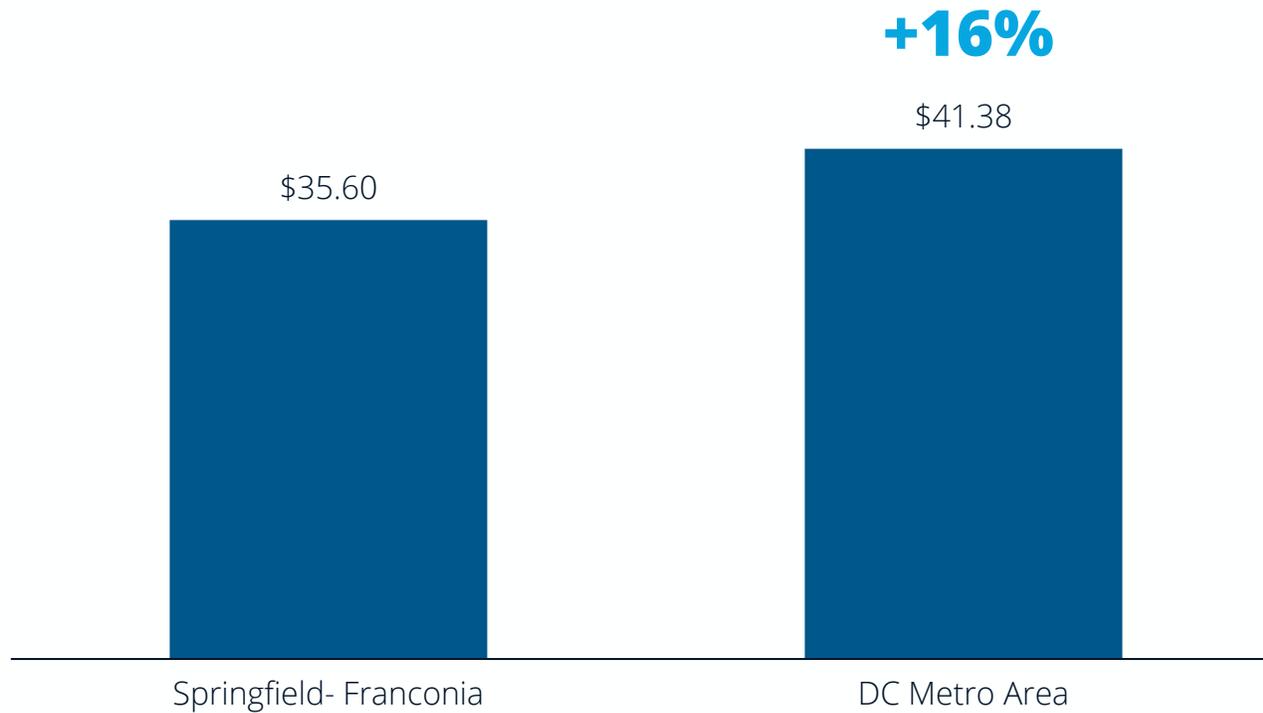


Increased vacancy rates in Springfield are driven by very low occupancy in one Metro Park building. Overall higher vacancy rates are consistent across study areas given the continued impact of Covid and hybrid / remote work trends.

## OFFICE | CLASS A RENTS

Office rents for Class A space in Springfield are much more affordable than elsewhere in the region, offering a competitive advantage for tenants seeking low-cost space.

### Class A Office Rents: 2022



Office rents are highest in Inova/MetroPark, at \$36/SF. Rents in the rest of the Study Area for non-Class A space are lower, at about \$22/SF in North CBC, \$20/SF in South CBC, and \$28/SF in Springfield Town Center.

*Note: Rents denote base rents*

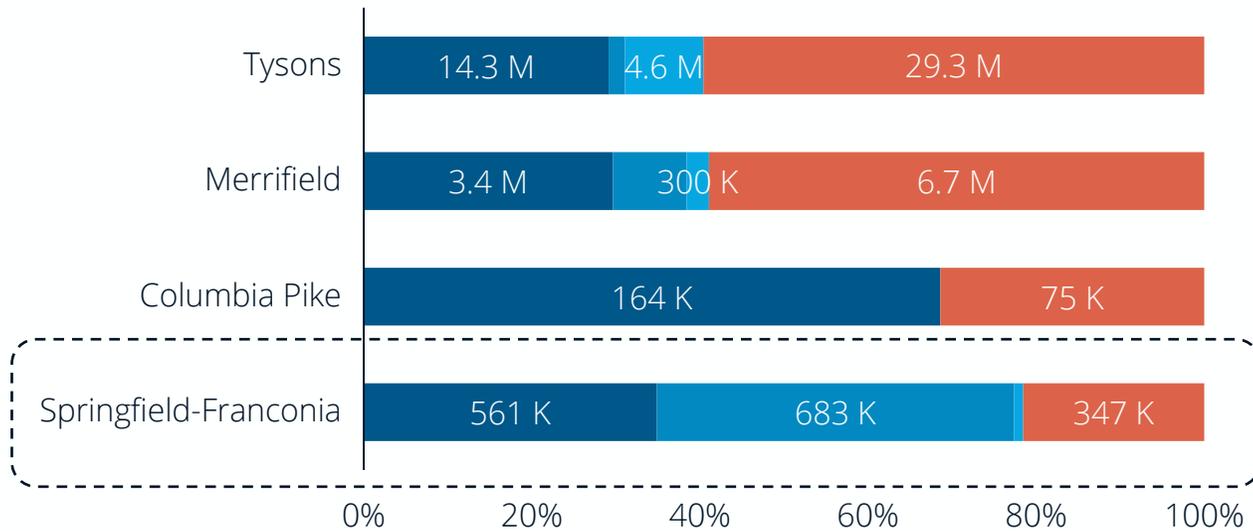
*Source: CoStar*

## OFFICE | TENANT BASE

Springfield has historically had a strong base of professional services, health care, and social assistance tenants in its office space.

### Office Tenant Base by Square Feet: 2022

- Professional, Scientific, and Technical Services
- Government
- Information
- Other (Healthcare, Education, Services, Manufacturing, etc.)



The delivery of the TSA Headquarters dramatically increased the space occupied by government tenants, and marks an opportunity to **continue attracting government tenants to Springfield.**

## OFFICE | TENANTS

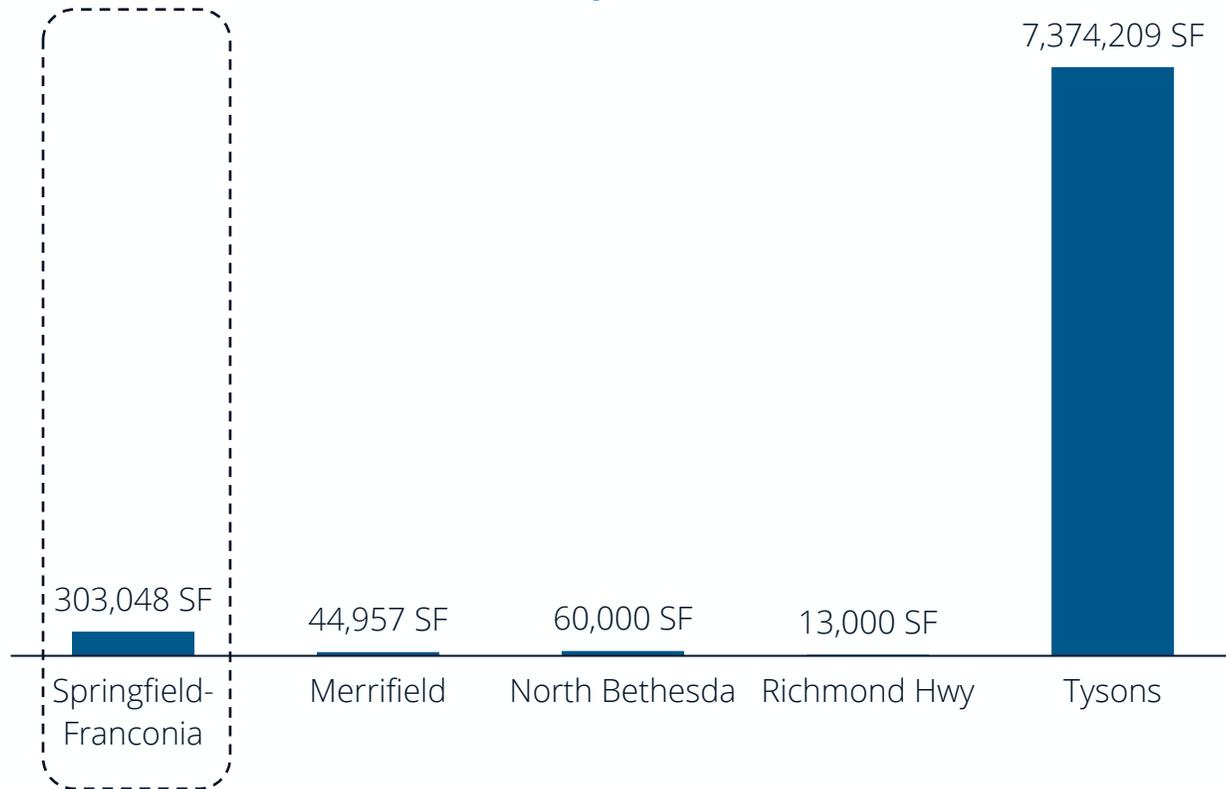
The largest office tenants in Springfield are government agencies and professional services companies providing government support.

Tenant	Space Occupied (SF)	Industry
<b>TSA</b>	625,000	Government
<b>Booz Allen Hamilton</b>	117,782	Consulting (Professional Services)
<b>Leidos, Inc.</b>	110,625	Computer System Design (Professional Services)
<b>VSE Corporation</b>	95,000	Engineering (Professional Services)
<b>Inova Healthplex</b>	85,963	Hospitals
<b>GSA</b>	42,321	Government
<b>DCS Corp</b>	40,175	Engineering (Professional Services)
<b>CSCI</b>	34,819	Business Services (Professional Services)

## OFFICE | PIPELINE

Springfield has two proposed office developments in its pipeline, which is larger than most peer locations but dwarfed by Tysons.

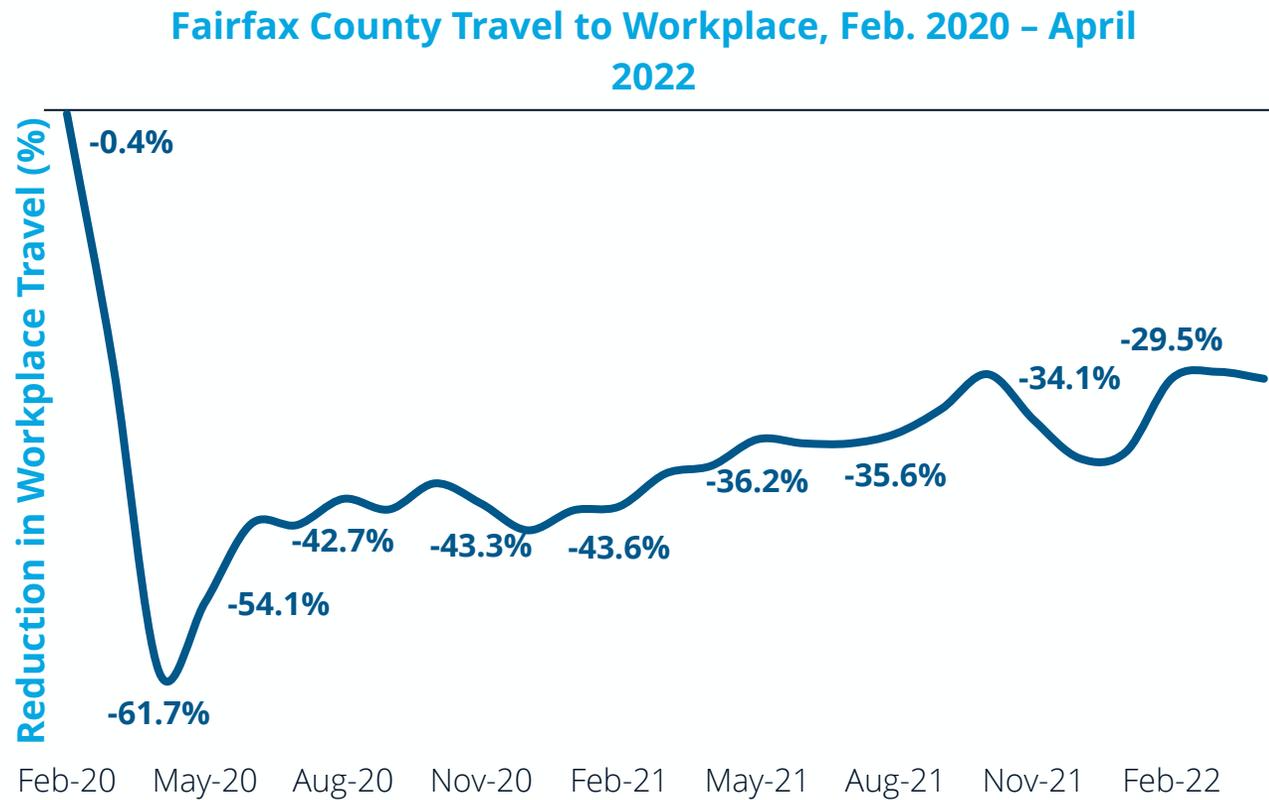
Office Pipeline: 2022



The proposed 300,000 SF of office in the pipeline would add a medical office building near the Inova / Metro Park area and increase the health care office cluster there. A second office building near the new TSA Headquarters would likely be targeted to attract a government tenant and grow the emerging office cluster there.

## OFFICE | FUTURE OF WORK

Fairfax County has recovered some from an initial 62% reduction in workplace travel at the start of the pandemic, but reduced travel to the workplace will be an ongoing trend.

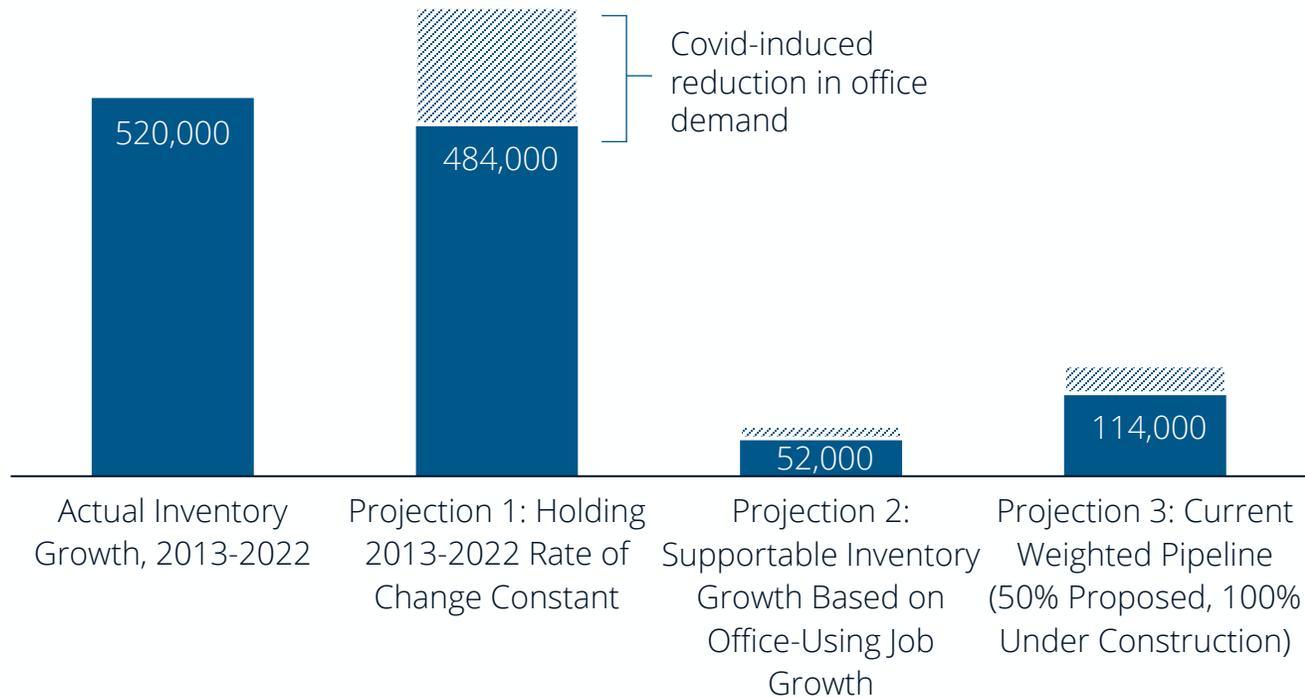


Based on the stabilizing trends in commuting patterns in recent months, HR&A estimates a stabilized capacity of about 25% below pre-pandemic levels.

## OFFICE | DEMAND ANALYSIS

Using three different methods to project growth for the next 10 years yields a range of 52k to 484k sq. ft. of new office demand.

### Springfield Office Growth Forecasts, 2023 - 2032



Office space demand projections take into account the estimated 25% reduction in travel to office in Fairfax County. While the long-term impacts of office demand resulting from hybrid work and shifts in working patterns remains unknown, reduced work travel provides a proxy for estimating reduced office demand.

## OFFICE | DEMAND ANALYSIS

If Springfield can tap into the significant regional job growth, the area could capture an additional 559K – 1.1M square feet of new office demand in coming years.

**245K Jobs**

New Regional Office-Using  
Jobs 2023-2032

×

**1%**

=

**+ 559K SF**

Capture of DC MSA Office-  
Using Job Growth

Additional Office Growth in  
Springfield\*

×

**2%**

=

**+ 1.1M SF**

Capture of DC MSA Office-  
Using Job Growth

Additional Office Growth in  
Springfield\*

*\*Based on projected office-using job growth, inclusive of 25% reduction to account for reduced Covid demand. Measures additional office growth compared to 52k supportable inventory growth based on the Study Area's current office-using job growth projections (.1% capture of DC MSA growth). Projection does not account for filling existing vacant space in the Study Area.*

Source: EMSI, CoStar

## OFFICE | OFFICE-USING INDUSTRIES

Springfield’s existing employment base of professional services, government, and healthcare positions it well to capture projected job growth in the DC region.

### DC Metro Area Projected Job Growth

Industry	Projected Growth Rate (2022-2032)
<b>Health Care and Social Assistance</b>	<b>12.9%</b>
Educational Services	11.1%
<b>Professional Services</b>	<b>8.0%</b>
Wholesale Trade	5.6%
<b>Administrative and Support</b>	<b>4.5%</b>
<b>Government</b>	<b>4.2%</b>
Information	1.0%
Real Estate and Rental and Leasing	0.0%
Finance and Insurance	-0.4%
Management of Companies	-1.8%

### Springfield Existing Employment

Industry	2022 Jobs
<b>Professional Services</b>	<b>3,237</b>
<b>Government</b>	<b>1,468</b>
<b>Administrative and Support</b>	<b>1,332</b>
<b>Health Care and Social Assistance</b>	<b>1,193</b>
Wholesale Trade	753
Finance and Insurance	281
Educational Services	197
Real Estate and Rental and Leasing	172
Information	133
Management of Companies	0

Source: EMSI

## OFFICE | SWOT ANALYSIS

Location and Transportation	<b>Strengths</b> <ul style="list-style-type: none"><li>• Springfield's location provides <b>accessibility for workers commuting from across the region</b>, including other parts of Fairfax County, Prince William County, and DC. This <b>makes Springfield central to a large potential catchment area for employees</b>, making it competitive with other areas such as Tysons.</li><li>• Springfield <b>is mid-way between D.C. and Quantico</b>, making it a potentially strategic location for certain government-related activities.</li><li>• <b>Adjacency to the Metro stations produces a price premium</b>, higher occupancy, and faster leasing velocity for office space.</li></ul>	<b>Weaknesses</b> <ul style="list-style-type: none"><li>• Springfield's location as a node in the regional road system increases the ease with which people can travel to it, but it also leads to <b>traffic congestion</b>.</li><li>• Its position at the end of Blue Line <b>makes Springfield a spoke</b> in the transit system rather than a hub, which hampers connectivity.</li></ul>
Tenanting	<ul style="list-style-type: none"><li>• Springfield has attracted a base of <b>existing government and healthcare tenants</b>, both industries that can attract additional growth in those areas.</li><li>• Healthcare uses generally requires in-person interaction and are <b>"remote work-proof"</b>, which will support office occupancy in the current environment.</li></ul>	<ul style="list-style-type: none"><li>• Northern Fairfax County–Reston, Dulles corridor, Tysons–<b>has been more effective at attracting fast-growing technology firms</b> than Springfield, and prospective tenants are interested in being near existing firms in the same field. This makes it difficult to attract industries like cloud operations and cybersecurity to Springfield.</li></ul>

## OFFICE | SWOT ANALYSIS

### Branding and Perception

#### Strengths (continued)

- Fairfax County is **perceived as a strong location for companies with a highly skilled workforce** that are positioned for growth.
- Regional accessibility and access to retail **increases Springfield's attractiveness** to employers and their workforce.

#### Weaknesses (continued)

- Springfield **lacks a vibrant live-work-play environment** that modern office tenants are seeking.
- Employers and workers associate Springfield with traffic and **see it as a place that is dominated by vehicles and not pedestrian-friendly.**
- Springfield **lacks name recognition with the foreign investors who can execute large transactions** (e.g., sovereign wealth funds), who are more comfortable operating in the D.C. urban market due to perceptions that suburban locations can be more volatile.

## OFFICE | SWOT ANALYSIS

Location and Transportation	<b>Opportunities</b> <ul style="list-style-type: none"><li>• While Springfield offers Metro accessibility, <b>improved connectivity to the station</b> is needed to remain regionally competitive in attracting office tenants.</li><li>• Within Springfield itself, <b>improved connections</b> between nodes and between office, retail, and residential uses will be critical.</li></ul>	<b>Threats</b> <ul style="list-style-type: none"><li>• An <b>inability to integrate the different uses and means of transportation</b> could harm Springfields' prospects and attractiveness on the basis of mobility.</li></ul>
Tenanting	<ul style="list-style-type: none"><li>• With the <b>growth of Amazon and other large firms nearby</b> in National Landing, Springfield can capture related growth of firms seeking proximity to that activity at a more affordable price.</li><li>• Price, location, and accessibility make Springfield an attractive location for government tenants. <b>Attracting a strong government anchor tenant</b> would better establish the area's office reputation and attract a broader ecosystem of government and government-affiliated employment.</li></ul>	<ul style="list-style-type: none"><li>• Following <b>Covid</b> and increased hybrid/remote work, tenants have many choices of where to locate. Springfield must offer more than affordable space to remain an attractive location to tenants.</li></ul>

# Residential

## RESIDENTIAL | MULTIFAMILY INVENTORY

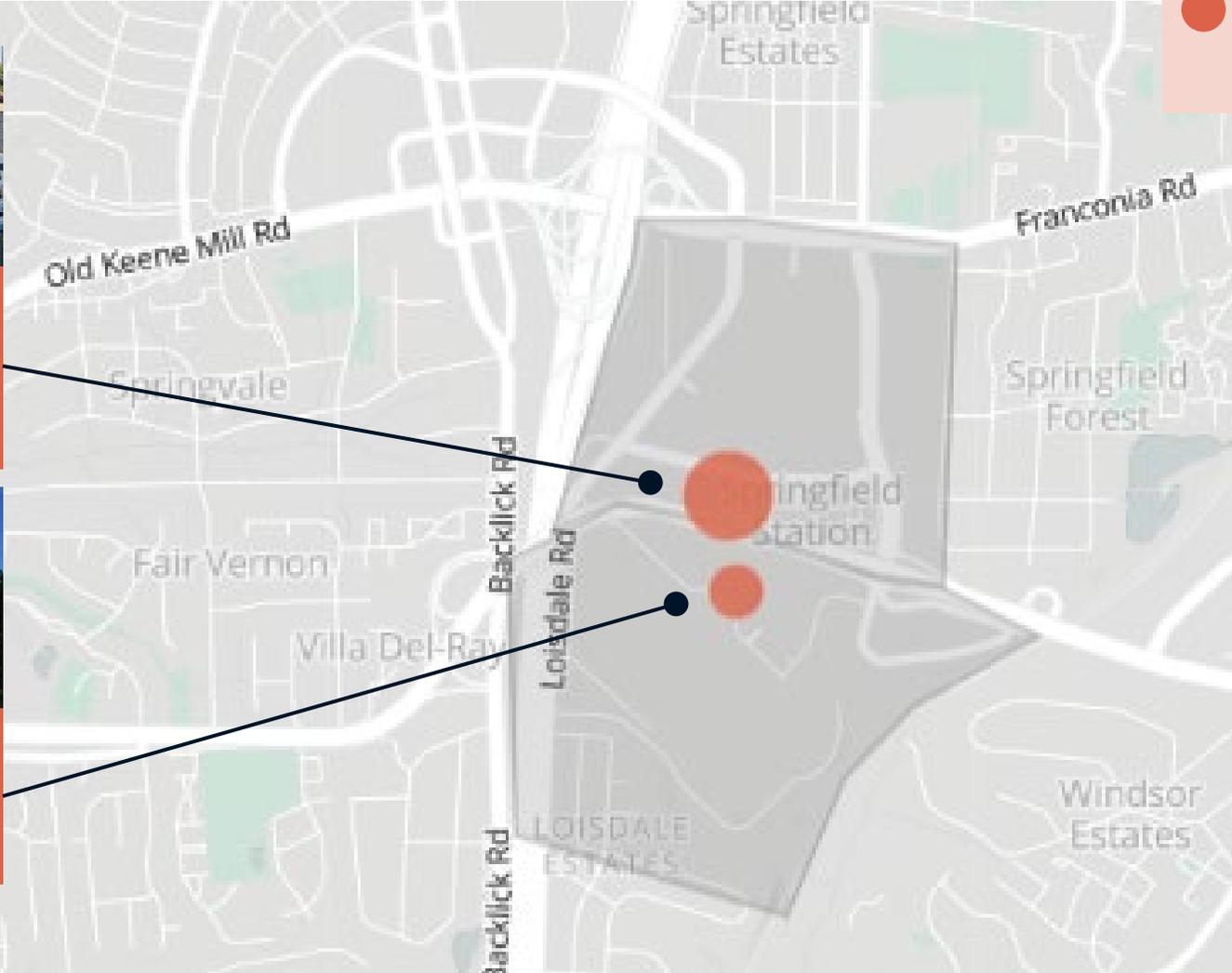
Springfield's multifamily inventory is limited to two developments, totaling under 1,000 units



**The Residences at Springfield Station**  
Total Units: 631  
Average Monthly Rent: \$2,184  
Year Built: 1998,  
Building Type: Mid-Rise



**Springfield Crossing**  
Total Units: 347  
Average Monthly Rent: \$1,795  
Year Built: 2001  
Building Type: Mid-Rise



**Total Housing Units**

**978**

**Vacancy**

**6.6%**

**New Housing Units Since**

**2010**

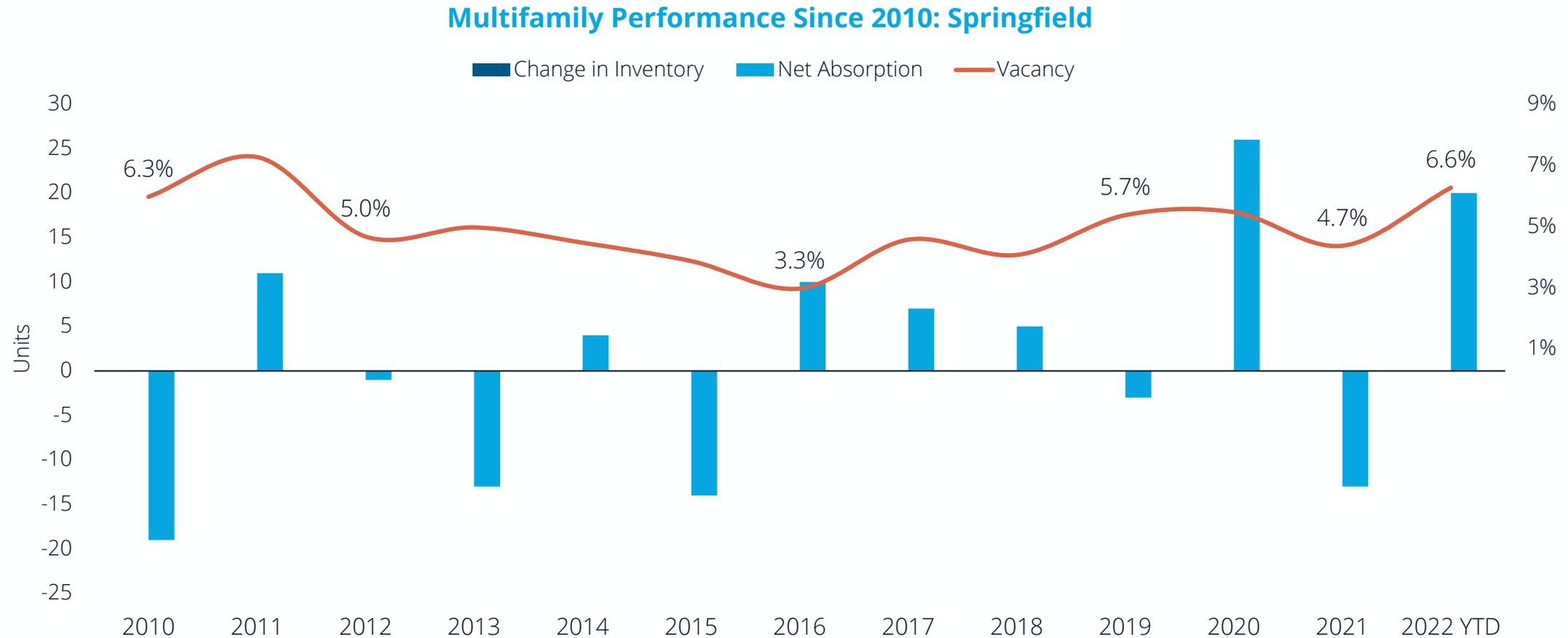
**0**

Despite significant regional growth, Springfield has not added any multifamily development in over 20 years

Source: CoStar

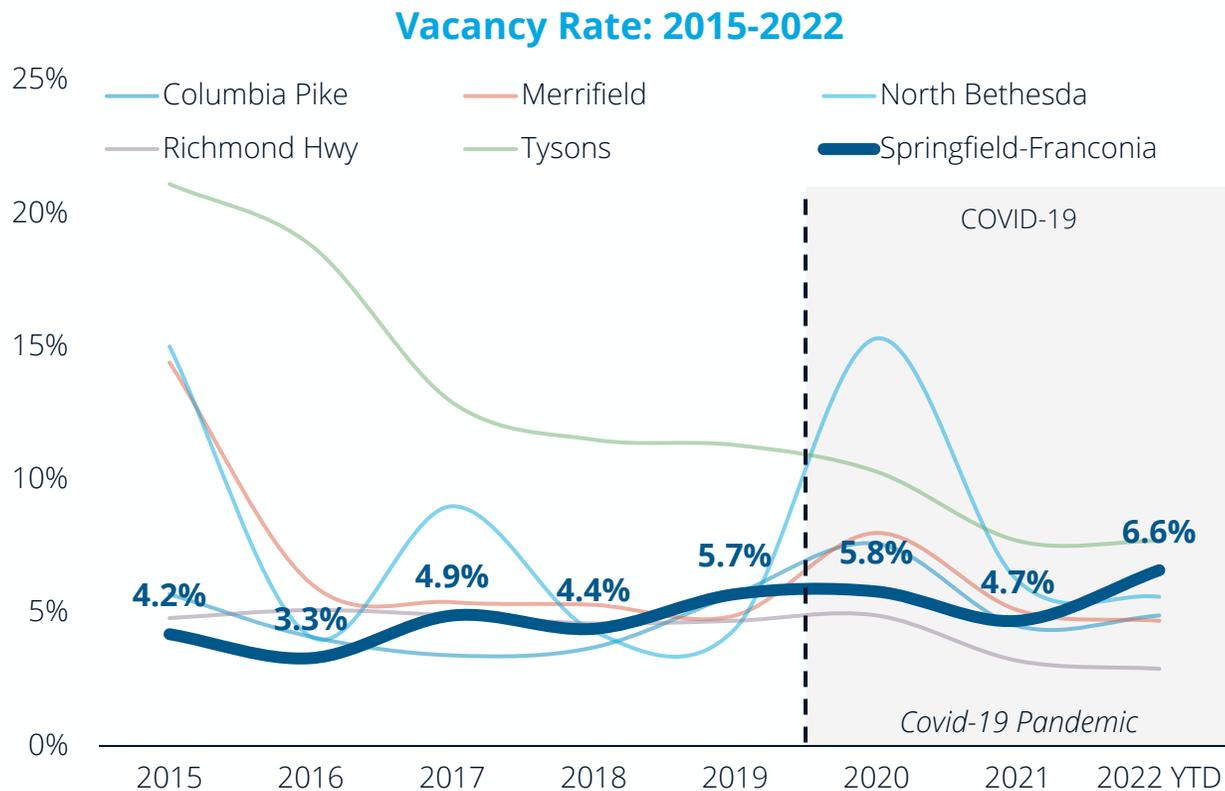
## RESIDENTIAL | MULTIFAMILY PERFORMANCE

Springfield has not recently delivered any multifamily and vacancy rates for have remained healthy between 3 - 7%.



## RESIDENTIAL | MULTIFAMILY VACANCY

Springfield's multifamily vacancy is in line with other comparison areas and was not significantly affected by the pandemic.

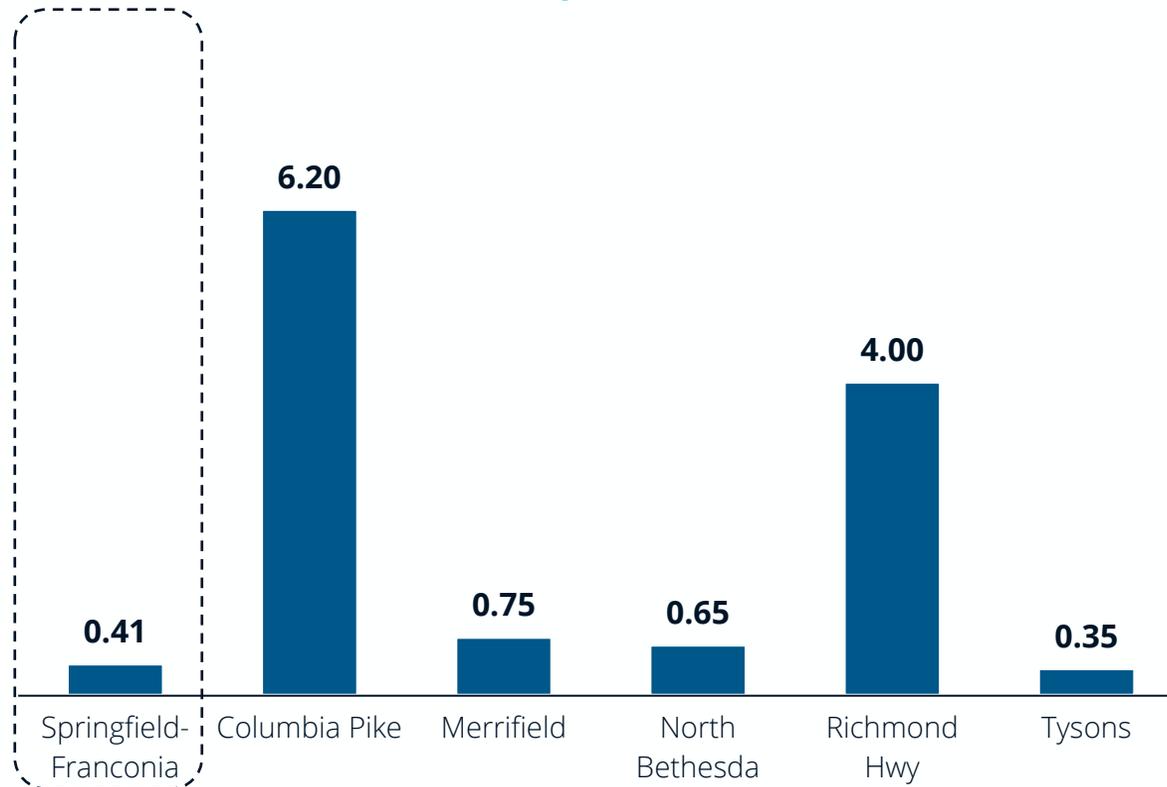


Springfield currently has a 6.6% vacancy rate, which is slightly above its stabilized rate of 5%. The Residences at Springfield Station has an elevated vacancy of 9.3% as of 2022, which is driving the slight increase in the Study Area.

## RESIDENTIAL | RESIDENTS TO JOBS RATIO

Springfield has a low residents-to-jobs ratio, similar to commercial nodes such as Tysons and Merrifield that are seeking to transition to mixed-use environments.

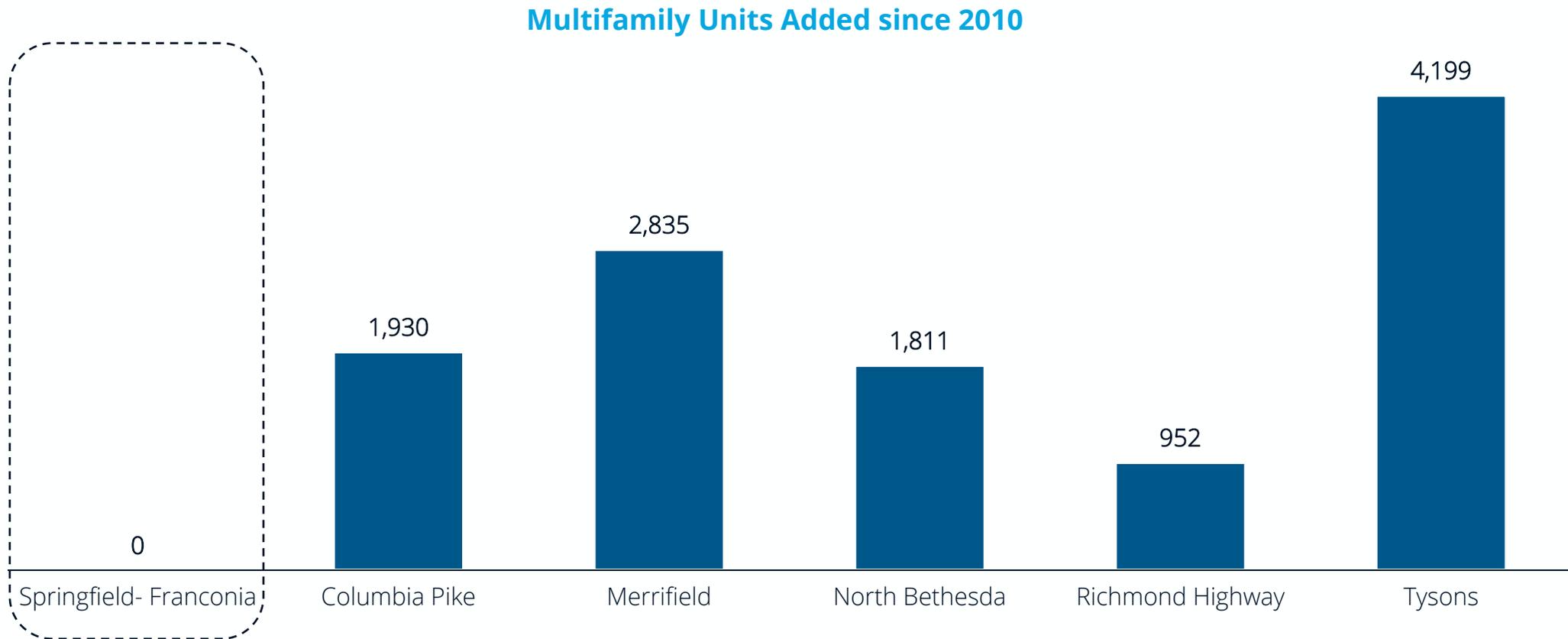
Residents to Jobs Ratio: 2021



Springfield has a significant concentration of commercial activity. Given the low resident-to-jobs ratio, Springfield is well-positioned to pivot to more mixed-used development.

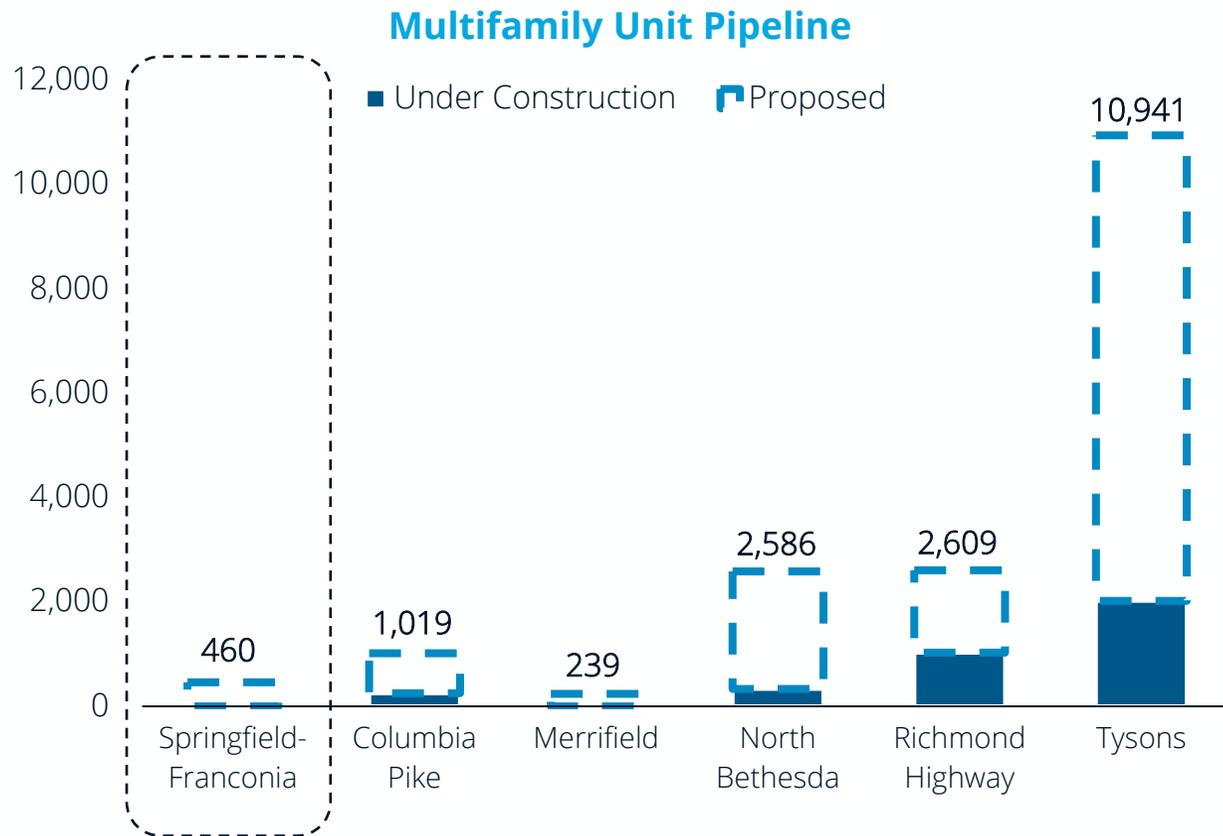
## RESIDENTIAL | MULTIFAMILY GROWTH SINCE 2010

Peer locations are increasingly attracting new residential development, but Springfield has not added residential units in recent years.



## RESIDENTIAL | MULTIFAMILY PIPELINE

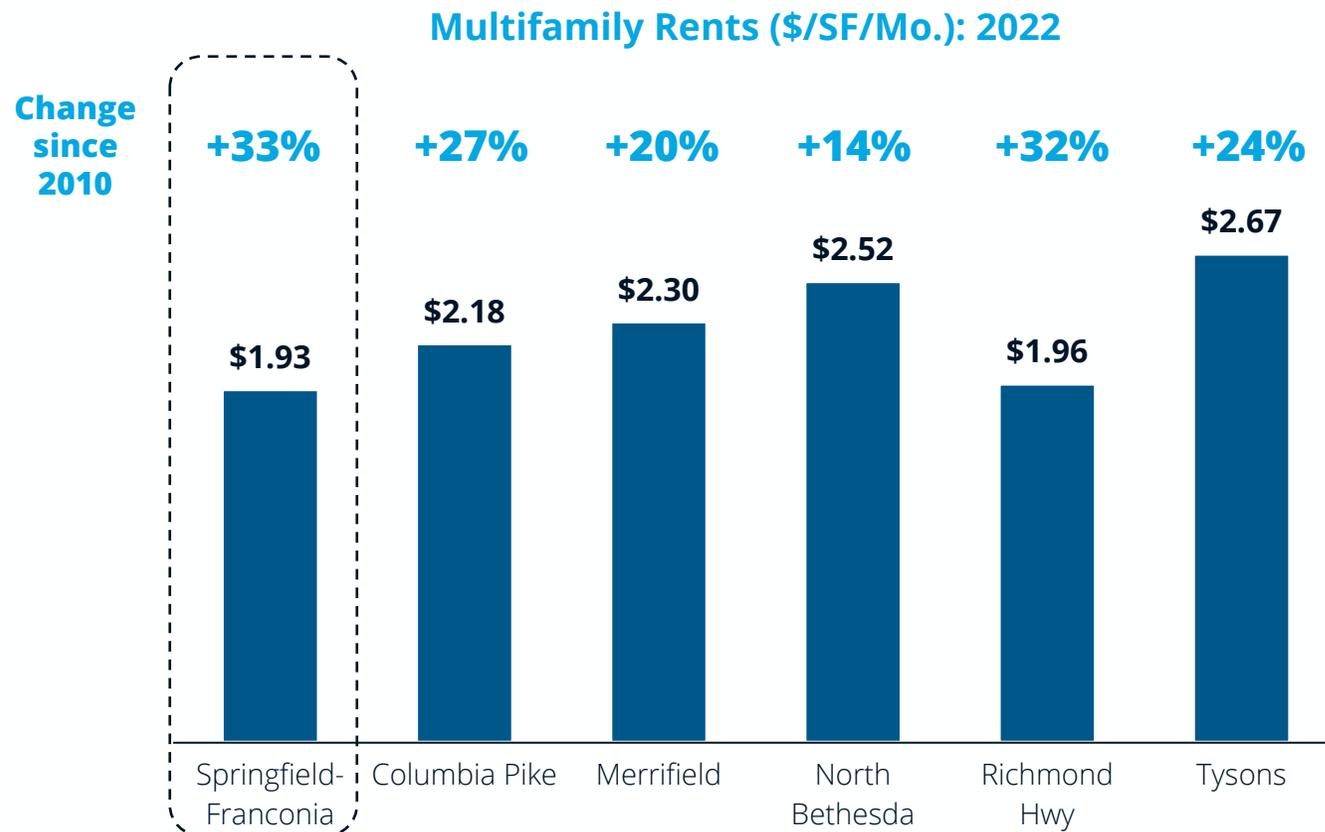
One multifamily project is now in the pipeline at Springfield Town Center, but planned residential development still significantly lags peer locations.



Proposed multifamily development in Springfield Town Center will help demonstrate absorption potential and can help create a more mixed-use node that will be attractive to potential multifamily tenants.

## RESIDENTIAL | MULTIFAMILY RENTS

Lower rents compared to peer locations has likely contributed to the lack of recent development activity in Springfield, though rents have been growing.

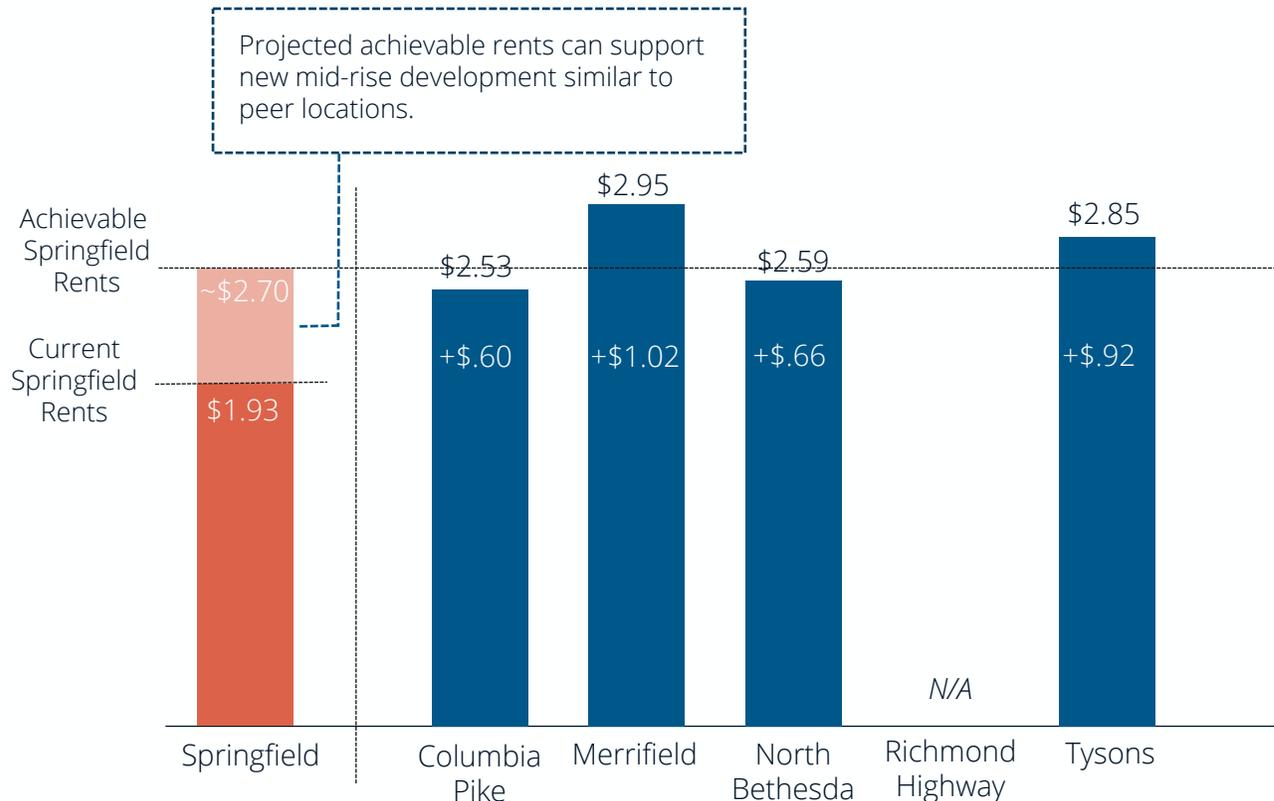


**Average rents in Springfield have grown faster than peer locations since 2010 (+33%), but remain lower overall.** New developments in Merrifield and Tysons have achieved rents about \$1/SF higher than the Study Area.

## RESIDENTIAL | SUPPORTING MULTIFAMILY DEVELOPMENT

Supporting mid-rise development in Springfield will require achieving higher rents of \$2.50-2.90/SF/Mo. based on recent peer location precedent developments.

### Rents for Recent Mid-Rise Development (4-7 Stories), 2015-2022 (\$/Sq. Ft./Mo.)



# \$2.50—2.90

Rents (\$/SF) for precedent mid-rise development in peer locations

# \$2.70

Projected achievable rents (\$/SF) for planned Springfield multifamily development

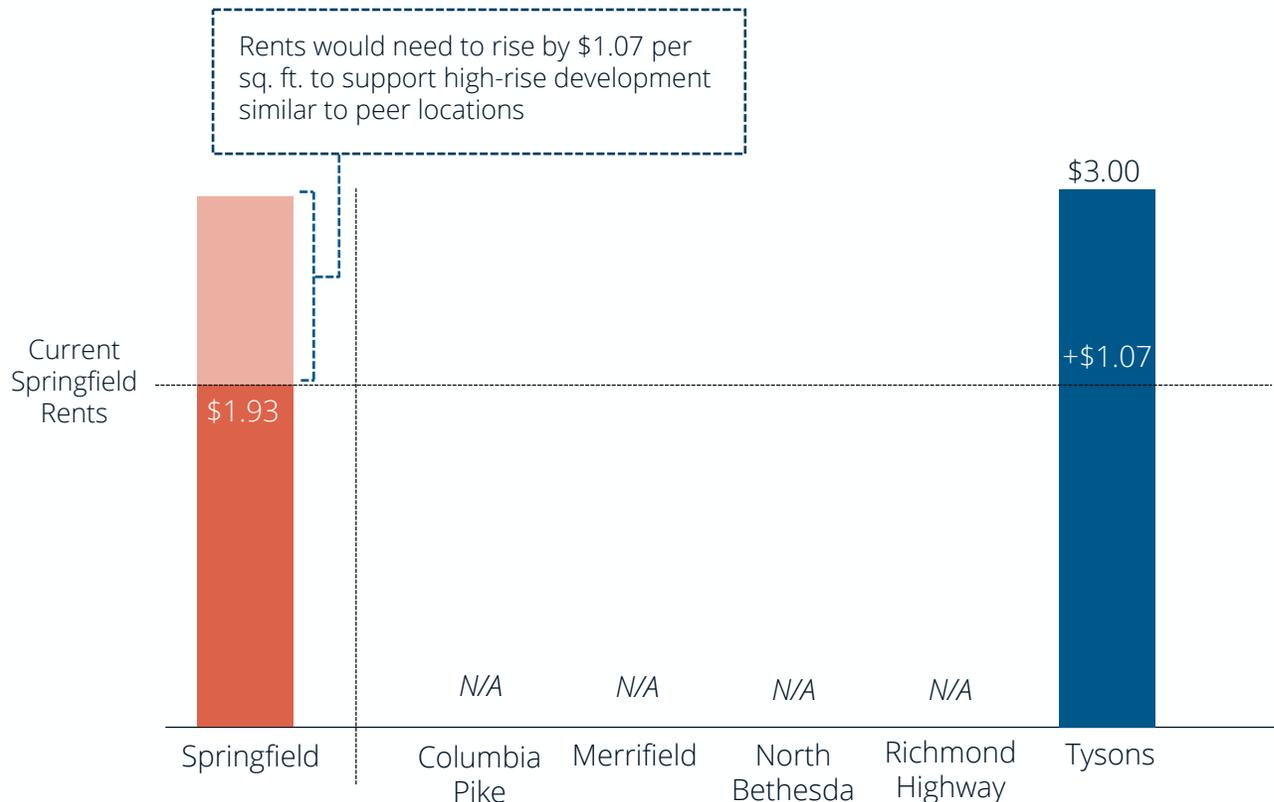
Current rents in Springfield are lower due in part to the age of existing properties. Newer buildings with amenities will help attract higher rents that can support mid-rise development (4-7 stories, stick built).

\*Effective Rent/SF for all mid-rise developments completed in submarket since 2015.  
Source: CoStar, Stakeholder Interviews

## RESIDENTIAL | SUPPORTING MULTIFAMILY DEVELOPMENT

Among peer locations, high-rise development is only occurring in Tysons and requires rents of at least \$3.00/SF/Mo.

### Rents for Recent High-Rise Development, 2015-2022 (\$/Sq. Ft./Mo.)\*



\*Averages Effective Rent/SF for all high-rise developments completed in submarket since 2015.

Source: CoStar

The rent threshold required to support new high-rise development is not currently achievable in Springfield. Among peer locations, new high-rise development (8+ stories, concrete construction) is only occurring in Tysons.

However, driving new mid-rise multifamily development in the near-term can help establish a mixed-use environment that drives higher rents. As the market matures, these rents can support new high-rise development, such as in Tysons.

## RESIDENTIAL | MULTIFAMILY DEMAND

A demand analysis for the study area indicates support for 100 multifamily rental units annually and up to 1,000 units through 2032.

# 1,000

New Multifamily Supportable Units  
Through 2032

# 2.2%

Capture of Total Fairfax County  
Multifamily Renter Pool\*

Multifamily demand projections are based on the current conditions and expected population growth in Springfield. As new residential development occurs and establishes a more mixed-use and vibrant environment, it could catalyze further interest and demand for residential.

\*Renter pool represents demand from new residential population as well as renter turnover

Source: CoStar, ACS 2019 5-Year Data, Esri, HR&A analysis

## RESIDENTIAL | MULTIFAMILY DEMAND

Large regional demand for new housing and opportunities for new multifamily development in Springfield position the area to better capture regional growth and support an additional 350 - 600 of new residential development through 2032.

### Baseline

**2.2%**

Capture of Fairfax County Growth

=

**+1,000 Units**

Multifamily growth in Springfield through 2032

### Growth Scenario 1

**3%**

Capture of Fairfax County Growth

=

**+1,350 Units**

Multifamily growth in Springfield through 2032

### Growth Scenario 2

**3.5%**

Capture of Fairfax County Growth

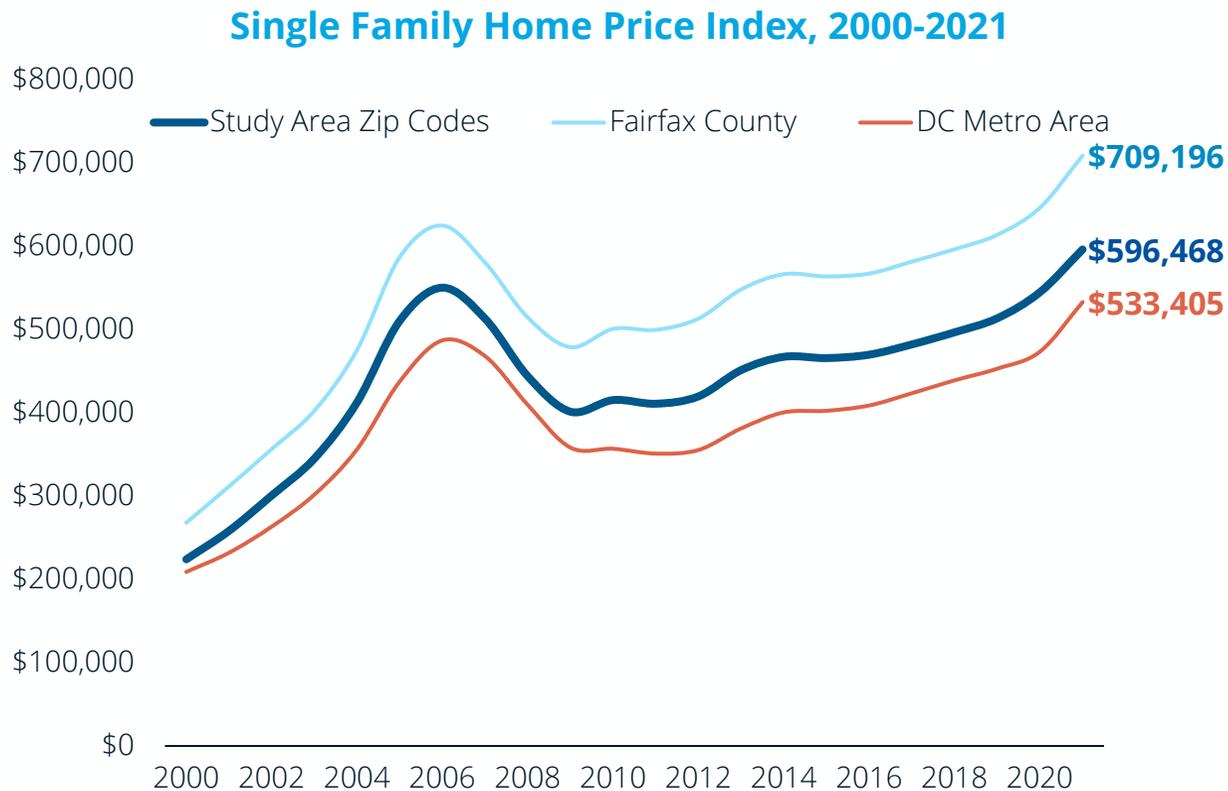
=

**+ 1,600 Units**

Multifamily growth in Springfield through 2032

## RESIDENTIAL | SINGLE FAMILY PRICES

Single family price trends in the area around the Springfield study area have closely mirrored Fairfax County, though at more affordable pricing.



Single-family homes in and immediately surrounding Springfield are more affordable than Fairfax County but about 12% more expensive than DC region overall.

## RESIDENTIAL | SWOT ANALYSIS

Market Fundamentals	Strengths	Weaknesses
Location and Transportation	<ul style="list-style-type: none"> <li>Projected achievable rents <b>support new mid-rise development</b></li> </ul>	<ul style="list-style-type: none"> <li><b>Low housing-to-jobs ratio</b>, indicating need for residential development to support mixed-use environment</li> <li><b>No new residential development</b> in over 20 years</li> <li>Rents <b>not high enough to support new high-rise development</b></li> </ul>
Branding and Perception	<ul style="list-style-type: none"> <li><b>More affordable alternative</b> to DC metro peers, while still just a Metro ride away from Arlington, D.C., and many regional destinations</li> <li>Offers opportunities to <b>both commuters and reverse commuters</b> to live or work in Springfield</li> </ul>	<ul style="list-style-type: none"> <li><b>Traffic remains a major problem</b>, with long trip times for even short local trips during peak hours</li> <li><b>Close access</b> to retail and employment activity</li> <li><b>Lack of defined character</b> or unique draw</li> <li>Still primarily seen as a <b>place to work or shop</b> and not as a place to live</li> <li><b>Retail centers may be perceived as traffic generators and nuisances</b> more than convenient amenities</li> </ul>

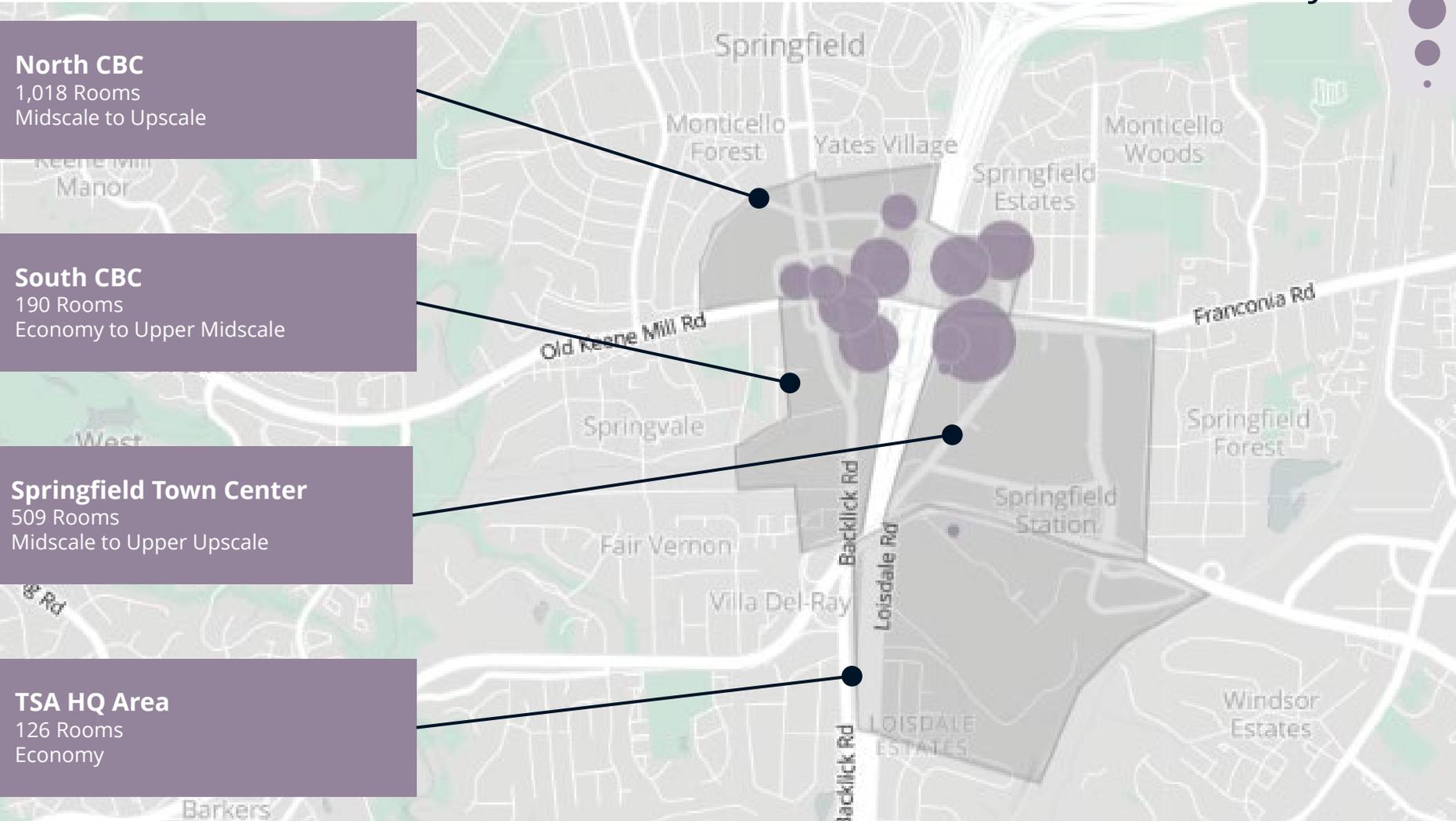
## RESIDENTIAL | SWOT ANALYSIS

<b>Residents and Housing Supply</b>	<p><b>Opportunities</b></p> <ul style="list-style-type: none"> <li>Planned multifamily development at Springfield Town Center will offer a newer, more modern product to establish a mixed-use <b>live-work-play environment</b></li> <li>Enhancing strategies and policies to <b>promote affordability</b> can diversify the community, promote equity, and attract new residents</li> </ul>	<p><b>Threats</b></p> <ul style="list-style-type: none"> <li>New residential development is still <b>untested</b> and market fundamentals may limit market maturation and growth</li> <li>The success and <b>low vacancy of some existing shopping centers</b> in Springfield limits the financial attractiveness of pursuing redevelopment that includes residential uses.</li> <li><b>Reduced office commuting</b> in the wake of Covid may <b>reduce demand</b> to live in/near Springfield</li> </ul>
<b>Infrastructure and Amenities</b>	<ul style="list-style-type: none"> <li>Adding <b>public amenities like parks, playgrounds, and bike facilities</b> can improve perceptions of livability and safety</li> <li>Large areas of <b>surface parking lots</b> provide <b>redevelopment opportunities</b></li> </ul>	<ul style="list-style-type: none"> <li>The scale of <b>public investment needed to make Springfield truly walkable</b> could be a hurdle to catalyzing large-scale residential growth</li> </ul>

# Hotel

## HOTEL | INVENTORY

Springfield's location and relative affordability for hotel rates have historically made it an attractive location for regional visitors and local business travelers in Southern Fairfax County.



**Total Hotel Rooms**

**1,843**

**Occupancy**

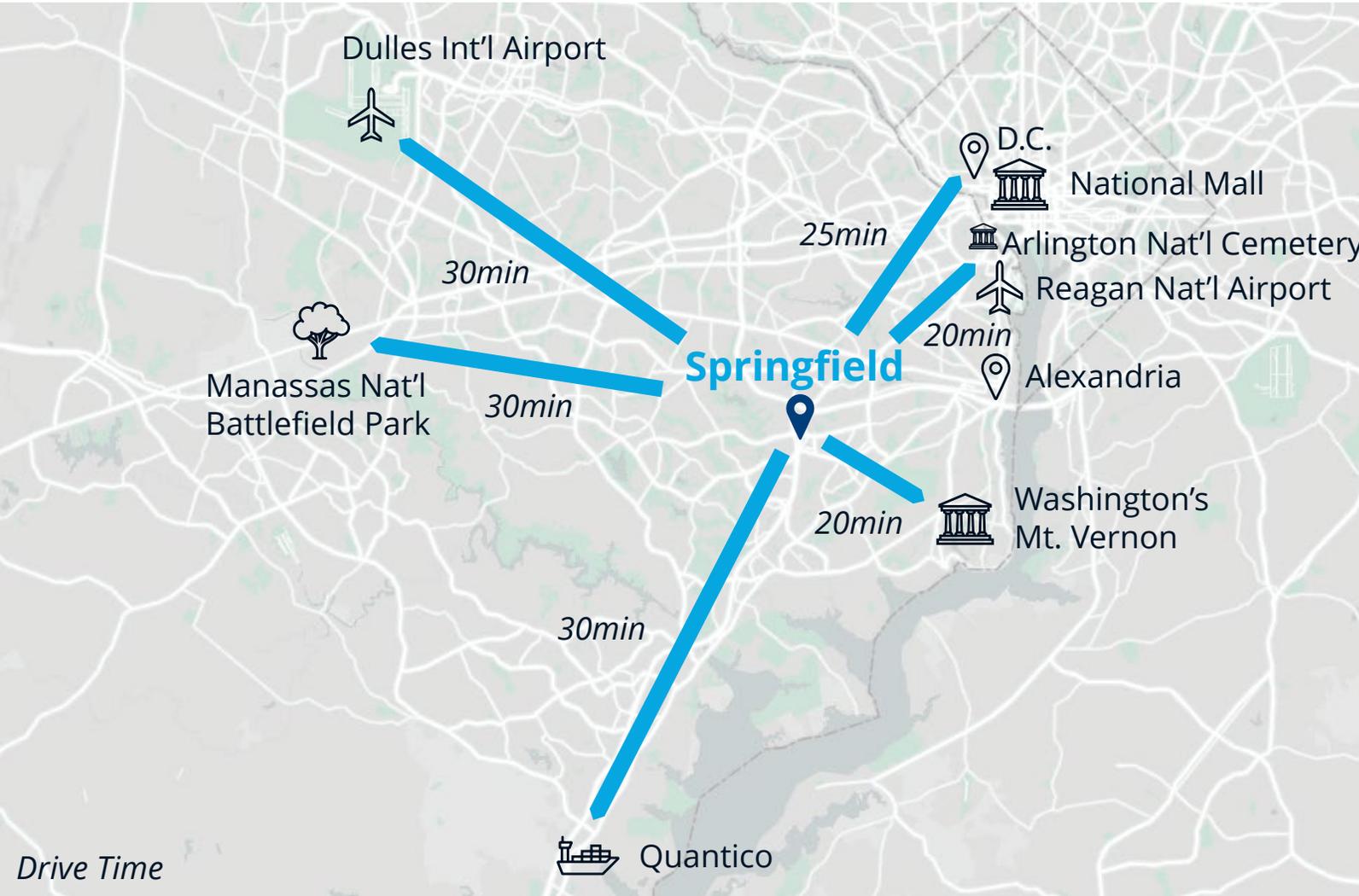
**51%**

**ADR**

**\$98**

## HOTEL | INVENTORY

Springfield is proximate to major airports and offers a broad range of attractions for business and leisure travelers within a 30-minute driving radius.



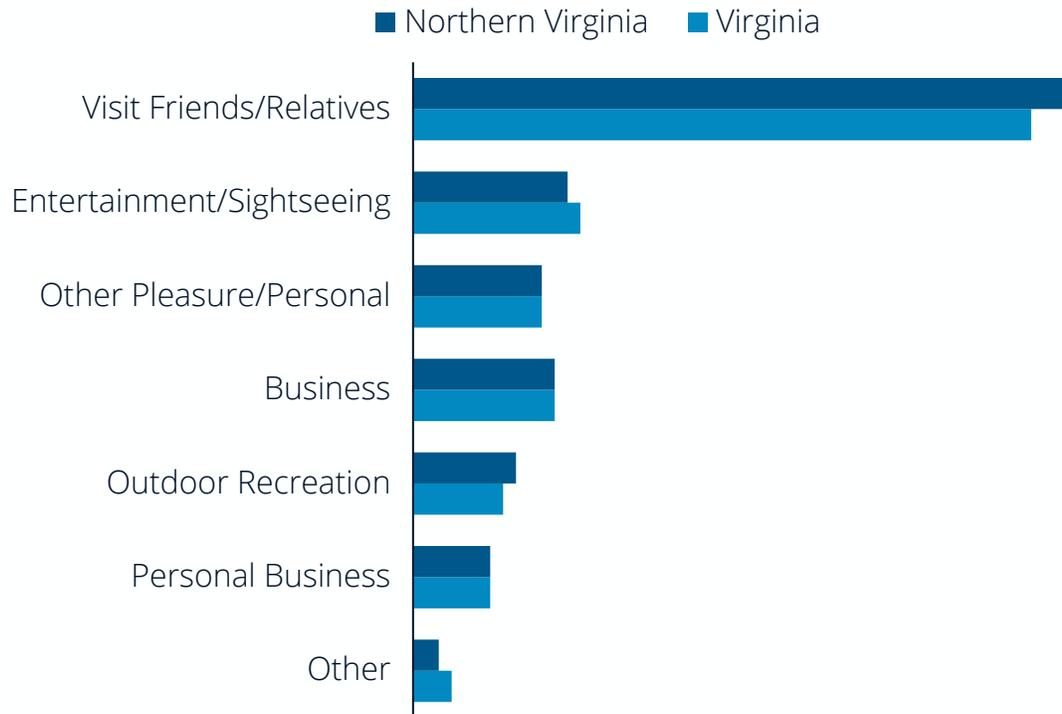
### Representative Sites

- Centers of Business
- Airports
- Historical Sites and Museums
- Parks and Gardens
- Fine Dining
- Shopping

## HOTEL | TOURISM

Half of surveyed visitors to northern Virginia reported **visiting family and friends as the primary reason for their travel.**

### Hotel Pipeline



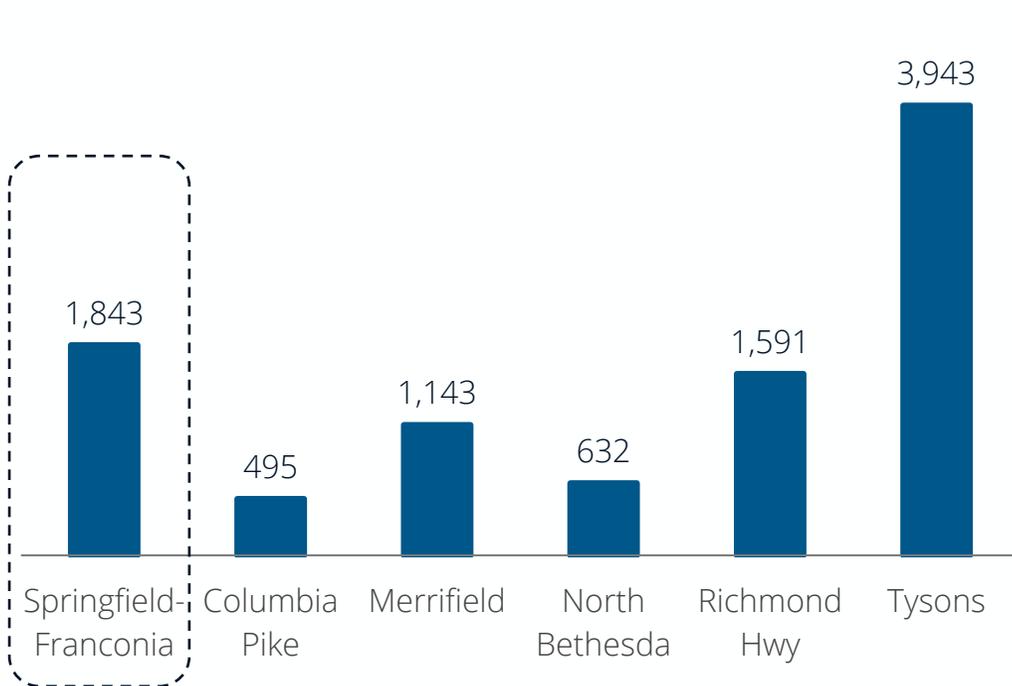
Reasons for travel were similar for visitors to the region and to the state. The former traveled for more nights and spent more in total, though their spending per night was \$177 and \$238, respectively. The data is based on a **household survey**, which weights leisure over business travel.

	Avg. Trip Spend	Avg. Nights
Northern Virginia	<b>\$654</b>	<b>3.7</b>
Virginia	<b>\$571</b>	<b>2.4</b>

Source: Virginia Tourism Corporation, Travel Profile Survey (via TravelTrakAmerica), 2019. Note: Northern VA includes Alexandria City, Arlington, Caroline, Culpeper, Fairfax, Fairfax City, Falls Church City, Fauquier, Fredericksburg City, Loudoun, Manassas City, Manassas Park City, Prince William, Rappahannock, Spotsylvania, and Stafford.

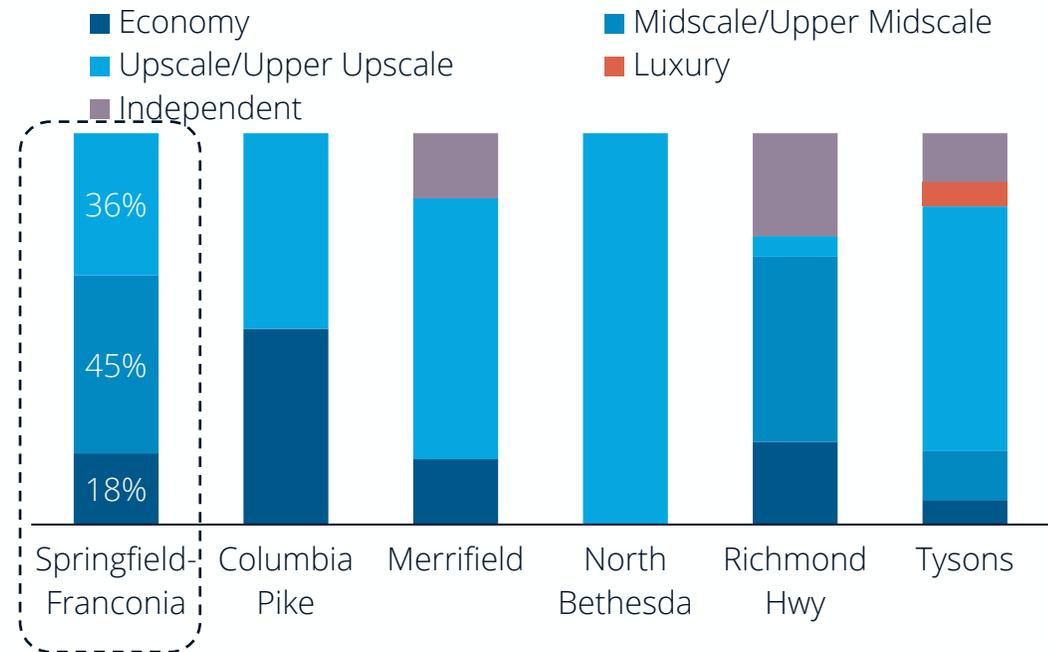
## HOTEL | INVENTORY COMPARISON

Springfield has a significant number of hotel rooms compared to peer locations. Most rooms are in the midscale market.



### Hotel Rooms (2022)

Springfield has more hotels than all other comparison areas apart from Tysons.

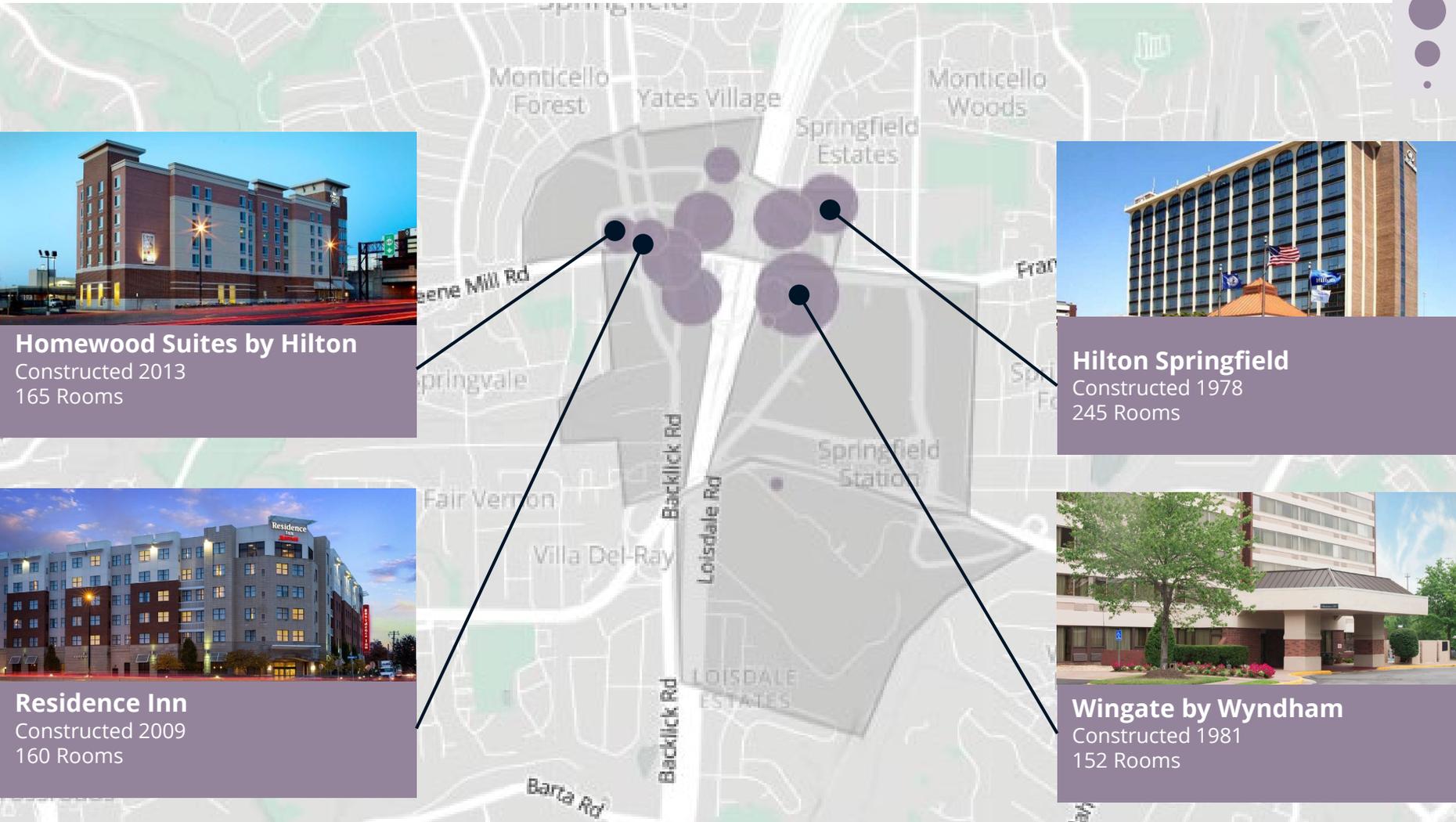


### Hotel Inventory Type Distribution (2022)

Most of the hotels in Springfield are midscale, with a smaller share of upscale options than most peer locations.

## HOTEL | LOCATION AND AGE

Springfield's hotels are concentrated within quick access to I-95, and most were constructed in the 80's or earlier.



### Properties Built by Decade

**1980's or earlier**

**6**

**1990's**

**0**

**2000's**

**4**

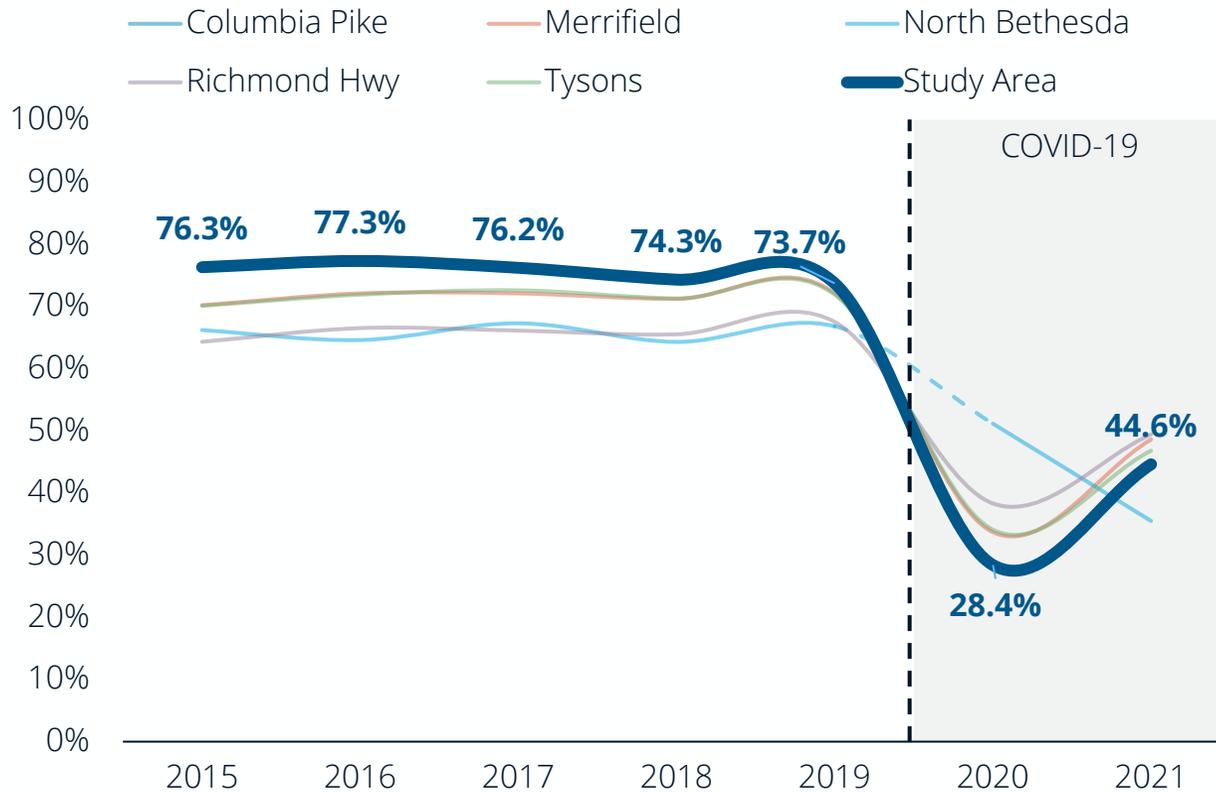
**2010's**

**1**

## HOTEL | OCCUPANCY

Along with all the comparison areas, hotel occupancy rates dipped dramatically in Springfield at the start of the pandemic and are still recovering.

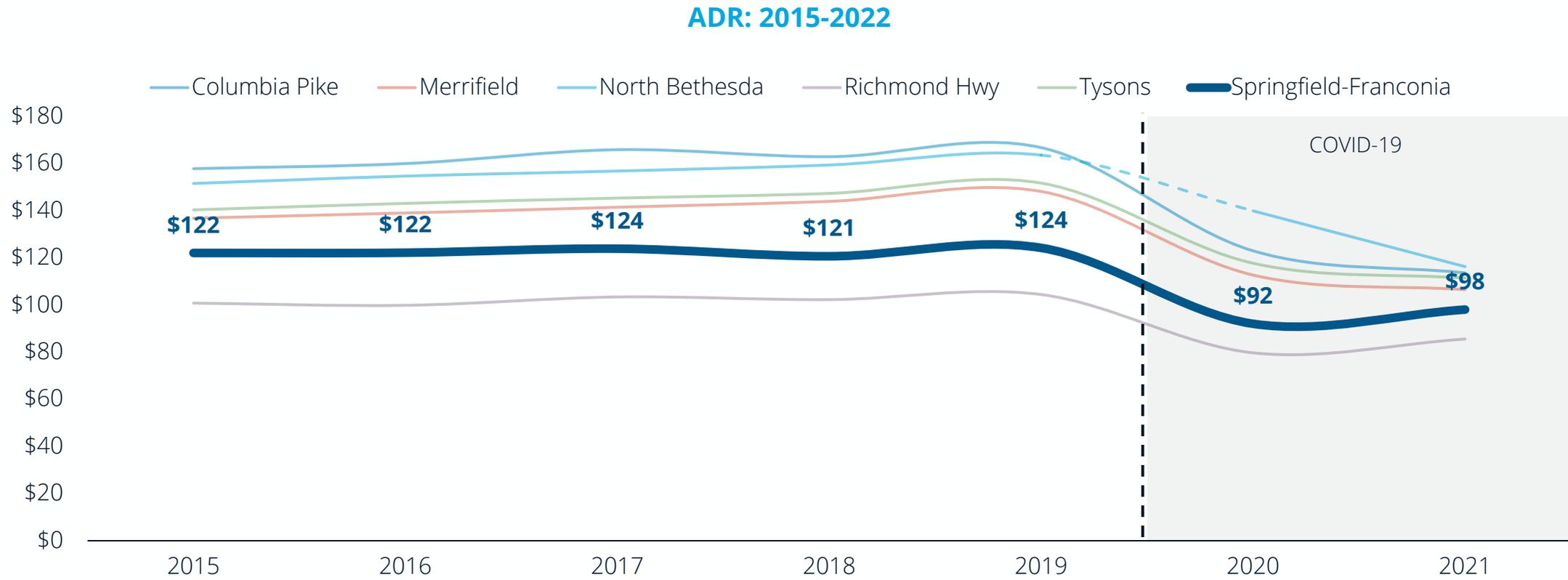
Occupancy: 2015-2022



Occupancy dropped from 74% in 2019 to 29% in 2020. While rates recovered up to 45% in 2021, the rate of **return to business and leisure travel will largely drive the future success of hotels in Springfield.**

## HOTEL | ADR COMPARISON

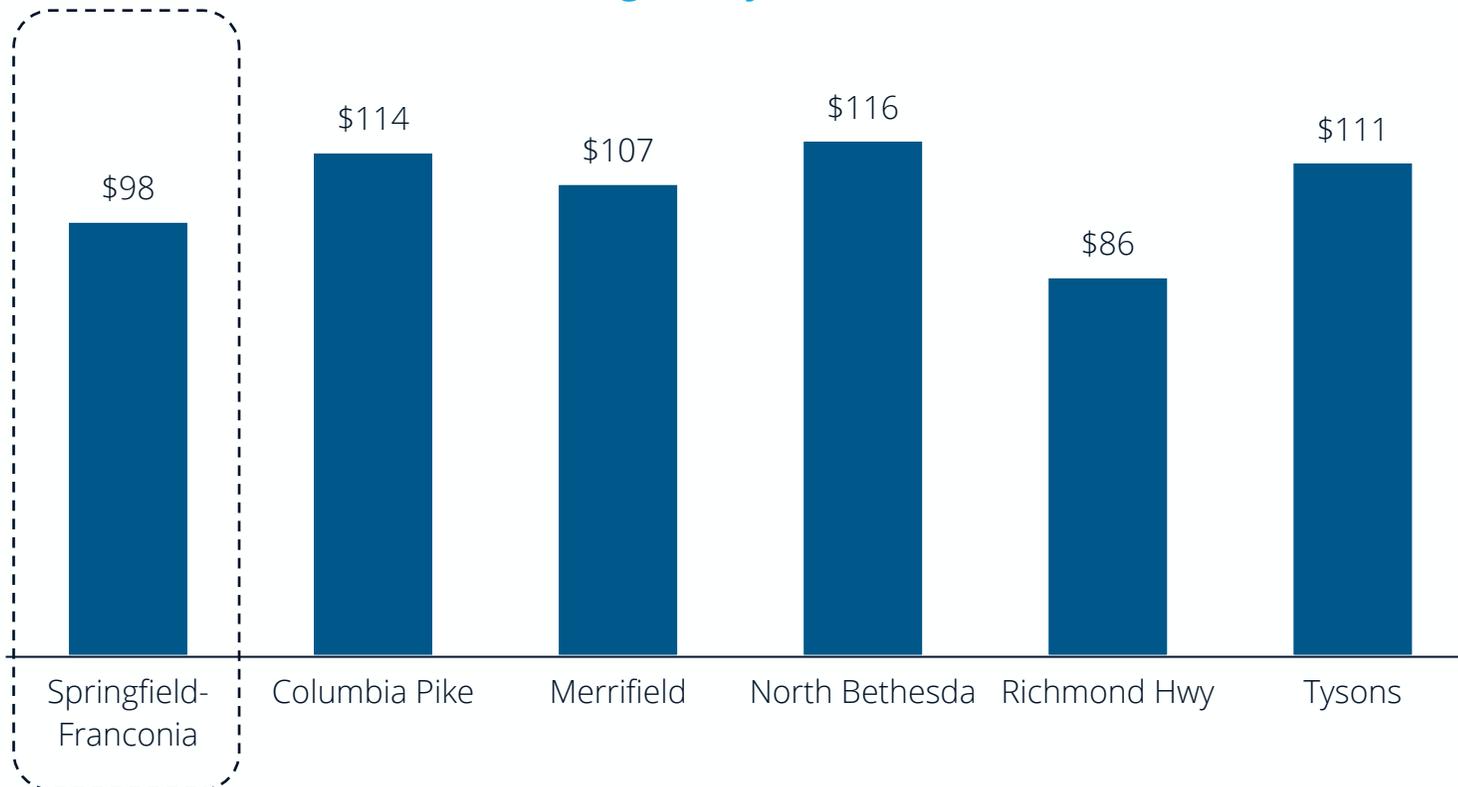
Average Daily Rates (ADR) in Springfield were \$98 in 2021, 21% below pre-pandemic levels.



## HOTEL | RATES

The lower ADR in Springfield compared to most peer locations offers opportunity for attracting budget conscious travelers.

Hotel Average Daily Rates (ADR): 2022

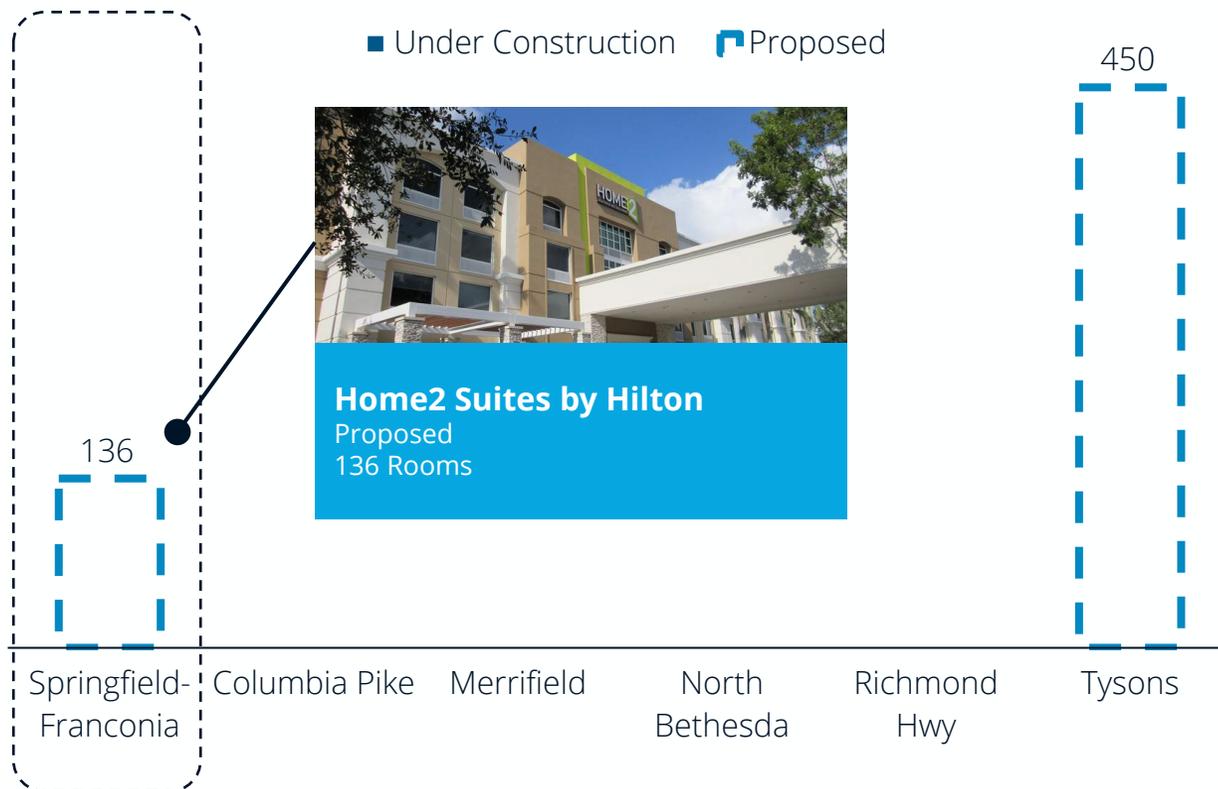


With business travel still reduced compared to before the pandemic, Springfield will need to rely on attracting tourism traffic in the near-term.

## HOTEL | PLANNED DEVELOPMENT

The Study Area has one planned hotel in the pipeline. Developers are more cautious in hotel development, waiting for trends indicating the return to business and leisure travel.

### Hotel Pipeline



Tysons is the only other peer location with hotel development in the pipeline, projecting nearly 500 new rooms in the next few years.

## HOTEL | SWOT ANALYSIS

### Strengths

- Easy access to D.C. and transportation hubs like Reagan airport via both **transit and highway**
- Caters a **mix of travelers**, both recreational and business
- **Springfield Town Center** provides a local draw for visitors
- More **cost-effective option** for visitors relative to Arlington or D.C.

### Opportunities

- Construction of **planned hotel at Springfield Town Center will support a more mixed-use environment** that will make Springfield a more attractive hotel destination

### Weaknesses

- **Lack of variation in hotel types**, including more upscale options or options with large dedicated conference spaces
- **Doesn't attract significant regional corporate business:** while hotels in Arlington compete with downtown D.C., Springfield hotels are focused almost exclusively on local business clientele and do not attract corporate travelers if their business is around Reston, Arlington, Tysons, or elsewhere

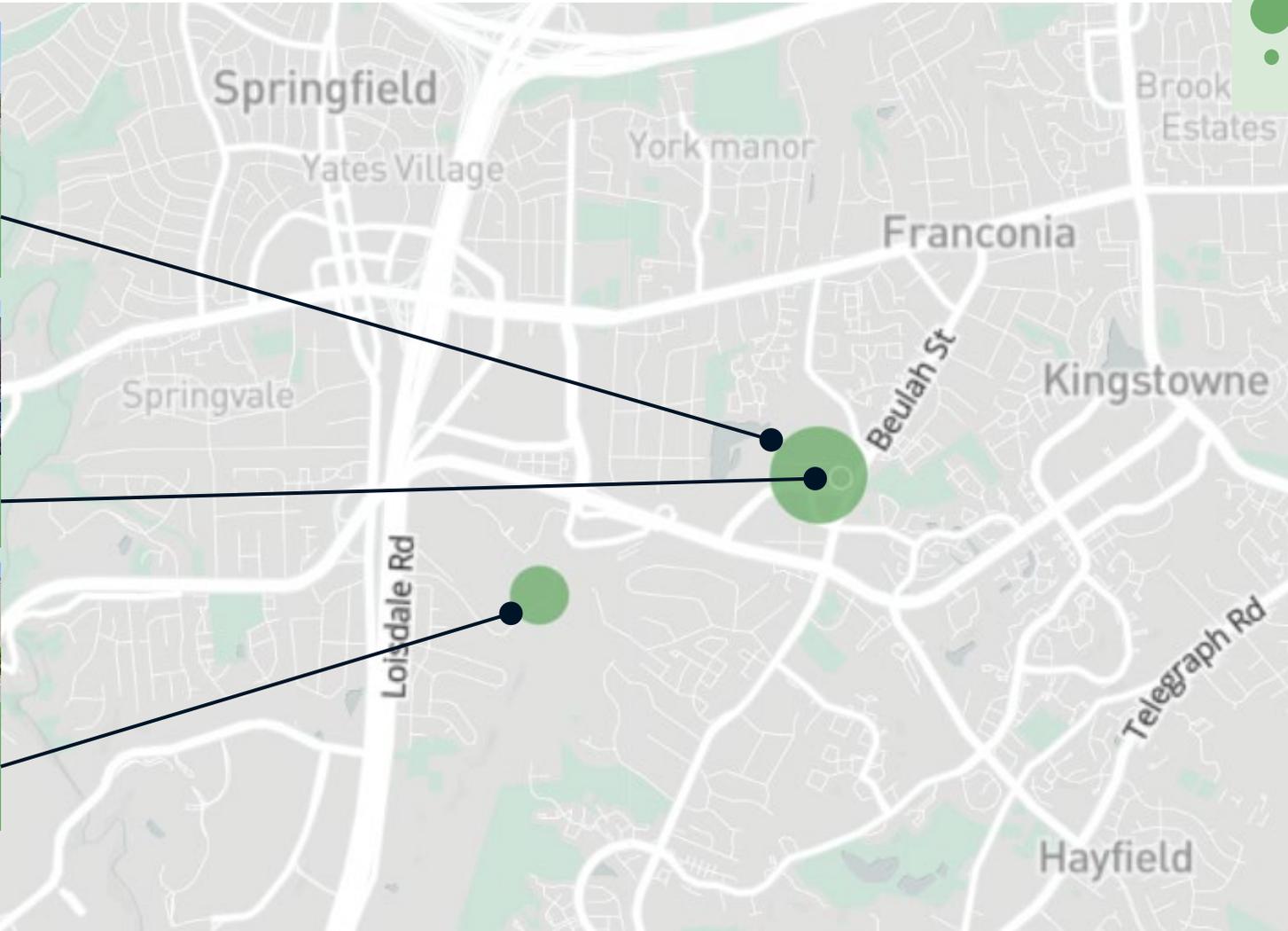
### Threats

- **Reduced demand from business travel** in the wake of Covid will be slow to recover; Springfield, like the rest of the DC region, will be more reliant on tourism to drive hotel activity
- **More affordable price points elsewhere in the region** due to decreased demand from Covid could decrease Springfield's competitive advantage

# Industrial

## INDUSTRIAL | INVENTORY

Springfield has a limited industrial market that is made up of three aging legacy properties.



**Legend/ Key**

- 134K Square Feet
- 70K Square Feet
- 68K Square Feet

**Total Space**  
**272K SF**

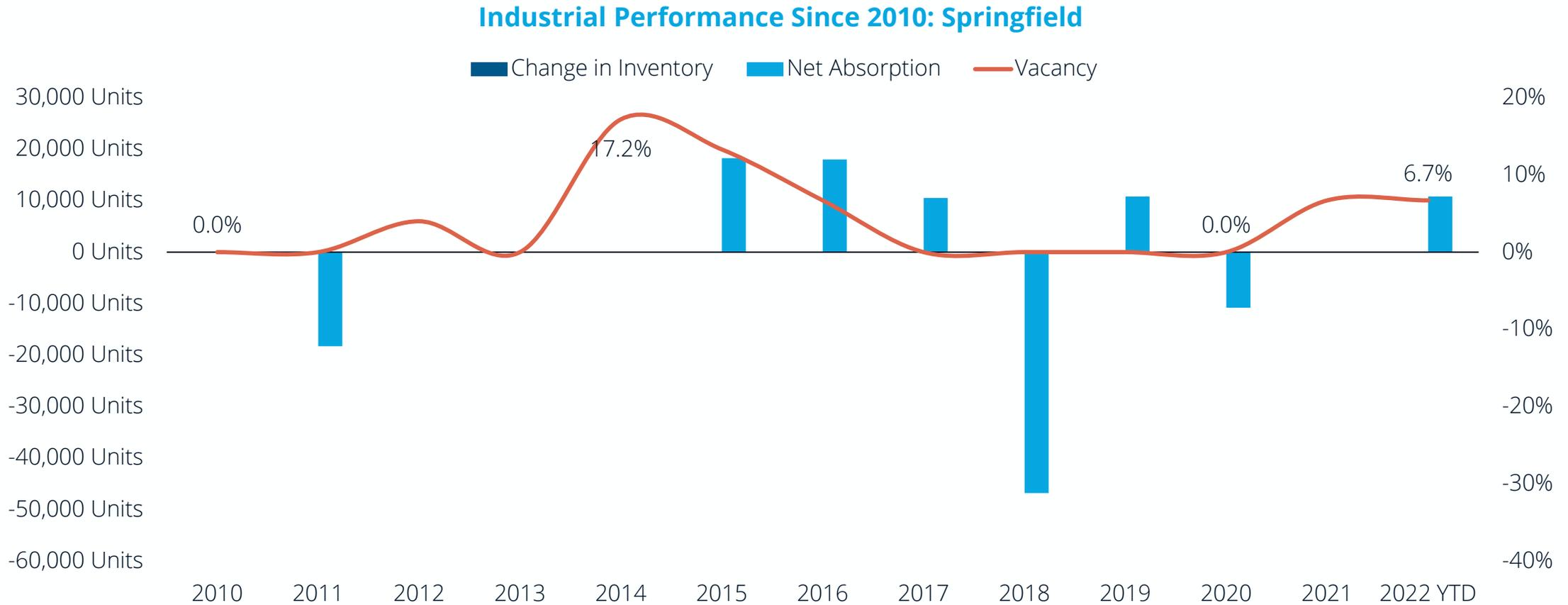
**Vacancy**  
**6.7%**

**Rents**  
**\$11.31 /SF**

No new industrial space has been completed since 1988.

## INDUSTRIAL | PERFORMANCE

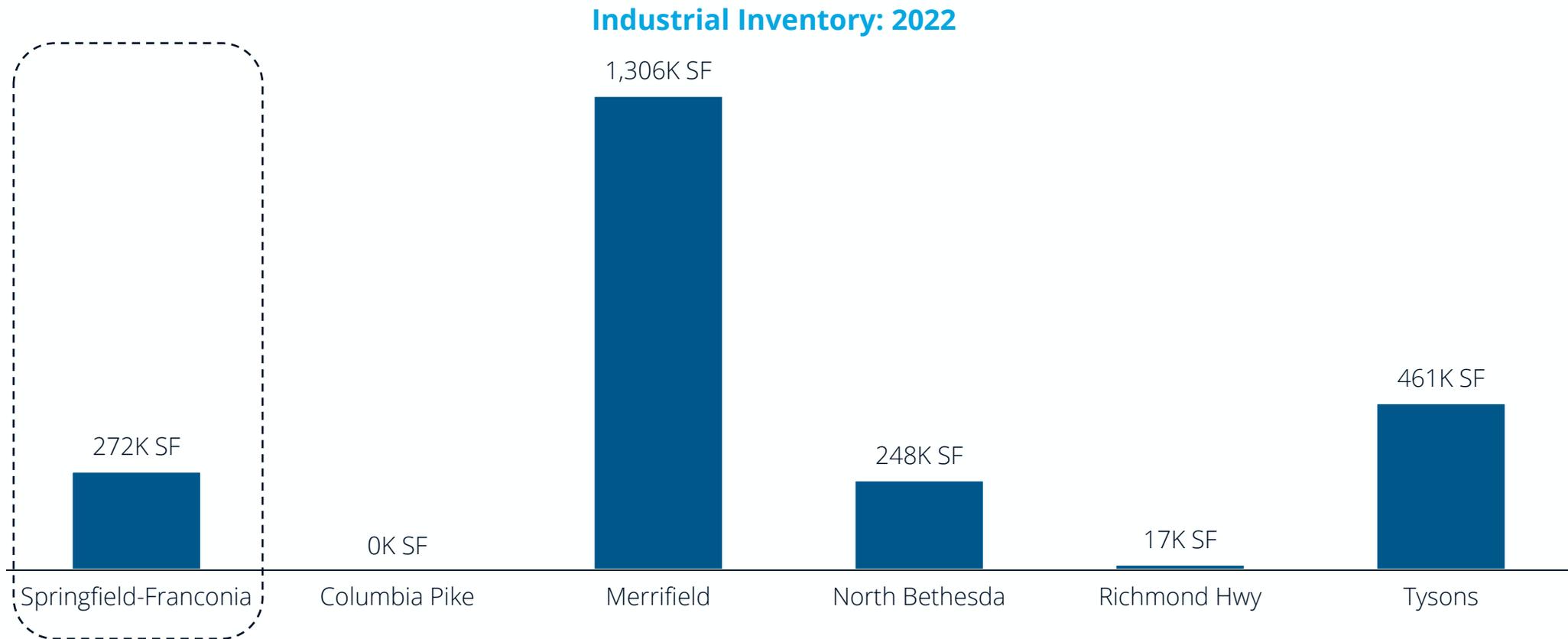
The industrial market has not experienced any inventory changes for several decades and has reached a low vacancy rate since the start of the pandemic.



Source: CoStar

## INDUSTRIAL | INVENTORY COMPARISON

The comparison areas have similarly not delivered any industrial product in the last decade. Merrifield has the largest concentration of industrial space among peers.





## INDUSTRIAL | SWOT ANALYSIS

### Strengths

- **Regional accessibility** and **limited inventory** creates strong demand for the remaining industrial space in Springfield (0% vacancy)

### Weaknesses

- **Low achievable rents** are not competitive with other potential uses in Springfield, limiting opportunities for new industrial development in Springfield and driving activity further out in the region
- Many industrial uses are **not conducive with desired mixed-use development** envisioned for Springfield in the Comprehensive Plan

### Opportunities

- Continued **growth in online shopping and demand for “last-mile” delivery** could drive interest in some light industrial activity to underutilized spaces in Springfield, though market dynamics will limit this opportunity to specific locations

### Threats

- **Growth and reinvestment** in Springfield with mixed-use development or higher density uses will further reduce financial viability of industrial space



| 05

# Comprehensive Plan Review

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# Comprehensive Plan and Market Alignment

## COMP. PLAN AND MARKET ALIGNMENT | EXISTING PLAN THEMES

HR&A identified four themes emerging from the Springfield Planning District and Franconia-Springfield Area plans within the Fairfax County Comprehensive Plan.

Theme	Supporting Springfield Planning District Objectives	Supporting Franconia-Springfield Area Vision
<b>Mixed Use Development</b>	Provide opportunities for high density, mixed-use redevelopment	Create a more attractive, commercially viable, and functionally efficient business center & community focal point
<b>Connectivity &amp; Infrastructure</b>	Enhance multi-modal linkages throughout the area	Improve circulation in and around the community and promote alternatives to single-occupant vehicle use
<b>Placemaking</b>	Develop a unique identity that reflects the character of the area	Encourage revitalization and redevelopment to create a more attractive, commercially viable, and functionally efficient business center & community focal point
<b>Equitable Development</b>	Complement revitalization efforts made by the local community	Protect stable residential neighborhoods from any adverse impacts associated with adjacent nonresidential development

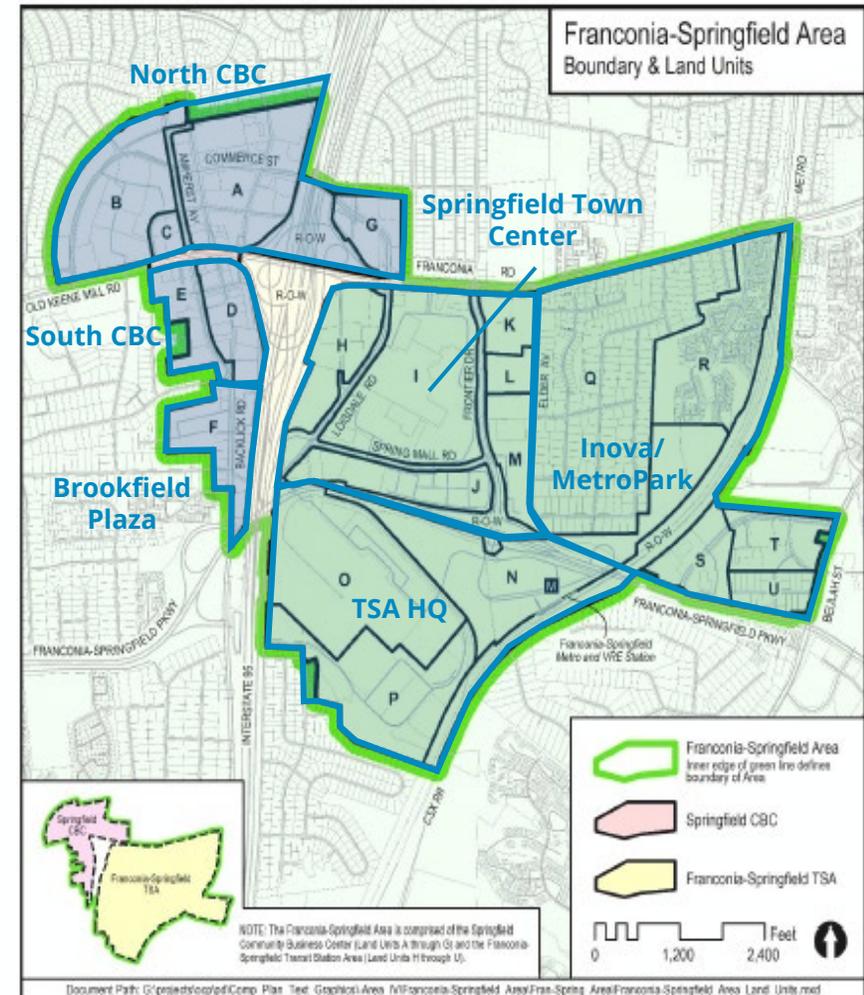
## COMP. PLAN AND MARKET ALIGNMENT | LAND UNITS AND NODES

The Comprehensive Plan established 21 land units, which HR&A consolidated into six defined nodes for the purpose of analysis and recommendations.

For each of the 21 land units, the Comprehensive Plan provides a detailed description of **existing use** and a **future vision**.

HR&A grouped land units into six defined nodes based on their existing character and envisioned land use:

- **North CBC** (Land Units A, B, C, G)
- **South CBC** (Land Units D, E)
- **Brookfield Plaza** (Land Unit F)
- **Springfield Town Center** (Land Units H, I, J, K, L, M)
- **Inova/MetroPark** (Land Units Q, R, S, T, U)
- **TSA HQ** (Land Units N, O, P)



## COMP. PLAN AND MARKET ALIGNMENT | NODES – NORTH CBC

### North CBC Summary

Existing Character	Existing Zoning	Comprehensive Plan Vision
Significant community-serving retail; auto-oriented with large surface parking lots	0.35 - 0.5 FAR, with focus on non-residential uses (retail, office, and hotel)	Option to densify up to 1.6 FAR as a mixed-use node, including up to 445,000 SF hotel, 1.3M SF office, 300,000 retail, and 1,900 multifamily units.

### Market Analysis Findings

- **Strong retail base** – High occupancy of retail space (~95% in 2022) and healthy performance of shopping centers, limiting interest in near-term redevelopment
- **No multifamily** – No precedent for new multifamily development, but supportive market conditions

### Opportunities

- **Bland Street corridor** – Well-positioned to support complete street design and ped. focused development, such as those developed for the Springfield Road Club
- **Park & Ride spaces** – Existing surface lot spaces will be freed up following completion of new transit facility
- **Retailer interest** – Existing retail base provides a solid foundation to build on as development interest increases



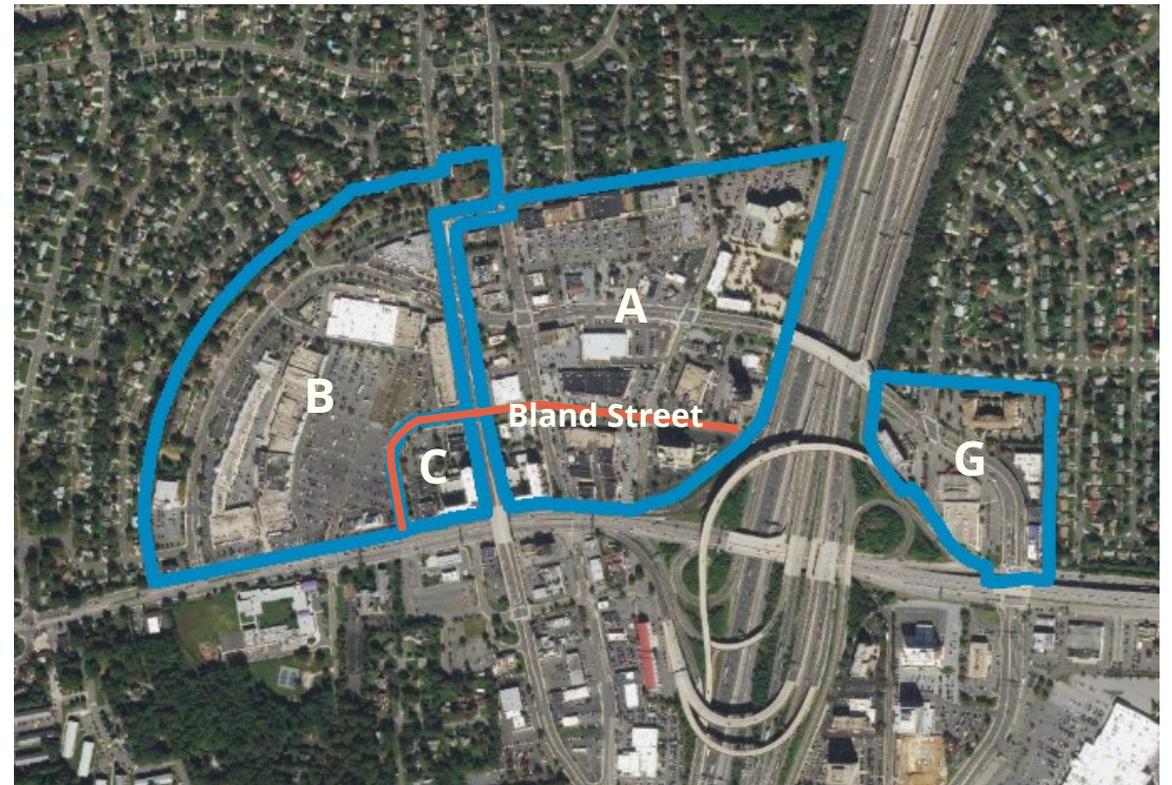
## COMP. PLAN AND MARKET ALIGNMENT | NODES – NORTH CBC

### North CBC Summary

Existing Character	Existing Zoning	Comprehensive Plan Vision
Significant community-serving retail; auto-oriented with large surface parking lots	0.35 - 0.5 FAR, with focus on non-residential uses (retail, office, and hotel)	Option to densify up to 1.6 FAR as a mixed-use node, including up to 445,000 SF hotel, 1.3M SF office, 300,000 retail, and 1,900 multifamily units.

### Comprehensive Plan Impacts

- **Opportunity for mid-rise multifamily development** – Density allocations in the North CBC should allow for mid-rise multifamily development (4-7 stories)
- **Prioritizing Bland Street corridor for new mixed-use development** – While Commerce Street provides connectivity to the east side of I-95, its auto-focus and high traffic volume poses challenges to fostering a pedestrian-friendly environment. Bland Street is well-positioned to provide a better pedestrian experience for community-serving mixed-use development.



## COMP. PLAN AND MARKET ALIGNMENT | NODES – SOUTH CBC

### South CBC Summary

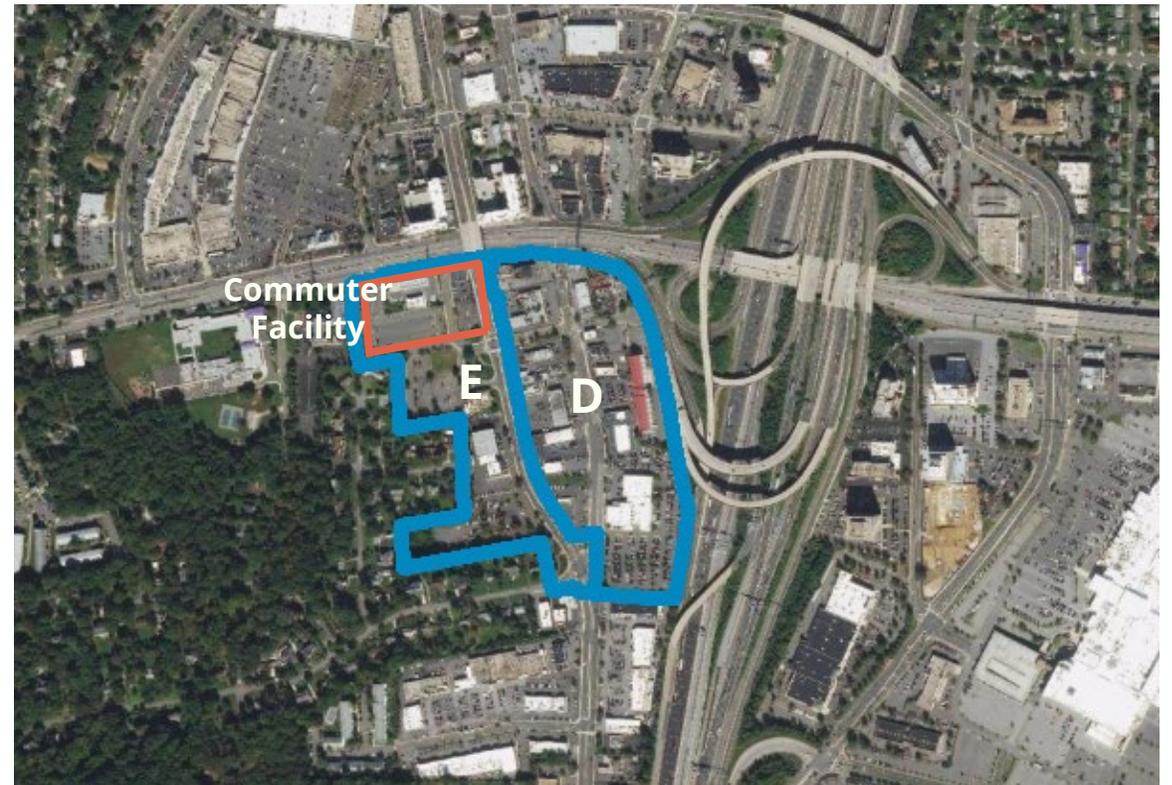
Existing Character	Existing Zoning	Comprehensive Plan Vision
Prevalence of community-serving retail space and auto-dealers; older structures compared to other nodes	0.50 - 0.70 FAR, with focus on non-residential uses (retail and auto-dealers). Height limit of 50 feet	Commuter parking facility with multi-modal connections. Options for retail and office up to 1.50 FAR. Office, retail, and public park south of Springfield Blvd

### Market Analysis Findings

- **Older office and retail building stock** – Small-scale office and retail uses, such as dental care facilities
- **Auto-dealership presence** – Several large lot auto dealers
- **No multifamily** – No precedent for multifamily, but supportive market conditions and developer interest

### Opportunities

- **Transit node** – New commuter facility in Land Unit E is an opportunity to better connect development to transit
- **Redevelopment opportunity** – Underutilized and aging buildings are well-positioned for redevelopment
- **Pedestrian bridge** – Pedestrian Bridge will better connect North CBC and South CBC



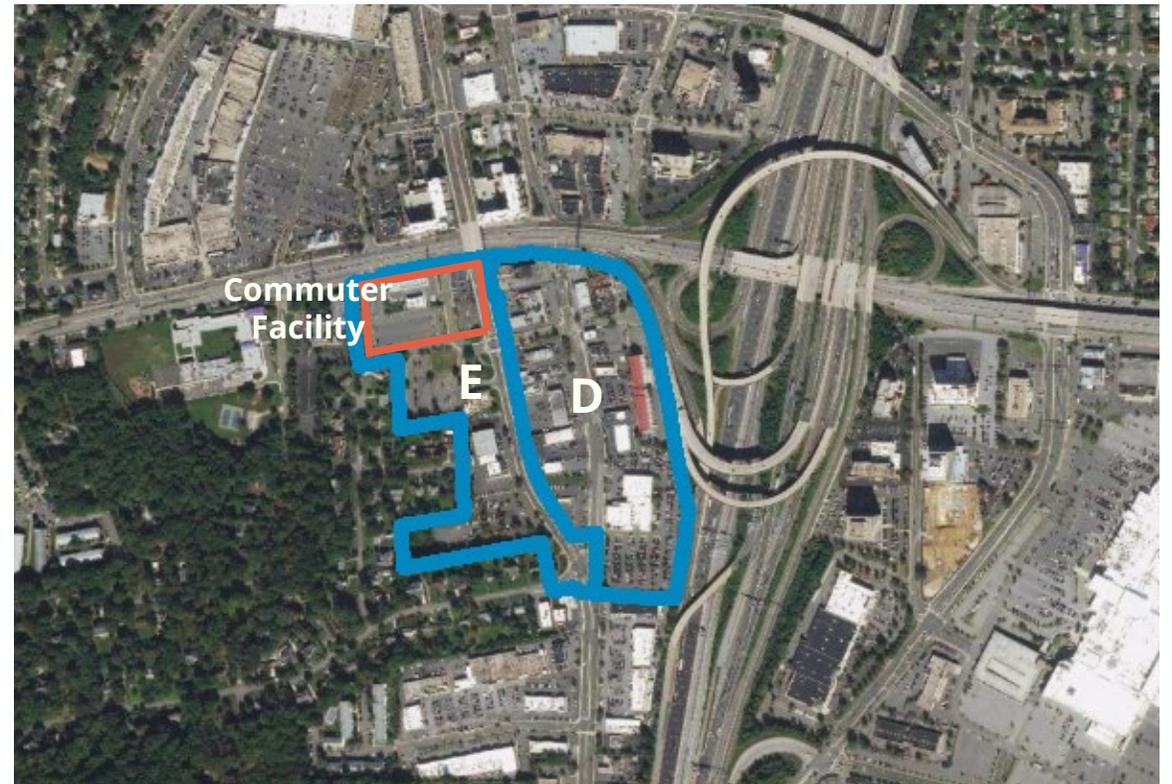
## COMP. PLAN AND MARKET ALIGNMENT | NODES – SOUTH CBC

### South CBC Summary

Existing Character	Existing Zoning	Comprehensive Plan Vision
Prevalence of community-serving retail space and auto-dealers; older structures compared to other nodes	0.50 - 0.70 FAR, with focus on non-residential uses (retail and auto-dealers). Height limit of 50 feet.	Commuter parking facility with multi-modal connections. Options for retail and office up to 1.50 FAR. Office, retail, and public park south of Springfield Blvd

### Comprehensive Plan Impacts

- **Allow for mid-rise multifamily** – The comprehensive plan vision does not include multifamily in the South CBC. To encourage truly mixed-use development, multifamily structures should be incorporated as allowable uses within the comprehensive plan, particularly along Backlick Rd.



## COMP. PLAN AND MARKET ALIGNMENT | NODES – BROOKFIELD PLAZA

### Brookfield Plaza Summary

Existing Character	Existing Zoning	Comprehensive Plan Vision
Local-serving shopping centers, well-tenanted with mix of restaurants, post office, and community-serving retail; base of small/local retail businesses	Retail, low-rise office, and residential uses. Community-serving retail uses up to .35 FAR	Option for residential up to 16-20 DU/acre; retain offices; nonresidential development along the Franconia-Springfield Parkway discouraged

### Market Analysis Findings

- **Strong retail base** – Existing retail is well-stabilized, providing good opportunity to co-locate office and residential
- **No multifamily** – No precedent for multifamily apartments

### Opportunities

- **Legacy small businesses** – Brookfield Plaza has a strong presence of legacy small businesses that can continue to be strengthened through small business support



## COMP. PLAN AND MARKET ALIGNMENT | NODES – BROOKFIELD PLAZA

### Brookfield Plaza Summary

Existing Character	Existing Zoning	Comprehensive Plan Vision
Local-serving shopping centers, well-tenanted with mix of restaurants, post office, and community-serving retail; base of small/local retail businesses	Retail, low-rise office, and residential uses. Community-serving retail uses up to .35 FAR	Option for residential up to 16-20 DU/acre; retain offices; nonresidential development along the Franconia-Springfield Parkway discouraged

### Comprehensive Plan Impacts

- **Maintain Comprehensive Plan vision** – Brookfield Plaza was recently renovated, and the space has high occupancy with a number of small/legacy businesses.



## COMP. PLAN AND MARKET ALIGNMENT | NODES – SPRINGFIELD TOWN CENTER

### Springfield Town Center Summary

Existing Character	Existing Zoning	Comprehensive Plan Vision
Center of regional commercial activity; contains largest amount of the limited multifamily development in the area	0.30 - 0.5 FAR for hotel, retail, and office. 35 DU/acre for residential	Concentrate mid-rise apartments up to 45 DU/acre and position as Town Center with connected streetscape and mixed-uses

### Market Analysis Findings

- **Regional market** – Springfield Town Center attracts visitors from throughout the region, with recent focus on entertainment uses that expand regional draw and tourist attraction
- **Multifamily feasibility** – Demonstrated market support for mid-rise development, evidenced by planned project

### Opportunities

- **Unified property ownership** – Single ownership of Town Center reduces the barriers to coordinated redevelopment
- **Redevelopment catalyst**– Proximity to retail and mass transit positions the Town Center to be a catalyst of new walkable redevelopment



## COMP. PLAN AND MARKET ALIGNMENT | NODES – SPRINGFIELD TOWN CENTER

### Springfield Town Center Summary

Existing Character	Existing Zoning	Comprehensive Plan Vision
Center of regional commercial activity; contains largest amount of the limited multifamily development in the area	0.30 - 0.5 FAR for hotel, retail, and office. 35 DU/acre for residential	Concentrate mid-rise apartments up to 45 DU/acre and position as Town Center with connected streetscape and mixed-uses

### Comprehensive Plan Impacts

- **Leverage surface parking for infill** – In line with already approved zoning/plans for the Springfield Town Center site, infill of the surface parking lots will support the comprehensive plan vision (e.g. multifamily, office, and hotel with ground-level retail in a walkable environment)
- **Incentivize high-rise development** – While Springfield Town Center is approved for high-rise development, current market conditions will not allow for development of this type. To fully realize the County’s vision for the site, mid-rise development in the near-term will catalyze a walkable anchor; incentives and other tools can be used to further support transition to high-rise development.



## COMP. PLAN AND MARKET ALIGNMENT | NODES – TSA HQ

### TSA HQ Summary

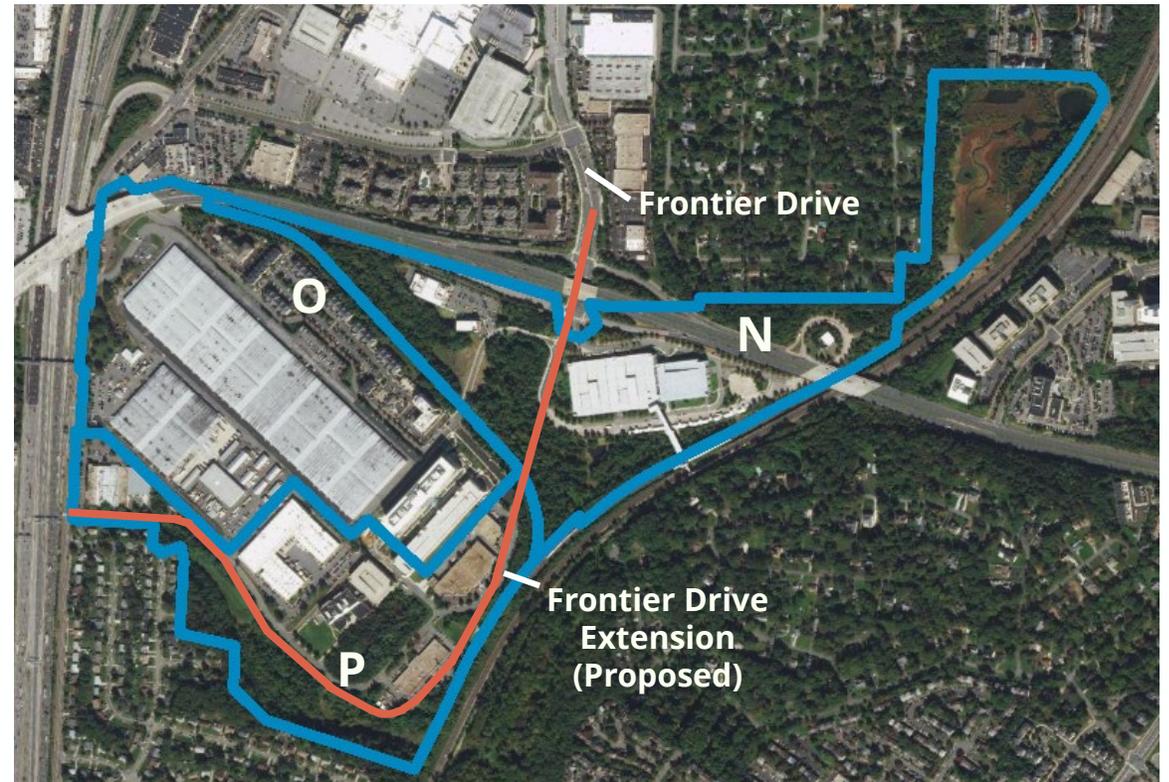
Existing Character	Existing Zoning	Comprehensive Plan Vision
Significant employment center with TSA headquarters; Immediately adjacent to Metro	Between 0.25 and 0.50 FAR for industrial, office, and retail uses	Primarily focused on enhancing transportation connectivity to Metro station. Option for up to 2.0 FAR for office and supportive retail on land unit P

### Market Analysis Findings

- **Strong GSA tenant presence** – TSA established a strong government presence, which could provide precedent and increased interest from other government tenants

### Opportunities

- **Transportation connectivity** – Proposed extension of Frontier Dr. will improve connectivity to Metro and the Town Center and support GSA tenant attraction



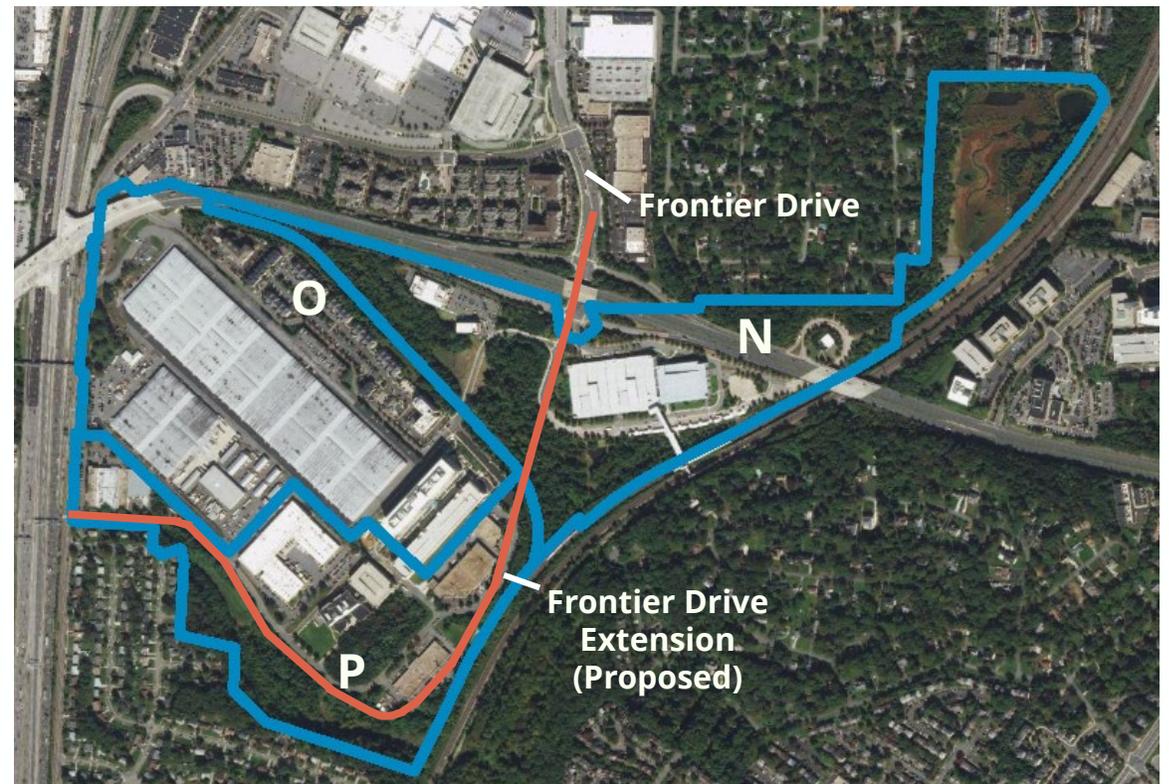
## COMP. PLAN AND MARKET ALIGNMENT | NODES – TSA HQ

### TSA HQ Summary

Existing Character	Existing Zoning	Comprehensive Plan Vision
Significant employment center with TSA headquarters; Immediately adjacent to Metro	Between 0.25 and 0.50 FAR for industrial, office, and retail uses	Primarily focused on enhancing transportation connectivity to Metro station. Option for up to 2.0 FAR for office and supportive retail on land unit P

### Comprehensive Plan Impacts

- **Maintain Comprehensive Plan vision** – The TSA HQ node is dominated by office space, with no existing retail. To accommodate increased connectivity and mixed-use development within TSA HQ, Springfield should implement the Comprehensive Plan vision for supportive retail in land units O and P.



## COMP. PLAN AND MARKET ALIGNMENT | NODES – INOVA / METROPARK

### Inova/MetroPark Summary

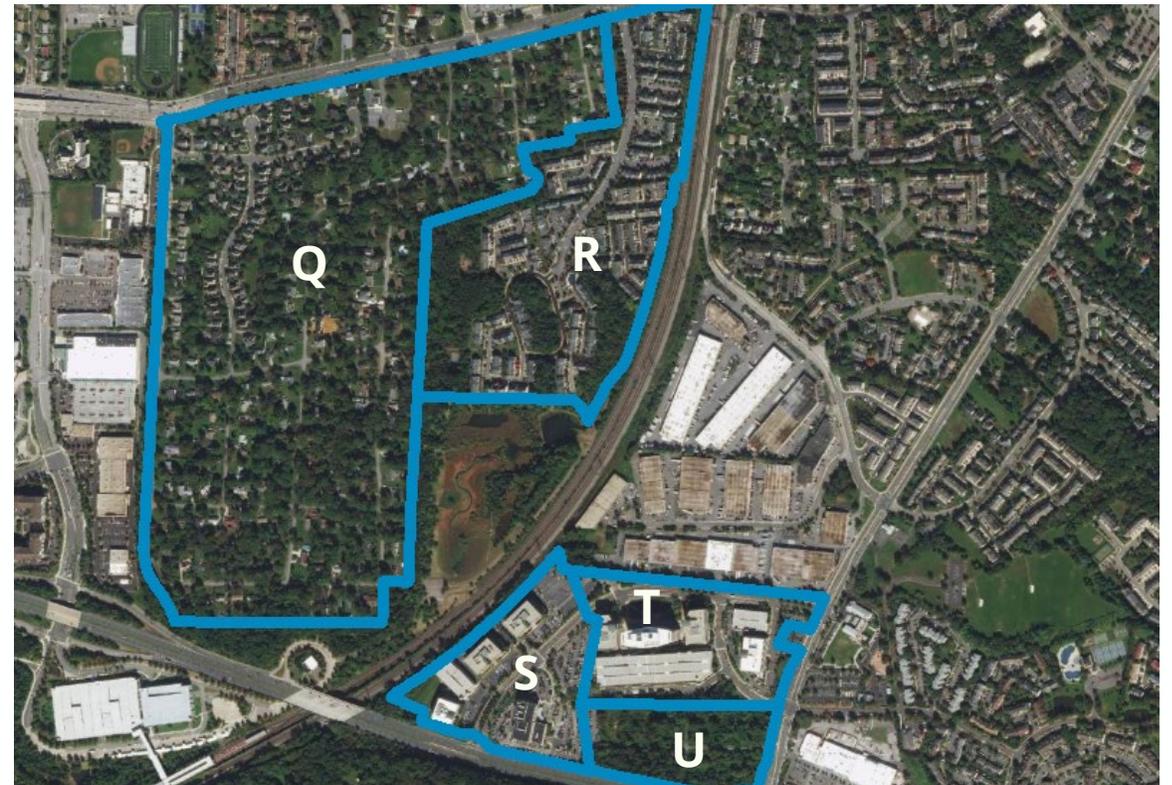
Existing Character	Existing Zoning	Comprehensive Plan Vision
Significant office and medical presence in MetroPark and the Inova HealthPlex; Established single-family residential	0.25 FAR for office. 1-8 DU/acre for residential	Concentrate mix of uses near Inova health complex (land units S, T, and U); locate compatible infill in existing resi. neighborhoods (land units Q and R).

### Market Analysis Findings

- **Strong office base** – Inova/MetroPark contains the majority of Springfield's office space. Single-use office parks will be challenged in post-Covid environment, but medical office growth could mitigate challenges

### Opportunities

- **Medical office growth** – Inova's current expansion provides opportunity to leverage medical office and employment growth in a post-COVID environment
- **Proximity to metro** – Potential to better connect to Metro and establish a mix of uses to make area more competitive as an employment node



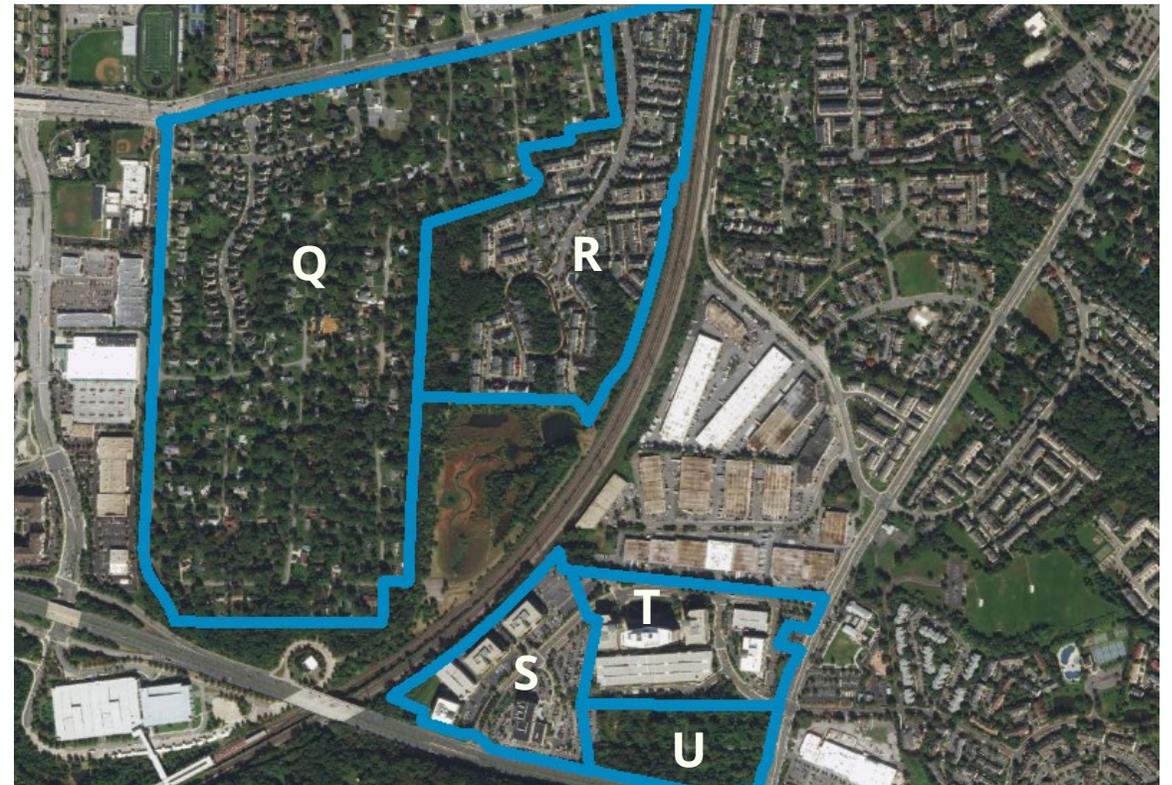
## COMP. PLAN AND MARKET ALIGNMENT | NODES – INOVA / METROPARK

### Inova/MetroPark Summary

Existing Character	Existing Zoning	Comprehensive Plan Vision
Significant office and medical presence in MetroPark and the Inova HealthPlex; Established single-family residential	0.25 FAR for office. 1-8 DU/acre for residential	Concentrate mix of uses near Inova health complex (land units S, T, and U); locate compatible infill in existing resi. neighborhoods (land units Q and R).

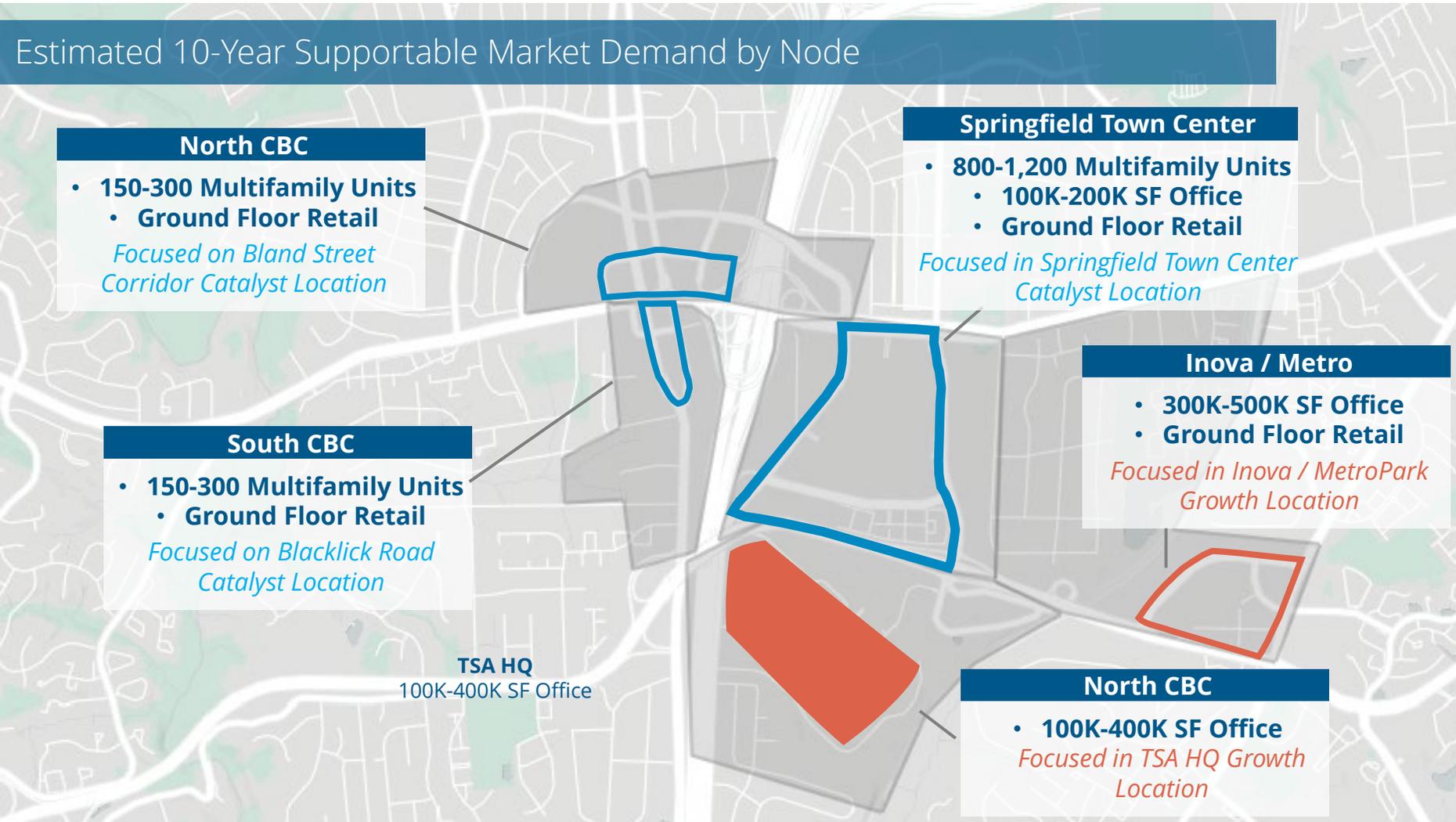
### Comprehensive Plan Impacts

- **Support ground floor activation and connectivity** – As framed in the Comprehensive Plan, Springfield can promote increased mixed-use development in Land Units S and T by incorporating ground floor retail in new office structures and prioritizing walkability.
- **Leverage greenfield development** – Land unit U provides a prominent opportunity for infill development that increases the mix of uses in Inova/MetroPark



## COMP. PLAN AND MARKET ALIGNMENT | NODES AND GROWTH POTENTIAL

Nodes within Springfield have unique market strengths that position each to capture demand for different use types and support new reinvestment.



### Catalyst Locations

- **Springfield Town Center**
- **Bland St. Corridor**
- **Backlick Rd.**

### Additional Growth Locations

- **TSA HQ**
- **Inova/MetroPark**

Note: The Comprehensive Plan considers a longer time horizon but should be structured to align with market positioning of each node.

# Mixed-Use Development

## MIXED-USE DEVELOPMENT | COMPREHENSIVE PLAN VISION

The Comprehensive Plan encourages opportunities for mixed-use redevelopment that creates a live-work-play environment.

### Area Vision

- Provide **opportunities for high density, mixed-use redevelopment**, which would allow residents, employees, and visitors to work, shop, exercise, and live in relative proximity to each other

### District Objectives

- Encourage revitalization and redevelopment of the Springfield Community Business Center (CBC) to create a more attractive, commercially viable, and functionally efficient business center & community focal point
- Establish land use and urban patterns in the Springfield Area that **support mass transit and ridership**

## MIXED-USE DEVELOPMENT | COMPREHENSIVE PLAN BARRIERS

Existing land uses are auto-oriented and act as barriers to future mixed-use redevelopment.

### Barriers Identified in Comprehensive Plan

- **Surface parking** – Large surface parking lots and auto-oriented land use patterns
- **Discontinuity** – Lack of continuity among land uses, freestanding structures

### Barriers Identified in Analysis

- **Strong retail demand** – The retail market in larger shopping centers is healthy, so many owners do not have an incentive to redevelop right now
- **Weak office market** – Limited office demand requires more targeted office expansion or alternative uses as part of mixed-use development
- **Unproven multifamily market** – Lack of recent mixed-use and multifamily deliveries as proof of concept
- **Fragmented property ownership** – Discontinuous & small parcel sizes hinder larger, coordinated redevelopment activity



Typical auto-oriented typology of existing development  
*6508 Backlick Rd.*

## MIXED-USE DEVELOPMENT | RECOMMENDATIONS

Establishing catalyst locations, incentivizing complementary uses, and building relationships with property owners will encourage mixed-use development.

### Catalyst Locations

**Focusing initial mixed-use dev. in catalyst locations will establish a base to encourage further growth**

- Increase development flexibility in identified catalyst locations for uses highlighted, but not yet permitted, in the Comprehensive Plan
- Extend Commercial Revitalization District boundary to cover both the CBC and TSA.
- Establish a tax abatement incentive—distinct from EIP—for high-density (8+ story) development in locations targeted by the County for increased density
- Complete enhanced design guidelines specific to Springfield, (Fairfax County Urban Design Guidelines, Volume II, currently underway), which will be used as a basis for development review of rezoning cases.

### Complementary Uses

**Introducing new infill on greenfield and surface lots uses in current single-use office or retail areas supports a live-work-play environment**

- Consider incentives to attract new retailers, particularly in locations that lack ground floor activation or are seeking to attract new residential uses
- Focus office tenancing attraction on government and healthcare tenants to build on local employment trends and Springfield's positioning in a post-covid environment
- Establish creative approaches to support shared/reduced parking across uses (e.g. shared parking agreements, reductions to parking standard minimums in mixed-use projects) aligned with the "Parking Reimagined" zoning study underway.

### Relationship Building

**Coordination between property owners and with local agencies can help mitigate fragmented ownership**

- Establish a liaison/point of contact for property owners to maintain relationships with and serve as a point person for public engagement
- Establish a working group across local agencies to coordinate revitalization and placemaking efforts, to include County depts., EDA, and local Chambers, among others.
- Facilitate ongoing relationships and coordination between property owners in nodes with fragmented ownership

## MIXED-USE DEVELOPMENT | NODE-SPECIFIC ACTION ITEMS

The CBC can develop into a more community-serving urban village with the addition of multifamily residential in the future.

Mixed-Use Development	Catalyst Locations	Complementary Uses	Relationship Building
North CBC	<ul style="list-style-type: none"> <li>• Increase development flexibility for residential development where not currently permitted in the Comprehensive Plan</li> <li>• Complete enhanced design guidelines for the Bland St. corridor to support walkability for a cohesive mixed-use node</li> </ul>	<ul style="list-style-type: none"> <li>• Allow administrative approval of shared parking agreements in future redevelopment opportunities, subject to agreed upon criteria</li> </ul>	<ul style="list-style-type: none"> <li>• Facilitate coordination among retail owners to identify future mixed-use redevelopment opportunities that maintain ground-floor retail uses and provide public space</li> </ul>
South CBC	<ul style="list-style-type: none"> <li>• Increase development flexibility for mixed-use residential development where not currently permitted in the Comp. Plan, with a focus along Backlick Rd</li> </ul>		<ul style="list-style-type: none"> <li>• Facilitate coordination among property owners to identify future mixed-use redevelopment opportunities</li> <li>• Begin visioning and engagement sessions on the future of South CBC</li> </ul>
Brookfield Plaza			<ul style="list-style-type: none"> <li>• Begin visioning and engagement sessions on the future of South CBC</li> </ul>

Node Action Items



## MIXED-USE DEVELOPMENT | NODE-SPECIFIC ACTION ITEMS

The east side of the study area can be a catalyst for mixed-use activity and serve as a regional destination.

Node Action Items

### Mixed-Use Development

#### Springfield Town Center

- Review the option of extending CRD (in majority of CBC) to portions of the TSA to increase development support and expedite development reviews
- Develop an incentive--separate from EIP--for high-rise development (8+ story) to increase likelihood of high-rise development as the market grows
- Complete enhanced design guidelines for Springfield Town Center site

#### TSA HQ

- Review the option of extending CRD (in majority of CBC) to portions of the TSA to increase development support and expedite development reviews

#### Inova/Metro Park

- Review the option of extending CRD (in majority of CBC) to portions of the TSA to increase development support and expedite development reviews

Catalyst Locations	Complementary Uses	Relationship Building
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- Incentivize additional Food & Beverage and entertainment uses to support new residential development
- Explore reductions to parking standard minimums in mixed-use projects

- Explore reductions to parking standard minimums in future mixed-use projects

- Incentivize additional Food & Beverage and retail uses to better activate ground floor uses and provide amenities to employees and visitors at the offices and health center

- Establish a property owners group in the "Inova/Metro Park" area that builds on existing coordination for the TAGS shuttle service.

# Connectivity and Infrastructure

## CONNECTIVITY & INFRASTRUCTURE | COMPREHENSIVE PLAN VISION

The Comprehensive Plan envisions a more connected area that enhances multi-modal options, improves traffic circulation, and establishes additional wayfinding.

### Area Vision

- **Enhance multi-modal linkages** throughout the area and to the Joe Alexander Transportation Center and other transportation nodes
- Create a **usable wayfinding system**, which would efficiently move people through the area
- Enhance the safety and security of the area through innovative, environmental design features, such as **improved lighting, safe pathways, and additional windows facing the street**
- Identify and **minimize pedestrian and vehicular conflicts** by separating the pedestrians from vehicular traffic, improving traffic circulation, and developing the pedestrian realm
- Maintain **easy access to regional transportation systems**
- Encourage even traffic flows through enhancements to the public transit system, incentives for carpooling, and **implementation of a coordinated program of transportation demand management strategies**

## CONNECTIVITY & INFRASTRUCTURE | COMPREHENSIVE PLAN VISION

The Comprehensive Plan seeks improved circulation and prioritizes mass transit in the design of future redevelopment opportunities.

### District Objectives

- **Improve circulation** in and around the community by the management of existing transportation facilities and by promoting alternatives to single-occupant vehicle use
- 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



Franconia-Springfield Metro Station

## CONNECTIVITY & INFRASTRUCTURE | COMPREHENSIVE PLAN BARRIERS

The Springfield area is auto-oriented with difficult walkability across major highways and limited accessibility to regional transit options.

### Barriers Identified in Comprehensive Plan

- **Highway division** - Springfield area divided into 4 quadrants by major regional roadways
- **Auto-centric streetscape** - Unfriendly bicycle/pedestrian facilities along roadways, including to Metro/Transit Station Area.
- **Difficult walkability** - Improvements to sidewalks and crosswalks were implemented in the northern part of the CBC but were not universally applied across the entire area
- **Traffic congestion** - In South CBC, linear development pattern and numerous curb cuts contribute to traffic congestion and discourage pedestrian use of the area



Commerce Street Bridge is the only roadway connecting the CBC and TSA that accommodates pedestrians

### Barriers Identified in Analysis

- **Aged infrastructure** - Has been a barrier to redevelopment interest by some developers

## CONNECTIVITY & INFRASTRUCTURE | RECOMMENDATIONS

Improved pedestrian connectivity, bike infrastructure, and streetscape design can support accessibility throughout the Springfield area and to the Metro.

### Street Infrastructure in Catalyst Areas

### Accessibility Between Nodes and to Metro

**Infrastructure that prioritizes complete streets with pedestrian and bicycle connectivity is critical for supporting walkable and higher density development**

- Focus the creation of complete streets in catalyst locations targeted for development, with enhanced medians, wide sidewalks, and more comfortable mobility for non-auto travel modes
- Enhance sidewalk connectivity within target catalyst locations

**Improving connection between nodes strengthens the cohesiveness of the Springfield area and accessibility for local workers, residents, and visitors**

- Improve pedestrian accessibility between nodes
- Create safe bicycling networks between nodes and across I-95 with protected bike lanes, providing safety and comfort that will increase bike usage
- Add "last mile" micromobility options to improve connectivity to Metro (bikeshare, scooters, etc.) and ensure long-term sustained operating model for TAGS shuttle service supporting Springfield's transportation network.

Action Items

MIXED-USE DEVELOPMENT

CONNECTIVITY & INFRASTRUCTURE

PLACEMAKING

EQUITABLE DEVELOPMENT

## CONNECTIVITY & INFRASTRUCTURE | NODE-SPECIFIC ACTION ITEMS

Connectivity improvements in the CBC should prioritize walkability throughout the community-serving urban village.

### Connectivity & Infrastructure

#### North CBC

#### Street Infrastructure in Catalyst Areas

- Prioritize Bland St. and Commerce St. as complete streets with bike/transit corridors accommodating wide sidewalks and ground-floor retail space
- Leverage new transit facility to promote ped/bike accessibility, with bike lanes connecting the CBC
- Construct additional crosswalks along Commerce St. connecting Springfield Plaza to surrounding neighborhoods (currently underway by FCDOT)

#### Accessibility Between Nodes and to Metro

- Continue advancing plans for pedestrian bridge over Old Keene Rd. connecting North and South CBC
- Dedicate bike lanes and sidewalks across Commerce St. bridge to improve connectivity to STC
- Dedicate bike lanes within North CBC to connect to adjacent bike lanes in South CBC

#### South CBC

- Prioritize Comp Plan recommendations for reconstructing Backlick Rd. with an enhanced median and consolidated access to commercial uses
- Apply sidewalk improvements from North CBC to South CBC, connecting to new transit facility

- Continue advancing construction of pedestrian bridge for the new transit facility connecting North and South CBC
- Incorporate bicycling network along Backlick Rd. to connect to new transit facility and North CBC retail
- Dedicate bike lanes within South CBC to connect to adjacent bike lanes in North CBC

## CONNECTIVITY & INFRASTRUCTURE | NODE-SPECIFIC ACTION ITEMS

Connectivity improvements near Brookfield Plaza should prioritize traffic management and walkability to the rest of the CBC.

Node Action Items

### Connectivity & Infrastructure

#### Brookfield Plaza

#### Street Infrastructure in Catalyst Areas

- Continue improvements along Backlick Rd. through Brookfield Plaza, managing traffic flow to shopping center
- Apply sidewalk improvements from North CBC to South CBC through Brookfield Plaza, connecting to new transit facility. Align with the County's District Design Guidelines for Springfield

#### Accessibility Between Nodes and to Metro

- Incorporate bicycling network along Backlick Rd. to connect residential to North CBC retail

## CONNECTIVITY & INFRASTRUCTURE | NODE-SPECIFIC ACTION ITEMS

Further bike and pedestrian improvements can increase accessibility throughout the area to the Metro and encourage transit ridership.

Node Action Items

### Connectivity & Infrastructure

#### Springfield Town Center

#### Street Infrastructure in Catalyst Areas

- Develop internal streetscape that repurposes surface parking and prioritizes pedestrians/bikers as outlined in the Conceptual Development Plan
- Prioritize pedestrian connectivity and safety throughout new mixed-use development and connecting to Metro along Frontier Dr.

#### Accessibility Between Nodes and to Metro

- Dedicate bike lanes and sidewalks across Commerce St. bridge to improve connectivity to the CBC
- Add last-mile micromobility options at Springfield Town Center to increase accessibility to the Metro

#### TSA HQ

- Prioritize completion of the Frontier Dr. extension to increase accessibility to the Metro and Springfield Town Center, which will support employer attraction
- Implement proposed sidewalk improvements for pedestrians in the design of the Frontier Dr. extension that enhance connectivity to Metro and to Springfield Town Center

- Implement proposed bike improvements in the design of the Frontier Dr. extension
- Add last-mile micromobility options from TSA HQ area to increase accessibility to the Metro and Springfield Town Center

#### Inova/ MetroPark

- Explore streetscape changes to improve connectivity to Metro station

MIXED-USE DEVELOPMENT

CONNECTIVITY & INFRASTRUCTURE

PLACEMAKING

EQUITABLE DEVELOPMENT

# Placemaking

## PLACEMAKING | COMPREHENSIVE PLAN VISION

The Comprehensive Plan prioritizes redevelopment and revitalization opportunities, particularly in the Community Business Center (CBC).

### Area Vision

- Develop a **unique identity** that reflects the character of the area through design consistency
- Encourage revitalization through **enhancing the economic competitiveness of local businesses**
- Provide opportunities for high density, mixed-use redevelopment, which would allow residents, employees, and visitors to **work, shop, exercise, and live in relative proximity to each other**

### District Objectives

- Encourage **revitalization and redevelopment of the Springfield Community Business Center (CBC)** to create a more attractive, commercially viable, and functionally efficient business center & community focal point
- **Develop the Franconia-Springfield Transit Station Area TSA** given existing access and environmental constraints

Source: Springfield Comprehensive Plan

MIXED-USE DEVELOPMENT

CONNECTIVITY &  
INFRASTRUCTURE

PLACEMAKING

EQUITABLE DEVELOPMENT

## PLACEMAKING | COMPREHENSIVE PLAN BARRIERS

Springfield has traditionally followed a suburban style of development, centered around highways, surface parking, and strip malls.

### Barriers Identified in Comprehensive Plan

- **Discontinuity** - CBC and TSA adversely affected by auto-oriented uses, discontinuity, design variation, and poor signage
- **Lack of public gathering space** - Lack of open spaces, urban parks, and civic plazas, especially in CBC
- **Minimal landscaping** - Roadways fed by auto-oriented uses with large surface parking and minimal landscaping
- **Lack of gateway features** - No defining features introducing visitors and establishing sense of place

### Barriers Identified in Analysis

- **Streetscape** - Lack of existing streetscape and infrastructure to support placemaking.



Springfield (pictured) is split into quadrants by regional highways and dominated by surface parking.

## PLACEMAKING | RECOMMENDATIONS

Placemaking efforts should establish a sense of place, introduce signage and wayfinding infrastructure, and prioritize low-cost avenues for activating existing space.

### Sense Of Place

### Wayfinding

### Interim Activation

**Establishing a sense of place and identity for each node drives people to connect with and visit places**

- Conduct a Parks Master Plan study to identify and develop a plan and funding strategy for publicly and privately managed open space in the area
- Partner with local artists to design public art for identity and visibility
- Establish a façade improvement program eligible to small business and property owners

**Strategically placing signage and wayfinding infrastructure will enhance pedestrian experience**

- Provide wayfinding to local businesses and nodes, including walk and bike times for active transportation users and placing business logos on signage
- Continue advancing gateway features for major entrances to the area and other opportunities to advance branding

**Activating under-utilized areas with interim uses prior to redevelopment leverages “low hanging fruit”**

- Identify near-term low-cost opportunities for outdoor seating and open space for interim activation (e.g., beer garden, dog park) while establishing long-term solutions
- Build on existing event programming with new events that incorporate local and legacy businesses (e.g., food trucks, farmer's markets, retail pop-ups)

Action Items

MIXED-USE DEVELOPMENT

CONNECTIVITY & INFRASTRUCTURE

PLACEMAKING

EQUITABLE DEVELOPMENT

## PLACEMAKING | NODE-SPECIFIC ACTION ITEMS

The North CBC and Brookfield Plaza can build on recent investment. The South CBC needs more significant investment to invigorate placemaking opportunities.

Node Action Items

	Sense of Place	Wayfinding	Interim Activation
North CBC	<ul style="list-style-type: none"> <li>Identify open space options in Bland St. corridor catalyst node</li> <li>Prioritize local art along Bland St. corridor to make a vibrant commercial space</li> </ul>		<ul style="list-style-type: none"> <li>As the new commuter facility reduces need for existing spaces in shopping centers, repurpose spaces with low-cost interim uses that activate the space prior to redevelopment</li> <li>Encourage markets or other pop-ups (similar to the existing farmer's market at Springfield Town Center) to better activate the parking lot and areas along Bland St., featuring local and legacy businesses</li> </ul>
South CBC	<ul style="list-style-type: none"> <li>Identify open space options in Backlick Rd. corridor catalyst node</li> <li>Prioritize local art to make a vibrant commercial space along Backlick Rd.</li> <li>Establish a façade improvement program eligible to small property owners, with a focus on legacy food and retail business owners</li> </ul>		
Brookfield Plaza	<ul style="list-style-type: none"> <li>Identify open space opportunities within community plaza areas</li> <li>Facilitate interim art installations</li> </ul>		<ul style="list-style-type: none"> <li>Repurpose parts of Brookfield Plaza surface parking lot for near-term activation</li> </ul>

MIXED-USE DEVELOPMENT

CONNECTIVITY & INFRASTRUCTURE

PLACEMAKING

EQUITABLE DEVELOPMENT

## PLACEMAKING | NODE-SPECIFIC ACTION ITEMS

Springfield Town Center and Inova/MetroPark have the best potential for placemaking opportunities, while TSA HQ needs more mixed-uses to encouraging placemaking.

Node Action Items

### Springfield Town Center

- Implement proposed parks and trails outlined in the Conceptual Development Plan for the Town Center site
- Hire local artists for street and building art that enhance Springfield's character and identity

- Construct gateway features on the North and South entrances of Frontier Drive

- Repurpose parts of surface parking lot for near-term activation, such as a beer garden or dog park, which can complement initial redevelopment and increase activation
- Continue and expand upon event programming in Springfield Town Center's outdoor areas, which can showcase the area to regional visitors

### TSA HQ

- Prioritize welcoming gateway feature and connection to the Metro station

- Introduce increased event programming and pop-up retail activities, including local restaurants and food trucks, to increase access for TSA HQ workers

### Inova/ MetroPark

- Develop interim uses that increase ground floor activation in the MetroPark area and near the health facilities
- Encourage local food trucks or other small pop-ups for employees to enhance access to amenities

MIXED-USE DEVELOPMENT

CONNECTIVITY &  
INFRASTRUCTURE

PLACEMAKING

EQUITABLE DEVELOPMENT

# Equitable Development

## EQUITABLE DEVELOPMENT | COMPREHENSIVE PLAN VISION

The comprehensive plan includes several elements related to equitable development, including preserving existing neighborhoods, revitalization efforts, and infrastructure improvements.

### Area Vision

- Preserve and **protect stable, low density residential neighborhoods** that surround the Franconia-Springfield Area through screening, buffering, and tapering of development at the transitional boundaries
- Complement revitalization efforts made by the local community
- **Enhance multi-modal linkages throughout the area** and to the Joe Alexander Transportation Center and other transportation nodes
- Identify and **minimize pedestrian and vehicular conflicts** by separating the pedestrians from vehicular traffic, improving traffic circulation, and developing the pedestrian realm

## EQUITABLE DEVELOPMENT | COMPREHENSIVE PLAN VISION

Additionally, district objectives include protecting stable neighborhoods, locating affordable housing near transit, and preserving heritage resources.

### District Objectives

- **Protect stable residential neighborhoods** from any adverse impacts associated with adjacent nonresidential development
- Provide opportunities for **affordable housing near mass transit facilities** and transportation corridors in the vicinity
- Identify, preserve, and promote **awareness of heritage resources** through research, survey and community involvement



Springfield Garden Apartments

## EQUITABLE DEVELOPMENT | COMPREHENSIVE PLAN BARRIERS

There is a tension between the prevalence of low-density residential neighborhoods and the comprehensive vision of increased mixed-use and higher density development.

### Barriers Identified in Comprehensive Plan

- **Potential displacement** - Low density residential neighborhoods at risk of displacement in the future if Comp Plan development goals are fully realized

### Barriers Identified in Analysis

- **Economic stratification** - Springfield has seen increased income stratification since 2010, with increases in households making over \$150K and under \$50K



Springfield Neighborhood (Dana Ave.)

## EQUITABLE DEVELOPMENT | RECOMMENDATIONS

Springfield should facilitate equitable development by prioritizing housing affordability, community-serving retail, and designing for everyone.

### Housing Affordability

### Community-Serving Commercial

### Design for Everyone

**Prioritizing housing affordability supports a vibrant community and helps employees locate near their workplaces**

- Increase the share of new units set aside as affordable in new multifamily housing through zoning incentives.
- Implement anti-displacement strategies for aging and low-income homeowners in neighborhoods surrounding the study area, such as property tax exemptions and home repair grants

**Promoting community-serving commercial uses will support legacy businesses and support future business growth**

- Develop a financial and technical support program for legacy small businesses at risk of displacement

**Facilitating infrastructure and art design that meets the needs of everyone will create a welcoming environment**

- For any working group established to support revitalization efforts, ensure inclusion of diverse stakeholders and viewpoints
- As part of development guidelines established for new development (see Action Item 3), ensure accessibility by making spaces easy and safe to navigate for people with disabilities, children, and aging adults

Action Items

MIXED-USE DEVELOPMENT

CONNECTIVITY & INFRASTRUCTURE

PLACEMAKING

EQUITABLE DEVELOPMENT

## EQUITABLE DEVELOPMENT | NODE-SPECIFIC ACTION ITEMS

Springfield CBC is well-positioned to provide affordable housing near transit and to reposition the existing streetscape to be more accessible.

		Housing Affordability	Community-Serving Commercial	Design for Everyone
		Node Action Items		<b>North CBC</b> <ul style="list-style-type: none"> <li>Identify strategies to co-locate affordable housing with transit/commuter improvements</li> <li>Track rents and home prices in neighborhoods surrounding the North CBC to identify need for anti-displacement strategies</li> </ul>
<b>South CBC</b> <ul style="list-style-type: none"> <li>Identify strategies to co-locate affordable housing with transit/commuter improvements</li> </ul>	<ul style="list-style-type: none"> <li>Identify legacy small businesses at risk of displacement in South CBC who may benefit from a new grant or loan program, as well as technical support</li> </ul>			
<b>Brookfield Plaza</b>	<ul style="list-style-type: none"> <li>Identify legacy small businesses at risk of displacement in Brookfield who may benefit from a new grant or loan program, as well as technical support</li> </ul>			



## EQUITABLE DEVELOPMENT | NODE-SPECIFIC ACTION ITEMS

Springfield Town Center, TSA HQ, and Inova/MetroPark all have the potential to provide quality housing for Springfield workers and provide high connectivity to transit.

		Housing Affordability	Community-Serving Commercial	Design for Everyone
<b>Node Action Items</b>	<b>Springfield Town Center</b>			
	<b>TSA HQ</b>	<ul style="list-style-type: none"> <li>Identify strategies to co-locate affordable housing with the Metro and transit/commuter improvements</li> </ul>		
	<b>Inova/MetroPark</b>	<ul style="list-style-type: none"> <li>Work with Inova to identify employee needs and existing gaps related to housing and services, similar to jurisdictional coordination Inova has engaged in elsewhere</li> <li>Track rents and home prices in neighborhoods within Inova/MetroPark area to identify need for anti-displacement strategies</li> </ul>		



# Land Unit Review

## EXISTING PLAN THEMES | LAND UNIT REVIEW

### NORTH CBC

Land Unit	Existing Use	Existing Zoning	Comprehensive Plan Vision
<b>A</b>	54 acres including Tower Shopping Center and Concord Shopping Center	.40 FAR for hotel, retail, and office	Option to densify up to 1.6 FAR as a mixed-use node, including up to 445,000 SF hotel, 1.3M SF office, 300,000 retail, and 1,900 multifamily units.
<b>B</b>	Springfield Plaza and Commerce Plaza shopping centers, multifamily residences, library, office building	.50 FAR for Springfield Plaza and Commerce Plaza	Densify the residential areas to allow between 30-45 DU/acre. Encourage expansion of Springfield Plaza and Commerce Plaza with more community-serving retail.
<b>C</b>	Hotel & small retail across from Springfield Plaza	.50 FAR for office and support retail	Option for hotel use up to 120,000 SF.
<b>G</b>	Hotel, event center, retail, and single-family residential	.35 FAR for commercial development and community-serving retail use	Limit commercial development to existing commercially-zoned locations to prevent encroachment into adjacent residential neighborhoods.

## EXISTING PLAN THEMES | LAND UNIT REVIEW

### SOUTH CBC

Land Unit	Existing Use	Existing Zoning	Comprehensive Plan Vision
<b>D</b>	Auto-serving retail and service, restaurants between Amherst Ave and I-95	.70 FAR for retail uses	Option to densify between Old Keene Mill Rd and Springfield Boulevard up to 1.5 FAR, with a mixture of office, retail, and/or residential. Additionally, can densify parcels south of Springfield Blvd and east of Backlick Rd up to 1.0 FAR with a mixture of office, hotel, and/or residential with ground-floor retail
<b>E</b>	Planned commuter parking facility between Springvale community and Amherst Ave	.50 FAR for auto sales/service, low intensity retail and office with 50 ft. height limitation	Planning commuter parking facility should accommodate community-serving retail uses

## EXISTING PLAN THEMES | LAND UNIT REVIEW

### SOUTH CBC: BROOKFIELD PLAZA

Land Unit	Existing Use	Existing Zoning	Comprehensive Plan Vision
<b>F</b>	Brookfield Plaza	Retail, low-rise office, and residential uses. Community-serving retail uses up to .35 FAR	Option to increase residential density up to 16-20 DU/acre. Desire to retain office space at existing FAR. Nonresidential development along the Franconia-Springfield Parkway is discouraged

## EXISTING PLAN THEMES | LAND UNIT REVIEW

### SPRINGFIELD TOWN CENTER

Land Unit	Existing Use	Existing Zoning	Comprehensive Plan Vision
<b>H</b>	Retail stores, offices, and hotels	Up to .50 FAR for office and hotel uses, accessory uses of banks and restaurants (not in freestanding structures)	Option to increase residential density to allow for multifamily up to 45 DU/acre with a unified development plan for a mid- or high-rise structure with structured parking with recreation facilities
<b>I</b>	80-acre Springfield Town Center	Originally .50 FAR for Springfield Mall retail uses, increasing with parcel consolidation .35 FAR for community-serving retail along the perimeter	When consolidated, the Town Center can include retail, residential, office and hotel uses up to 1.71-1.82 FAR
<b>J</b>	Springfield Station apartments, car dealership	35 DU/acre (although current apartments are 45 DU/acre)	Mix of garden apartments and mid- or high-rise structures is encouraged, at 45 DU/acre OR a mixed-use development with residential and retail up to 1.0 FAR

## EXISTING PLAN THEMES | LAND UNIT REVIEW

### SPRINGFIELD TOWN CENTER

Land Unit	Existing Use	Existing Zoning	Comprehensive Plan Vision
<b>K</b>	Elementary School and assisted living facility	Institutional up to 0.30 FAR	Planned public facilities to support the elementary school. All future development should maintain buffer from Franconia Road and Frontier Drive
<b>L</b>	Restaurants, retail, and a cemetery	Retail up to 0.30 FAR	Should remain low-density retail that is one-story in character. Desire to maintain buffer to residential development to the east
<b>M</b>	Retail (clothing, sporting goods, etc.)	Office and retail up to 0.30 FAR	Option to allow residential uses of up to 20 DU/acre. Ensure quality standards are held for retail and office development, including buffers, lighting, and intentional connections. Desire for the site to be developed under a single development plan.

## EXISTING PLAN THEMES | LAND UNIT REVIEW

### INOVA/METROPARK

Land Unit	Existing Use	Existing Zoning	Comprehensive Plan Vision
<b>Q</b>	Single-family residential	1 DU/acre	Continue compatible infill. Maintain buffers to Town Center
<b>R</b>	Townhomes and park space	5-8 DU/acre	Goal to add shuttle service to the transportation center
<b>S</b>	Inova Health Park, office space	3-4 DU/acre or low-intensity office space up to 0.25 FAR	Option to construct up to 296K SF of total development for the healthcare facility if Land Unit U is rezoned for nonresidential

## EXISTING PLAN THEMES | LAND UNIT REVIEW

### INOVA/METROPARK

Land Unit	Existing Use	Existing Zoning	Comprehensive Plan Vision
<b>T</b>	MetroPark	3-4 DU/Acre; 0.25 FAR office or hotel if a 25-foot buffer and 7-foot wall is provided	Option to construct office space with support retail up to 0.55 FAR and up to 110K GSF for office with option for childcare, if at least 15 acres of Land Unit S and all of T are consolidated to create a mix of uses
<b>U</b>	Vacant	1-2 DU/Acre	If recommended use for Land Unit T is met, the goal for Land Unit U is office and/or hotel and/or up to 300K SF of multifamily with supportive retail uses up to 1.5 FAR.

## EXISTING PLAN THEMES | LAND UNIT REVIEW

### TSA HQ

Land Unit	Existing Use	Existing Zoning	Comprehensive Plan Vision
<b>N</b>	WMATA, Vacant land	Industrial, up to 0.25 FAR on north portion and 0.50 FAR on south portion	Considers shared parking facility if Land Unit O is redeveloped for a cultural facility. Additionally, public facilities are planned immediately west of the proposed Joe Alexander Transportation Center. Prioritize pedestrian and bicycle access from new transportation center.
<b>O</b>	TSA HQ, GSA, hotel, apartments	Industrial up to 0.50 FAR	Improve Loisdale Road to a 4-lane section between Springfield Center Drive and Metropolitan Center Drive. Various options for the parcels within Land Unit O, including multifamily, office, and hotel. Seek partnership with federal government to implement the comprehensive plan at the GSA-Parr Warehouse
<b>P</b>	Mixture of vacant land, Springfield Industrial Park, and educational sites	Light industrial up to 0.35 FAR; Biotech/research up to 0.50 FAR; or office up to 0.50 FAR	Increase density for office up to 2.0 FAR with support retail



| 06

# Governance Recommendations

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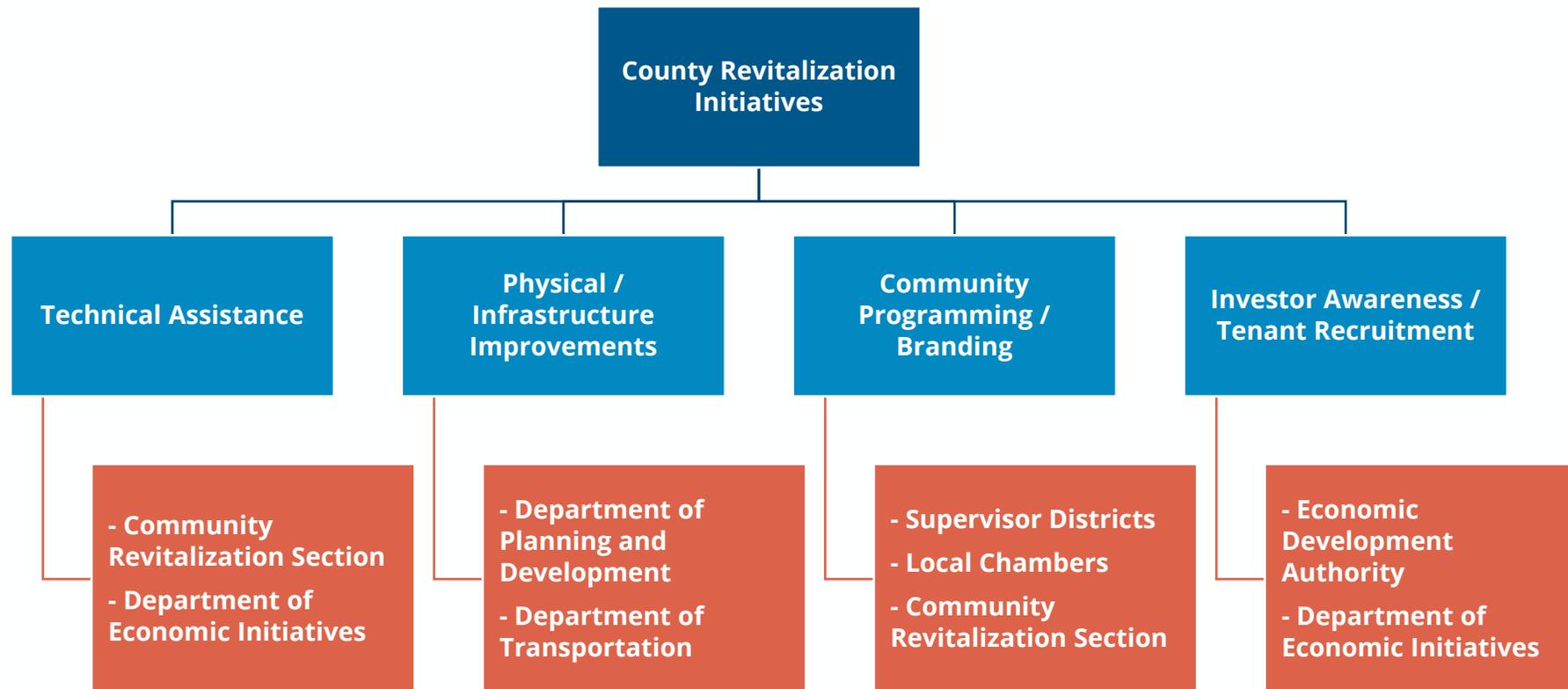
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# Existing Governance and Identified Gaps

## EXISTING GOVERNANCE & IDENTIFIED GAPS | ORGANIZATION CHART

Many organizations are involved in revitalization efforts in Springfield, each with a specific purview and set of programs.

### Existing Springfield Revitalization Pillars\*



\*Revitalization Pillars depicted by FCEDA

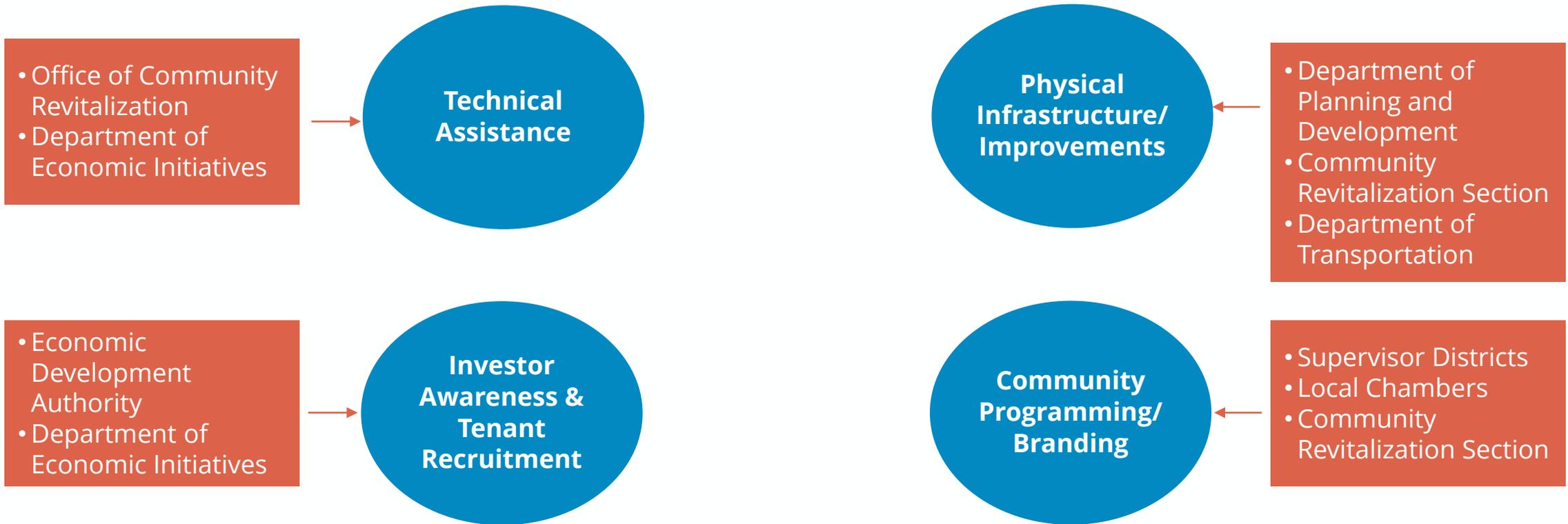
## EXISTING GOVERNANCE & IDENTIFIED GAPS | CHALLENGES

The existing structure has created governance gaps, most notably that Springfield does not have an organization primarily responsible for advocating for all the area's needs.

Springfield Challenge	Details	Governance Implications
<b>Lack of “champion” or coordinator with specific Springfield focus</b>	Seven organizations manage different aspects of the revitalization program	As each organization focuses on their role, Springfield lacks coordination for the benefit of the full area
<b>Fragmented marketing and district brand</b>	No coordinated marketing strategy for the Springfield area	The lack of a cohesive marketing strategy increases the challenge of implementing a unified vision for Springfield
<b>Difficulty attracting investment in mixed-use and multifamily uses</b>	Current investment and attraction efforts are focused on office and industrial uses	Attracting new large mixed-use investment is difficult without a coordinated strategy across all uses
<b>Limited property owner coordination</b>	Shopping centers and developments have fragmented ownership	Disparate property ownership increases complexity of placemaking and reinvestment/redevelopment opportunities
<b>Limited advocacy or coordination for transportation initiatives</b>	Separate transportation initiatives lack a shared funding and operation strategy	Planned projects require advocacy to build support; operations of Springfield-specific programs could be consolidated

## EXISTING GOVERNANCE & IDENTIFIED GAPS | ROLES

There are several organizations supporting Springfield's needs, but no organization connecting those efforts into a cohesive vision and direction.



Springfield does not have an existing organization positioned to fill all of the identified governance gaps, especially to act as an overall area champion / advocate and coordinator.

## EXISTING GOVERNANCE & IDENTIFIED GAPS | OPPORTUNITY

Fully realizing reinvestment efforts in Springfield will require establishing a new place-based anchor organization to act as a champion for Springfield, drive coordination, and provide services that reinforce the roles of existing entities.



# New Place-Based Anchor Organization

## NEW PLACE-BASED ANCHOR ORGANIZATION | OUTCOMES

Place-based anchor organizations are an economic and community development tool that allows local government and commercial property owners in a designated geography to invest in activities that improve economic vitality.

### OUTCOMES



Supporting  
business  
attraction and  
retention



Promoting job  
growth



Increasing  
retail sales  
and sales tax  
revenue



Catalyzing  
private  
investment

## GOVERNANCE | NEW ORGANIZATION STRUCTURE

Through additional study and organization design, the County can develop an organization structure based on precedents, property owner and business interest, and funding.

	Business Improvement District	District Corporation	Partnership
<b>Primary Funding Mechanism</b>	Assessment on property owners	County support, donors	Members choose to pay fee
<b>Structure</b>	Self-taxing district, governed by nonprofit board	Nonprofit	Nonprofit, membership collaborative
<b>Applicability to Springfield</b>	<ul style="list-style-type: none"> <li>• Precedent of successful BIDs throughout region</li> <li>• Requires less financial support from County</li> <li>• No existing added assessments on property owners</li> </ul>	<ul style="list-style-type: none"> <li>• County seeking to build on successful precedent of SFDC</li> <li>• Placemaking focus distinct from County roles</li> <li>• Identified Springfield needs may require a broader scope</li> </ul>	<ul style="list-style-type: none"> <li>• Lower requirements than BID for property owner buy-in</li> <li>• Effective model for Tysons early in reinvestment phase</li> <li>• Less effective as a district reaches a critical mass</li> </ul>

**Recommendation:** BIDs typically offer the most scale and provide the strongest collaboration between the public and private sectors, though require intentional stakeholder engagement and organizational design before moving forward in order to build support.

## NEW PLACE-BASED ANCHOR ORGANIZATION | OPPORTUNITY

Successful place-based anchor organizations are in place throughout the DC region.

### District of Columbia

- Adams Morgan
- Anacostia
- Capitol Hill
- Capitol Riverfront
- DowntownDC
- Dupont Circle
- Georgetown
- Golden Triangle
- Mt. Vernon Triangle
- NoMa
- Southwest

### Northern Virginia

- Ballston
- National Landing  
*(previously Crystal City BID)*
- Rosslyn
- Clarendon Alliance
- Columbia Pike Partnership  
*(previously Revitalization Organization)*
- Langston Boulevard Alliance
- Southeast Fairfax Development Corporation

### Maryland

- Silver Spring Urban District
- Bethesda Urban Partnership
- Wheaton Urban District
- College Park City-University Partnership

Existing BIDs

Other Place-Based Organizations

*Note: List of place-based organizations is not exhaustive, but a sample of various organizations across the region.*

## NEW PLACE-BASED ANCHOR ORGANIZATION | OPPORTUNITY

Successful place-based anchor organizations range in size and scope, but generally have a focus on placemaking, connectivity, transportation, and maintenance.

### Buckhead Community Investment District

<b>Location</b>	Buckhead, GA
<b>Funding Source</b>	Property Owner Assessment
<b>Services</b>	<ul style="list-style-type: none"> <li>• Public Space Activation</li> <li>• Transportation</li> <li>• Public Safety</li> </ul>
<b>Key Initiatives (FY21)</b>	<ul style="list-style-type: none"> <li>• Peachtree Road Complete Street</li> <li>• West Villages Streetscapes</li> <li>• Advancement of HUB404 plans for multi-model connectivity</li> </ul>
<b>Area Accomplishments</b>	<ul style="list-style-type: none"> <li>• Complete street initiatives</li> <li>• 3,000 new residential units in pipeline</li> </ul>

### National Landing BID

<b>Location</b>	Arlington, VA
<b>Funding Source</b>	Property Owner Assessment
<b>Services</b>	<ul style="list-style-type: none"> <li>• Community Events</li> <li>• Marketing &amp; Promotion</li> <li>• Public Realm Beautification</li> <li>• Transportation</li> </ul>
<b>Key Initiatives (FY21)</b>	<ul style="list-style-type: none"> <li>• Coordinating \$4B in local &amp; regional transportation projects</li> <li>• People Before Cars Campaign</li> <li>• Mobility Next Report</li> </ul>
<b>Area Accomplishments</b>	<ul style="list-style-type: none"> <li>• Secured Long Bridge funding through DOT RAISE grant</li> <li>• 7,000 new residential units in pipeline</li> <li>• \$8B+ private-sector investment in pipeline</li> </ul>

## NEW PLACE-BASED ANCHOR ORGANIZATION | SERVICES

Regardless of structure, all place-based anchor organizations support a range of activities aimed at strengthening and reinvesting in their communities.

### What do place-based organizations do?



Maintenance and  
Promotion of Shared  
Spaces



Events



Marketing &  
Branding



Property  
Owner  
Engagement



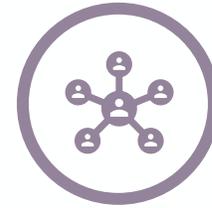
Development and  
Business Attraction



Safety  
Measures



Support Capital  
Improvement  
Efforts



Coordination  
with Local  
Government



Coordination with  
Local  
Transportation  
Operations

## NEW PLACE-BASED ANCHOR ORGANIZATION | SPRINGFIELD FOCUS

While a new Springfield entity could support all of these activities, there are particular areas that will be important to focus on based on identified governance needs.

### What do place-based organizations do?

*Being a champion for Springfield with unified sense of place through cohesive marketing, events, and coordination with property owners*



Maintenance and  
Promotion of Shared  
Spaces



Events



Marketing  
& Branding



Property Owner  
Engagement

*Attracting investment in mixed use,  
multifamily, and retail development*



Development and  
Business  
Attraction

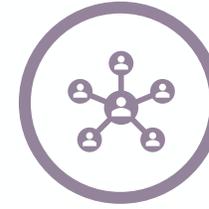


Safety  
Measures



Support Capital  
Improvement  
Efforts

*Supporting local placemaking and transportation initiatives in  
coordination with other governance orgs.*



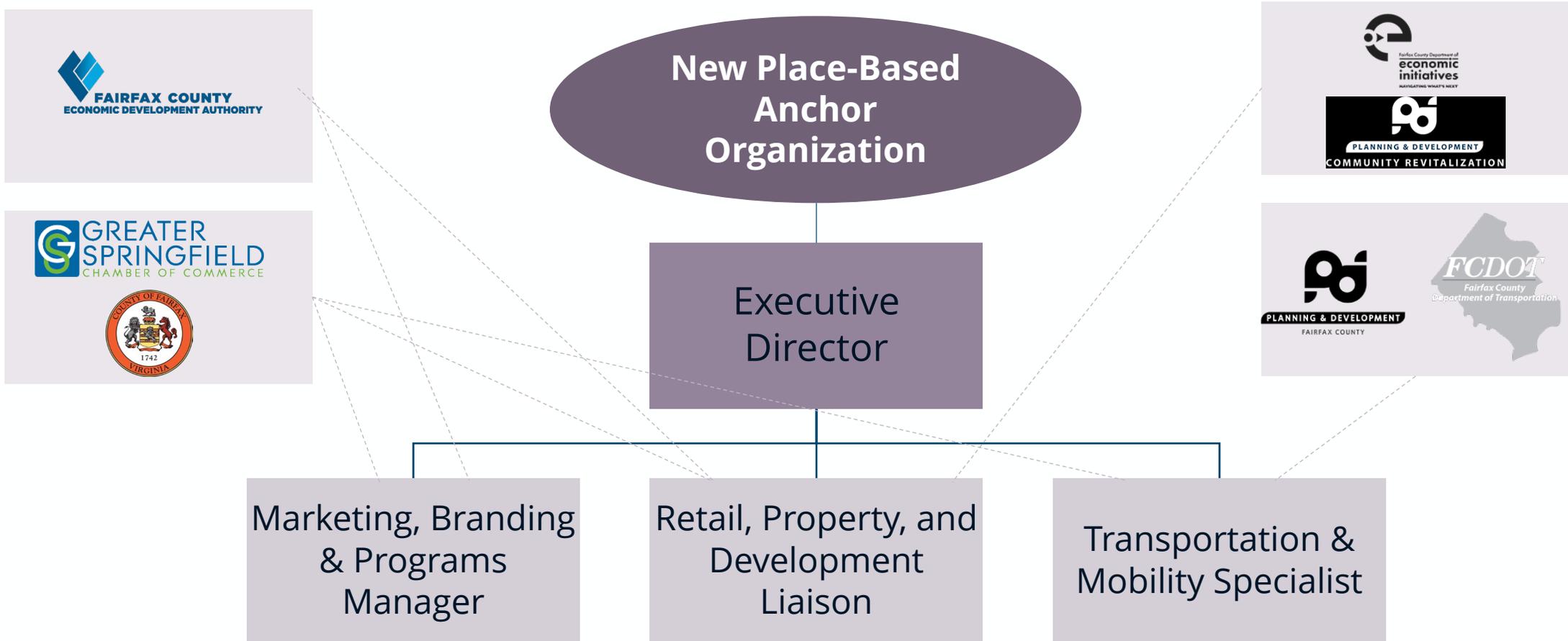
Coordination  
with Local  
Government



Coordination with  
Local Transportation  
Operations

## NEW PLACE-BASED ANCHOR ORGANIZATION | COORDINATION

The identified needs provide a target set of positions within the new organization, all of which will coordinate closely with the existing organizations and departments playing a role in reinvestment efforts.



## NEW PLACE-BASED ANCHOR ORGANIZATION | FUNDING NEEDS

Funding needs for the organization will vary depending on the specific services provided, but a budget of \$700,000 - \$1 million is likely required to meet the full identified needs.

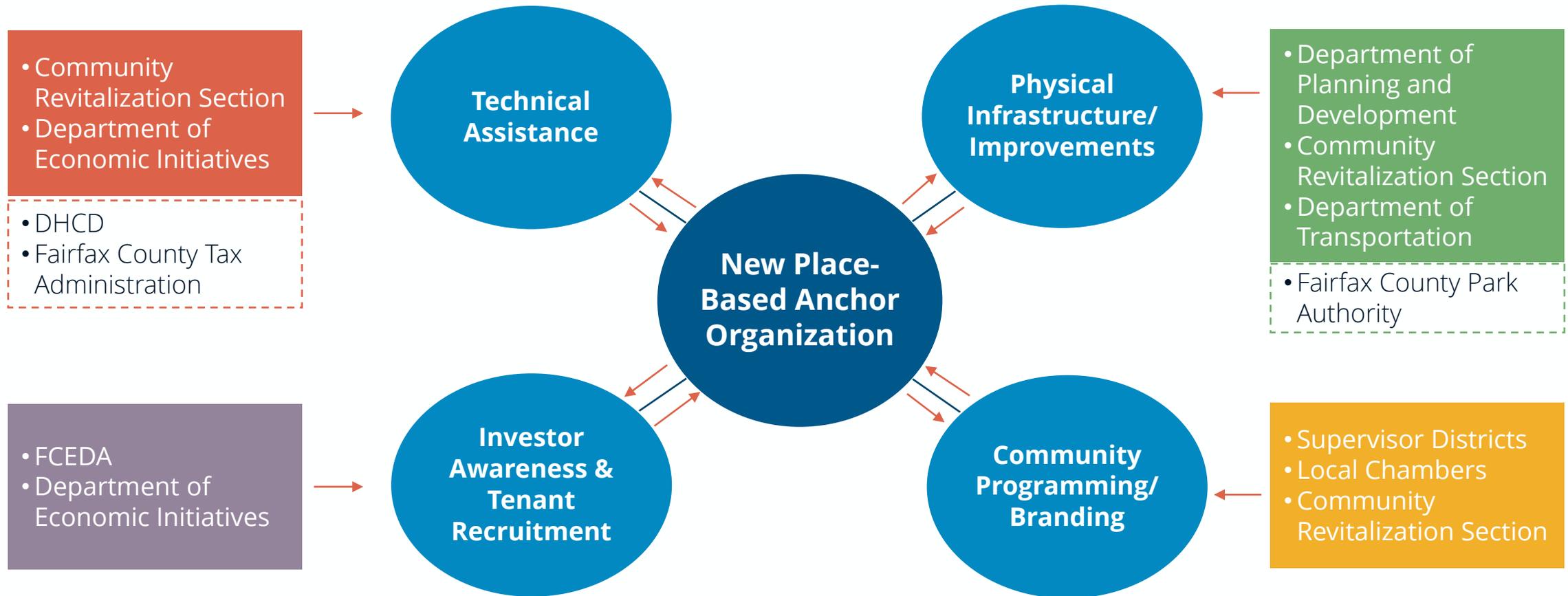
Program/Service	Description	Estimated Cost
<b>Branding &amp; Identity</b>	Website, newsletter, or social networking program; Public relations, advertising/sales promotion campaign	\$100,000 - \$150,000
<b>Development &amp; Business Attraction</b>	Outreach to property owners, façade improvement grants	\$50,000 - \$100,000
<b>Local Government &amp; Transportation Coordination</b>	Coordinating local and regional transportation initiatives, coordinating maintenance, placemaking working group	\$50,000 - \$100,000
<b>Administrative Costs</b>	Executive Director; Marketing, Branding, and Programs Manager; Retail, Property, and Development Liaison; Transportation / Mobility specialist; legal/accountant; Board expenses	\$500,000 - \$650,000
<b>Total Estimated Expenses</b>		<b>\$700,000 - \$1,000,000</b>

*Note: Preliminary budget estimates are based on HR&A experience with best practices, review of budgets for place-based organizations, and an understanding of identified needs for Springfield. More detailed organizational design is required to develop a specific operating plan, budget, and confirmed funding source.*

# Governance Recommendations

## GOVERNANCE RECOMMENDATIONS | OVERVIEW

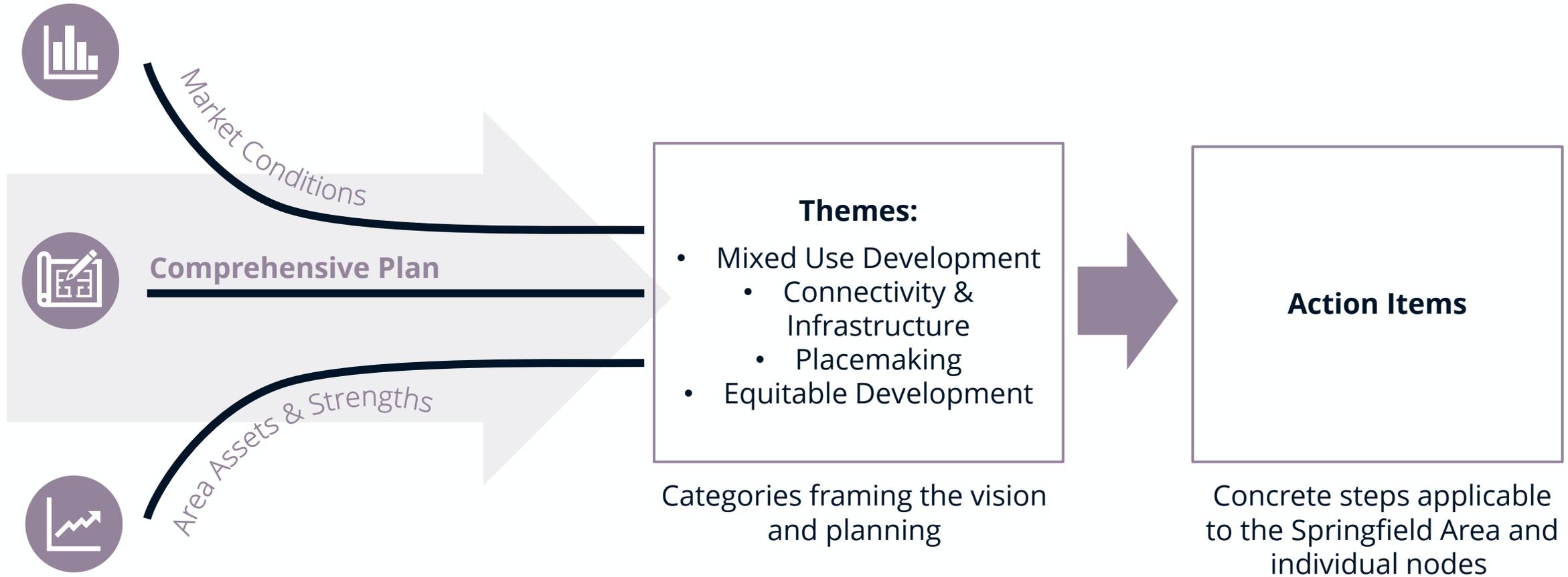
Several organizations are necessary to implement all the recommendations. The new entity will not replace existing roles, but instead help coordinate these efforts and ensure minimal overlap between organizations.



*Indicates groups not included in original Revitalization Pillars, but are recommended to support in implementation*

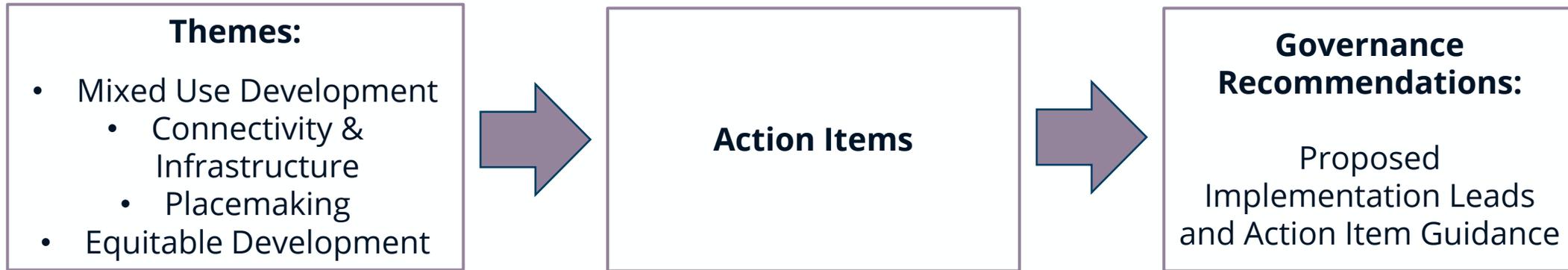
## GOVERNANCE RECOMMENDATIONS | OVERVIEW

HR&A previously reviewed the Comprehensive Plan in conjunction with our market assessment findings to create a set of actionable recommendations for Springfield.



## GOVERNANCE RECOMMENDATIONS | OVERVIEW

HR&A recommends a division of action items based on where each entity has existing authority or where they are well-positioned to leverage existing work to support implementation.



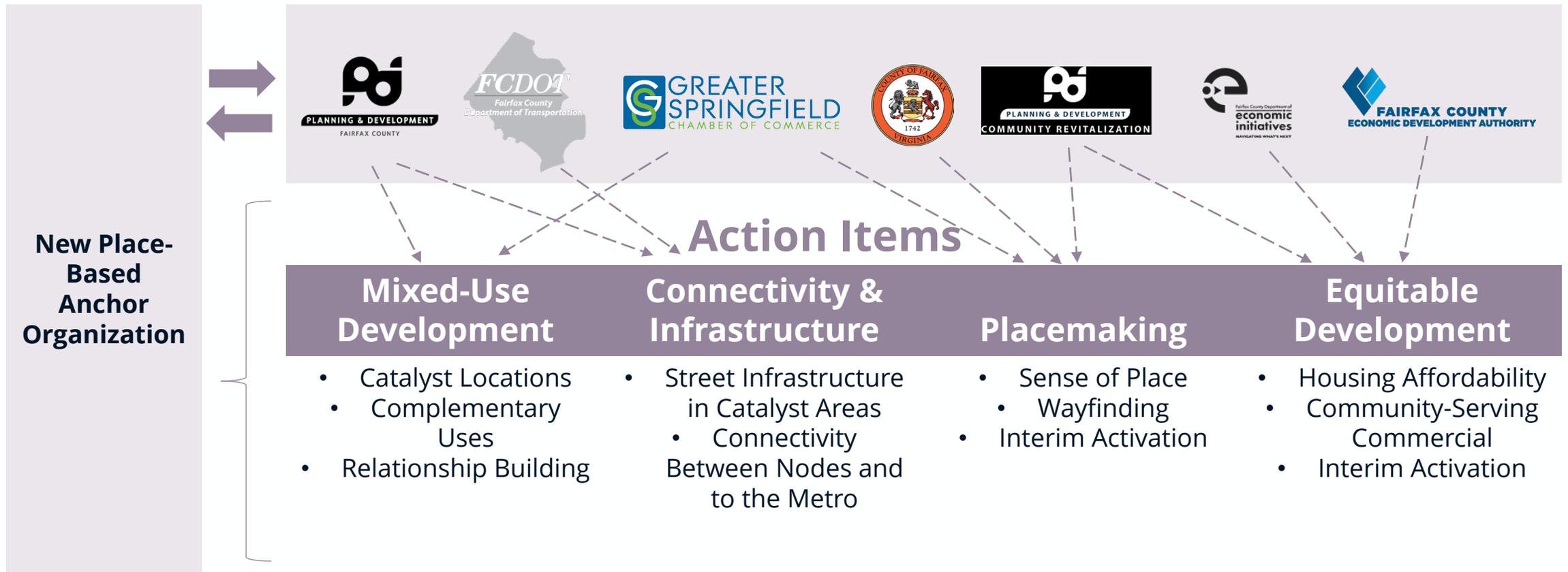
### Recommendation Guidance

Each recommendation includes a set of relevant details that will impact implementation. This information can be found in the appendix.

Tool Type	Timeline	Cost	Impact	Priority	Challenges
<ul style="list-style-type: none"> <li>• Zoning</li> <li>• Program</li> <li>• Infrastructure</li> <li>• Coordination</li> <li>• Incentive</li> <li>• Planning</li> </ul>	<ul style="list-style-type: none"> <li>• Short Term</li> <li>• Plan Short Term, Implement Long Term</li> <li>• Medium Term</li> <li>• Long Term</li> </ul>	<ul style="list-style-type: none"> <li>• Low</li> <li>• Medium</li> <li>• High</li> </ul>	<ul style="list-style-type: none"> <li>• Low</li> <li>• Medium</li> <li>• High</li> </ul>	<ul style="list-style-type: none"> <li>• Low</li> <li>• Medium</li> <li>• High</li> </ul>	Identified potential challenges to overcome in supporting implementation; for example, financial, physical, and legislative hurdles.

## GOVERNANCE RECOMMENDATIONS | COORDINATION

The new place-based anchor institution can advocate, implement, and coordinate action items across the four comprehensive plan themes in partnership with existing entities.



## GOVERNANCE RECOMMENDATIONS | NEW PLACE-BASED ANCHOR ORGANIZATION

A new entity will serve as the central coordinator for implementing the Springfield area vision and provide services that reinforce the roles of existing entities.

### Mixed-Use Development

- **Short Term:** Establish a liaison/point of contact for property owners to maintain relationships with and serve as a point person for public engagement
- **Short Term:** Establish a working group across local agencies to coordinate revitalization and placemaking efforts, to include County depts., EDA, and local Chambers, among others.
- **Short Term:** Facilitate ongoing relationships and coordination between property owners in nodes with fragmented ownership

### Connectivity and Infrastructure

- **Short Term:** Add "last mile" micromobility options to improve connectivity to Metro (bikeshare, scooters, etc.) and ensure long-term sustained operating model for TAGS shuttle service supporting Springfield's transportation network.
- **Plan Short Term, Implement Long Term:** Focus the creation of complete streets in catalyst locations targeted for development, with enhanced medians, wide sidewalks, and more comfortable mobility for non-auto travel modes
- **Medium Term:** Create safe bicycling networks between nodes between nodes and across I-95, with protected bike lanes providing safety and comfort that will increase bike usage
- **Long Term:** Improve pedestrian accessibility between nodes

## GOVERNANCE RECOMMENDATIONS | NEW PLACE-BASED ANCHOR ORGANIZATION

The new entity will also lead coordination of programming and placemaking efforts and will support equitable development through programs and advocacy.

### Placemaking

- **Short Term:** Identify near-term low-cost opportunities for outdoor seating and open space for interim activation (e.g., beer garden, dog park) while establishing long-term solutions (*in coordination with Department of Planning and Development*)
- **Short Term:** Build on existing event programming with new events that incorporate local and legacy businesses (e.g., food trucks, farmer's markets, retail pop-ups) (*in coordination with Chamber of Commerce*)
- **Short Term:** Conduct a Parks Master Plan study to identify and develop a plan and funding strategy for publicly and privately managed open space in the area (*in coordination with the Fairfax County Parks Authority*)
- **Short Term:** Partner with local artists to design public art for identity and visibility
- **Medium Term:** Provide wayfinding to local businesses and nodes, including walk and bike times for active transportation users and placing business logos on signage (*in coordination with Department of Planning and Development and Department of Transportation*)

### Equitable Development

- **Short Term:** For any working group established to support revitalization efforts, ensure inclusion of diverse stakeholders and viewpoints

## GOVERNANCE RECOMMENDATIONS | FCEDA

FCEDA can support redevelopment efforts in Springfield through targeted retail incentives and property owner coordination.

### Mixed-Use Development

- **Short Term:** Focus office tenanting attraction on government and healthcare tenants to build on local employment trends and Springfield's positioning in a post-covid environment, particularly in nodes positioned for office growth (Inova/MetroPark, TSA, and Springfield Town Center)
- **Short Term:** Facilitate ongoing relationships and coordination between property owners in nodes with fragmented ownership (*in coordination with new place-based anchor organization*)

## GOVERNANCE RECOMMENDATIONS | DEPARTMENT OF ECONOMIC INITIATIVES

Department of Economic Initiatives can support small business preservation and growth in Springfield.

### Mixed-Use Development

- **Short Term:** Establish a tax abatement incentive for high-density (8+ story) development in locations targeted by the County for increased density; incentive would be distinct from any benefits provided by EIP (*in coordination with the Department of Management and Budget*)
- **Short Term:** Consider incentives to attract new retailers, particularly in locations that lack ground floor activation or are seeking to attract new residential uses.

### Placemaking

- **Medium Term:** Establish a façade improvement program eligible to small businesses and property owners

### Equitable Development

- **Medium Term:** Develop a financial and technical support program for legacy small businesses at risk of displacement

## GOVERNANCE RECOMMENDATIONS | FAIRFAX COUNTY COMMUNITY REVITALIZATION SECTION

The Community Revitalization Section will continue to play a critical role in guiding urban design and redevelopment while serving as a direct liaison with community partners.

### Connectivity and Infrastructure

- **Medium Term:** Support enhanced sidewalk connectivity within target catalyst locations (*in a supporting role to the Department of Transportation*)

### Placemaking

- **Short Term:** Continue advancing gateway features for major entrances to the area and other opportunities to advance branding

## GOVERNANCE RECOMMENDATIONS | FAIRFAX COUNTY DEPARTMENT OF PLANNING AND DEVELOPMENT

The Department of Planning and Development will need to be actively involved and consulted to facilitate mixed-use development and placemaking efforts.

### Mixed-Use Development

- **Short Term:** Focus development efforts in identified catalyst locations — Springfield Town Center, Bland St. corridor, and South CBC Backlick Rd. corridor — and increase development flexibility for uses highlighted, but not yet permitted, in the Comprehensive Plan
- **Short Term:** Extend Commercial Revitalization District boundary to cover both the CBC and TSA
- **Short Term:** Complete enhanced design guidelines specific to Springfield, (Fairfax County Urban Design Guidelines, Volume II, currently underway), which will be used as a basis for development review of rezoning cases. *(in a supporting role to CRS)*
- **Medium Term:** Establish creative approaches to support shared/reduced parking across uses (e.g., shared parking agreements, reductions to parking standard minimums in mixed-use projects) aligned with the "Parking Reimagined" zoning study underway.

### Placemaking

- **Medium Term:** Providing wayfinding to local businesses and nodes, including walk and bike times for active transportation users and placing business logos on signage *(in a supporting role to New Entity)*
- **Plan Short Term, Implement Long Term:** Identify near-term low-cost opportunities for outdoor seating and open space for interim activation (e.g. beer garden, dog park) while establishing long-term solutions *(in a supporting role to New Entity)*

The Department of Planning and Development can also support anti-displacement strategies, affordable housing, and accessibility standards in Springfield.

### Equitable Development

- **Long Term:** Implement anti-displacement strategies for aging and low-income homeowners in neighborhoods surrounding the study area, such as property tax exemptions and home repair grants (*in coordination with Fairfax County DHCD and Tax Administration*)
- **Plan Short Term, Implement Long Term:** As part of development guidelines established for new development (see Action Item 3), ensure accessibility by making spaces easy and safe to navigate for people with disabilities, children, and aging adults (e.g. wheelchair accessibility, auditory cues)
- **Medium Term:** Increase the share of new units set aside as affordable in new multifamily housing through zoning incentives (*in coordination with Fairfax County DHCD*)
- **Short Term:** For any working group established to support revitalization efforts, ensure inclusion of diverse stakeholders and viewpoints (*in coordination with new place-based anchor organization*)

## GOVERNANCE RECOMMENDATIONS | FAIRFAX COUNTY DEPARTMENT OF TRANSPORTATION

The Department of Transportation will play a major role in the recommended connectivity and infrastructure investments. VDOT will need to be consulted in some cases.

### Connectivity and Infrastructure

- **Short Term:** Add "last mile" micromobility options to improve connectivity to Metro (bikeshare, scooters, etc.) and ensure long-term sustained operating model for TAGS shuttle service supporting Springfield's transportation network.
- **Plan Short Term, Implement Long Term:** Focus the creation of complete streets in catalyst locations targeted for catalyst development, with enhanced medians, wide sidewalks, and more comfortable mobility for non-auto travel modes
- **Medium Term:** Enhance sidewalk connectivity within target catalyst locations
- **Medium Term:** Create safe bicycling networks between nodes between nodes and across I-95, with protected bike lanes providing safety and comfort that will increase bike usage
- **Long Term:** Improve pedestrian accessibility between nodes

### Placemaking

- **Medium Term:** Provide wayfinding to local businesses and nodes, including walk and bike times for active transportation users and placing business logos on signage (*in a supporting role to New Entity*)

# Governance Toolkit

## GOVERNANCE RECOMMENDATIONS | NEW ENTITY

Tool Type	Timeline	Cost	Impact	Priority	Challenges
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### Mixed-Use Development

Establish a liaison/point of contact for property owners to maintain relationships with and serve as a point person for public engagement

Coordination	Short Term	Low	Medium	Medium	
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Establish a working group across local agencies to coordinate revitalization and placemaking efforts, to include County depts., EDA, and local Chambers, among others

Coordination	Short Term	Low	Medium	High	
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Facilitate ongoing relationships and coordination between property owners in nodes with fragmented ownership

Coordination	Short Term	Low	Medium	Medium	
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## GOVERNANCE RECOMMENDATIONS | NEW ENTITY

	Tool Type	Timeline	Cost	Impact	Priority	Challenges
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### Connectivity and Infrastructure

Focus the creation of complete streets in catalyst locations targeted for development, with enhanced medians, wide sidewalks, and more comfortable mobility for non-auto travel modes

Infrastructure	Plan Short Term, Implement Long Term	High	High	High	Funding to support infrastructure improvements
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Improve pedestrian accessibility between nodes

Infrastructure	Long Term	High	High	Medium	
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## GOVERNANCE RECOMMENDATIONS | NEW ENTITY

Tool Type	Timeline	Cost	Impact	Priority	Challenges
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### Connectivity and Infrastructure

Create safe bicycling networks between nodes between nodes and across I-95, with protected bike lanes providing safety and comfort that will increase bike usage

Infrastructure	Medium Term	High	High	High	Funding to support infrastructure improvements
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Add "last mile" micromobility options to improve connectivity to Metro (bikeshare, scooters, etc.) and ensure long-term sustained operating model for TAGS shuttle service supporting Springfield's transportation network.

Infrastructure	Short Term	Medium	High	Medium	
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## GOVERNANCE RECOMMENDATIONS | NEW ENTITY

### Placemaking

Partner with local artists to design public art for identity and visibility

Provide wayfinding to local businesses and nodes, including walk and bike times for active transportation users and placing business logos on signage

Identify near-term low-cost opportunities for outdoor seating and open space for interim activation (e.g., beer garden, dog park) while establishing long-term solutions

	Tool Type	Timeline	Cost	Impact	Priority	Challenges
Partner with local artists to design public art for identity and visibility	Planning	Short Term	Low	Medium	Medium	
Provide wayfinding to local businesses and nodes, including walk and bike times for active transportation users and placing business logos on signage	Infrastructure	Medium Term	Medium	Low	Medium	
Identify near-term low-cost opportunities for outdoor seating and open space for interim activation (e.g., beer garden, dog park) while establishing long-term solutions	Planning	Short Term	Low	High	Medium	Limited greenspace available. Need to convert surface parking to fully implement

## GOVERNANCE RECOMMENDATIONS | NEW ENTITY

### Placemaking

Build on existing event programming with new events that incorporate local and legacy businesses (e.g. food trucks, farmer's markets, retail pop-ups)

Conduct a Parks Master Plan study to identify and develop a plan and funding strategy for publicly and privately managed open space in the area

### Equitable Development

For any working group established to support revitalization efforts, ensure inclusion of diverse stakeholders and viewpoints (coordinating with DPD)

	Tool Type	Timeline	Cost	Impact	Priority	Challenges
	Program	Short Term	Medium	Medium	Low	
	Planning	Short Term	Medium	High	Medium	Following completion of Plan, requires securing funds to support the cost of land acquisition (as needed) and open space development
	Coordination	Short Term	Low	Medium	High	

## GOVERNANCE RECOMMENDATIONS | FCEDA

	Tool Type	Timeline	Cost	Impact	Priority	Challenges
<p><b>Mixed-Use Development</b></p> <p>Focus office tenaning attraction on government and healthcare tenants to build on local employment trends and Springfield's positioning in a post-covid environment, particularly in nodes positioned for office growth (Inova/MetroPark, TSA, and Springfield Town Center)</p>	Incentive	Short Term	Low	High	High	
<p>Support facilitation ongoing relationships and coordination between property owners in nodes with fragmented ownership</p>	Coordination	Short Term	Low	Medium	Medium	

# GOVERNANCE RECOMMENDATIONS | DEPARTMENT OF ECONOMIC INITIATIVES

	Tool Type	Timeline	Cost	Impact	Priority	Challenges
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## Mixed-Use Development

Establish a tax abatement incentive for high-density (8+ story) development in locations targeted by the County for increased density; incentive would be distinct from any benefits provided by EIP.

	Incentive	Short Term	High	Medium	Medium	Requires legislative approval
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Consider incentives to attract new retailers, particularly in locations that lack ground floor activation or are seeking to attract new residential uses.

	Incentive	Short Term	Medium	Medium	Low	
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## Placemaking

Establish a façade improvement program eligible to small businesses and property owners

	Program	Medium Term	Medium	Medium	Medium	
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Tool Type	Timeline	Cost	Impact	Priority	Challenges
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### Equitable Development

Develop a financial and technical support program for legacy small businesses at risk of displacement

Program	Medium Term	Medium	Medium	Medium	
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# GOVERNANCE RECOMMENDATIONS | FAIRFAX COUNTY COMMUNITY REVITALIZATION SECTION

	Tool Type	Timeline	Cost	Impact	Priority	Challenges
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## Connectivity and Infrastructure

Enhance sidewalk connectivity within target catalyst locations (supporting FCDOT)

	Infrastructure	Medium Term	High	High	High	Funding to support infrastructure improvements
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## Placemaking

Continue advancing gateway features for major entrances to the area and other opportunities to advance branding

	Infrastructure	Short Term	High	Medium	Low	
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Tool Type	Timeline	Cost	Impact	Priority	Challenges
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### Mixed-Use Development

Focus development efforts in identified catalyst locations — Springfield Town Center, Bland St. corridor, and South CBC Backlick Rd. corridor — and increase development flexibility for uses highlighted, but not yet permitted, in the Comprehensive Plan

Planning	Short Term	Low	Medium	High	Potential impacts to existing transportation network from increased density
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Extend Commercial Revitalization District boundary to cover both the CBC and TSA

Planning	Short Term	Low	Low	Medium	Requires legislative approval
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Tool Type	Timeline	Cost	Impact	Priority	Challenges
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### Mixed-Use Development

Complete enhanced design guidelines specific to Springfield, (Fairfax County Urban Design Guidelines, Volume II, currently underway), which will be used as a basis for development review of rezoning cases.

Land Use	Short Term	Medium	High	High	
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Establish creative approaches to support shared/reduced parking across uses (e.g. shared parking agreements, reductions to parking standard minimums in mixed-use projects) aligned with the "Parking Reimagined" zoning study underway.

Land Use	Medium Term	Low	Medium	Medium	
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## Placemaking

Support providing wayfinding to local businesses and nodes, including walk and bike times for active transportation users and placing business logos on signage

Support identifying near-term low-cost opportunities for outdoor seating and open space for interim activation (e.g., beer garden, dog park) while establishing long-term solutions (supporting New Entity)

Tool Type	Timeline	Cost	Impact	Priority	Challenges
Infrastructure	Medium Term	Medium	Low	Medium	
Planning	Short Term	Low	High	Medium	Limited greenspace available. Need to convert surface parking to fully implement

	Tool Type	Timeline	Cost	Impact	Priority	Challenges
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### Equitable Development

Support increasing the share of new units set aside as affordable in new multifamily housing through zoning incentives

	Land Use	Medium Term	Low	Medium	Medium	Financial feasibility of new development could be made further difficult if appropriate affordability (e.g. density bonus; reduction in parking requirement, etc.)
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For any working group established to support revitalization efforts, ensure inclusion of diverse stakeholders and viewpoints

	Coordination	Short Term	Low	Medium	High	
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Tool Type	Timeline	Cost	Impact	Priority	Challenges
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### Equitable Development

Support implementation of anti-displacement strategies for aging and low-income homeowners in neighborhoods surrounding the study area, such as property tax exemptions and home repair grants

Program	Long Term	High	Medium	Medium	
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As part of development guidelines established for new development (see Action Item 3), ensure accessibility by making spaces easy and safe to navigate for people with disabilities, children, and aging adults (e.g. wheelchair accessibility, auditory cues)

Infrastructure	Plan Short Term, Implement Long Term	High	High	High	
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# GOVERNANCE RECOMMENDATIONS | FAIRFAX COUNTY DEPARTMENT OF TRANSPORTATION

	Tool Type	Timeline	Cost	Impact	Priority	Challenges
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## Connectivity and Infrastructure

Focus the creation of complete streets in catalyst locations targeted for development, with enhanced medians, wide sidewalks, and more comfortable mobility for non-auto travel modes

Infrastructure	Plan Short Term, Implement Long Term	High	High	High	Funding to support infrastructure improvements
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Enhance sidewalk connectivity within target catalyst locations

Infrastructure	Medium Term	High	High	High	Funding to support infrastructure improvements
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Improve pedestrian accessibility between nodes

Infrastructure	Long Term	High	High	Medium	
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Create safe bicycling networks between nodes between nodes and across I-95, with protected bike lanes providing safety and comfort that will increase bike usage

Infrastructure	Medium Term	High	High	High	Funding to support infrastructure improvements
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# GOVERNANCE RECOMMENDATIONS | FAIRFAX COUNTY DEPARTMENT OF TRANSPORTATION

	Tool Type	Timeline	Cost	Impact	Priority	Challenges
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## Connectivity and Infrastructure

Support enhanced sidewalk connectivity within target catalyst locations

Infrastructure	Medium Term	High	High	High	Funding to support infrastructure improvements
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Add "last mile" micromobility options to improve connectivity to Metro (bikeshare, scooters, etc.) and ensure long-term sustained operating model for TAGS shuttle service supporting Springfield's transportation network.

Infrastructure	Short Term	Medium	High	Medium	
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## Placemaking

Support providing wayfinding to local businesses and nodes, including walk and bike times for active transportation users and placing business logos on signage

Infrastructure	Medium Term	Medium	Low	Medium	
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# GOVERNANCE RECOMMENDATIONS | FAIRFAX COUNTY DHCD

	Tool Type	Timeline	Cost	Impact	Priority	Challenges
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## Equitable Development

Increase the share of new units set aside as affordable in new multifamily housing through zoning incentives.

Land Use	Medium Term	Low	Medium	Medium	Financial feasibility of new development could be made further difficult if appropriate affordability (e.g. density bonus; reduction in parking requirement, etc.)
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Implement anti-displacement strategies for aging and low-income homeowners in neighborhoods surrounding the study area, such as property tax exemptions and home repair grants

Program	Long Term	High	Medium	Medium	
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## Placemaking

Conduct a Parks Master Plan study to identify and develop a plan and funding strategy for publicly managed open space in the area and advise on strategies for privately managed spaces

Tool Type	Timeline	Cost	Impact	Priority	Challenges
Planning	Short Term	Medium	High	Medium	Following completion of Plan, requires securing funds to support the cost of land acquisition (as needed) and open space development

# GOVERNANCE RECOMMENDATIONS | FAIRFAX COUNTY TAX ADMINISTRATION

Tool Type	Timeline	Cost	Impact	Priority	Challenges
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## Equitable Development

Support the implementation of anti-displacement strategies for aging and low-income homeowners in neighborhoods surrounding the study area, such as property tax exemptions and home repair grants

Program	Long Term	High	Medium	Medium	
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Tool Type	Timeline	Cost	Impact	Priority	Challenges
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### Mixed-Use Development

Establish a tax abatement incentive for high-density (8+ story) development in locations targeted by the County for increased density; incentive would be distinct from any benefits provided by EIP (Support Department of Economic Initiatives)

Incentive	Short Term	High	Medium	Medium	Requires legislative approval
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HR&A



# Springfield-Franconia Market Study

**FINAL REPORT**

October 2022

