# Springfield
# Fairfax County VA

## Urban Land Institute

Advisory Services Program

May 21-26, 2006

# Introduction

- ULI–the Urban Land Institute is a nonprofit research and education organization
- Mission: Promote responsible leadership in the use of land to enhance the total environment

# Acknowledgments


- Hon. Dana Kauffman
- Hon. Elaine McConnell

- Anthony Griffin
- Rob Staltzer

- Jim Zook
- Barbara Byron

# Acknowledgments


- Bob Fields, Marianne Gardner, Peter Braham, St. Clair Williams, and Brigitte Hill and a host of others that made this possible
- Interviewees

# The Panel

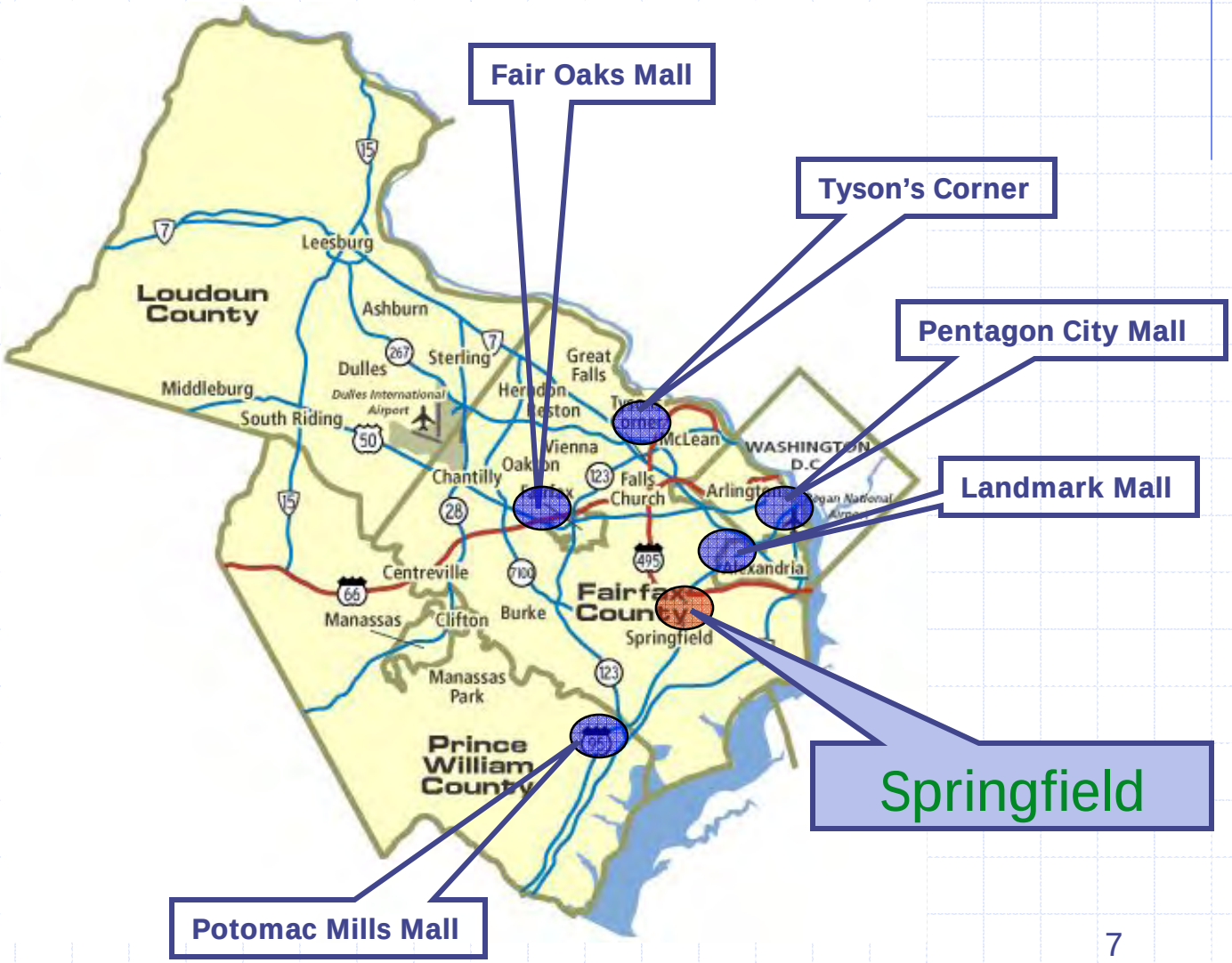
- David Leininger, Chair

- Don Bauer
- Dan Brents
- David Goss
- Phil Hughes
- Mike Maxwell
- David Plummer
- John Shumway
- Ross Tilghman

# Today's Agenda

- Overview
- Vision and Guiding Principles
- Panel Report
  - Market Conditions
  - Transportation
  - Planning and Design
  - Development Strategies
  - Implementation
- Conclusions
- Questions and Answers

# Regional Context



# Regional Context

- Regional retail center with 10-12 million annual visitors
- Well positioned against other regional centers for the foreseeable future for the CMA
- New owner Vornado sees opportunity to invest $1 Billion
- Concept: Recapture households leaving CMA for other "Up-Market" areas
- Vornado expanding market base with new Lifestyle Center - Positive Market Builder

# Leveraging the Opportunity

- Mall re-launch offers opportunity to link & leverage “re-branding” at no cost to community
- Mall will spend 1% of gross on advertising
- Important to maintain name “*Springfield*“ with mall

# Long Term Potential

- GSA
  - 6 million sq. ft. @ 2.0 FAR
  - Mixed Use or Hospital
- EPG
  - 20,000 Employees = 6 million sq. ft.
  - Parkway

# Net Potential

- Net Addition Increase in Square Footage for Springfield

| | Sq. Ft. | | |
|---|---|---|---|
| NWQ | 1,272,000 | | |
| SEQ | 4,580,000 | | |
| GSA | 6,000,000 | * | |
| EPG | 6,113,000 | | |
| **Total** | **17,965,000** | | |
| | | | |
| *Mixed-Use - Office, Industrial, Commercial Retail - FAR = 2.0 | | | |
| | | | |

# Growth Increment

- Of the 19 million in the Springfield Area, GSA and EPG account for 2/3 of the total increment
- Only 6 to 8 million total is likely in the near-term
- GSA is the “wild card” and could have large impact equaling everything in the mall and NW Quad
- EPG will have an unknown impact

# Market Perceptions and Conditions

- Market Iconography of Springfield = Mixing Bowl
- "Difficult to Get There from Here"
- Visual connections severed between East & West
- Changed Demographics = Changed Perceptions
- Decreased market appeal and property values
- Perception that mall is unsafe?
- Metro Stop – Is it Franconia or Springfield?
- Commercial uses are aging and tired

# Competitive Market

- Well positioned regional location
- Population growth corridor
- Excellent Local/Regional access
- Transit node
- Vibrant ethnic diversity
- Demand is already in place, supply is tight
- Positive local attitude to growth

# Regional and Town Centers

**Regional**

- East of I-95
- Springfield Mall
- Power Centers
- Auto Dealers
- Office/Hotels
- Metro Station
- GSA
- Market Driven

# Regional and Town Centers

## Town

- West of I-95
- “Historical” community, neighborhood retail, serviced and civic center
- Ethnic
- Needs Strong Government Aid/Leadership

# Areas of Market Emphasis

- Identity and Branding
- Strong Visual Iconography “by Design with Design”
- Thematic Water Elements
- Distinct Regional and Town Center Identities with Different Services and Products

# Areas of Market Emphasis

Urban Land Institute

## Regional Center

- Auto and Transit Oriented
- Live/Work Environment
- Modern Design Identity
- Mall, Big Box, Goods & Entertainment

## Town Center

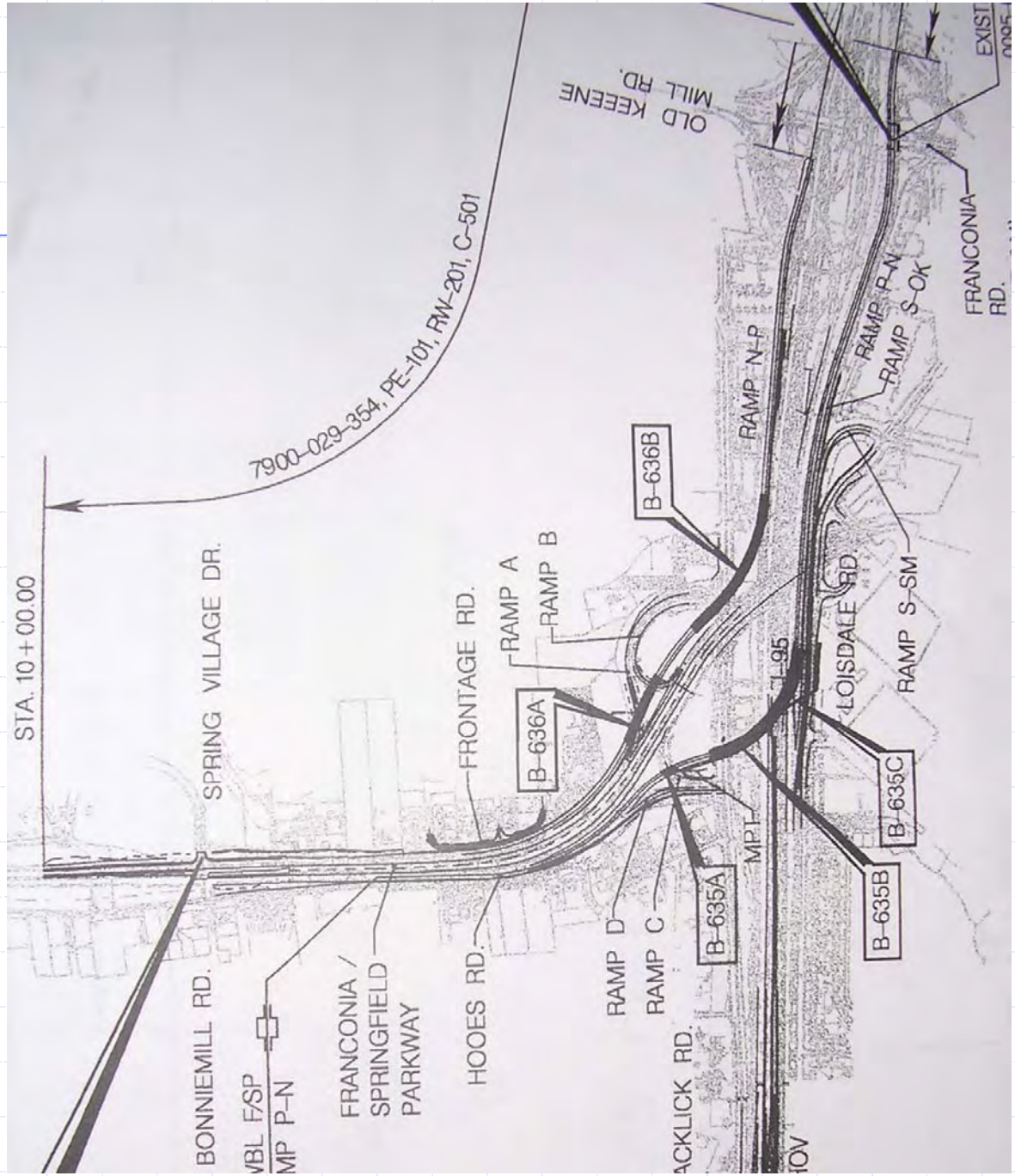
- Auto and Pedestrian Oriented
- Live/Work Environment
- Traditional Town Square Identity
- Celebrate Ethnic Strengths
- Unique Ethnic Food focus, Market, Neighborhood Goods and Community Celebration Spaces

# Transportation

# Transportation Today

Springfield

SPRINGFIELD MALL
N




Urban Land Institute

Urban Land Institute

Urban Land Institute

Urban Land Institute

Urban Land Institute

# Successful Shuttles

- Short headways
- Frequent stops
- No fares
- Small easily maneuverable vehicles
- Easy to get on and off
- Polite and friendly drivers
- Well maintained vehicles
- No advertisement on the outside of vehicles

# Transportation Today

Springfield

# Transportation Demands of New Development

- Extra capacity will be needed for streets in certain areas

| Area | Need for Extra Capacity? |
|---|---|
| NE | Low |
| SE | Moderate |
| NW | High |
| SW | High |
| GSA | High |
| EPG | High |

# Demand for All Modes

- Vehicular
  - Competition with regional traffic on arterials
  - Need for greater local circulation
- Pedestrian and Bicycle
  - New residents and more jobs increase need for good facilities
- Transit
  - Metro/VRE access
  - Regional express bus
  - Local circulation

# Big Ideas – West Side

New Bridge & One-way pair

- Reduces congestion without widening streets
- Restores continuity
- Links North & South
- Adds bike routes
- Improves pedestrian movement

# Big Ideas – West Side

New local street grid

- Separates local from regional traffic, reducing congestion
- Supports mixed-use development
- Creates better pedestrian system
- Enhances transit access

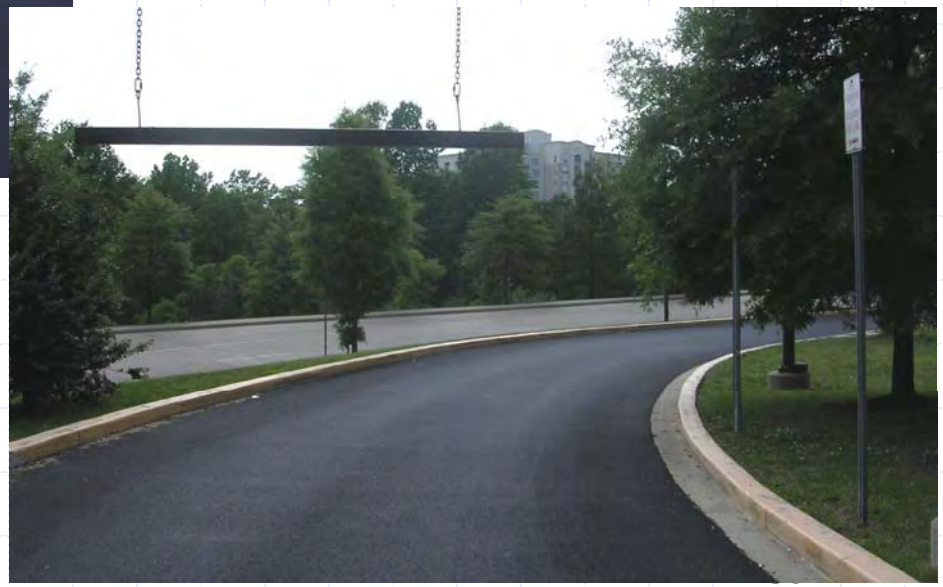
# Big Ideas – East Side

- Frontier Drive Extension
- Springfield Bus Circulator
- Metro Rail Extension

# Frontier Drive Extension

- Phase 1

Urban Land Institute



# Frontier Drive Extension

- Phase 2

# Springfield Bus Circulator

- Exclusive Lanes
  - Surface
  - Elevated
- Phase 1
- Phase 2

# Phase 1 –SE Quadrant

# Phase 2 - GSA Site

- Slide of SE Quadrant with development proposal

# Metro Rail Extension

- EPG Justified
- Parking Impact
- EPG Shuttle

# Planning and Design

# Planning & Design

- Overview and Context
- Study Area
- Plan Recommendations
- Principles and Guidelines

# Overview and Context

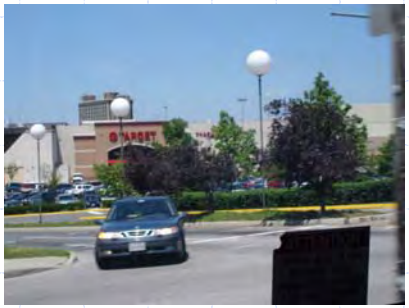
- Springfield is not a place

# Overview and Context

- Springfield is not a place
  - Unincorporated
  - No boundaries
  - No history/authenticity
  - Civic vacuum
  - Fragmented development
  - Incomplete circulation
  - No architectural vocabulary
  - Freeway identity
  - “Franconia/Springfield”

# Overview and Context

- The area is characterized by
  - Aging and declining properties
  - Patchwork development
  - No meaningful skyline
  - Prevalent hard surfaces
  - No apparent natural amenities
  - Lack of amenities
  - Architectural disharmony
  - Discontinuous & confusing circulation



# Planning & Design

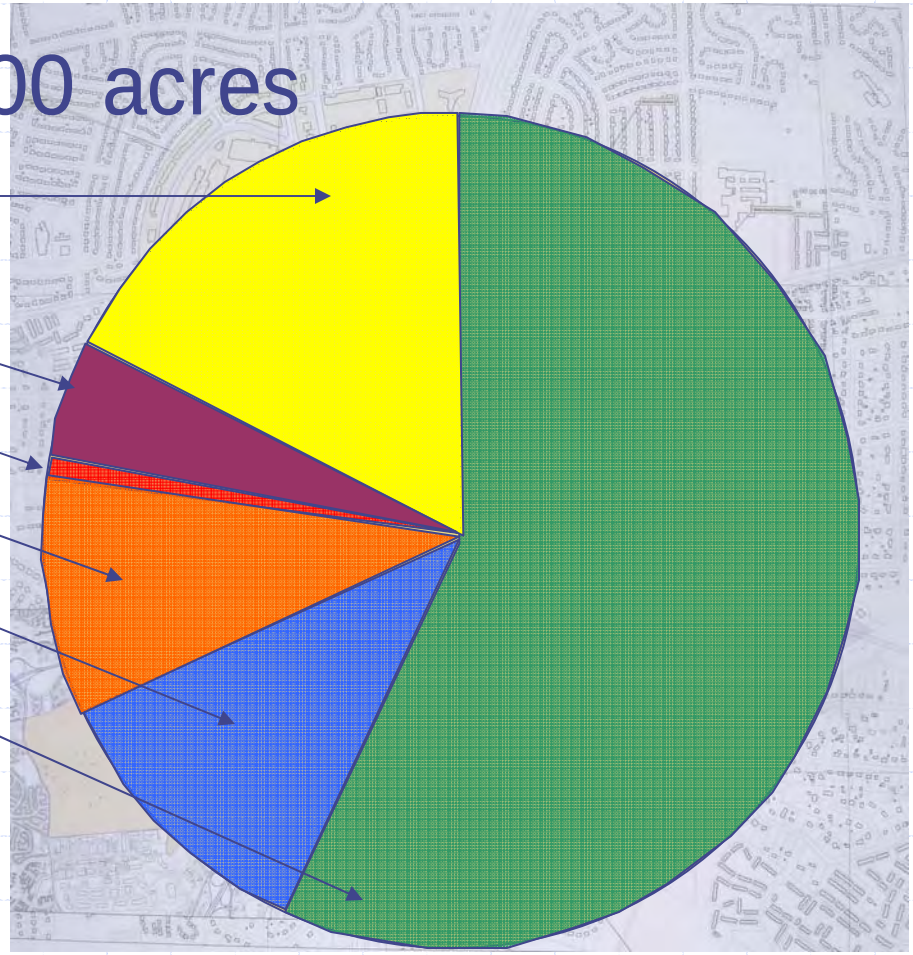
- Overview and Context
- Study Area

# Study Area

North Old Keene Mill Area
North Franconia Area
North Transit Station
South Old Keene Mill Area
SPRINGFIELD MALL
GSA
South Transit St

# Study Area

- Study Area – 1,400 acres
  - NW Quadrant
  - SW Quadrant
  - NE Quadrant
  - SE Quadrant
  - GSA/Metro
  - EPG



# Study Area

# Planning & Design

- Overview and Context
- Study Area
- Plan Recommendations

# NW Quadrant

# NW Quadrant

- Town center environment
- Relocation/re-configuration to create public spaces
- KSI as a catalyst

# NW Quadrant

Mixed Use Market District

Commerce Street
Market Street (Bland Street)
Residential above Retail
Town Square
Corner Parks

Midtown Springfield
Amherst/Backlick Couplet
Twin Bridges
Pocket Parks

Trail System (connecting to Regional Trail System)

# SW Quadrant

# SW Quadrant

- Traffic circulation changes
- Extend town center character –or-
- Create better parcels for commercial development

# NE Quadrant

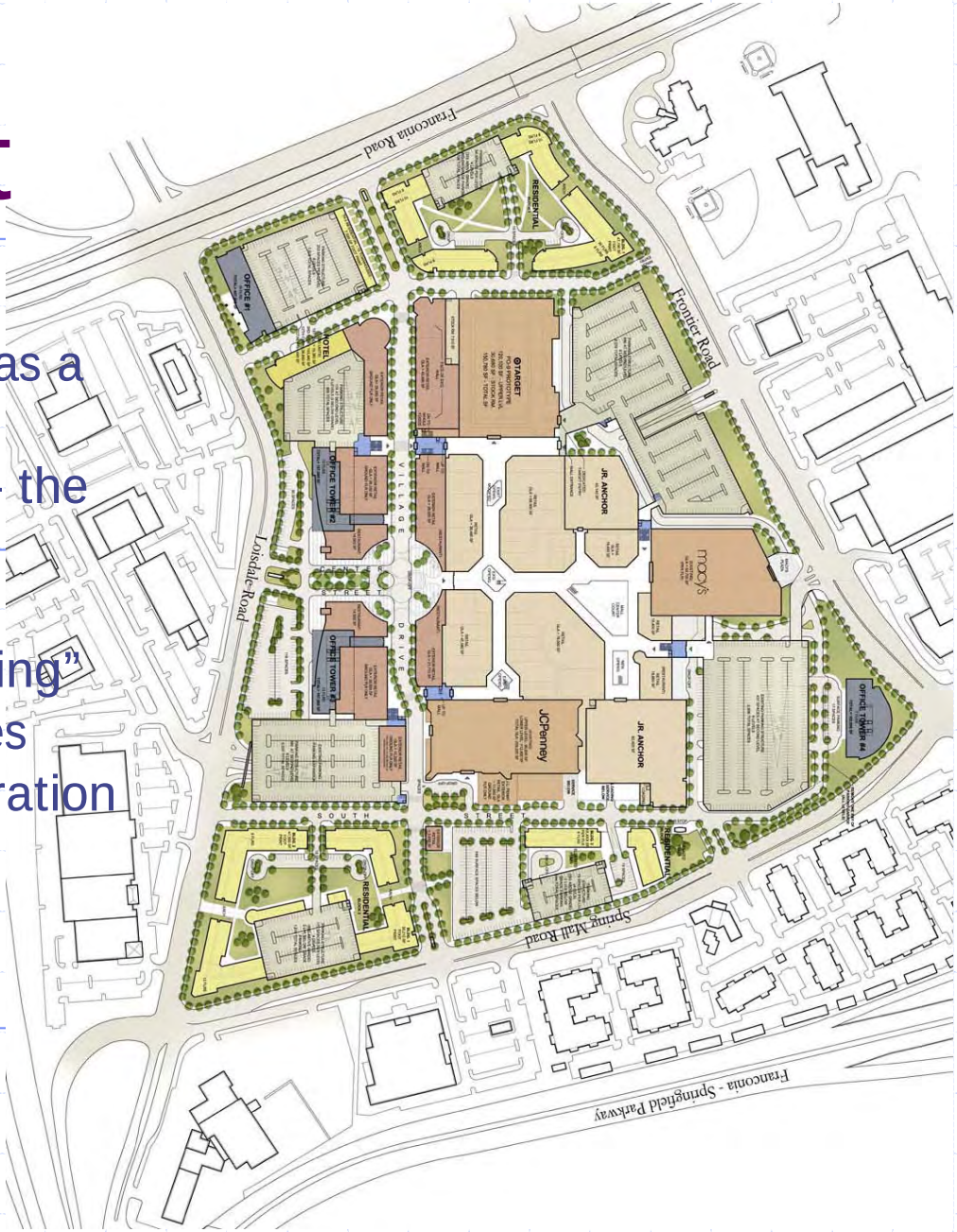
# NE Quadrant

- Traffic circulation improvements
- Boundary marking
- Landscape and “softening”

# SE Quadrant

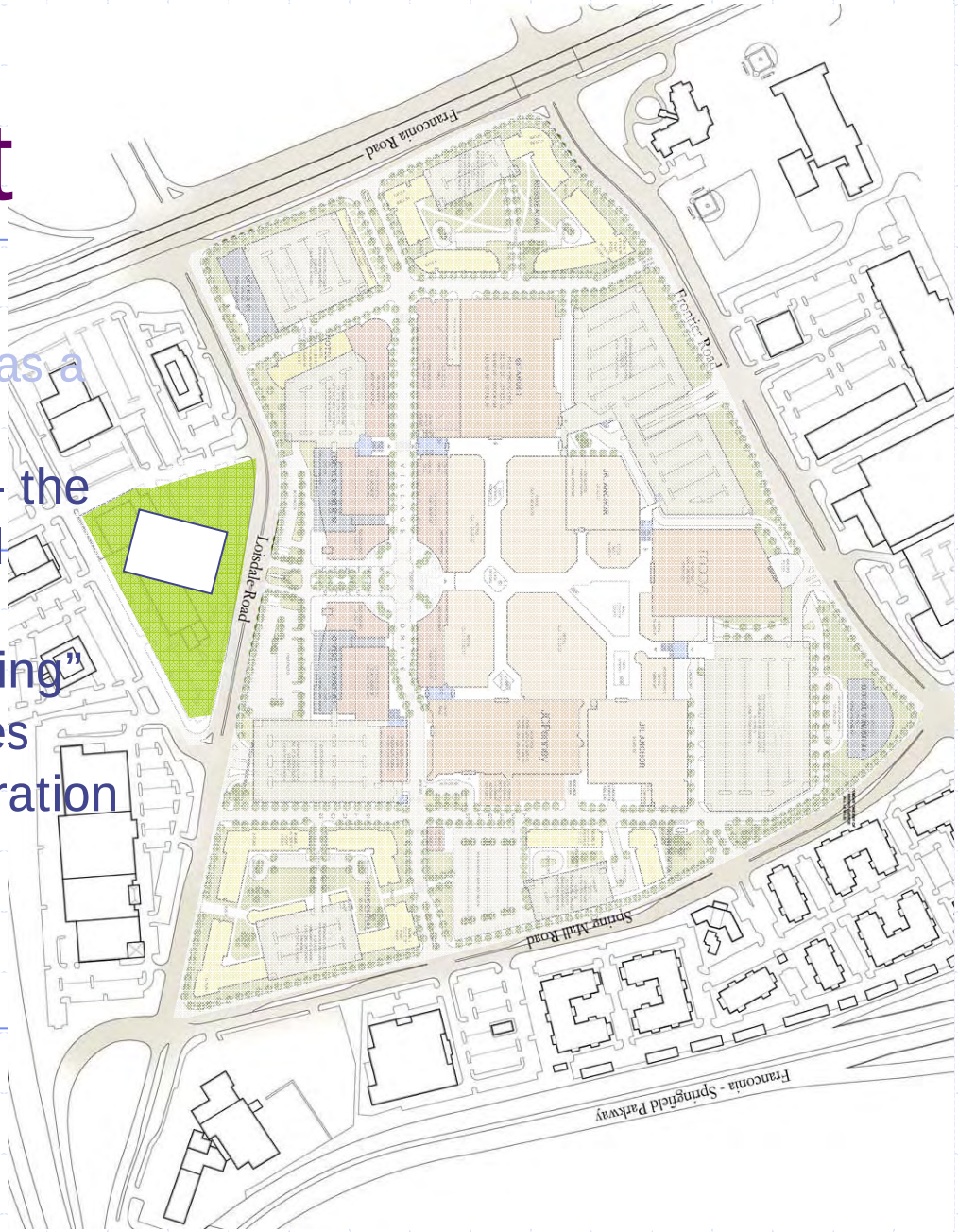
# SE Quadrant

- Vornado development as a catalyst
- Civic center and park – the civic face of Springfield
- Boundary marking
- Landscape and "softening"
- Connections to key uses
- More community integration



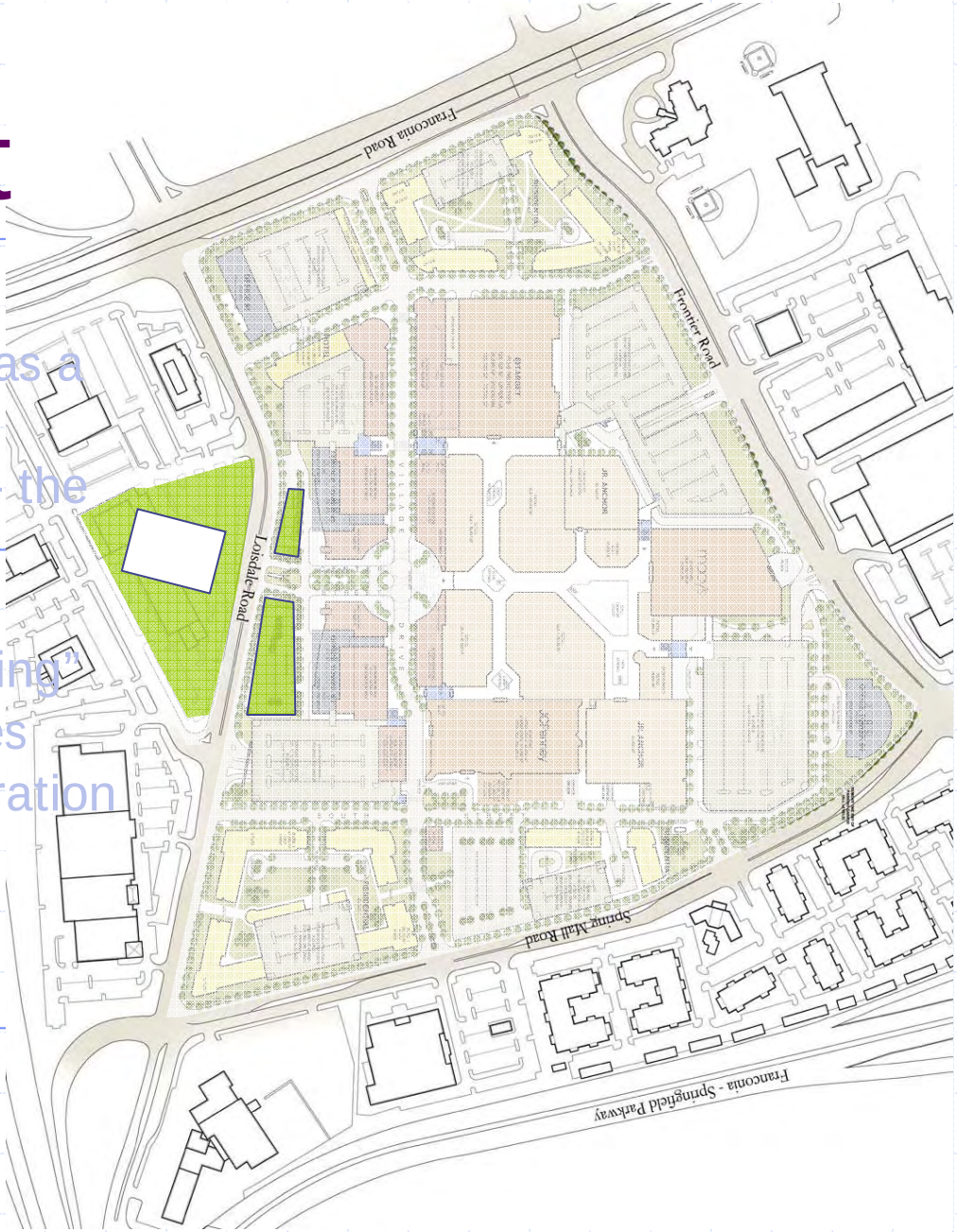
# SE Quadrant

- Vornado development as a catalyst
- Civic center and park – the civic face of Springfield
- Boundary marking
- Landscape and "softening"
- Connections to key uses
- More community integration



# SE Quadrant

- Vornado development as a catalyst
- Civic center and park – the civic face of Springfield
- Boundary marking
- Landscape and "softening"
- Connections to key uses
- More community integration

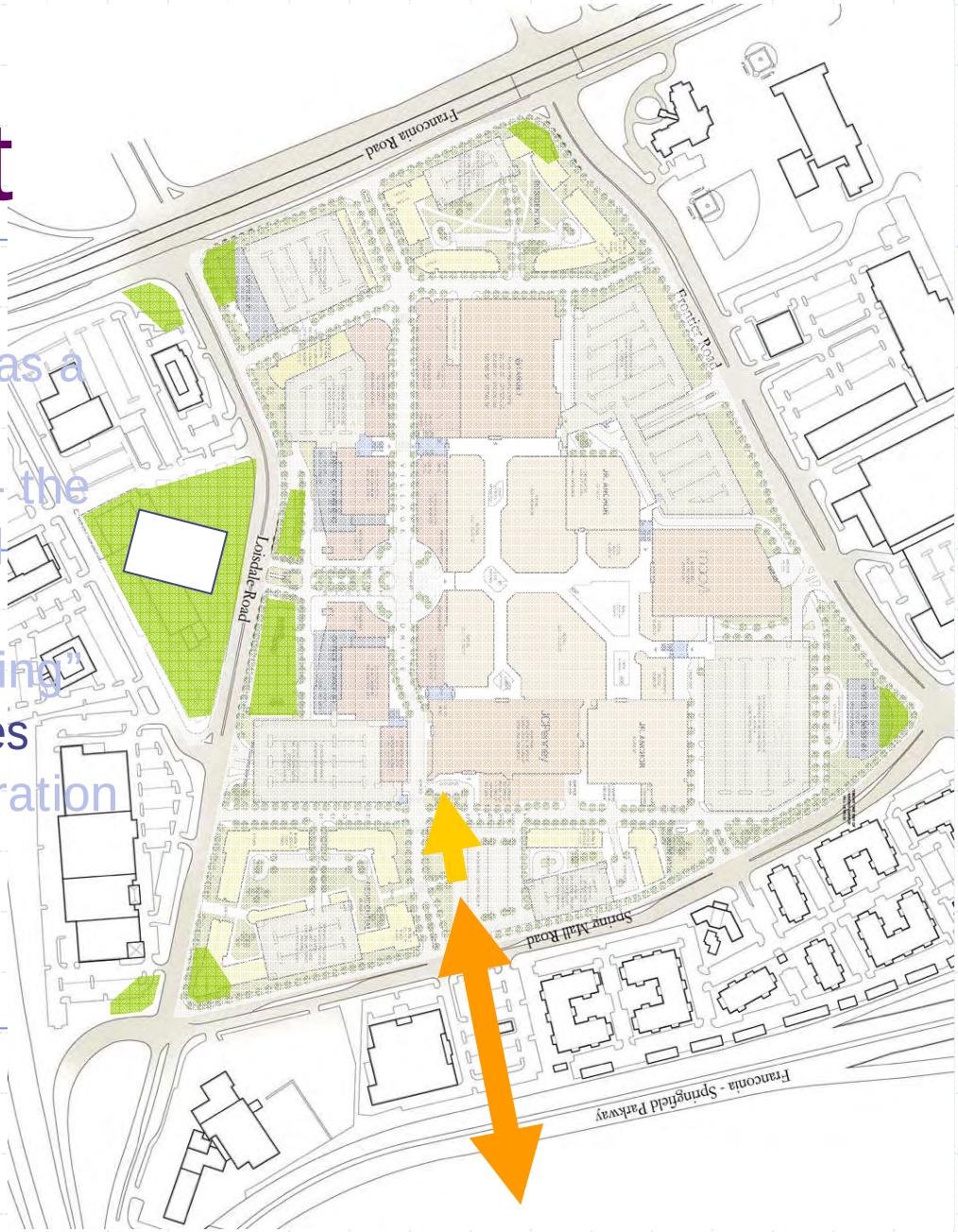


# SE Quadrant

- Vornado development as a catalyst
- Civic center and park – the civic face of Springfield
- Boundary marking
- Landscape and “softening”
- Connections to key uses
- More community integration

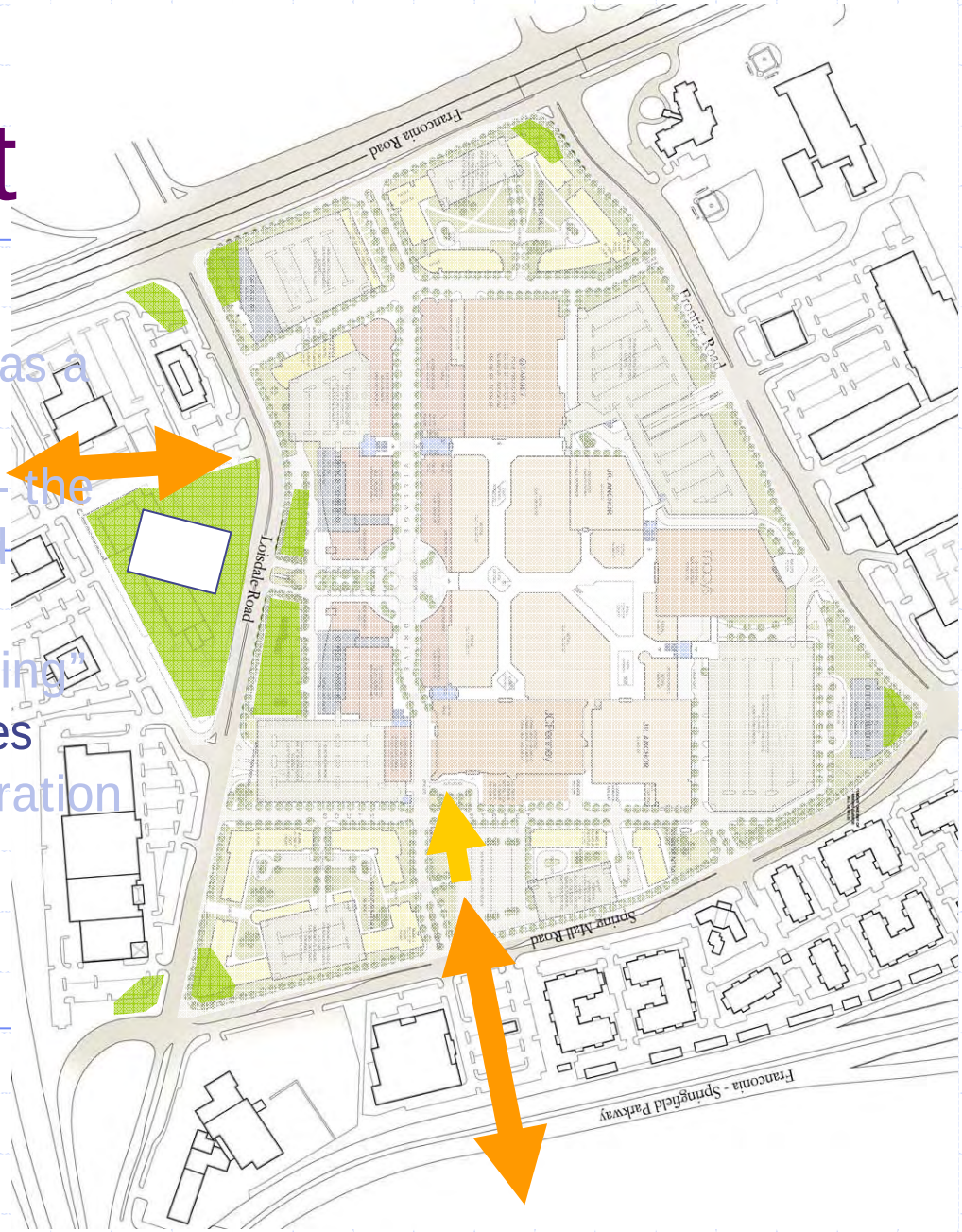
# SE Quadrant

- Vornado development as a catalyst
- Civic center and park – the civic face of Springfield
- Boundary marking
- Landscape and "softening"
- Connections to key uses
- More community integration



# SE Quadrant

- Vornado development as a catalyst
- Civic center and park – the civic face of Springfield
- Boundary marking
- Landscape and "softening"
- Connections to key uses
- More community integration



# SE Quadrant

## Town Center District

Landscaped Entry Features

Improved Connection to Hotel

New Civic Center

Street Edge Retail

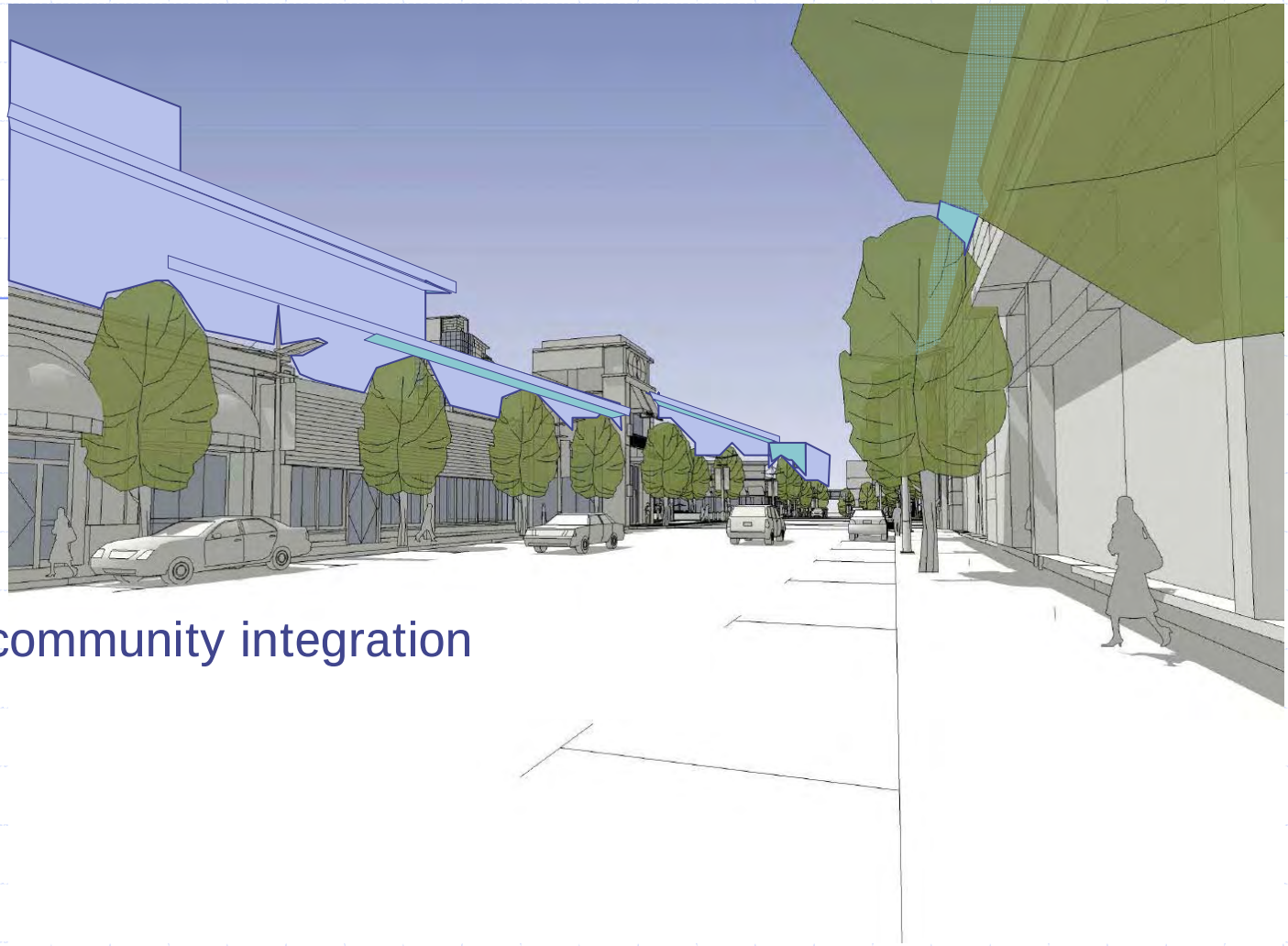
Proposed Redeveloped Mall

Connection to Metro Station

# SE Quadrant

- Vornado development as a catalyst
- Civic center and park – the civic face of Springfield
- Boundary marking
- Landscape and "softening"
- Connections to key uses
- More community integration

# SE Quadrant

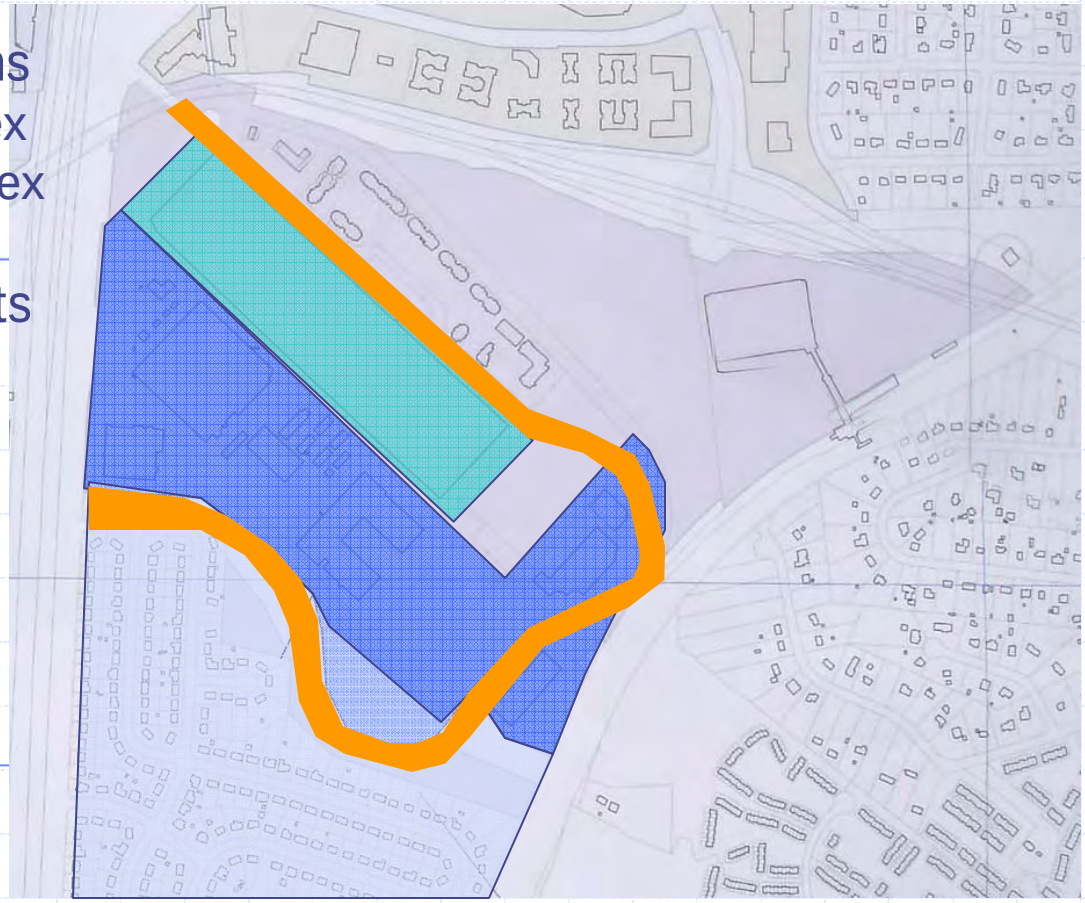


- More community integration

# GSA/Metro Site

# GSA/Metro Site

- Development options
  - Residential complex
  - Commercial complex
  - Medical center
- Traffic improvements
- Site expansion



# GSA/Metro Site

- Access relationships
- Metro police station
- Station development

# EPG Site

# EPG Site

- Development options
  - Secure military
  - Park
  - Undeveloped
- Parkway development
- Metro relationships

# Planning & Design

- Overview and Context
- Study Area
- Plan Recommendations
- Principles and Guidelines

# Planning & Design

- Overview and Context
- Study Area
- Plan Recommendations
- Principles and Guidelines –

  "Reinventing Springfield"

# Reinventing Springfield

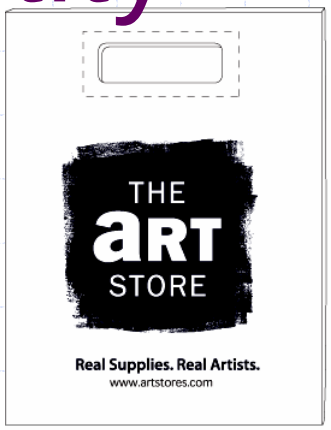
- Branded identity
- People places
- Landscaping
- Wayfinding
- Guidelines and controls
- Non-vehicular circulation

# Branded Identity

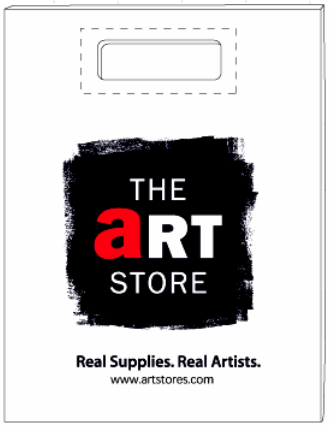
drop shop

the smart way to eBay

# Branded Identity




1-color Plastic Bag



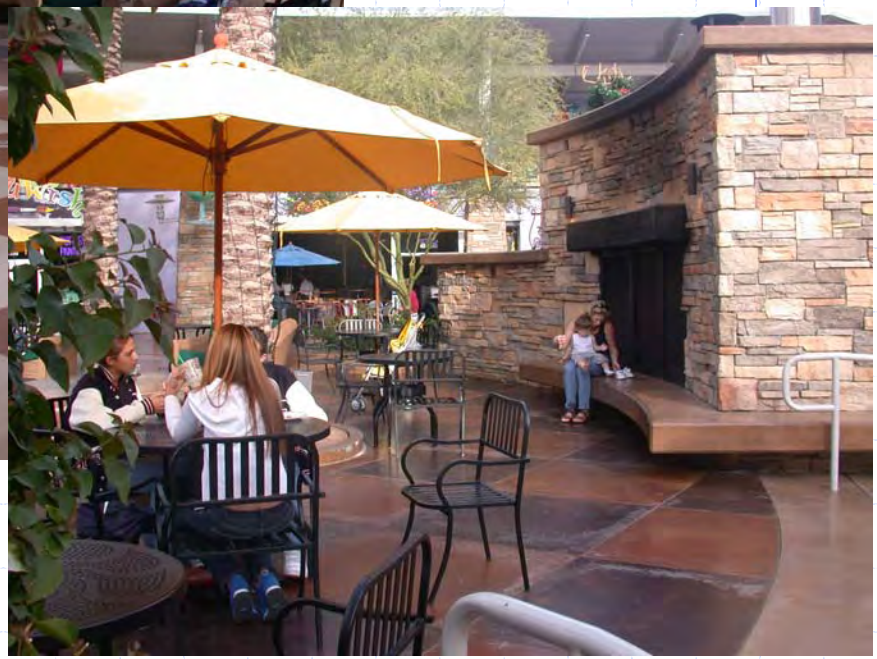

2-color Plastic Bag

1-color Paper Bag

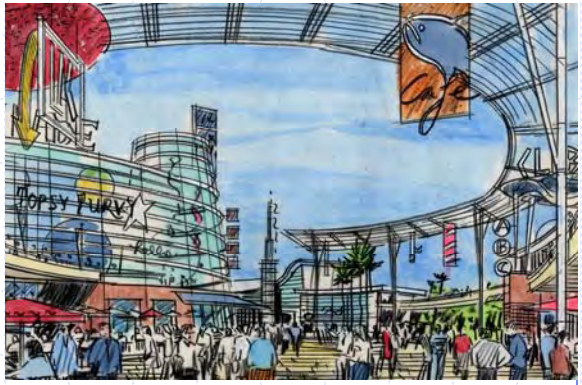
# People Places

# People Places

# People Places



# People Places



# Landscaping

# Landscaping

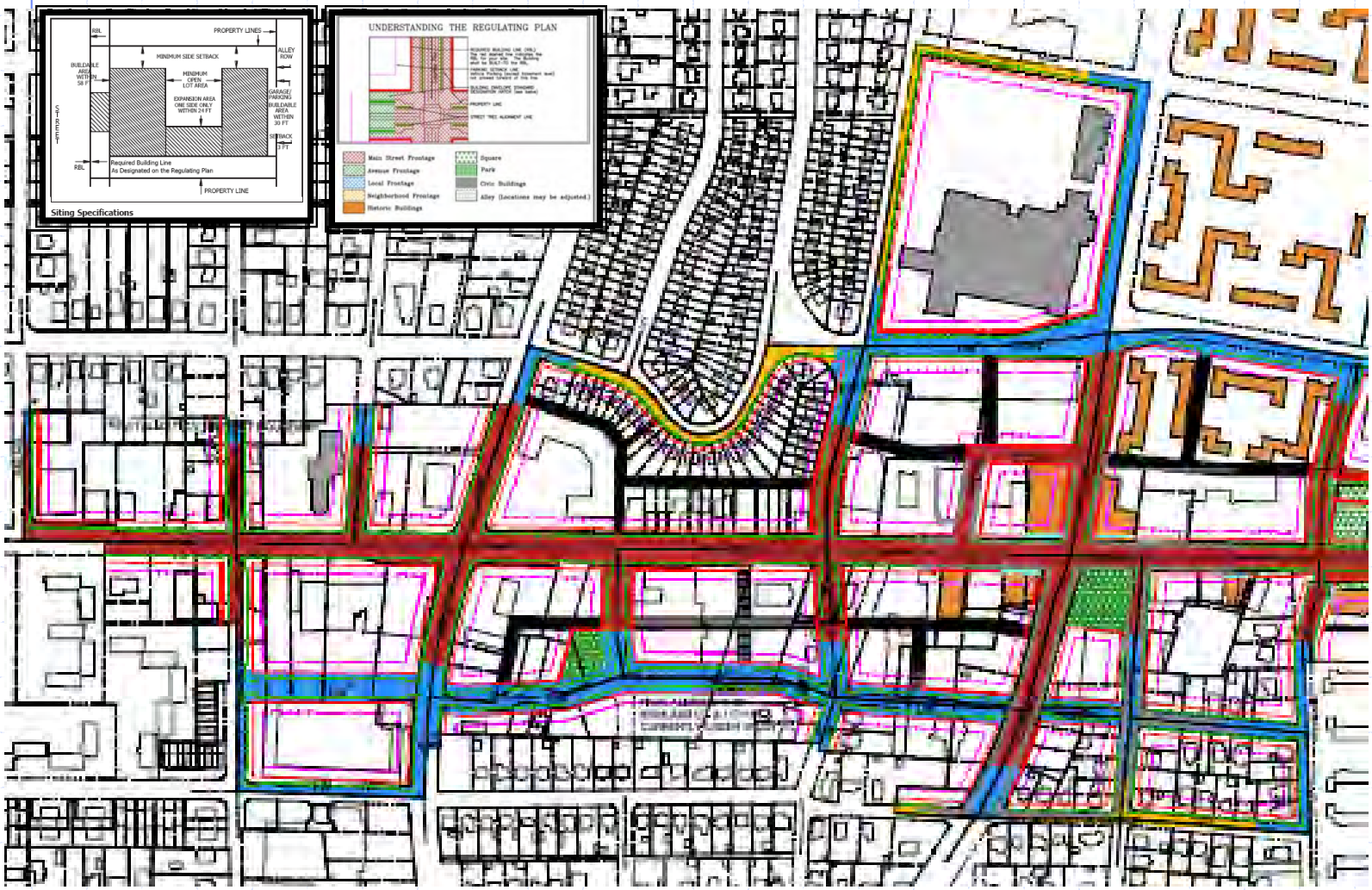
# Wayfinding

# Guidelines and Controls

# Guidelines & Controls

# Guidelines and Controls

# Form Based Code



# Non-vehicular Circulation

# Reinventing Springfield

- Branded identity
- New development plan
- Public amenities
- Process changes

# Development Strategies

# Three Legged Stool of Community Development

- Successful community development requires:
  - An effective local governance structure
  - A culture fostering local civic pride and corporate philanthropy
  - Visionary developers

# Springfield needs to think like a master developer

- Identify strengths and leverage them
  - Location
  - Transportation infrastructure
  - Burgeoning employment
  - Metro station
  - Established regional identity via the Springfield Mall

# Create a market driven master development plan

- Inventory available sites
- Create development plans that leverage investments being made by others
- Secure allies within the Fairfax County planning team

# Develop a sales and marketing strategy

- Create a visioning and imaging strategy
- Produce a marketing package of collateral materials, website, public relations support
- Establish a local marketing presence

# Move the Needle

- Assemble strategic development partners
- Pursue targets of opportunity
- Work the long-term opportunities
- Make a Visible Difference

# Implementation Strategies

- Springfield needs a dedicated community governance structure
- A CDA would be an appropriate corporate structure to consider
- The case for Leadership Springfield
- A full-time development team is required for Springfield
- A Marketing Plan Can and Should be developed

# Take full advantage of the CDA funding mechanism

Urban Land Institute

- Consultant estimates suggest as much as $150 million could be generated for targeted investments within the community
- While some transportation investments are suggested, the majority of the funding should be applied to projects that leverage private investment

# Make a Visible Difference

- An argument for a marketing center
- On a grander scale Springfield may want to consider a multi-purpose public assembly facility

# Public Assembly Facility Options

- Conference Center
- Convention Hotel
- Exhibition Hall
- Multi-purpose Center
  Trade Center

# Conference Center

# Emory Conference Center
## (Atlanta, GA)

Urban Land Institute

Urban Land Institute

# Convention Hotel

# Norfolk Marriott Waterside

## (Norfolk, VA)

Urban Land Institute

Urban Land Institute

# Exhibit Hall

# Lester E. Palmer Events Center
## (Austin, TX)

Urban Land Institute

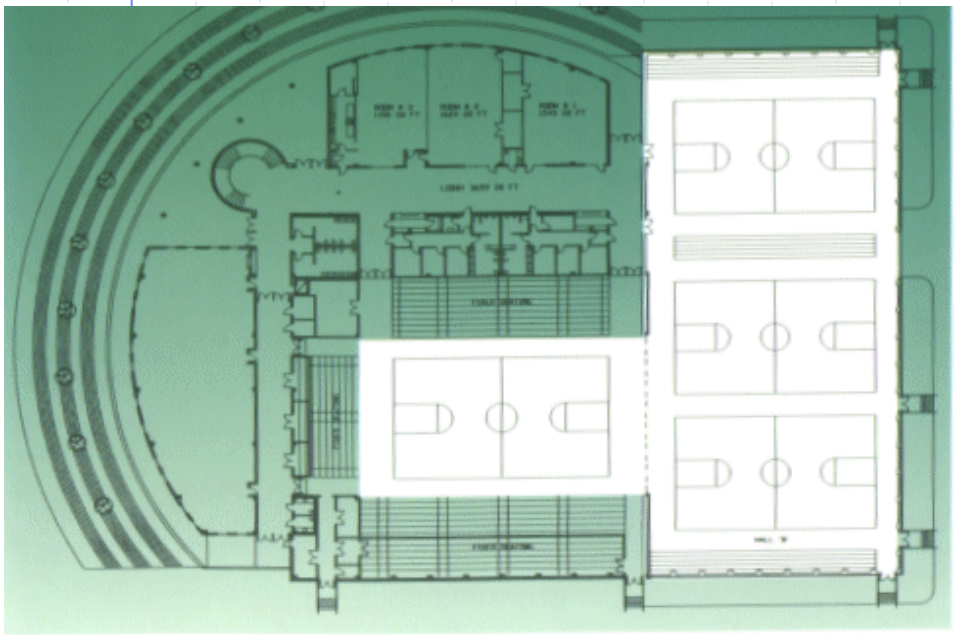
# Multi-Purpose Center

# Alario Center
## (Jefferson Parish, LA)

*"Sports-Focused"*

# Alario Center
## (Jefferson Parish, LA)

Urban Land Institute



COURT CONFIGURATION

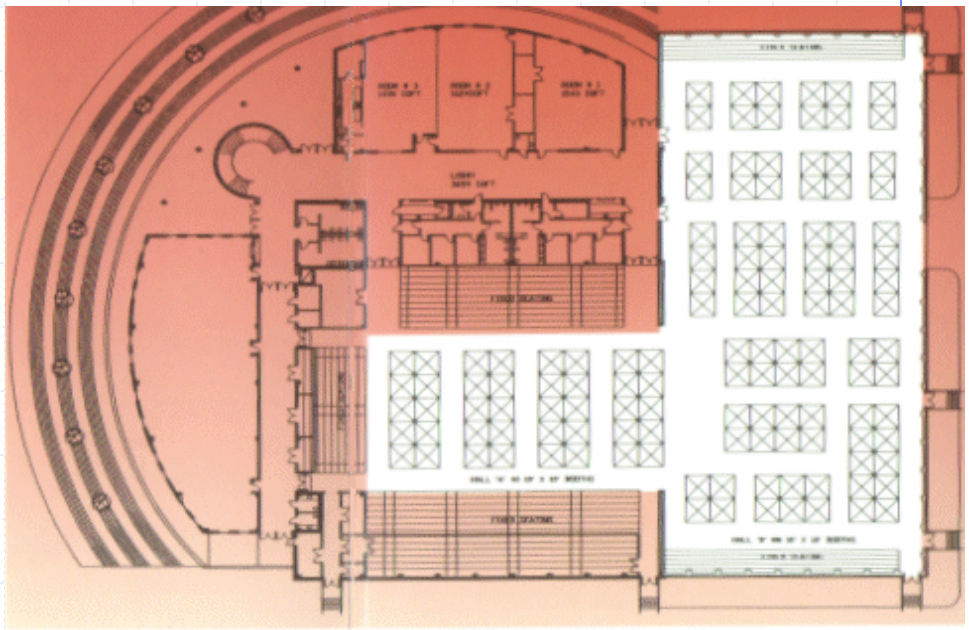


EXHIBIT CONFIGURATION

# South San Francisco Conference Center

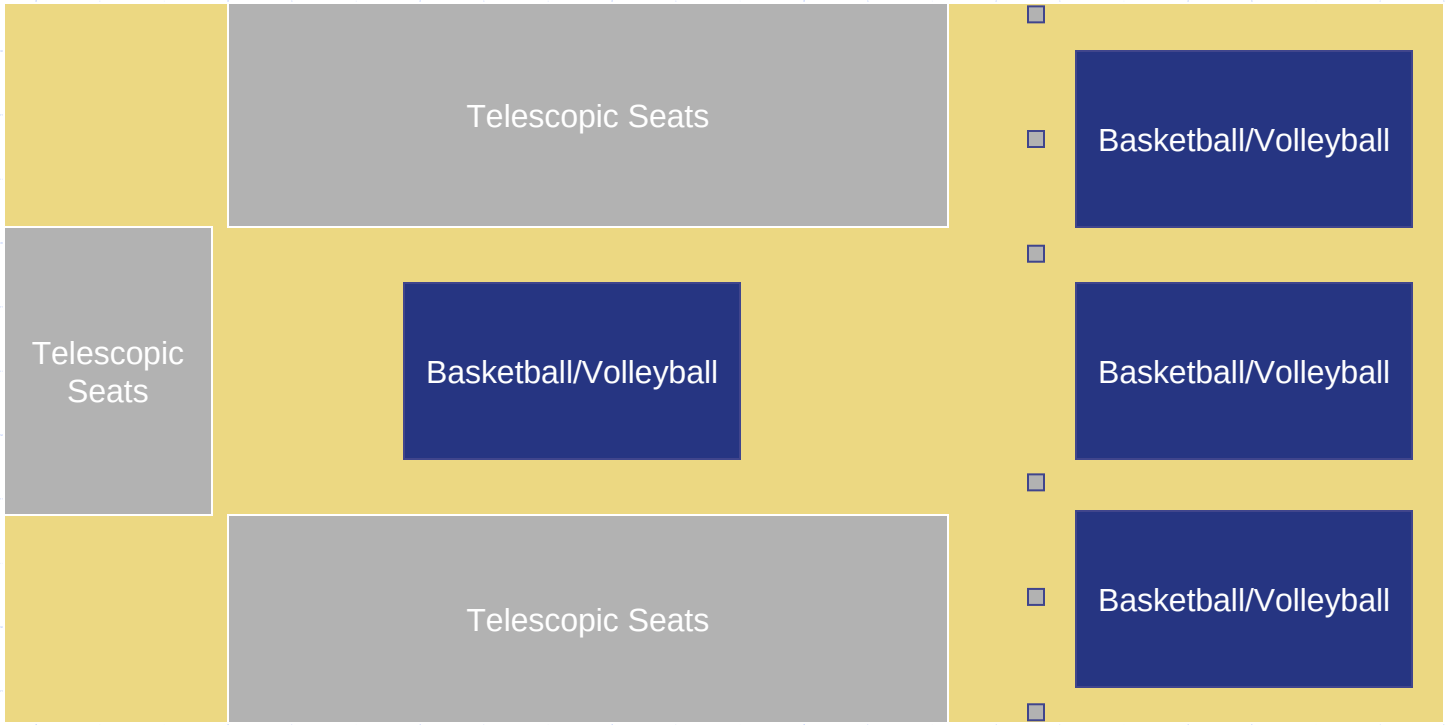
## (South San Francisco, CA)

*"Meeting-Focused"*

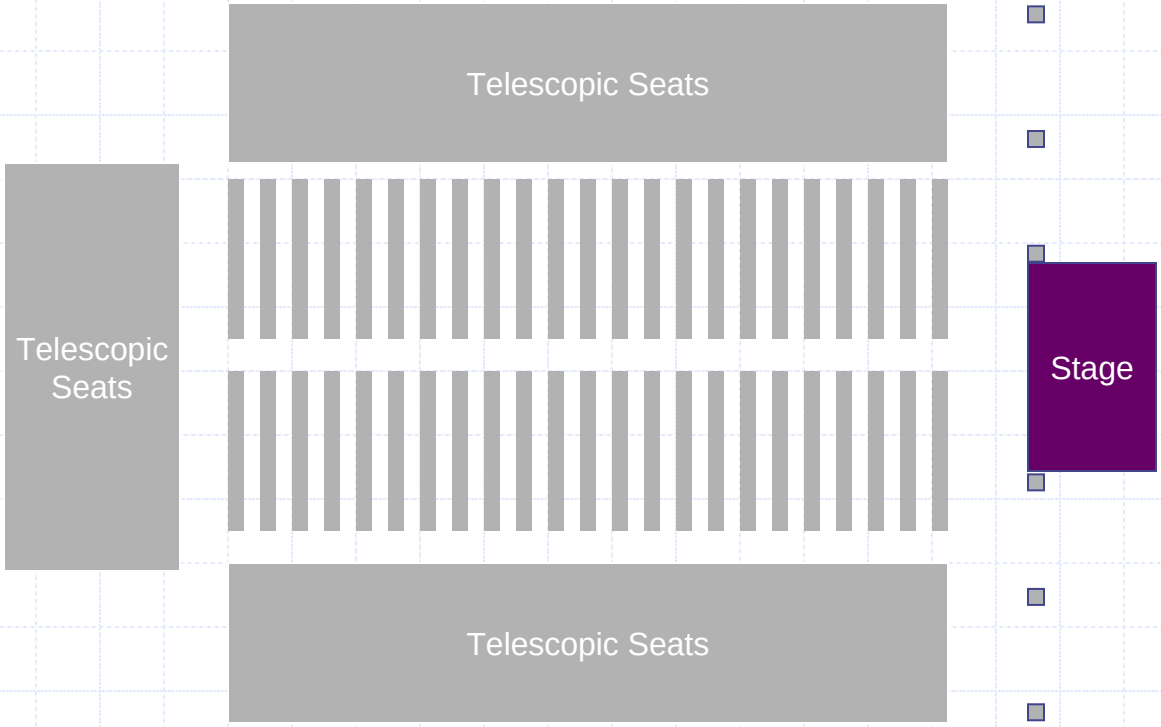
# Multi-Purpose Center – Sports Preliminary Conceptual Plan

Urban Land Institute

## 50,000 Square Foot Column-Free "Exhibit" Space



# Multi-Purpose Center – Grad/Concert Preliminary Conceptual Plan



# Addressing the Development Opportunities within Springfield

- The Northwest Quadrant
  - Support the addition of a new bridge, a realigned traffic pattern and the introduction of a local town square
- Springfield Mall and Environs
  - Support the town center with companion streetscape improvement on Loisdale and the encouragement of redevelopment initiatives on the west side of Loisdale
  - Consider locating and developing a community civic center in this area

# Work the large opportunities

- The GSA Site
  - Seek GSA involvement in establishing an ultimate disposition strategy for the site
- The EPG Site
  - Become an invaluable member of the community project group interacting with the base team on the planning of future requirements in the Ft. Belvoir complex

# In conclusion

- It is time to give the community a break; it has served regional transportation needs to its detriment for too long
- Build a dedicated Springfield leadership that is truly a resource to the development community as well as the local residents
- Recognize the need for the introduction of a different set of planning tools since the area is unlike much of Fairfax County
- Don’t let the dust gather on this ULI effort