

AN ADVISORY SERVICES PANEL REPORT

Springfield Virginia



Urban Land
Institute

Springfield Virginia

Strategies for Revitalization

May 21–26, 2006
An Advisory Services Panel Report

ULI—the Urban Land Institute
1025 Thomas Jefferson Street, N.W.
Suite 500 West
Washington, D.C. 20007-5201

About ULI—the Urban Land Institute

ULI—the Urban Land Institute is a non-profit research and education organization that promotes responsible leadership in the use of land in order to enhance the total environment.

The Institute maintains a membership representing a broad spectrum of interests and sponsors a wide variety of educational programs and forums to encourage an open exchange of ideas and sharing of experience. ULI initiates research that anticipates emerging land use trends and issues and proposes creative solutions based on that research; provides advisory services; and publishes a wide variety of materials to disseminate information on land use and development.

Established in 1936, the Institute today has more than 34,000 members and associates from 90 countries, representing the entire spectrum of the land use and development disciplines. Professionals rep-

resented include developers, builders, property owners, investors, architects, public officials, planners, real estate brokers, appraisers, attorneys, engineers, financiers, academics, students, and librarians. ULI relies heavily on the experience of its members. It is through member involvement and information resources that ULI has been able to set standards of excellence in development practice. The Institute has long been recognized as one of America's most respected and widely quoted sources of objective information on urban planning, growth, and development.

This Advisory Services panel report is intended to further the objectives of the Institute and to make authoritative information generally available to those seeking knowledge in the field of urban land use.

Richard M. Rosan
President

©2007 by ULI—the Urban Land Institute
1025 Thomas Jefferson Street, N.W.
Suite 500 West
Washington, D.C. 20007-5201

All rights reserved. Reproduction or use of the whole or any part of the contents without written permission of the copyright holder is prohibited.

Cover photo © Virginia Department of Transportation.

About ULI Advisory Services

The goal of ULI's Advisory Services Program is to bring the finest expertise in the real estate field to bear on complex land use planning and development projects, programs, and policies. Since 1947, this program has assembled well over 400 ULI-member teams to help sponsors find creative, practical solutions for issues such as downtown redevelopment, land management strategies, evaluation of development potential, growth management, community revitalization, brownfields redevelopment, military base reuse, provision of low-cost and affordable housing, and asset management strategies, among other matters. A wide variety of public, private, and nonprofit organizations have contracted for ULI's Advisory Services.

Each panel team is composed of highly qualified professionals who volunteer their time to ULI. They are chosen for their knowledge of the panel topic and screened to ensure their objectivity. ULI's interdisciplinary panel teams provide a holistic look at development problems. A respected ULI member who has previous panel experience chairs each panel.

The agenda for a five-day panel assignment is intensive. It includes an in-depth briefing day composed of a tour of the site and meetings with sponsor representatives; a day of hour-long interviews of typically 50 to 75 key community representatives; and two days of formulating recommendations. Many long nights of discussion precede the panel's conclusions. On the final day on site, the panel makes an oral presentation of its findings and conclusions to the sponsor. A written report is prepared and published.

Because the sponsoring entities are responsible for significant preparation before the panel's visit, including sending extensive briefing materials to each member and arranging for the panel to meet with key local community members and stakeholders in the project under consideration, partici-

pants in ULI's five-day panel assignments are able to make accurate assessments of a sponsor's issues and to provide recommendations in a compressed amount of time.

A major strength of the program is ULI's unique ability to draw on the knowledge and expertise of its members, including land developers and owners, public officials, academicians, representatives of financial institutions, and others. In fulfillment of the mission of the Urban Land Institute, this Advisory Services panel report is intended to provide objective advice that will promote the responsible use of land to enhance the environment.

ULI Program Staff

William P. Kistler
Executive Vice President, Exchange Group

Thomas W. Eitler
Director, Advisory Services

Nicholas Gabel
Senior Associate, Advisory Services

Carmen McCormick
Panel Coordinator, Advisory Services

Yvonne Stanton
Administrative Assistant

Nancy H. Stewart
Director, Book Program

Laura Glassman, Publications Professionals LLC
Manuscript Editor

Betsy VanBuskirk
Art Director

Martha Loomis
Desktop Publishing Specialist/Graphics

Craig Chapman
Director, Publishing Operations

Acknowledgments

On behalf of the Urban Land Institute, the panel would like to thank Fairfax County for inviting it to assist in the redevelopment efforts for Springfield. The panel would like to thank the Board of Supervisors, the Department of Planning and Zoning (DPZ), and the Fairfax County Department of Housing and Community Development (HCD). The panel sends its thanks particularly to Supervisor Dana Kauffman, whose interest and support for the greater Springfield area has been exemplary. The panel also extends its thanks to Supervisor Elaine McConnell and the other elected and selected officials from Fairfax County who participated in the panel process. The panel wishes to thank Jim Zook, Barbara Byron,

Marianne Gardner, Peter Braham, and St. Clair Williams of the DPZ; Kathy Ichter of the DOT; and Paula Sampson, Harry Swanson, Bob Fields, and Bridgett Hill of the HCD. Finally, the panel would like to thank the more than 80 community members—including government officials, residents, business leaders, neighborhood organizations, and property owners—who volunteered their time, thoughts, and experiences during the interview process. Their insights provided valuable information that was critical to the completion of the panel's recommendations.

Contents

ULI Panel and Project Staff	6
Foreword: The Panel’s Assignment	7
Market Potential	11
Planning and Design	15
Transportation	22
Implementation	30
Conclusion	40
About the Panel	41

ULI Panel and Project Staff

Panel Chair

David L. Leininger
Chief Financial Officer
City of Irving
Irving, Texas

Panel Members

Donald R. Bauer
Owner/Founder
Bauer Planning and
Environmental Service, Inc.
Irvine, California

Daniel Brents
Consultant
Houston, Texas

David N. Goss
Consultant
Hertford, North Carolina

Philip Hughes
President
Hughes Investments, Inc.
Greenville, South Carolina

Michael J. Maxwell
Managing Partner
Maxwell + Partners LLC
Miami Shores, Florida

David S. Plummer
President

David Plummer & Associates, Inc.
Coral Gables, Florida

John Shumway
Principal
The Concord Group
Newport Beach, California

Ross Tilghman
Director
Tilghman Group
Seattle, Washington

ULI Project Director

Thomas W. Eitler
Director, Advisory Services

ULI On-Site Coordinator

Carmen McCormick
Panel Coordinator

Foreword: The Panel's Assignment

The Fairfax County Department of Planning and Zoning in conjunction with the Department of Housing and Community Development asked ULI's Advisory Services Program to organize a panel of experts that could help identify redevelopment opportunities and identify and address issues of concern regarding transportation for the Springfield area. The panel's recommendations consist of a series of physical, organizational, and administrative actions to implement a vision for Springfield. The purpose of this ULI panel report is the rebirth of Springfield, Virginia, with an emphasis on creating a vibrant, economically viable place with a mix of uses and public plazas where people may enjoy living, shopping, working, and recreating.

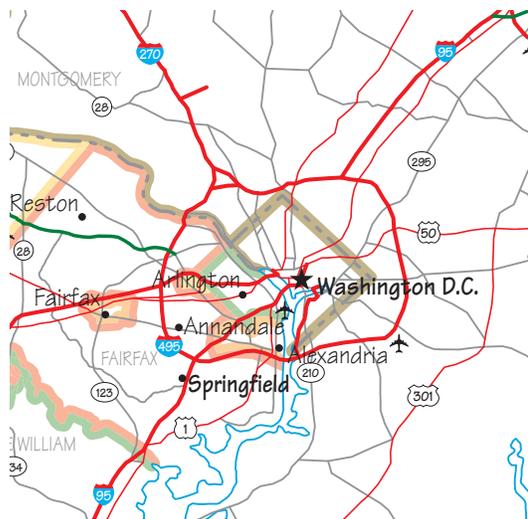
Summary of Key Recommendations

To help execute this rebirth, the panel has suggested a series of physical and procedural improvements that will allow the Springfield area to reach its full economic and civic potential. Key features of the panel's recommendation include:

- A civic strategy of increased awareness and action;
- A new development policy to attract high-quality developments;
- A new town plan for the center of Springfield;
- Better local road connections among all the quadrants of the study area, including a new bridge on Backlick Road over Old Keene Mill Road;
- A plan and strategy for nonroad public improvements; and
- A marketing approach that plays to the strengths of the community and the trends in the marketplace.



Location map.



Regional map.

Background

Springfield is located in northern Virginia at the juncture of Interstate 95 and the Capital Beltway approximately 20 miles south of Washington, D.C. This area evolved from the early 1950s through the mid- to late 1970s with the conversion of green fields into low-density, single-family residential areas and strip shopping and services. The area became a principal crossroads before the construction of I-95 and the Capital Beltway.

The Springfield interchange dominates the skyline in the study area.



As I-95 and the Capital Beltway evolved in the mid-1970s, Springfield's location at the confluence of these arteries brought development of the Springfield Mall, which elevated the area from strictly neighborhood and community services to a regional shopping center. With the growth of defense contracting from Fort Belvoir and the Pentagon, Springfield's residential, office, and hotel market responded to accommodate demand.

The continuing expansion of I-95 and the Capital Beltway eventually turned what had been a positive condition for growth into a series of transportation detriments for local businesses and property owners. The almost continual construction of ever more complex interchanges inhibited new investment and eroded Springfield's traditional retail and service bases. Governmental solutions seemed to focus on solving present and future regional traffic issues without considering how those solutions would affect the local neighborhood and community retail and service centers.

Springfield is dominated by the over half-billion-dollar Springfield interchange highway project. The interchange is popularly known as the Mixing

Bowl because it involves three interstates, has two exits less than a half mile apart, has two unconnected roads going over or under one of the interstates less than a half mile apart, and is further complicated by the presence of a separate, reversible high-occupancy-vehicle (HOV) lane passing through the center of two of the interstates. Major road projects have primarily concentrated on moving traffic through Springfield, mostly at the expense of local businesses.

A suburb with a somewhat transient population and little local culture, what Springfield is and how it fits into the larger suburban pattern of Fairfax County is difficult to explain to someone from outside the area. Military families are prevalent in the Springfield area because of its proximity to nearby Fort Belvoir and the Pentagon. Springfield is characterized by a strip malls and retail plazas, stand-alone restaurants, and car dealerships. Some of them are quite old and have been remodeled repeatedly over the decades because of their continuing economic viability. A positive note is Springfield's considerable popularity for its affordable multiethnic cuisine, including

Chinese, Mexican, Afghan, Vietnamese, Thai, and Indian eateries.

Springfield's emblematic destination point is the Springfield Mall, a large indoor shopping mall. It is typical of American shopping malls designed and built in the 1970s and remodeled periodically. The mall has a variety of stores, along with several anchors, such as Macy's and JC Penney, two sets of multiplex movie theaters, and a food court. Springfield Mall is particularly popular with teenagers and the local Hispanic community. In recent years, the mall has fallen behind other area malls in aesthetics and, to some degree, reputation.

The Assignment

The ULI panel met in Springfield for five days to address a series of questions and concerns posed by Fairfax County. Two recent proposals to redevelop the older parts of Springfield have emerged. The first is the high-rise mixed-use development called Midtown Springfield that fronts on I-95 generally on the location of the existing Springfield Tower and Holiday Inn. The second is the renovation and rebuilding of the Springfield Mall as a mixed-use lifestyle center. Although the panel encourages most elements of KSI's Midtown Springfield development and the redevelopment of the Springfield Mall by Vornado, other potential economic drivers—such as the General Services Administration (GSA) site and Base Realignment and Closure (BRAC) proposal associated with the

Fort Belvoir Engineer Proving Ground (EPG)—are less certain and required the panel to make various assumptions based on best available information. The panel's analysis makes clear that Springfield needs a serious planning effort and concentrated attention from the Board of Supervisors if it is to reach its full economic, community, and civic potential.

The panel sees the Springfield redevelopment area as two distinct zones: a regional center and a town center. The regional center is located east of I-95. Its large blocks of land are owned by a few primarily institutional owners and include the shopping mall, office buildings, auto dealers, and hotels, as well as big-box retail, multifamily housing, and entertainment uses. The area's draw is regional in nature with patrons desiring goods and services available from national chains, big boxes, and large entertainment venues.

The town center is the west side of I-95, located in and around the community shopping area of Springfield. This area draws patrons from the immediate neighborhood and surrounding community for local goods and services. The large and diverse ethnic aspect of its shops, food, and restaurants is perhaps its greatest untapped strength. Because the area is characterized by relatively small parcels owned by a large number of individuals, it will not emerge from its chrysalis all at once, but rather it will evolve over time through a series of projects. The panel sees this area emerg-



Existing retail in downtown Springfield includes many ethnic businesses.



Springfield Plaza provides commuter parking for hundreds of cars.

ing as a traditional town center that becomes the heart and soul of the Springfield community.

The panel believes that Springfield has the potential to reinvent itself as a distinct place within the Washington metropolitan area and as one of the area's most affordable and desirable close-in communities. Springfield is experiencing an influx of a higher-income, ethnically diverse population of east and west Asian and South American immigrants. As the population mix has changed, so too has the nature of neighborhood and community

retailing—mixing these vibrant ethnic restaurants, food, and specialty stores with traditional neighborhood retailing and personal services. The panel believes that the growing ethnic diversity presents a special opportunity to create a distinctive food-based marketplace, similar to that of Chamblee, Georgia, that would attract customers from the local area and ultimately become an exceptional regional draw.

Market Potential

The market potential for the Springfield area is strong. The panel took note of the basic market conditions in northern Virginia, compared the Springfield area to similar areas in the region, and has identified some of the trends that should be leveraged to realize the economic rebirth of the area.

Regional Context

With the completion of the massive reconstruction and expansion of the I-95/495 interchange project, Springfield is receiving new interest from residents seeking a shorter commute into Arlington and the District of Columbia, office users with government contracts, and commercial tenants wanting to serve the increasing number of military and Department of Defense clients based at Fort Belvoir. In the past decade, Springfield was not prepared to take advantage of these emerging business trends, so retail and office customers went elsewhere in the metropolitan area. At that time, Springfield lacked good road access, available office space, and proximity to clients. These circumstances *have changed* recently, and the panel believes that the Springfield area is poised to capture much of the south Fairfax market.

The study area consists of approximately 586 acres characterized primarily by industrial and retail land use. Approximately 18 percent of the total land area is vacant.

The study area has been described by Fairfax County generally as separate areas:

- Springfield Community Business Center (CBC);
- Franconia/Springfield Transit Station; and
- Engineer Proving Ground.

Community Business Center

The Springfield CBC is located in the northwest quadrant of the study area, east and west of I-95,

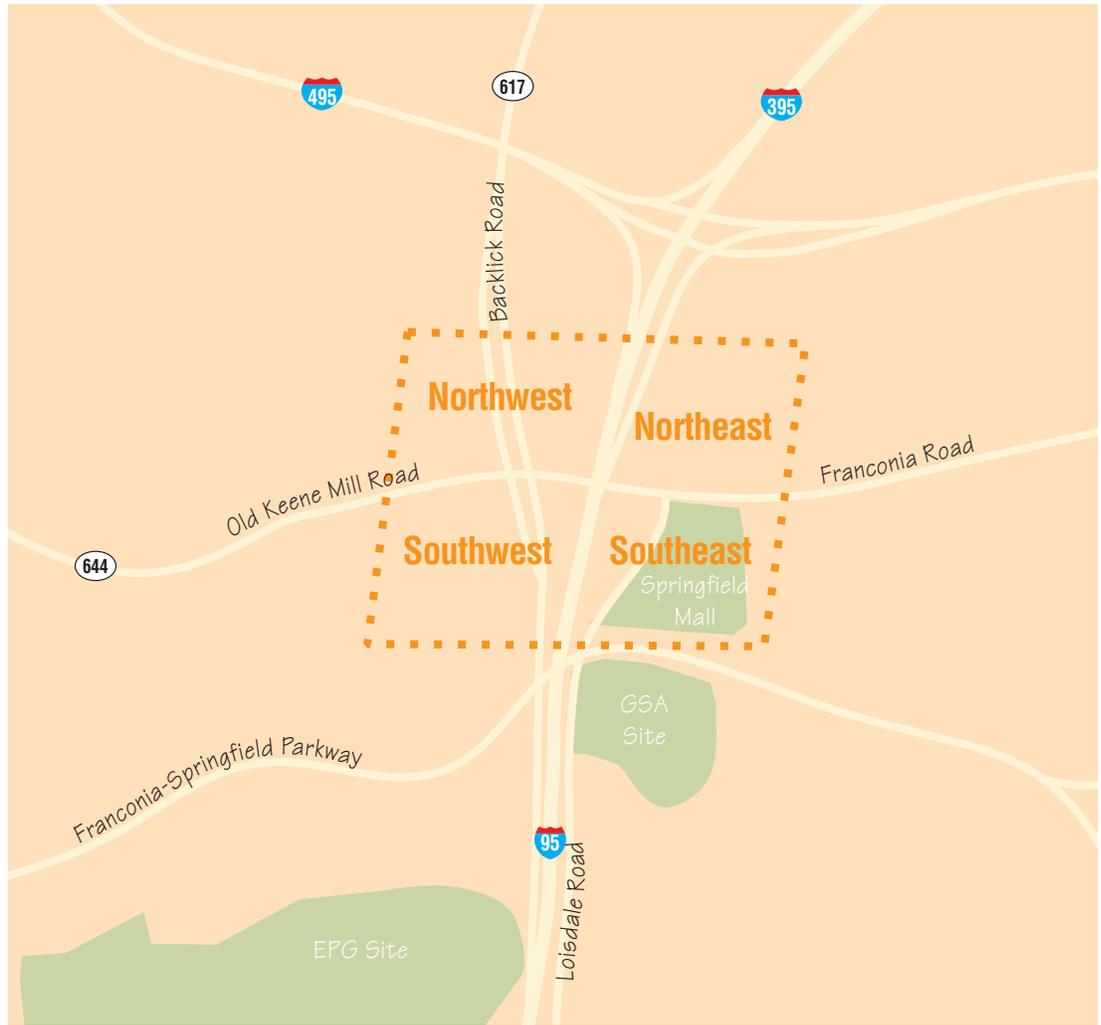
covering approximately 185 acres. This area is envisioned as serving both the town and regional centers within Springfield and comprises three subareas: North Old Keene Mill area, South Old Keene Mill area, and North Old Franconia area located east of the CBC.

North Old Keene Mill. This area has approximately 110 acres and is situated in the northwest section of the CBC, north of Old Keene Mill Road. Approximately 1.4 million square feet of commercial space currently exists in this area, which is best described as older surface-parked shopping centers, stand-alone banks, restaurants, garden apartments, and older office buildings. The Springdale/Richard Byrd Library is also located in this area. The development firm KSI is planning 1.24 million square feet of mixed-use development on nine acres, with 968,000 square feet of residential space, or about 800 apartment/condominium units; 87,000 square feet of retail; 40,000 square feet of office; a 160-room full-service hotel; and 6,000 square feet of civic uses. (For the purposes of this panel report, the ULI panel designated this area as the Northwest Quadrant.)

South Old Keene Mill. This area has approximately 60 acres and lies to the south of Old Keene Mill Road along both sides of Backlick Road and Amherst Avenue. The area has approximately 660,000 square feet of older retail and commercial space, much of which is automotive related. This area was the most heavily affected by widening and realignment of Old Keene Mill Road, which isolated access to the Springfield Plaza and Bland Avenue retail area. Fairfax County is considering a 1,000-car parking garage at Amherst and Old Keene Mill to replace leased surfaced lots. (The ULI panel designated this area as the Southwest Quadrant.)

North Old Franconia. This is the smallest area, with only 15 acres. This quadrant is located west of I-95 between Commercial and Franconia roads

Quadrant map.



and the northbound I-95 on-ramps. The area has approximately 440,000 square feet of commercial space characterized by hotels, a new banquet facility, and older single office and retail uses. (The ULI panel designated this area as the Northeast Quadrant.)

Franconia/Springfield Transit Station

The transit station is divided into the following two distinct areas.

North Transit Station Area. This site is in the geographic center of the Springfield Commercial Revitalization District at the intersection of Frontier Drive and Franconia Road. Primarily occupied by Springfield Mall, the area has numerous big-box tenants, including Home Depot, Barnes & Noble, Circuit City, and Bed Bath & Beyond. The mall is slated for a major renovation, repositioning, and the addition of a lifestyle center, offices, residential uses, and a hotel by its new owner, Vornado Realty Trust, a multibillion-dollar real estate investment trust. Principally lifestyle oriented, 500,000 square feet of new retail space will increase the

present mall size to 2 million square feet. Plans also call for 1 million square feet of office space in towers on the edges of the mall; 2.8 million square feet, or 2,400 units, of mid- to high-rise residential apartments and condominiums; and a new 300-room, full-service hotel. When complete, the total footage at the mall site will be approximately 4.58 million square feet. (The ULI panel designated this area as the Southeast Quadrant.)

South Transit Station Area. This site is owned and primarily occupied by the General Services Administration (GSA) with a small industrial park and mid-rise multifamily housing on the fringes. Fairfax County's Comprehensive Plan programs this area to accommodate a mix of land uses that, if built, would total approximately 1.3 million square feet allocated as follows: 1.1 million square feet for research/industrial uses, 160,000 square feet for hotel/conference center uses, 30,000 square feet for office uses, and 10,000 square feet for retail. Other options include an ideal site for a medical-related use. GSA has been reluctant to relocate

its facilities to another site, which makes the timeline for eventual redevelopment of this site unknown. (The ULI panel designated this area as the GSA site.)

Engineer Proving Ground

The EPG is separated from the preceding areas and is situated to the east of the Newington Road/I-95 interchange. This facility is approximately 800 acres and is planned to accommodate approximately 6.1 million square feet, of which 3.5 million square feet is planned for office use. All development on site, if it occurred, would be strictly for government use and most likely self-contained. The panel felt that the topography and access issues would significantly limit the ability to use portions of the site for new buildings. Completion of the Fairfax County Parkway by 2011 was also questioned by the panel, but again, little information was available from the army and its consultants at the time this panel was conducted.

What is important to understand is that the GSA site and the EPG account for approximately two-thirds of the gross potential development of the total study area. The rest of the potential development is to the north in the town and regional centers. Because the county does not control the nature or the timing of the development of the GSA and EPG sites, the panel recommends that the county seek a federal partnership to ensure that the infrastructure to accommodate the eventual development of these sites is in place.

Competitive Conditions

The study area's competitive market area—the area in which similar areas compete against other market areas—is defined as the Southeast Fairfax County market.

Demand in Springfield already exists. It is strong and growing stronger. No question exists that Springfield can support higher-quality and more specialized uses. According to the Fairfax County Tax Increment Financing (TIF) Study, Springfield is one of the most affordable areas within one of the wealthiest counties in the nation. Population of the study area is not currently a reliable predictor, because virtually everyone who uses the study area's retail and other services resides out-

Figure 1
Comparable Mall Property Values

	Assessed Value/Square Foot Office	Assessed Value/Square Foot Retail
Springfield	\$128	\$173
Tyson's Corner	\$185	\$289

Source: Fairfax County Department of Tax Administration, ULI Panel Briefing Book.

side its boundaries. Only 1,800 persons, or 680 households, live within the study area, with an average household income of \$76,000. Ethnically, these households are approximately 50 percent white, 14 percent African American, 22 percent Asian, and 14 percent Hispanic.

The demographics of the immediate area indicate that demand is strong and income is growing. With the anticipated growth in population resulting from BRAC, incomes will continue to improve. This growth will place pressure on the older housing stock, likely increase pricing over time, and will be a driver for increasing multifamily housing units in the centers and fringes of the new town centers.

Information provided to the panel on Fairfax County property assessments indicates that Springfield Mall declined by 5.5 percent in assessed value between 2000 and 2005. The same information also indicated that assessments for neighborhood and community retail and service uses within the study area declined, but by 10.8 percent, nearly double the decline of the mall over the same period. The study indicates that Springfield Mall is the county's second-largest regional mall in terms of revenues, although assessed property values were below market for comparable regional malls (Figure 1).

The study also noted that the average value per square foot of in-line retail space at Springfield Mall does not command rental rates comparable to other Fairfax regional malls. The per foot value of Springfield Mall is \$77.47, or 33 percent less than the average of three comparable malls in Fairfax County (Figure 2).

Figure 2
Comparable Retail Rental Rates

Mall	Rent per Square Foot
Springfield Mall	\$157.48
Tyson's Corner Center	\$215.69
Fair Oaks Mall	\$200.17
Tyson's Corner	\$289.00
Average without Springfield	\$234.95

Source: Fairfax County Department of Tax Administration, ULI Panel Briefing Book.

Barriers to entry for new regional malls and shopping centers are extremely high in the metropolitan area and have created a significant opportunity for redevelopment of the Springfield Mall by a well-capitalized owner with vision and experience. By leveraging off the adjacent power centers, offices, hotels, and residential areas and adding additional density, activities, and market segments, the mall's new owners can catalyze the creation of a highly definable and visible regional center. Springfield Mall is not only well located at the intersection of 500,000 daily passing vehicles, but also it can become the shopping locus for the surrounding residents.

Competitive large-scale shopping, office parks, and mixed-use centers are considered the primary competition to Springfield as a whole. Springfield enjoys the advantage of its location at the confluence of major arterials, Metro, and regional train and bus lines. Once considered "far out," its location is now "close in." Although Springfield has significant competition from Tyson's Corner, the Dulles area, and even communities farther away, it has benefited from the growth of new centers to the south and east. Significant new competition is planned in the metropolitan area (Figure 3).

The panel considers that the best way to capture the growing affluent market and change the perception of Springfield is to take what had been seen as problems and turn them into opportunities. The half-million cars that daily pass the study area are potential patrons. The large and diverse ethnic population presents an opportunity to create a shopping district that celebrates and concentrates these commercial assets into a "marketplace" that is locally and regionally identifiable; however, the devil is in the details of implementation.

Figure 3
New Mixed-Use Centers in the Washington, D.C., Area

Name	Acres	Main Street	Mixed Use	Residential (Units)	Retail (Square Feet)	Office (Square Feet)	Hotel Rooms
Madison Crescent	43	yes	yes	200	124,000	250,000	120
Potomac Center	95	yes	yes	433	650,000	200,000	
Lansdowne Town Center	24	yes	yes	207	188,000	700,000	
Falls Church	22	yes	yes	400	99,000	200,000	
Midtown Springfield	9	yes	yes	800	87,000	40,000	160

Source: City Center Update, City of Falls Church, Virginia, September 2005, and Costar Comps Professional, Spring 2006.

Planning and Design

Currently, *Springfield* exists as a place-name but not as a place. It is unincorporated and has no recognizable boundaries, no compelling history, and little authenticity.

Creating a Sense of Place

Perhaps the most important element to create an image that defines Springfield in the minds of patrons and the region at large will be a strong identity that brands Springfield as a special place in the region. Most northern Virginia communities generally have a similar appearance, feature the same design elements, and use the same materials. Distinct architectural images are necessary to differentiate the regional center from the town center. Springfield should, as one of its organizing principles, create its identity with strong visual iconography, which the panel calls “by design and with design.” The panel encourages the use of new architectural icons and styles, especially for development in the regional center east of I-95. Use of more “historical” themes, traditional spatial characteristics, and materials should be reserved to create the form for the town center. Scale, density, and form should be the harmonizing elements with the surrounding residential areas.

Access plays a key role in both the regional and the town centers. The regional center will be accessed primarily from regional highways and transit, whereas the town center will be primarily accessed from surrounding neighborhoods by automobiles, bikes, and pedestrians. Pedestrians have only one opportunity to cross I-95—on Commerce at the center of Springfield. Pedestrian access, while a goal, should be looked upon as practical only *within* each center rather than between them. After arrival at either center, a strong pedestrian orientation is essential to reinforce the look and feel of being in special people places. Although most patrons to both centers will likely arrive by car, they will park in garages, on the

street, or in lots, and then walk. In either center they should be able to stroll down decorated streets and sidewalks laced with benches, distinctive banners, kiosks, artworks of all kinds, gathering places with fountains and water features (the “springs” of Springfield), and trees—the fine details, spatial quality, and amenities that make places and create distinct identities. The town center should have a town square as its central gathering place for civic celebrations, festivals, and programmed events that enliven it and reinforce the sense of Springfield as a distinctive environment.

To be successful as retail locations, each center must supply goods and services that are distinct from those the other offers. The regional center should be limited to primarily regional-destination goods, services, and entertainment typically available only from national retailers and service providers. In contrast, the town center should focus its offerings on neighborhood and community goods and services typically available only from independent and small mom-and-pop retailers, ethnic food establishments, and personal service providers.

The panel sees a particular opportunity for Springfield to celebrate its diversity by concentrating its many ethnic restaurants, food stores, and imported specialty goods in the town center. Restaurants and food markets should feature the multiethnic cuisines, styles, groceries, and specialty crafts and goods of the local populace. Sidewalk cafés and coffee and tea shops as well as quiet bars, galleries showcasing multiethnic arts and crafts, clothing boutiques, and specialty uses—as well as hardware stores, plant stores and nurseries, cleaners, and banks that support the neighborhood and community—should line the streets. Such a concentration of uses would be similar to a “Chinatown.”

One of the best examples the panel found to illustrate this idea was the transformation of



Panelists Don Bauer and Ross Tilghman on the tour.

Chamblee, Georgia. That community was typified by several strip centers that failed after a large shift in the ethnic makeup of the area. Turning a problem into an opportunity, strip centers evolved into a dense concentration of Asian restaurants, food markets, greengrocers, specialty goods, and crafts. Additional information, including strategies, demographic trends, and marketing, can be obtained from the ULI InfoPacket Series titled *Ethnic Retail* (No. 3002, July 2005).

Both centers must contain a common theme of water to reinforce Springfield's image of "springs," for which the original community was named. This imagery should also be used in all communications. Fountains and water features should be integral to pedestrian environments and visible to cars on local streets, the interstate, and public transit. In addition to incorporating water as art, Springfield should be known as the only area that integrates large-scale public art in high-density development throughout both publicly and privately developed spaces. Art in all its forms engages residents and visitors and is an icon of Springfield that lays the foundation of the community as a place that cherishes a high-quality lifestyle of beauty and ideas.

A four-star conference center or perhaps a civic center needs to be woven into the community fabric. Such a use will stimulate and support redevelopment of the business environment to higher-quality offices and hotels that will enable

Springfield to become known as a regional place of excellence in which to do business and to host cultural gatherings, exhibits, and activities. The conference center should not compete with existing businesses but cater to corporate, civic, and cultural functions that are communitywide and regional in nature. More information about this approach is included in the Implementation section of this report.

Both the town and regional centers should contain a variety of for-sale and rental residential products, from upscale condominiums for empty nesters to lofts for young professionals, to multifloor apartments and townhomes that appeal to all segments of the local and regional market. Ground-level commercial space with living space above will appeal to those seeking active urban lifestyles. Because the population is aging, accommodation of seniors in immediate proximity to the centers should be planned. The centers should engage and embrace people of all cultures, heritages, and ages to be vital and to enjoy as gathering places.

If well planned, designed, and executed with detail and high quality, the dynamic mix of uses and activities can create a heart and soul within an area that historically had no "there, there." All of this change will take time and require the determined cooperation of government and business. Both leadership and certitude that government will get it done in a quick, cooperative manner that transcends political administrations are essential. With both the public and private sectors investing millions of dollars in building and infrastructure, both sectors should look at the revitalization as a marriage to which each brings one-half of the relationship. Both sectors need to be committed to investing in the relationship so that it works well and lasts a long time. The panel hopes Fairfax County will take a proactive lead with generous investment in time, land assembly, and infrastructure and a new form-based approach to zoning that achieves excellence with all development partners *by design and with design*.

Overview and Context

Although community involvement exists with some revitalization efforts, the panel's opinion is

that a civic vacuum remains, with little leadership, organization, and participation from either residents or merchants. From a spatial perspective, the development is fragmented, with disparate uses and property ownership as well as incomplete and incoherent circulation patterns. Development has no shared architectural vocabulary or meaningful skyline and is characterized by a prevalence of hard surfaces and a complete lack of visible natural areas and other community amenities, such as water features. Thus, attempts to beautify and revitalize the “downtown” with such things as pavers, lighting, and signage, although well intentioned, still result in an area that continues to be featureless.

To redress these problems, the panel recommends changes that can unify the area and create a distinct and attractive community. These changes include recommendations on governmental structure, leadership and responsibility, infrastructure, branding and identity, and plan revisions.

Development Objectives

The panel thinks the county has correctly identified the challenges facing this area. The objectives that follow are steps needed to address those challenges.

- Unify the area.
- Create a distinct and attractive community.
- Develop coherent community circulation.

Development Principles and Guidelines

The planning proposals (see Plan Essentials) address how to develop continuity in circulation and land use throughout the study area. Remaining objectives are to unify the area and create an attractive community environment.

Elements that can be used to create a distinct identity and unify the disparate properties to create a “sense of place” include (a) branding, (b) landscaping, (c) wayfinding, (d) visual relationships, (e) guidelines and controls, (f) public spaces and amenities, (g) pedestrian and nonvehicular circulation, and (h) infrastructure.

Branding

Commercial product branding has evolved over the last 200 years to a fine art. Everyone knows the Coca-Cola or Nike brand. Community branding is analogous to product branding as a process of creating the perception in the minds of the public that a product, or in this case the community, is the best to serve a specific need and desires of an individual or group. The goal is to evoke instant recognition of the benefits of the community in the public eye.

The branding process must differentiate Springfield from every other retail concentration in the area. Principles of branding include establishing and identifying the qualities of the community using an “umbrella” concept. The umbrella concept establishes the overall feel and recognition within a master identity system, but it often includes districts that are distinct and individual while continuing to reinforce the overall identity.

Each shopping neighborhood should be distinct and allow shoppers to determine where they are but bind them back to the overall theme. Signage, public art, advertising, wayfinding, and public open space should all relate to the umbrella theme.

Branding is a specialized and complicated process. It cannot be done on a shoestring budget by the lowest bidder in a field of local advertising companies. It requires intense research, artistic aptitude, and sustainable funding. It also needs buy-in from the community that is going to use it in the long term. The panel suggests that the county research successful branding exercises and then initiate and implement the branding development process.

Landscaping Design

As noted earlier, the panel saw a complete lack of landscaping and water features within the study area. Also, the paucity of public and private open space, public art, attractive hardscape, and appealing entry features affected the panel’s space perceptions and sense of proportion and scale. The absence of these elements results in a lack of congruency and a feeling of emptiness and leaves Springfield undefined, so that a visitor cannot easily tell if he or she is actually entering or leaving Springfield. To address this deficiency, the panel

Form-Based Codes

Form-based codes address the relationship between building facades and the public realm, the form and mass of buildings in relation to each other, and the scale and types of streets and blocks. The regulations and standards in form-based codes, presented in both diagrams and words, are keyed to a *regulating plan* that designates the appropriate form and scale (and, therefore, character) of development rather than distinctions only in land use types. This focus is in contrast to conventional zoning, which addresses the segregation of land use types, permissible property uses, and the control of development intensity through simple numerical parameters (e.g., FAR, dwellings per acre, height limits, setbacks, parking ratios). Not to be confused with design guidelines or general statements of policy, form-based codes are regulatory, not advisory.

Source: Definition of a Form-Based Code, June 27, 2006, Form-Based Codes Institute, www.formbasedcodes.org/definition.html.

recommends significant physical changes within the study area.

Water Features. In addition to encouraging individual private developers to incorporate fountains, ponds, and lakes within their developments, the county should undertake the analysis, planning, and construction of a water features program for public properties for all of Springfield. These features should include simple fountains and urban streams or basins but could also include an iconic feature that would draw visitors and help establish the branding identity previously mentioned. By way of example, the panel suggests a water feature similar to the Crown Fountain in Chicago or the Bellagio fountain in Las Vegas.

Public Art. Public art should be combined with the water feature program as another method of building identity into Springfield. In numerous cases, municipalities have acquired public art through competition processes. All public open spaces and most private open space should include public art. Public art could include elements of off-site advertising, but, at a minimum, should be included in all entryways and other common public spaces, such as bus stops, crosswalks, and informal gathering areas. The county should enforce standards for lighting, colors, and generalized content, but an arts forum or arts advisory council specific to Springfield should determine and establish standards.

Wayfinding

Wayfinding is a process during which people must solve a variety of problems in architectural and urban spaces that involve both decision making (formulating an action plan) and decision executing (implementing the plan). Wayfinding has spe-

cial meaning for Springfield because the panel believes visitors have great difficulty finding their way around the study area.

People who find themselves in unfamiliar environments need to know where they actually are in the complex, the layout of the complex, and the location of their destination so they can formulate their action plans. En route to their chosen destinations, people are helped or hindered by the building's architecture and signage. The physical environment, including the effect of how users perceive the wayfinding system, is extremely influential in determining whether someone identifies the location positively and therefore returns or suggests that others visit the location.

Wayfinding is not signage, although signage is an important part of wayfinding. Wayfinding strategies should include identity signage, directional signage, vehicular and regulatory signage, banner systems, boundary markers, pattern character, and maps. Wayfinding also includes a process of visual relationships, use of landmarks, and knowledge of site organization. The county has an excellent opportunity to create a consolidated and consistent wayfinding system on both sides of I-95 by encouraging land use applicants and property owners to collaborate on a common theme. Future revitalization efforts, including the public square at Springfield Plaza and the redevelopment of the GSA site, can incorporate the same system of wayfinding.

Guidelines and Controls

A fine balance always exists between encouraging and requiring good design. The urban design guidelines for Springfield should include a healthy mix of building types, architecture, and signage and streetscape elements. The county should immediately undertake a design guideline exercise for Springfield. One way of implementing the branding, landscaping, and wayfinding mentioned in previous sections can be through a form-based code. Form-based codes are a method of regulating development to achieve a specific urban form. Form-based codes create a predictable public realm by controlling primarily physical form, with a lesser focus on land use, through city or county regulations (see box).

Although the county has no zoning control over U.S. government properties, the federal government (GSA and army) should be encouraged to cooperate with the county on design, particularly at locations with high visibility, such as the GSA site and EPG.

Public Spaces and Amenities Program

A significant piece of the urban and community fabric that is missing from Springfield is public open space. The panel recommends a number of basic steps to improve public open space in Springfield. These not only should be quantitative but also should include all the qualitative aspects that make open space the key factor in improving the social intercourse in a community.

First, a town square should be created in the Northwest Quadrant. This square should be substantial (approximately one to two acres in size) and should be designed as a primary gathering point as well as terminus or bookend of the new street connecting Springfield Plaza with the KSI development. The space must be able to accommodate events, festivals, and celebrations. The square should be designed to accommodate sustained activities and should include such amenities as a robust electrical connection system for performances and water service for farmers markets, restroom facilities, and a substantial water feature. A centerpiece for the square should include a substantial structure, such as a band shell or bandstand-style gazebo. The square needs to be a “people place.” The adjacent development should include a relocated and improved library. Uses that front on the square should be oriented in a manner that reflects the square as a centerpiece for the quadrant. Finally, new development in the area should be consistent with the intent of the public square as the new center of Springfield.

Additional public spaces should be located in each of the quadrants, including a substantial connection across Loisdale Road from Springfield Mall.

Pedestrian and Nonvehicular Circulation

Key features of a successful pedestrian system are continuity, sufficient sidewalk width, through streets, safety, and lighting. Where appropriate, separation should be provided between heavy traffic corridors and pedestrian thoroughfares.

Circulation should be used to activate open space, not just as a connection to essential uses. Bike-ways and bike lanes should be part of any new development, and the new bridge proposed for Backlick Road should provide convenient connectivity between the Northwest and Southwest quadrants. Specific areas should be designated for bike storage (including lockers) at transit locations, the mall, the town square, and all new private development within the confines of the study area.

Plan Essentials

Overall strategies for urban design should

- Calm and reroute traffic to create pedestrian-friendly local streets;
- Incorporate public amenities and open spaces;
- Seize opportunities to improve and clarify vehicular and pedestrian circulation;
- Create developable land parcels;
- Improve street and pedestrian connections;
- Use tall buildings to create a community skyline identity;
- Develop landscaping to soften and humanize the area; and
- Create active streets with community character.

Although each of the five districts in the study area will carry its own design criteria, two areas are covered by this panel report.

Northwest Quadrant

The Northwest Quadrant should unite around two emblematic areas: the KSI Midtown development and the proposed town square in Springfield Plaza. The two areas should be connected by a new main street (currently Bland Avenue), and a new bridge for Backlick Road over Keene Mill Road should be paired with the existing bridge over Amherst Avenue to form a couplet moving one-way traffic through the core area of the quadrant.

The Midtown development should be dense and urban and should transition along a new main

Suggested design for the Northwest Quadrant.



street to the more villagelike town square. The dividing line between urban and village should be the Amherst/Backlick couplet road. The scale and style of the town square should re-create a village or old town with abundant green space, water features, and a connection through the old shopping center area to the Cumberland Avenue area and single-family residential area beyond. Uses around the town square should include 14- to 16-foot-tall ground-floor retail, second-floor office or residential, and at least one civic use—such as the relocated public library, a band shell/gazebo, or a community center. The main street connection to midtown should include abundant green space, wide sidewalks, and retail uses. KSI's Midtown Springfield proposal should include significant street-level activity. The panel believes the main challenge to creating this new space is the walk-

ability factor across Amherst Avenue and Backlick Road along Bland Avenue. Finally, Bland Avenue should be renamed with a more exhilarating and stimulating moniker.

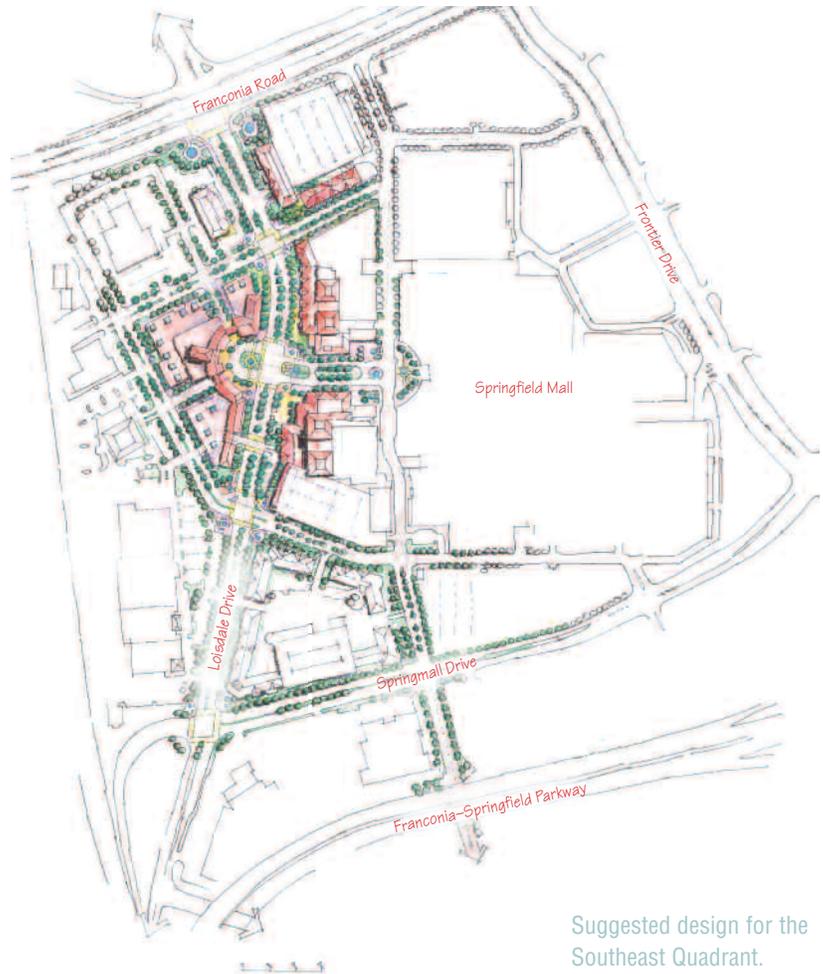
Southeast Quadrant

Vornado is proposing to reinvent Springfield Mall. Although the panel was impressed with most of the development changes proposed by Vornado, more could be done to connect the site with the nearby commercial properties on Loisdale Road and more could be done on site to make the mall work better. While the Vornado proposal will act as a catalyst to other properties in the area redevelop, the county—through its previously mentioned branding, landscaping, and wayfinding initiative—should strengthen the boundary markers and entranceways with green space and civic art.

Additionally, a new civic center, or alternatively a conference center, should be considered for the office area across from the mall on Loisdale Road. A common complaint of suburban communities is that residents, schools, and employers often have to host their events (graduations, tournaments, annual banquets, corporate meetings) outside the community because of lack of appropriate facilities within the community. Most hotels are reluctant to construct meeting facilities that exceed 10,000 to 20,000 square feet of such space. Private entrepreneurs are similarly reluctant to offer such facilities.

A properly designed and operated community civic complex, containing 50,000 to 100,000 square feet of space capable of accommodating events attended by 6,000 to 8,000 individuals, can be a tremendous asset for a community. If the architecture is distinguished and if the facility is properly located so it is integrated with other public and commercial facilities, the community complex can be a source of continuing pride and use to a community. Although it would serve community interests, especially on the weekends, it would also be capable of accommodating a wide variety of business groups and association meetings. An interesting architectural design, with well-conceived facilities and access to interesting experiences (town centers, lifestyle retail, and visitor attractions) can be a compelling and sufficient reason for meeting planners to consider holding one- to three-day meetings in Springfield. These meetings offer additional opportunities to showcase Springfield in a new and different manner. This community complex should be considered in addition and complementary to the existing banquet facility in the Northeast Quadrant.

The panel believes that such a complex is appropriate for Springfield. Although costly to construct and operate, the concept should be discussed and debated. Such facilities are reemerging as a market niche. Some are being paired with adjacent hotels, and cross-management operating agreements are negotiated for operations of the complex.



Suggested design for the Southeast Quadrant.



Office buildings along Loisdale Road provide both redevelopment and rehabilitation opportunities.

Transportation

Transportation is normally a component of the planning and design recommendations in most ULI Advisory Services panel reports. Springfield, however, presents so many significant transportation challenges that the panel felt strongly that transportation should stand alone as a major topic.

Context

Springfield has contributed greatly to improving regional transportation by accommodating major highway and transit facilities. As a result, its residents and businesses benefit from a high level of access to other parts of Fairfax County, northern Virginia, and the District of Columbia. However, the scale of transportation infrastructure overwhelms portions of the local community. As the early highway crossroads expanded, they consumed land used by small-scale commercial developments, severed existing connections between neighborhoods, blocked potential connections, and grew to become the dominant image of Springfield. Springfield also suffered traffic congestion as it funneled traffic to I-95 on local streets such as Backlick Road as alternate routes to reach the I-495 Beltway.

Large interchanges, complex ramp systems, high volumes of traffic, and fragmented streets create substantial barriers to movement within the community, especially for pedestrians and bicycles. Although Springfield enjoys a high level of transit service from Metro and Virginia Railway Express (VRE) and their supporting bus routes, the transportation barriers complicate access to the Metro-rail station.

Ongoing transportation projects are helping to improve highway operations. These in turn will benefit local streets. The Springfield interchange project, nearing completion, has already improved traffic flow on I-95 and has reduced backups on

local streets, such as Loisdale, Franconia, and Old Keene Mill roads. Another forthcoming project will connect Franconia/Springfield Parkway to I-95 to and from the north. This connection will allow some traffic now using Franconia/Old Keene Mill and Backlick roads to shift farther south, using I-95 and reducing through traffic in the core commercial area.

The panel's transportation specialists agree that they would customarily plan a transportation system to support proposed land uses. Roads, paths, and transit can be quite flexible in adapting to specific land use requirements. In some cases, however—and Springfield is one of them—a basic transportation network needs to be defined in advance to foster better-quality redevelopment. A large percentage of development in Fairfax County has been fairly low density, involving new construction on greenfield sites. However, redevelopment in Springfield will undoubtedly be denser and more urban because of its location as a transportation hub, market demands, and existing physical and land use constraints. Thus, even without knowing the specific land uses, the county needs to create a more efficient and effective transportation network.

Springfield has shouldered more than its fair burden for the sake of regional transportation. Although not without benefit, the regional improvements have come at a high cost to building and rebuilding the local community. The panel's transportation recommendations address ways of capturing the benefits while also overcoming the imposed burdens.

The panel made a number of observations concerning the existing transportation network in the study area. Within the study area—with few exceptions—area streets function as highways, major arterials, or driveways. Little difference exists in terms of speed, design (width, landscaping, and lighting), or volume to distinguish one street



The Franconia/Springfield Metro station is a multi-modal transit center with passenger rail, Metro, bus, and vanpool service.

from another. Grade-separated and high-volume roadways create major barriers in the middle of the community: I-95 sharply divides the east and west portions; Franconia Road's "great wall" separates the north from the middle; and the Franconia/Springfield Parkway seals off the middle from the south (and the Metro station). Pedestrian walkways are remote, sparse, and intimidating. Many barriers are simply unwalkable. Bicycle paths and routes do not exist in many key areas. Drivers face many decisions about lane choice in order to navigate from east to west and from north to south. Discontinuous streets force multiple turns (the Amherst/Backlick transition from one-way to two-way flow is an example).

On those streets that are continuous, name changes diminish their continuity (Franconia/Old Keene Mill, or Loisdale/Commerce). This system complicates signage and creates confusion. With the exception of the Amherst Bridge, streets, walls, overpasses, and stations are harsh, barren, and unattractive. Given their dominant presence,



Auto dealerships line the Amherst Avenue corridor.

they create a poor image. They can and should be better.

The panel was fascinated with the commuter "slug" process, a quasi-formal carpool system operating throughout most of the Washington, D.C., area. The slug system allows drivers to take advantage of the HOV lanes by picking up "slugs," or passengers, in an ad hoc fashion. This process has been operating successfully in Springfield for

Commuters crossing a dangerous section of Old Keene Mill Road on their way to the “slug” line.



more than 30 years. Although the slug concept is well accepted and effective in encouraging HOV use within Springfield, the lack of control of pedestrian movements across arterial streets between official park-ride facilities and unofficial slug pickup sites creates a major safety issue.

The current plan to build a commuter parking facility on the south side of Old Keene Mill Road is a very sound idea that the panel encourages. The “level of service” rankings of the major arterial streets within the study area, especially in peak periods, are generally poor—typically E or F. Because major changes in this street network are generally physically impossible or difficult to achieve and the study area will become more urban in the future, the county will have to continuously manage this situation to support desired new development initiatives. The Metrorail station is the study area’s most important transportation facility/opportunity and its use must be continuously promoted and encouraged.

The growth of the interstate highway network in the study area has had serious negative development-related effects over the past decade. However, with the completion of the Springfield interchange project, Fairfax County must take maximum advantage of the improved operation of the interstate system to attract new residents and to market aggressively the new Springfield brand/image to interstate users.

The panel evaluated several bridge-crossing options for I-95 to accommodate improved east-west circulation. The panel concluded that while such crossings were not a high priority in the short

term, as the study area develops, the county will need to revisit this possibility, especially south of the Franconia-Springfield Parkway near EPG. Because of the heavy use of the Metrorail system in peak periods, the Washington Metropolitan Area Transit Authority (WMATA) should seriously consider adding more Springfield-related commuter bus service to maximize the areawide advantages associated with the existing HOV network serving the community. The quality of VRE commuter-rail service to and from the study area could be vastly improved if a dedicated rail right-of-way could be acquired from CSX and property was available for a new station site.

Transportation Principles

Given its observations, the panel recommends these principles to guide development of the transportation system:

- Create a hierarchy of streets to serve both local and regional trips, using all modes of travel.
- Increase continuity and connectivity of local streets.
- Maximize opportunities for HOV and non-auto use.
- Provide signage to improve wayfinding and local identity.
- Focus on appropriate services for identified transit markets.
- Improve appearance of transportation facilities (roads and transit)—they can and should be attractive features.

Furthermore, Metrorail and VRE service are important for residents heading out of, and for employees heading into, Springfield. Such service is also important for hotel guests with business in Washington, D.C., according to local hotel operators. Metro’s regional experience shows that in suburban areas such as Springfield, residential land use tends to make the greatest use of transit—more so than offices.

Achieving high levels of rail use among residents requires that housing be located within one-half

mile of the station, and preferably within one-quarter mile. Similarly, offices must be located within a short walk (or shuttle ride) of the station to achieve 10 percent or more transit use. Pedestrian walks linking nearby development with transit stations should be ample, convenient, and safe. Locations farther away can be expected to attain lower transit use, assuming reasonable bus connections.

In addition to proximity to transit, paid parking at the worksite is frequently a major determinant of transit use. Where parking costs more than transit fares, transit use tends to be high, and where parking costs less than fares or is free, transit use is low.

Travel Demand from New Development

The Springfield Mall and Midtown projects proposed for Springfield could create 1 million square feet of new office space, more than 500,000 square feet of new retail, 160 new hotel rooms, and 3,200 new housing units. Market opportunities appear strong for additional mixed-use development. On the basis of these projections, the panel recommends the following for transportation.

Northwest Quadrant

This quadrant contains several key arterial roadways, as well as a confusing local roadway network that needs to be modified to serve new developments. The recent enhancements to Commerce Street as part of the Springfield interchange project will help facilitate the movement of morning peak traffic to I-495 North from Old Keene Mill/Franconia Road. Commerce Street also provides high-quality loop road operation on the northern edge of the quadrant.

The panel's major recommendation is to build a second bridge over Old Keene Mill Road on Backlick Road and for Backlick and Amherst to operate as one-way streets through the commercial area. Although a one-way system has been a poor solution in many communities, the panel believes that the Northwest Quadrant will need additional street capacity to support potential development. Without extra connections, too much demand is likely to be concentrated at one or two intersec-

tions on Amherst, creating even longer backups than occur today.

The one-way scheme may provoke controversy in principle, but the seriousness of the quadrant's traffic circulation problems warrants its careful examination. Accordingly, the panel recommends that the county undertake local traffic modeling to determine potential demands more precisely and to test the recommendations. This model should provide sufficient detail on local streets to provide meaningful results. The recommended "couplet" of one-way bridges would also serve the following purposes:

- Increase connectivity between the Northwest and Southwest quadrants;
- Add needed capacity without having to widen streets;
- Increase continuity on Amherst and Backlick, which are already one-way streets north of the study area, eliminating the forced turns at Cumberland Ave;
- Reduce turning conflicts and simplify signal timing—this in turn reduces wait time for pedestrians (e.g., pedestrians often wait more than two minutes to cross Amherst today); and
- Offer two bike lanes connecting north and south.

The estimated cost of this project is \$5 million to \$6 million in 2006 dollars.

Additionally, the panel recommends a new grid of local streets to serve the Northwest Quadrant. These new streets would:

- Better distribute traffic from arterial streets to local streets to reach new homes, shops, and offices, helping to separate through traffic from local traffic;
- Create enhanced pedestrian circulation;
- Support mixed-use development by creating more-accessible vehicular and pedestrian routes; and

The GSA warehouse is strategically located adjacent to the Metro station.



- Enhance transit access by giving shuttle/circulator buses greater proximity to the sources of demand in homes and offices.

Southwest Quadrant

Transportation improvements proposed in the Southwest Quadrant are similar to those proposed for the Northwest Quadrant, including continuation of the one-way bridge-couplet operation to the current point of intersection of Amherst Avenue and Backlick Road, south of Old Keene Mill Road, and modifications to the local street network to improve east-west traffic flows within the quadrant. The major change will require moving the Springfield United Methodist Church parking lot from the west side to the east side of the building and purchasing some commercial properties along Amherst Avenue.

In addition, the panel recommends providing the proposed commuter garage on the Circuit City site, with applicable access considerations.

Southeast Quadrant

The transportation system enhancements in the Southeast Quadrant are primarily focused on improving the local arterial street system to provide more of a grid pattern and better direct connections between the peripheral areas surrounding Springfield Mall and the mall. The bulk of the specific roadway improvements should be finalized as the new mall area is revitalized. However, as part of this revitalization process, making adequate provisions for facilitating improved pedestrian, bicycle, and shuttle/circulator bus circulation is important.

GSA Site

The transportation-related opportunities associated with this site are directly related to its proximity to the Metrorail/VRE facility; however, the current difficulty in accessing the facility from a security and environmental perspective limits future use potential. Hence, the provision of high-quality vehicular (auto/shuttle bus), pedestrian, and bicycle connections to GSA and the Metro

must be given priority. This connection can be provided primarily by extending Frontier Drive south to the Loop Road within the transit facility site. This connection, most likely a four-lane divided roadway, will have to be designed to properly cross the existing stormwater retention area. In addition, separated pedestrian and bicycle accommodations should be provided on this roadway extension.

As the Frontier Drive extension enters the Metrorail/VRE station area, a short portion of the existing roadway will have to be converted from a one-way to a two-way operation; additional right-of-way appears adequate to accommodate this enhancement. In addition, a traffic signal will need to be placed at a T-intersection with the Metrorail loop roadway to accommodate left turns to the Metrorail/VRE facility. No Frontier Road trips should be routed through this critical Metrorail/VRE internal road system.

The missing section of the planned Loop Road on the GSA site should be completed as soon as possible. As the proposed site development occurs, the capacity of this Loop Road will have to be increased (probably to four lanes) to accommodate the resulting increased vehicular traffic.

Engineer Proving Ground

When the scale and scope of the EPG program as a result of BRAC is known, the following transportation initiatives should be undertaken:

- *Completion of Fairfax County Parkway.* Current plans for the design of the remaining two-mile section of the Fairfax County Parkway and proposed interchange(s) with EPG will need to be revisited to adequately reflect the new estimated volumes of vehicles to be generated. These estimates should assume that approximately 15 percent of the employees will use public transit. In addition, assuming that the number of projected employees will be quite high—up to 18,000—at least two entrances to EPG should be provided, one off Backlick Road and the other directly connected to the parkway. Construction of the remaining parkway section should begin as soon as the current environmental issues within the parkway right-of-way have been resolved.
- *Extension of Metrorail.* To maximize the usage of Metrorail by EPG employees, the panel recommends that the Metrorail system be extended south, in the existing railroad right-of-way, to an area adjacent to Fairfax County Parkway. The inclusion of a parking garage with at least a 5,000-space capacity, which will also serve commuters coming from the south and going to other locations in the region, would be appropriate. The panel recognizes that this process is a complicated regional project and will hinge on the final plans proposed by the U.S. Army.
- *Shuttle-bus service.* The various entities to be located within the EPG need to develop a program to collectively provide shuttle-bus service between the new Metrorail station and applicable buildings within the EPG.

Areawide Public Transit Recommendations

The panel makes the following recommendations with respect to transit.

Short Term: Shuttle/Circulation Bus Services

Currently, WMATA, Fairfax County, and the Transportation Association of Greater Springfield provide relatively extensive collector and shuttle-bus services within the Springfield study area. As new developments are built within the study area, Fairfax County will have to evaluate how these services should be modified to better serve new markets that will be generated by these developments. At some point, these modifications will require additions to current bus fleets. Hence, adequate lead time will be required to make sure funds are available to purchase the necessary equipment and provide the additional services.

Suggested areawide shuttle/circulation services include the following:

- *Between Southeast Quadrant and Metrorail station.* Within the quadrant, adequate bus stops need to be provided to serve mall patrons as well as new office and residential complexes.

A separate shuttle service should be considered to serve existing and proposed developments east of Frontier Road, south of Spring Mall Road, and west of Loisdale Road.

- *Between Northwest Quadrant mixed-use facilities and the Metrorail station.* Service is needed here primarily during peak rush periods, and between the Northwest Quadrant and the mall during midday periods.
- *Between the GSA site and the Metrorail station, using the proposed new Frontier Road extension.* In the early years, this service would primarily serve the community college and existing residential developments. However, as the development vision for this GSA site becomes reality, the level of service will need to be increased substantially to serve new residential and office-related markets.

For a circulator bus system to work properly, the system should include the following characteristics:

- Short, reliable service headways that match Metrorail schedules for those shuttles serving the Metrorail station;
- Smaller vehicles with easy access and that are more maneuverable than standard transit buses;
- Free fares;
- Frequent stops;
- Well-maintained vehicles;
- Friendly and polite drivers; and
- No outside advertising on buses.

Because of the unknown nature of the EPG, this potential market should be continuously evaluated by the Fairfax County Department of Transportation.

Long Term: Springfield Bus Circulator

To maximize public transit use to, from, and within the Springfield study area and to provide premium circulator bus service, the panel recommends that exclusive bus lanes be considered for the Southeast Quadrant and GSA site street networks. As a first step, a sketch-level preliminary

design should be developed for this circulator concept as part of the Station Area Vision Plan Scope of Services for the Franconia/Springfield Metrorail Station recently proposed by WMATA.

To facilitate high-quality service, these circulators should operate in an exclusive right-of-way to avoid being delayed by the extensive surface traffic within the study area. The proposed Phase 1 circulator alignment would link the Metrorail station with the Southeast Quadrant, primarily the mall. The panel recommends, at a minimum, that the circulator must be in the Center Road alignment. Moreover, the panel strongly recommends that no additional commuter parking be provided within the Southeast Quadrant as part of the circulator concept. The primary objective of the circulator is to make this quadrant a major destination attraction for transit users as well as to provide high-quality access to Metrorail for future quadrant residents.

The proposed Phase 2 circulator alignment would link the Metrorail station with the GSA site when this site achieves a critical mass of residential and office development.

At this time, the panel does not envision that demand would be sufficient to justify a circulator extension to the Northwest Quadrant. Nevertheless, this situation should be continuously monitored as the various proposed developments in this quadrant are completed.

Areawide Roadway Recommendations

The following areawide roadway enhancements need to be initiated as soon as possible to ensure acceptable future levels of service on study area roadways:

- *Commerce Street exit ramp to I-495 North.* This improvement is scheduled to be completed by summer 2006 as part of the Springfield Interchange project.
- *Franconia-Springfield Parkway single-occupancy-vehicle ramps to I-95.* Final design for these ramps has been completed, and when constructed, should relieve traffic flows on

north-south arterial streets in the study area—especially Backlick Road.

- *Widening of Loisdale Road north of the Fairfax County Parkway.* As the EPG and south transit station area sites develop, the two-lane portion of Loisdale Road north of the parkway will need to be widened to four lanes to accommodate increased traffic volumes.
- *Extension of Frontier Drive south to intersection with Loisdale Road north of the Fairfax County Parkway.* The alignment of this extension would be parallel to the existing railroad right-of-way and may require the acquisition of additional right-of-way. However, the proposed south transit station area development scenario will require this new north-south arterial roadway to accommodate projected traffic growth.
- *More park-ride facilities.* To reduce growing peak-period traffic volumes in the study area, additional park-ride facilities to serve commuter buses and car/van pools should be provided wherever possible. The proposed new park-ride facility on Backlick Road, north of the fire station, is a good example and should be constructed as soon as possible.
- *Enhanced directional signage.* The roadway network within the study area is very complex and especially confusing to visitors. Hence, the panel strongly recommends that Fairfax County undertake a comprehensive program to design and implement special directional signage, using a new study area logo, to inform people of desired travel paths to major attractions within the area.
- *Transportation demand management (TDM).* Fairfax County needs to continue to give high priority to an effective TDM program to help

manage the increased traffic volumes that will be generated by the development initiatives recommended by the panel.

Areawide Pedestrian/Bicycle Circulation Recommendations

As stated previously, the majority of enhanced pedestrian circulation opportunities are within the various development districts. The complex nature of the arterial street network and the relatively long distances between districts preclude an effective areawide pedestrian circulation network. Wherever possible, however, high-quality pedestrian accommodations need to be provided or enhanced between the Metrorail station and the Southeast Quadrant and the GSA site.

Recommended bicycle network improvements include the following:

- Striping bike lanes on Amherst/Backlick roads (reconfiguration of traffic lanes will create room for bike lanes);
- Reviewing opportunities to restripe other arterial streets to include bike lanes; and
- Including bike lanes on new arterial streets wherever possible.

The transportation improvements outlined here are based on the panel's expertise and the best available information obtained by the panel in summer 2006. The cost of such regional improvements should be borne by the federal government in conjunction with BRAC actions.

Implementation

Springfield has the opportunity to significantly improve its future and to better control planning for its destiny; however, the county must first take appropriate steps to implement a coordinated strategy to achieve the high-quality developments that Springfield desires.

Springfield began as a suburban, postwar bedroom community benefiting from its proximity to Washington, D.C., and nearby military and governmental institutions. Over the years, Springfield has been significantly affected in a negative manner by the continued expansion of the Washington metropolitan area and its need for wider through roads and highways that serve the continuing population growth to the south. Although high-quality developments are scattered throughout the greater region, the older residential and commercial developments at the main intersections in Springfield seem to have prevented any significant new developments from locating there and improving the tax base, as well as rejuvenating the community.

Because of its great location with multiple transportation options, Springfield is now on the verge of a development renaissance. How this renewal is managed will affect not only the immediate future of Springfield, but perhaps more important, management of the first major new redevelopments will directly affect the type and quality of future developments. The increasing demand to locate in Springfield is best demonstrated by the current interest in two major redevelopments, the KSI project and the mall project. To properly address the many aspects of this great opportunity, the panel recommends that Fairfax County initiate:

- A civic strategy of increased leadership, awareness, and action;
- A new development policy to capture high-quality developments;

- A visioning process to create a master plan for future growth;
- A marketing strategy; and
- A major investment in nonroad public improvements such as landscaping, open space creation, public art, and pedestrian connections.

Civic Leadership Issues

Civic leadership happens in a variety of ways, but it often revolves around one entity that can act as the primary advocate for the community. The civic leadership for Springfield should be an active and visible organization that can use its influence to persuade both the private and public sectors to cooperate in a common plan for the rebirth of the community.

Create a Dedicated Community Governance Structure

Over the course of the interview and information-gathering process, the panel became aware that no organization or full-time staff is dedicated to the development and redevelopment of the Springfield community. Although any number of agencies, organizations, and individuals are involved in the affairs of Springfield, it is not the priority of any one group or person.

Springfield is not an incorporated city, and as only one modest-sized bedroom community of many within Fairfax County, the area is hindered by the lack of a sense of local “ownership” and the resulting civic pride commonly found in other similar-sized communities. In terms of both public and private ownership, well-established leadership and “city elders” *solely* focused on the betterment of Springfield are clearly lacking. No mayor, no staff, and no major private or corporate benefactors are in place to constantly focus on the issues of improving Springfield. This situation needs to change.

The absence of a local government entity, with a mayor and city council and the associated local services, such as libraries, parks and recreation, police, fire protection, planning and zoning, building inspection, convention and visitors bureau, and so on, has created a clear void of community-based organizations and citizen volunteers. The usual mix of advisory boards supporting parks, libraries, convention and visitors bureau, planning, and even school board is simply not available. Participation on such boards and committees allows a community to benefit from the input of a broad base of community leaders and build a solid base of individuals dedicated to the interests of the local community. Essentially, these community organizations are a training ground for future leaders and community advocates and a community suffers a great void if they do not exist at all. As a consequence, a local area is left to rely on ad hoc community initiatives and a variety of nonappointed and sometimes nonsanctioned individuals to assume the mantle of leadership. The results of such an environment are at best uneven and occasionally problematic.

The panel recognizes the difficulty of addressing this sensitive issue of civic pride and leadership and intends to focus on the future and the positive benefits these solutions will bring instead of reflecting on or guessing why it occurred. The panel understands incorporation as a city, and the resulting increased taxes, is not a favorable scenario, especially because the area is already a “donor” community, paying in more taxes than are returned for community improvements. Although incorporation as a city typically generates numerous leadership opportunities and civic pride, other ways exist to foster leadership in Springfield that will hasten and facilitate improved economic development.

The panel encourages Fairfax County to give some careful consideration to this problem. Several of the recommendations in the panel’s report address aspects of the issue. Perhaps the implementation of each of them will, in the aggregate, resolve the matter. (Community Development Authorities, or CDAs, however, are typically not expected to be the vehicle that provides overall community direction and governance.)

Implement a Community Action Plan to Promote Civic Pride

Civic pride for the citizens of Springfield in general can be improved by having local civic groups and commercial organizations implement a series of relatively simple policies and programs, including the following:

- *Rediscover Springfield’s history and celebrate its past.* Do this often and consistently (at Springfield Days, school initiatives, merchant contests, and special events).
- *Identify a logo or symbol that reflects Springfield.* Use it often and everywhere.
- *Nurture and recognize citizen benefactors for support of civic projects.* Seek out new projects for civic improvement annually.
- *Create common communitywide improvements.* These could include a flower box program for commercial shop windows and facade improvement programs. (The Interservice Club Council may coordinate new ideas.)
- *Establish a local, effective programming plan to support special events.* In addition to Springfield Days, consider adding special events such as a July 4 celebration and fireworks, Christmas Parade, Cinco de Mayo celebration, high school graduations, and a series of special events unique to Springfield.
- *Establish performance guidelines and review for new improvements.* This will create a sense of pride in new developments. These improvements could include attractive, iconic architectural design on high-rise buildings; fountains placed throughout the redevelopment area; uniform “cool” lighting standards; specially designed transit and maintenance vehicles; and improved “welcome” monument and signage.
- *Develop civic facilities that inspire citizens’ sense of pride.* Such facilities could include an iconic water feature to reflect “SPRINGfield” in a highly visible location, a new library with outstanding architectural attraction, or a new civic building with special architectural features visible to all.

Establish a “Leadership Springfield” Program

In addition, the panel recommends Springfield consider implementing a special program designed specifically to mold future leaders. Given the apparent absence of leadership development structures within the Springfield community, another type of community-based organization may be required to directly address leadership development. A common program seen in many communities is a leadership orientation program. It is commonly sponsored by the local chamber of commerce, but not necessarily. Emerging leaders within the community are invited to participate in a yearlong series of meetings and events that include sessions with the county executives and program directors, discussions with corporate executives whose firms have a presence in the local community, meetings with real estate developers and bankers investing in the local area, and orientation sessions with local arts and cultural organizations and local advocacy groups. In the current instance, specific sessions with key military and government agencies with a major presence in the local area would be included.

The mere fact that the panel is suggesting a Leadership Springfield program is instructive. Given the absence of a local city government structure that organically allows local leadership to emerge, such a program takes on greater importance.

Economic Development Strategy

As an unfortunate consequence of the inherent structure of local governance in Virginia, limited county and state resources for community improvement are spread thin over a large and growing area, perhaps favoring other communities with higher profiles than Springfield’s. Fairfax County provides caring politicians and concerned staff who understandably must spend their time and effort in many other places. Unintentionally, Springfield has missed opportunities in the past to better position itself to take advantage of various planning and development opportunities. The panel recommends the establishment of a new community development strategy focused specifically on Springfield with a qualified individual to lead this new initiative.

An appropriate development initiative for Springfield will capture its share of the future waves of development that spread out from Washington and that have often passed over or around Springfield in the past. Many redevelopment possibilities exist because of the older style of development that makes up a large part of the central district. Aging strip centers close to major intersections have created seas of asphalt that have much higher and better uses today. Springfield should enact a development plan to implement a best practices policy so it can now capture cutting-edge developments that embody the best planning and architectural ideas. If implemented properly, this civic-minded focus will help improve Springfield to a new level of desirability, well ahead of its sister communities in the area, and revitalize the community as well as preserve and improve property values.

Consider Appropriate Corporate Structure

An organizational structure that would appear especially appropriate is a Community Development Authority. The entity would most likely be funded through the CDA vehicle. Under Virginia law, legal authority exists for such an entity, and precedent exists within the state for using that authority. Guidelines for forming such an entity are clearly outlined within the legislation. A CDA is an independent legal entity with a separately constituted board of directors and a dedicated funding source.

The panel has been advised that most of the benefits of a tax increment financing arrangement can be achieved through a CDA, while avoiding some of the limitations of a TIF. Most notably, a CDA can issue debt that does not become a full-faith-and-credit obligation of the issuing government, therefore not reducing general government debt capacity. The panel was further advised that the bond market is increasingly comfortable with CDA bonds, thus reducing the cost of issuance and the recurring cost caused by interest rate differentials between such bonds and general obligation debt. Moreover, the CDA is apparently capable of constructing programs of work and terms and conditions of financing and repayment that are flexible and adapted to the specific needs of the project.

A properly constituted entity, with a good board of directors and proper funding, that has a good local government contractual arrangement with Fairfax County, is most likely to provide a development management platform that can be sustained through the critical early years of the initiative.

Without regard to the actual amount of project funds that would be administered by the CDA, the independent legal status of the entity will prove useful to the board and the development director in addressing program stakeholders, including the county, the private developers, the local property owners, and the local area residents. Clarity of purpose and specification of distinct geographic boundaries will make clear the mission of the entity and the subjects it can appropriately address.

The CDA will become an obvious and easily accessible forum for the development community to seek out in regard to Springfield development matters. Because of the current local leadership vacuum, the CDA may need to assume a prominent role in leadership development.

In addition, the CDA might need to serve as the organization vehicle through which a true community-based visioning process is undertaken and the results implemented. Again, given the absence of local community governance structures, the need for developing a clear and contemporary vision for Springfield is immediate.

The CDA should approach the development opportunities in Springfield from the perspective of a master developer. In other words, the entity should evaluate the specific development opportunities associated with various areas of the local market, such as the Northwest Quadrant, the Springfield Mall area, the GSA site, and the EPG. The CDA should approach individual developers who possess the background and qualifications needed and establish ongoing relationships to generate awareness, interest, and ultimate investment in these areas. The economic incentives and other inducements the CDA has available (public/private projects, direct development funding, grants) should be presented to these groups and continually updated and modified to address the changing situation within the marketplace.

Funds from the CDA should be geared toward one specific improvement. These improvements include the new bridge over Old Keene Mill Road; the new Town Square and the supporting pedestrian system; and the landscape, hardscape, and wayfinding systems to link the revitalizations together.

Begin a Visioning Process to Create a Master Plan

As observed repeatedly, Springfield has a particular history mired by an overgrowth of roads, but it may soon reemerge with the fulfillment of proposed projects and the potential for many other high-quality new developments. Visioning the future and creating a detailed master plan are necessary.

No open greenfields are available near the transportation hubs—where new development wants to locate—to accommodate free-flowing megadevelopments. These areas have long been developed, and the general vision now is entirely on redevelopment of older areas. The panel understands Springfield's often-subdivided landscape has created the necessity for potential developers to spend years trying to accumulate the sizable tract that a major development requires today. Developers must plan a large endeavor to justify the time, trouble, and expense of working through these obstacles. The land must be accumulated at extremely high costs, plus holding costs, and the risks taken are without any certainty that zoning, proffering, and permitting will allow for an economically successful project. And all this preparation time and expense is in addition to the very real market risks of another 9/11, an economic downturn, and the potential of general overbuilding in this market area.

A sense of urgency should prevail. Much has been written lately of the fall of the condominium market, and office demand is weakening nationwide. Remaining an older bedroom community was not the desire of anyone interviewed. Nor did the panel find additional big-box retail as the main desire of the people it interviewed. Mixed-use developments were often mentioned as highly desirable and seem to be the product of choice of those interviewed, and the panel fully concurs. The issue of small available parcel size and lack of inventory

emerges as a significant impediment to high-quality mixed-use projects. Such projects typically need several acres of land to create the critical mass and scale that justifies a decision to begin construction. To help create the greatest potential for attracting these desired projects, the panel recommends Springfield consider revisiting its existing redevelopment plan with the objective of creating more fertile ground for sizable mixed-use projects to locate in the areas most beneficial to redeveloping Springfield.

The community must come together as a whole to decide and agree on its common vision for the future, and then those concepts can be accurately reflected in the master plan. The visioning process must be well publicized and all-inclusive. After everyone has had an opportunity to understand the process and been afforded the chance to be heard in this visioning process, then the master plan can emerge to reflect the desires of the community.

The panel wishes to emphasize that although mixed-use development would be its professional recommendation, this decision lies entirely within the purview of the local community residents and their elected officials. It is their community and their decision alone. After the panel's interviews with more than 80 people, the panel has proceeded on the basis that high-quality mixed-use developments are desirable in Springfield, and its proposed master plan generally reflects that assumption.

This special community has special needs. With a good master plan to guide it and the appropriate professionals to assist it, Springfield has the chance literally to shape its own future. It will need to be bold in adhering to its plan. If it decides to work toward attracting mixed-use projects, assembling underused properties to create a marketable site will require strong leadership. A redevelopment plan in any built-out community is expected to encounter some tough choices, and pressing forward may be hard at times. Often the desirability and success of the finished development is in direct proportion to the difficulty of the planning preparation beforehand. The panel encourages Springfield to hang tough in the hard times and keep focused on the overall goal. The panel's suggested master plan is conceptual and

delivered as an example of its best ideas as to how the community may consider planning its future. The panel recognizes working with existing owners to implement any plan is important, and not all will be pleased or cooperative, but this process is the reality of change. Frequent, direct, and honest communications among all parties will greatly help this challenging process.

Externally, the master plan will be a valuable tool in the work to seek out and attract superior developments and win them over to a revitalized community with sites ready for development in a supportive environment. The fact that this ULI advisory panel has been convened in Springfield demonstrates the strong desire to do more than just sit and wait for the next developer to knock on the door with any plan in hand. Springfield can form its own master plan and create the marketing materials and support personnel to execute a proactive strategy in planning, marketing, and funding.

As important as having the correct physical characteristics in each new project is, creating the correct process and procedures to make it all possible is equally important. To help create and implement much-needed new procedures, the panel recommends Springfield initiate a model program to successfully implement the objectives.

Recruit a Full-Time Development Team for Springfield

As has been previously noted, the Springfield community does not have a dedicated development professional or team focused exclusively on economic and community development initiatives in the Springfield area. Given the level of development activity under consideration and given the scope of development that is likely to ultimately occur at the EPG and GSA sites, an abundance of work needs to be overseen by an accomplished development professional and a small but effective support staff.

The charge for this position is relatively straightforward. The individual needs to be

- The development "point person" for the Springfield community, serving as the liaison among the public and private sector agencies and indi-

viduals that are actively pursuing development projects in the area;

- The “go-to person” for accurate, timely, and relevant development information on the local market, including good maps, information on discrete market segments (residential for sale, multifamily rental, office, retail, and hospitality), ownership data, and access to robust Geographic Information Systems (GIS) capabilities;
- The promoter and advocate of strategic development opportunities within the community; and
- The manager of the economic incentive process for the area, including structuring and negotiating economic incentive offers, overseeing programs such as a CDA and securing and distributing bond financing secured under its auspices, and facilitating developer incentive applications to county agencies.

Although the charge is not difficult to understand, the performance of the duties is by no means easy, nor is it easy to recruit the appropriate person with the necessary qualifications—especially because of the high level of access this position needs to function effectively.

The individual in the position must be known to have easy access and the “ear of” elected officials, senior real estate development executives, architects, engineers, planners, and commercial brokers. This level of access suggests someone who has been in the general area for some period of time, who has a high level of credibility, and who is nonthreatening to appointed staff.

Establishing such a role is even more important because of the current absence of a broad base of local development leadership. Given the various audiences this position must address, placing the position within a to-be-established independent development corporation, such as the CDA previously described, is an appropriate consideration.

Attract High-Quality Developers

Springfield’s point person must recognize that the real estate developer is the “client” as Springfield seeks out the best potential opportunities to improve its future. In this regard, this person must

understand the entire development process from the private sector viewpoint and be ready and capable of assisting the developer through every governmental approval process quickly and responsively. This go-to person must be, in essence, “Springfield’s developer,” acting on the behalf of Springfield while assisting the developer’s project to reach timely completion. His or her knowledge and competencies should include the following:

- Must personally know details of each potential land site, with ownership, survey, topography, pricing, and relevant purchase information, and must market this knowledge effectively to high-quality-oriented local, regional, national, and international developers.
- Must know access issues, utility capacities, telecommunications, and all general infrastructure information and assist with letters of confirmation to developers from all service providers and government entities (in the event any service is not available, must assist in obtaining it or finding a suitable alternative).
- Must be empowered and actively help create high-quality sites for development or redevelopment in accordance with an approved master plan, including land assembly of underused, vacant, or closed properties. Specifically, with professional help, a master plan must be established for the entire redevelopment area, identifying those parcels that are underused or vacant. This person must assist in efforts to accumulate the property to create attractive development sites. Once cleared, if an immediate opportunity is not in the pipeline, a site may be used on an interim basis for shared ride or slug parking until an appropriate project materializes.
- Must know all requirements and provide one-stop information permitting with all forms and schedules for zoning and complete construction review and approval.
- Must create and provide a simplified flow-sheet diagram showing zoning review, architectural review, and approval process. Although all procedures should have a rapid turnaround, highly desirable projects—such as qualified mixed-use

projects—may justify a faster response with greater leeway for approval.

- Should review zoning if consideration is given to permissive mixed-use overlay zoning or eliminating the multitude of zoning classifications altogether, in favor of a more generalized zoning.
- Should work with the county to implement a zoning and development streamlining program that encourages high-quality mixed-use developments with a fast “time to market” turnaround.
- Must work to create incentives for desired projects and have the authority to make timely, definite commitments, especially for appropriate mixed-use projects and projects generally improving the civic character of the Springfield community.

The panel strongly recommends that the development team be fully authorized and given the policy tools and personnel assistance as necessary to attract high-quality developments as described. With the position comes the understanding of all parties that the goal is to help facilitate, not impede, high-quality development by maintaining an inventory of available sites, promoting/making use of flexibility in mixed-use developments, and giving authority to offer real incentives that will attract desirable development. This market is very competitive; being able to market, invite, and assist high-quality projects that will be an asset to the economic, social, and aesthetic needs of the community is very important.

Limit Development Team to a Select Few

A number of transportation projects are underway and proposed. Given the complexity associated with the integration of regional and local serving systems, the addition of a full-time transportation engineer to the team has merit. This person could be an extremely valuable information resource to the participating agencies and the developers attempting to understand how these systems affect the development project they are considering. Not uncommonly, state and federal funding support are obtained for transportation planning initiatives. Such grants might fully offset the costs of this position.

The substantial amount of funding that a CDA may be capable of generating through incremental tax revenues justifies the inclusion of a financial position whose responsibilities would be to support the CDA board and executive director in administering project fund applications, awards, and progress payments, as well as actively participating in the detailed and time-consuming deal structure negotiations associated with complex development projects.

The panel feels that because of the particular timing of currently proposed developments and the need for an immediate master plan and marketing materials, this team may not justify a long-term commitment. Immediate assistance is recommended to help land the KSI and Springfield Mall redevelopment projects. These two projects are vital to jump-start high-quality private redevelopment in the entire area, and even more critical for appropriately redeveloping the “heart” of Springfield. In all positions, consideration may be given to establishing time limits on employment contracts, or outsourcing for specific periods of time, in line with a clear and realistic timetable for producing the desired results.

The panel is quick to note that the recommendation to establish some dedicated staff for the purpose of local economic development purposes is *not* a call for a high-cost and unaccountable overhead department. A talented manager can achieve considerable visibility for the community and influence important development decisions and transactions without the need for a large staff of development professionals. Much, if not most, of the actual work assignments can be outsourced to area development specialists and service providers.

A Marketing Plan

The image identifying Springfield is presently being defined, in the main, by outside individuals and entities. A review of available published materials does not provide much insight into a vision and an aspiration for the future of Springfield. This situation is not uncommon for a community, especially if the community came into being as one or a series of subdivision developments. But it is

always preferable for the community itself to present its vision and aspirations.

Springfield is in transition and aspires to introduce fundamentally different forms of development and create different experiences. Therefore, establishing what these aspirations are is especially important, so they can be effectively communicated.

Accepting that Springfield is poised to prepare and present a new vision and a new set of aspirations, the marketing of these messages to the broader development community can begin in earnest. Given the amount of development activity currently under consideration, time is of the essence.

On one level, marketing entails the familiar tasks of design and production of attractive collateral materials, active participation in key networking events and meetings, and direct mailing to targeted prospects. However, these initiatives are often ineffective.

Establishing a marketing message for an established community is similar, in many ways, to developing a marketing message for a new master-planned community. The materials must address the following overall aspects:

- *Where in the world is this community?* All good marketing maps show the community in the middle of the market. In this instance, a 15-mile radius map with Springfield in the middle would demonstrate how many attractions and facilities are nearby.
- *What is the “big idea”?* Although inelegantly put, the point is obviously the importance of being able to succinctly state the important overarching idea that is associated with the community (for example, Silicon Valley, Gateway to the West, Athens of America).
- *Who is behind it?* Namely, how credible is the promoter (in this case the local community) and is it likely to be able to accomplish what it is advertising? In the case of a community aspiring to bigger and better projects, including the substantial, credible, private partners that are going to assist in making the dream a reality becomes important.

- *What is the product?* Being able to enumerate what is available to procure (development parcels, buildings, recreational services, affordable homes, great neighborhoods, and great schools) is important. Of special importance is the ability to demonstrate that the products, even though similar to products in other communities, are made better by virtue of their location in the subject community.

Adhering to the type of information framework outlined is important in the marketing of a community. If the community representatives are unable to provide cogent, coherent answers to the points listed, outside interests cannot reasonably be expected to do better. Managing the image of a community and the manner in which this image is presented is a key responsibility of the leadership of the community.

The overall approach is to establish a sense of place for Springfield. If the effect is to establish a certain gravitas within the northern Virginia retail, office, and restaurant market, then the approach will have been successful.

An Argument for a Marketing Center

Asking commercial brokers where they meet a prospect who is going to tour the area is always instructive. Usually, the location is a hotel, restaurant, or country club that has nice drive-up appeal and is pleasant and attractively decorated. When the answer differs and is, instead, a location such as a conventional coffee shop or a franchise restaurant, then concluding that the community is being introduced through an image quite common and often undistinguishable from similar places in any number of other communities is reasonable. In other words, a location that is unlikely to be memorable. The message is, of course, that nothing special exists to suggest as a meeting point.

Springfield currently suffers in this regard. Although some wonderful meeting places may exist in three to five years with the proposed development at the Mall and Midtown, currently a void exists. Thus, an argument can be made that the community needs to consider developing a well-located, well-appointed real estate marketing center to introduce the brokerage and develop-

ment community to a fresh view of the Springfield opportunity.

The introduction of a marketing center can be an energizing project that creates renewed enthusiasm among local property owners. Done well, much goodwill and positive recognition are to be gained from the creation of such a facility. This project would be especially helpful in the next three to five years, when no completed projects would yet be available to tour.

Multipurpose Public Assembly Facility

On a grander scale, Springfield may want to consider a multipurpose public assembly facility to both serve the community and attract hospitality business to the community. As noted earlier, a facility with highly adaptable space from 50,000 to 100,000 square feet, if properly designed architecturally, would be a symbolic and recognizable feature that would take advantage of regional highway access, the mall amenities and visitation, and easy access from the Metro station. If the hospital is located on the GSA site, it could serve the medical community as a location for conferences and exhibitions. The panel's observation is that such a complex might be quite appropriate for Springfield. Although costly to construct and operate, the concept should be discussed and debated. Such facilities are reemerging as a market niche. Some are being paired with adjacent hotels, and cross-management operating agreements are negotiated for operation of the complex.

The proposed CDA board of directors should take up this type of project. It should be evaluated in the context of the vision statement and community objectives that have been developed. Finally, the financial cost/benefits should be analyzed and then a determination made if such a complex should be underwritten, at least in part, by proceeds of CDA bond issue.

Addressing the Development Opportunities within Springfield

The Springfield community has the good fortune of being in a robust local economy, with strong local development firms and with the additional and more important benefit of a substantial amount of developer interest in project developments of significance. Therefore, unlike some com-

munities in which ULI panels serve, attracting the interest of several qualified development organizations is not the major need.

Rather, in the near term Springfield leadership needs to concentrate on facilitating the development activity currently underway. The KSI and Vornado projects represent hundreds of millions of dollars of new investment of the precise type the community and Fairfax County indicate they desire. Neither of these initiatives is completely negotiated and difficulties could easily emerge that could slow or derail them altogether. The first priority, therefore, is to demonstrate a genuine commitment to the consummation of these deals.

GSA Site. Panel members were impressed, as were virtually all other planners and developers, with the development potential associated with the nearly 70-acre GSA warehouse site. Located on a site nearly contiguous to the Metro station and near a major intersection of I-95, the parcel has to be included in any development plan. It is an outstanding development opportunity. The panel believes that the propinquity to the Metro station, the mall, and the Northern Virginia Community College Medical Education campus makes the location perfect for relocation of the army hospital that is currently being considered for the EPG and the even more remote main base at Fort Belvoir.

Although the site will ultimately become available for development, the panel was advised by numerous individuals that near-term prospects for active redevelopment of the parcel are remote. GSA has been approached any number of times about relocation and has indicated limited interest, especially without an alternative and suitable site and a mechanism to finance the relocation and new construction.

The local Springfield development leadership team should be actively involved in nurturing this opportunity. A way through the maze will eventually be identified. The leadership team could play a vital role in facilitating and expediting this possibility. If the team could simply become the point of contact between the GSA and the local community, a great deal might be gained in regard to the

ability to establish and maintain a dialogue about future site redevelopment.

Nevertheless, active programming and site development planning are not appropriate without GSA's support. Therefore, planning discussions about this site should be limited to preparation of development scale assessments to assist planning agencies in ascertaining the amount of new demands that will ultimately be generated when reuse actually occurs.

EPG. The development status of the EPG can be best stated by quoting several of the members of a group currently evaluating the site: "It's all up in the air!" The conflicting information that emerged about the status of development plans, access to the interior of the parcel, total amount of development likely to occur, and the nature of such development (for example, secured versus unsecured, all military, mixed use with provisions for contractor offices) makes providing conclusions and recommendations an unproductive exercise. Even within the panel, a consensus could not be developed whether the EPG site was likely to be developed as suggested by the army. Although the interviewees from the National Geospatial Agency and the army medical agencies (likely tenants of the EPG) were helpful and encouraging of planning cooperation, Fort Belvoir officials who are leading the relocation options did not participate

in the ULI stakeholder interviews, even though they were invited.

Nonetheless, a great deal of serious planning and analysis is obviously occurring at the present time. Consultants' reports and subsequent staff recommendations are due out by fall 2006. Assuming the additional need for review and evaluation at higher levels, six to 12 months more may elapse before the military's intent and development program are clear. Any proposal that includes relocating personnel and missions to EPG will need to be accompanied by significant off-site infrastructure improvements, including roads and utilities.

The Springfield development leadership must track the decision-making process closely. To the extent possible, they should seek and get a place at the planning table as a participant in the military's committee of community leaders. Like the GSA opportunity, when the development decisions are finalized, the opportunities they will afford the Springfield community are considerable and need to be understood.

Conclusion

Work needs to be done in Springfield, immediately, in the near term, and in the mid to long term. Fortunately, the challenges are spread across a span of years, thus permitting the leadership team to prioritize its efforts and carefully allocate resources. The county should focus its efforts by quadrant and engage the community to determine specific needs.

Physically, the county should plan to make a variety of improvements. In the Northwest Quadrant, the proposed street “couplet,” acquisition and construction of the town square, and connections between developments should take priority. In the Southwest Quadrant, the construction of the commuter parking lot and the street “couplet” construction should be completed. In the Southeast Quadrant, the connections should be strengthened between the office parcels east of Loisdale Road and the new mall improvements.

In the immediate future, attention must be given to creating a CDA or CDA-type entity and hiring associated staff members, conducting a community visioning process, and implementing a near-term marketing plan and program, including a marketing center.

Although the GSA and EPG projects are more distant, their scale and potential impact require that some time be devoted to them beginning immediately. In regard to the GSA site in particular,

a single decision made within the agency could suddenly and abruptly change the situation entirely. As the panel noted, GSA could be a good location for the army’s proposed hospital. Finally, any proposals that significantly increase traffic should be accompanied by a means to pay for transportation improvements.

Although large and exciting development projects are under consideration, they are not reality. The county must never lose sight of the fact that any number of situations could occur that could cause these projects to be curtailed. Constant vigilance is demanded of the Springfield leadership team as well as a willingness to devote the seemingly sometimes endless hours to work through dilemmas that will inevitably emerge as these projects get closer to actual construction and development.

The panel has recommended a number of steps that will help make Springfield a destination, not just a place to pass through. The time has come for the county to implement an approach that will allow Springfield to confront its future and take its place among the other destinations of northern Virginia.

About the Panel

David L. Leininger

*Panel Chair
Irving, Texas*

Leininger joined the city of Irving, Texas, in June 2003, and he serves as its chief financial officer. In that capacity, he oversees the departments of Financial Services, the Irving Visitors and Convention Bureau, Information Technology, and the Las Colinas Tax Increment district.

He also serves as staff coordinator of the redevelopment planning for Texas Stadium, current home of the Dallas Cowboys. The stadium area, at the nexus of three limited expressway freeways, will be served by a new light-rail line connecting the Dallas/Fort Worth (DFW) International Airport and downtown Dallas. In addition, all three of the interchanges serving the 400,000 vehicles passing through daily will be reconstructed by 2012.

Before joining the city of Irving, Leininger was associated with Economics Research Associates (ERA), where he served as senior vice president and director of the firm's Golf and Recreation Real Estate strategic business unit. In this capacity he coordinated the activities of ERA industry practitioners throughout the firm.

Over the course of his career, Leininger has been associated with a number of private sector firms. During his tenure at ClubCorp International from 1986 until 1996, he served in a variety of capacities, including chairman and chief executive officer for ClubCorp Realty and managing director, New Business Development, Europe.

From 1983 to 1985 he was associated with Triland International, the Dallas developer of Valley Ranch in Irving. He held a number of positions, including executive vice president and chief operating officer. Prior to Triland he was associated with the Las Colinas development, a 6,500-acre master-planned development located between Dallas and

DFW airport, where he served as the vice president and general manager of the Las Colinas Association.

He began his career in the public sector in 1971. During the period 1971–1978 he was employed by the city of Dallas in a variety of capacities, including budget director, assistant director of housing and urban rehabilitation and director of economic development. During the period 1974–1976, he was the fiscal services administrator for the city of Garland and served as chairman of the finance committee of the Texas Municipal Power Pool.

Leininger is a contributing author of *Golf Course Development in Residential Communities*, published by the Urban Land Institute (ULI). He is a full member of ULI and serves as treasurer of the North Texas District Council. He has served on four Advisory Services panels previously.

Donald R. Bauer

Irvine, California

Bauer is owner and founder of Bauer Planning and Environmental Service, Inc. With more than 28 years of experience in urban and regional planning, he has expertise in strategic planning, economics, and design for new communities and large-scale development programs. His emphasis on the quality of life, environmental integrity, and long-term economic value and return of new developments has resulted in a number of national and international projects.

Bauer's experience includes residential villages and commercial complexes for The Irvine Company; large mixed-use projects in Baltimore, Washington, D.C., Miami, Fort Lauderdale, Dallas, Orlando, and Denver; new towns such as the Woodlands, Texas; and resort communities, including Ventana Canyon in Tucson and the Cojo-

Jalama Ranch in Santa Barbara. His international work includes projects in Indonesia; the summer national capital of Saudi Arabia; the new national capital of Nigeria; Colombia; China; Kao Shung, Taiwan; and the Bahamas.

Bauer is a member of the American Planning Association. Between 1992 and 1996, he was ULI District Council coordinator for Orange County, California. He studied sculpture and architecture at the University of Oregon and participated in an exchange program at the University of Florence, Italy. He is a frequent university guest lecturer.

Daniel Brents

Houston, Texas

Brents recently retired as a principal with Gensler, where he led the firmwide planning and urban design practice. Recent projects include the design of hotels, convention centers, mixed-use centers, and educational campuses in the United States and abroad. He now consults on selected projects.

Previously, Brents was the vice president of architecture and planning for Disney's real estate development group in France at Disneyland Paris, responsible for negotiations with French authorities and the development of the 4,800-acre, \$4.5 billion resort and mixed-use project.

Brents was the Houston Sports Authority's development coordinator for the \$250 million downtown Minute Maid ballpark. He has been a consultant to Ross Perot Jr.'s Hillwood Development Corporation on multiple projects. Previous experience includes Wintergreen, a 15,000-acre resort in Virginia; South Shore Harbour, a 1,500-acre resort south of Houston; Sony Center in Berlin; and the Philippines National Centennial Expo.

Brents has served on eight ULI Advisory Services panels. He is a registered architect in Texas, Maryland, and Florida; a Fellow in the American Institute of Architects; and a member of the American Institute of Certified Planners. He has a bachelor's degree in architecture and a master's degree in urban design.

David N. Goss

Hertford, North Carolina

In 2005, Goss retired and moved to North Carolina where he is presently a part-time economic development consultant to Perquimans County.

Prior to retirement, Goss was the senior director, transportation and infrastructure, for the Greater Cleveland Partnership. In that capacity he managed a regional development/transportation program that identified, prioritized, and facilitated strategic regional infrastructure investments that supported northeast Ohio's physical development agenda.

Goss has also served as the vice president, Economic Development for the Gateway Economic Development Corporation—the not-for-profit entity responsible for the construction of Jacobs Field and the Gund Arena, and as the executive director of Clinitec, Inc.—a wholly owned, for-profit subsidiary of the Cleveland Clinic Foundation. In the latter position, he managed the Cleveland Clinic's real estate interests, identified and pursued new health care business opportunities, and provided general management for the clinic's for-profit ventures and technology transfer programs.

Goss has 11 years of management experience in the public transit industry and was an original member of the Transportation Review Advisory Council of the Ohio Department of Transportation.

Philip Hughes

Greenville, South Carolina

Hughes is president of Hughes Investments, Inc., a commercial real estate development firm established in 1990. His development experience, from Alabama to Virginia, has included the development, ownership, and management of retail shopping centers, office buildings, industrial facilities, apartments, and golf course and residential development.

Hughes Investments, Inc., specializes in commercial projects and land accumulation to support them. Recent development projects include mixed-use projects that blend traditional uses

with new urbanist design. Sample projects include RiverPlace, Chanticleer, and CenterPointe, all in South Carolina. Other developments Hughes has undertaken include a downtown Greenville office building for the National Bank of South Carolina in the central business district along with a 12-story, 256,000-square-foot, mixed-use project including office, retail, and residential uses, as well as four other central business district offices.

Hughes received a degree in political science from Duke University. He earned his MBA and law degrees from the University of South Carolina.

Michael J. Maxwell

Miami Shores, Florida

Maxwell is founder and managing partner of Maxwell + Partners LLC, a real estate development, project management, and investment advisory firm. Over the course of his career, he has built a reputation of successful accomplishments in leading real estate organizations and planning and developing land, homes, retail, office, industrial, and resort properties. As an adviser and project manager he has worked out, restructured, and strategically repositioned over \$500 million in real estate assets for corporate, private, and institutional investors.

Involved in real estate development for more than 30 years, Maxwell founded Maxwell + Partners in 1992 to assist lenders and investors in restructuring loans and assets with strategic planning, due diligence, asset management, marketing, financial planning, capitalization, and mergers and acquisition services. Advisory clients include investment bankers, banks, savings and loans, life insurance companies, brokers, and private investors as well as governments. His work ranges from complex environmental negotiations, establishing and leading successful real estate development and financial service firms, to restructuring companies and assets and leading mergers and acquisitions.

Maxwell is an expert witness in real estate and development issues in state and federal courts.

Maxwell has built Maxwell + Partners into a niche developer, project manager, and adviser. His most recent work includes developing and repositioning

medical offices, clinics, and residential care facilities, and leading the development of luxury homes on infill sites in Miami's Upper East Side. Maxwell's work has been honored throughout his career with awards for historic preservation, innovative industrial buildings, and outstanding renovation projects.

He holds a BA from the University of Texas at Austin, where he studied architecture and city planning, and received a master of planning degree from the University of Virginia, with specializations in real estate and urban design. Maxwell began his career with a Texas homebuilder; has held positions in government; was vice president of Codina Development, leading the initial development of the award-winning \$400 million Beacon Center in Miami; advised institutions and governments; worked out loan portfolios; and partnered in developing Caribbean hotels and luxury homes. A skilled and effective communicator, he is known for his organizational and leadership expertise.

Maxwell's professional affiliations include the Urban Land Institute, where he serves on the Executive Committee of the Florida/Caribbean District Council as vice-chair of membership. He is a Florida-licensed real estate and mortgage broker and holds the prestigious AICP designation from the American Institute of Certified Planners. He is a board and executive committee member of the Greater Miami Urban League and is founding chairman of New Urban Development LLC, the affordable housing development arm of the Urban League.

A graduate of Leadership Miami and former executive committee member, Maxwell has served on numerous community boards in various capacities. He served as an adjunct professor of Florida International University's Graduate School of Business in real estate development and management and is a guest speaker on issues of urban development.

David S. Plummer

Coral Gables, Florida

Plummer founded David Plummer and Associates in 1978. The firm provides a wide variety of engi-

neering services with emphasis on traffic and roadway design. His engineering career spans more than 35 years and includes some of the most significant projects in Florida.

Plummer's public engineering experience involves local, county, and state jurisdictions where he pioneered studies of street protection systems to reduce crime and traffic. He was affiliated with the Criminal Justice Institute in South Florida and promotes close cooperation between law enforcement and traffic engineering.

In 2004 Plummer founded, and now administers, The Transportation Exchange at Florida Atlantic University. The exchange provides training in a variety of transportation subjects to practicing engineers and planners. The programs include transit, traffic operations, and transportation planning. The programs are creditable toward the continuing education requirements of Florida's Registered Engineers and the ITE Professional Traffic Operation Engineers License.

Formerly, Plummer was the assistant director of engineering at the Traffic Institute at Northwestern University, Evanston, Illinois. While in that position he developed and published materials related to capital improvements for transit, guidelines for driveway design, intersection capacity analysis, and traffic accident reconstruction.

In addition to Northwestern University, previous employment included the California Department of Transportation and the Illinois Department of Transportation. He was a graduate of the training programs of both public organizations, which included planning, traffic engineering, design, material testing, and construction.

Plummer is involved in professional committee service. He was a member of the Coral Gables Planning and Zoning Board, Dade County Impact Fee Committee, and a member of the NW Dade/SW Broward Planning Committee. In Florida he has been involved in the Florida Supreme Court Transportation Training, the Criminal Justice Institute, and committees of the Florida Department of Community Affairs.

John Shumway

Newport Beach, California

Shumway is a principal with the Concord Group, which has offices in Newport Beach and San Francisco, California, and Las Vegas, Nevada. The Concord Group is a real estate advisory firm providing strategic advice and analysis for land use issues in the development of residential, commercial office, retail, and industrial projects. The company's broad range of clients includes land developers, homebuilders, institutional investors, and family landowners as well as public agencies and universities throughout the nation.

Shumway has extensive experience, spanning 20 years, in the evaluation and analysis of both residential and commercial properties. He has participated in numerous engagements that focused on the optimum mix of land uses that would ensure timely absorption of the property and bring enhanced land value to the landowner.

Shumway's professional affiliations include the National Association of Home Builders, the Building Industry Association, the National Association of Industrial and Office Parks, and the Urban Land Institute. He is a frequent guest lecturer before the professional organizations, University of California, Irvine and Los Angeles, classes, as well as other academic groups. Shumway has also spoken overseas, including a recent lecture to a group of key Japanese homebuilders interested in learning strategies to expand market penetration in a downsizing economy.

Shumway is a graduate of the University of Oregon with a degree in business/economics. He is very active in local community and civic groups.

Ross Tilghman

Seattle, Washington

Tilghman heads up the Tilghman Group, a division of Leora Consulting Group, providing real estate planning services. He brings 20 years of urban planning experience, including serving as executive director of a downtown business improvement district. He provides transportation-related revenue projections, market studies, planning,

and development strategies to government, not-for-profit, and private sector clients facing real estate development challenges. His projects typically involve downtown revitalization, academic and institutional campus planning, historic district redevelopment, mixed-use projects, special event access, and parking.

Frequently working with nationally recognized planning teams, Tilghman recently has detailed transportation requirements for downtown master plans for Evansville, Indiana; Natchez, Mississippi; St. Louis, Missouri; Green Bay, Wisconsin; and Parker, Colorado. He has provided parking studies to determine future demands and market requirements for Savannah, Georgia; Portland, Oregon; Sioux City, Iowa; and Olympia, Washington. He conducted transit market studies in Denver and Los Angeles.

Tilghman has also specialized in transportation planning for state capital campuses, working with Washington, Iowa, and Minnesota to improve their access and parking programs. Additionally, he has completed special event and recreation area transportation plans for San Diego's Balboa Park; Joe Robbie Stadium in Miami, Florida; the Iowa Events Center in Des Moines; Stones' River National Battlefield, Murfreesboro, Tennessee; Shreveport Riverfront, Louisiana; and Vicksburg, Mississippi's Downtown and Riverfront.

For the last five years, Tilghman has been working with the city of Tacoma, Washington, to address its downtown parking needs and the parking plan for the city's new convention center. He provided the revenue forecasts used to issue parking revenue debt.

Tilghman also served three years as director of a downtown business improvement district in Illinois. He oversaw maintenance, facade improvements, parking, and upper-story redevelopment efforts in concert with Main Street redevelopment principles. He successfully authored a \$1.9 million grant to fund a streetscape construction project completed in 2002.

Tilghman frequently participates in national resource panels assisting communities with development questions. Recent assignments include ULI Advisory Services panels in St. Louis, Los Angeles, Fort Lauderdale, and Port St. Lucie, Florida; Mayor's Institute on City Design teams in St. Louis and Cincinnati; an AIA R/UDAT team in San Angelo, Texas; and Ohio Design Assistance Teams in three Ohio communities.

Tilghman received an AB, history, Washington University, St. Louis, Missouri, and an MA, geography, University of Washington, Seattle.