



**A Publication of the County of Fairfax, Virginia
Department of Planning & Zoning**

For additional information about this amendment, call 703-324-1380
To request this information in an alternate format, call 703-324-1334, TTY 711



**STAFF REPORT
2005-2006 AREA PLANS REVIEW**

SUPERVISOR DISTRICT(S): Mason

APR ITEM(S): 05-I-10A

NOMINATOR(S): Martin D. Walsh

ACREAGE: 11.13 Acres

TAX MAP I.D. NUMBERS: 71-1((1))80;71-1((4))1,1A,13,13A,13B,18,18A,18B,21;
71-1((20))1A,1B,2,3

GENERAL LOCATION: Bounded by Little River Turnpike, Markham St. & Annandale Rd.

PLANNING AREA(S): I

District(s): Annandale

Sector: MASONVILLE (A1)

Special Area(s): Annandale CBC (Sub-Unit A-2)

ADOPTED PLAN MAP: RETAIL & OTHER

ADOPTED PLAN TEXT: Retail up to .35 FAR and option for retail/office mixed use up to .50 FAR. Southeastern portion of the sub-unit, that is located in the town center, has option for retail/office mixed use up to .70 FAR, an option for 1.0 FAR if there is a mix of uses with a residential component, and an option that may exceed 1.0 FAR if a cinema or hotel is part of mixed use and vehicle trip generation does not exceed that of office use at a .70 FAR.

For complete Plan text see <http://www.fairfaxcounty.gov/dpz/comprehensiveplan/planareas.htm>

PROPOSED PLAN AMENDMENT: The nomination proposes to expand the Town Center area to the entire sub-unit, to modify Plan options to allow retail/office mixed use up to 1.5 FAR and increase maximum height to 120 feet, and allow retail/office/residential mixed use up to 2.25 FAR. The nomination also removes the condition that peak hour vehicular trip generation is determined to be no greater than that for office use at .70 FAR.

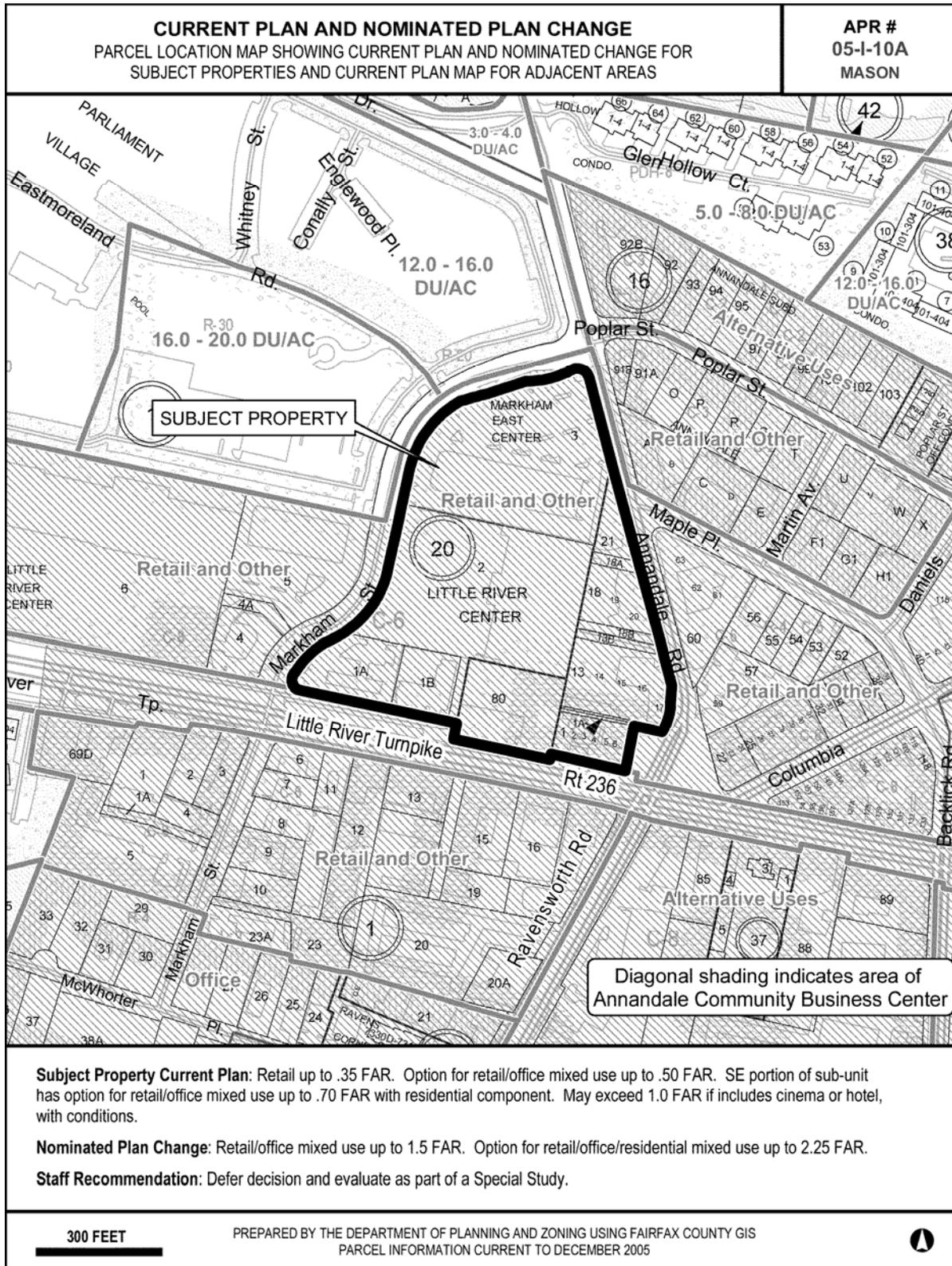
SUMMARY OF STAFF RECOMMENDATION:

Approve Nomination as Submitted

Approve Staff Alternative*

Retain Adopted Plan

*Evaluate this redevelopment issue and others comprehensively in an Annandale CBC Special Study.



300 FEET

PREPARED BY THE DEPARTMENT OF PLANNING AND ZONING USING FAIRFAX COUNTY GIS
 PARCEL INFORMATION CURRENT TO DECEMBER 2005



CONTEXT

General Location:

This property is bounded by Little River Turnpike, Markham Street and Annandale Road.

Planned and Existing Land Use and Zoning:

Subject Property: The subject property is located in Sub-unit A-2 of the Annandale CBC and is developed and planned for retail uses. The planned intensity and other options are for retail up to .35 FAR and an option for retail/office mixed use up to .50 FAR. The southeastern portion of the sub-unit, that is located in the town center, has an option for retail/office mixed use up to .70 FAR, an option for 1.0 FAR if there is a mix of uses with a residential component, and an option that may exceed 1.0 FAR if a cinema or hotel is part of mixed use and vehicle trip generation does not exceed that of office use at a .70 FAR. The area is zoned C-6 and C-8.

Adjacent Area:

North: The area to the north, across from Markham Street, is developed and planned for residential 12-16 du/ac and 16-20 du/ac and is zoned R-20 and R-30.

South: The area to the south, across from Little River Turnpike, is planned and developed for retail. The planned intensity is for retail up to .35 FAR or retail/office mixed use up to .50 FAR. Other options include residential at 20-30 du/ac with support retail and retail/office mixed use up to .70 FAR. The area is zoned C-6 and C-8.

West: The area to the west, across from Markham Street is developed and planned for retail use up to .35 FAR and is zoned C-6.

East: The area to the east, across from Annandale Road, is developed with retail and service uses and is planned for retail/office mixed use up to .70 FAR. Plan options include retail/office/residential mixed use up to 1.0 FAR or more, with conditions. The area is zoned C-3, C-6, and C-8.

PLANNING HISTORY

The Annandale Community Business Center was the subject of a Special Study, resulting in a Plan amendment on February 22, 1999 (S97-CW-5CP).

In the 2002 Area Plans Review Cycle, a change to the Comprehensive Plan was adopted on October 28, 2002 to add text about Plan flexibility for potential higher intensity development in the Annandale CBC (APR 02-I-1A).

ADOPTED COMPREHENSIVE PLAN TEXT

Fairfax County Comprehensive Plan, Area I Volume, 2003 Edition, Annandale Planning District, Annandale Community Business Center, as amended through 12-6-04, Land Unit Recommendations, Sub-Unit A-2, pages 33-34:

“Sub-Unit A-2 includes approximately 11 acres and is the location of the Markham East Center, a commercial bowling alley, and a variety of small retail and service businesses. The shopping center and bowling alley serve a valuable community shopping and recreation function which should be retained. This land unit is planned for community-serving retail use up to .35 FAR. Improvements to parking lot landscaping as well as pedestrian connections with adjacent higher-density residential neighborhoods should be provided or maintained to enhance the visual and functional aspects of the area. Effective screening and buffering should be provided adjacent to existing residential uses. This area also serves as a visual entry point to the Annandale CBC from the north and a focal point of the planned Annandale CBC Town Center area. Because of this, development of new uses adjacent to Annandale Road and/or Little River Turnpike should present primary facades to those streets and provide sidewalk access and landscaping complementary to streetscape improvements planned for the area.

Mixed-use Option--As an option, retail/office mixed use up to .50 FAR with ground level retail (height limit of 40 feet) may be considered provided that a development proposal includes at a minimum 1 acre and provides shared parking among uses located on the same or adjacent sites. Vehicular access should be consolidated.

Higher-Intensity Option, Town Center Area--The eastern and southern portions of Sub-Unit A-2, which are oriented to the intersection of Annandale Road and Little River Turnpike, are within the Annandale CBC Town Center area. Redevelopment in this area should provide for a variety of day and evening uses and a more urban, pedestrian oriented character than the remainder of the CBC. Structured parking as well as pedestrian amenities should be provided. To achieve this special character for this portion of the sub-unit, higher-intensity retail/office/residential mixed use up to .70 FAR may be considered provided that the following additional conditions are met:

- Parcel consolidation of at least two acres occurs;
- Building height is limited to 60 feet, or 75 feet if the top story is incorporated into a decorative roof element;
- Parking is located to the rear or below grade with the primary building facades facing Little River Turnpike and/or Annandale Road;
- A primary entrance should be provided from Annandale Road opposite Maple Place, if appropriate to the site;
- Retail uses are located on the ground floor with direct public access and display windows oriented to the street;

- Articulated rooflines and/or building corner features, such as entries or towers, are provided; and

- Streetscape treatments and pedestrian amenities, such as outdoor seating areas, works of art, or water features, are provided.

Under this town center option, intensity up to 1.0 FAR may be considered if the above conditions are met and if a residential component is included. If a cinema and/or hotel is incorporated as part of the mixed use development, an intensity exceeding 1.0 FAR may be considered provided that peak-hour vehicular trip generation is determined to be no greater than that for office use at .70 FAR. A housing component, such as Senior Independent Living or Working Singles residences as offered by the Fairfax County Redevelopment and Housing Authority, may also be considered subject to the same traffic generation limitation.

The adopted Comprehensive Plan Map shows this area is planned for retail use.

NOMINATED PLAN AMENDMENT

The nomination proposes to expand the Town Center area to the entire sub-unit, to modify Plan options to allow retail/office mixed use up to 1.5 FAR and increase maximum height to 120 feet, and allow retail/office/residential mixed use up to 2.25 FAR. The nomination also removes the condition that peak hour vehicular trip generation is determined to be no greater than that for office use at .70 FAR. The following table compares the current Plan’s development potential with the nomination’s maximum development potential.

Acres	Current Plan					Proposed APR	
	.35 FAR	.50 FAR	.70 FAR Town Ctr & .50 FAR	1.0 FAR Town Ctr & .50 FAR	1.0 FAR and higher Town Ctr & .50 FAR	1.5 FAR	2.25 FAR
11.13	170,000 s.f. retail	194,000 s.f. office 48,500 s.f. retail	240,000 s.f. office 60,500 s.f. retail	214,000 s.f. (214 units multi-family) 118,000 s.f. office 64,000 s.f. retail	370,000 s.f. (370 units multi-family) 43,000 s.f. office 43,000 s.f. retail	545,000 s.f. office 181,500 s.f. retail	872,000 s.f. (450 units multi-family & 200 “two over two” townhomes) 109,000 s.f. office 109,000 s.f. retail
Total Square Footage	170,000	242,500	300,500	396,000	569,000	726,500	1,090,000

ANALYSIS

The proposed high density mixed use options are a significant increase in planned intensity, which raise questions about what the appropriate intensity is for the Annandale CBC and how much parcel consolidation is appropriate and necessary to implement the higher intensities proposed in the nomination. Impacts to public facilities were also evaluated, including transportation, schools, and parks.

Land Use Concept for Baileys Community Business Center (CBC): The Land Use Concept for the Annandale CBC is for the development of an urban core or Town Center area at the heart of the CBC while maintaining transitional areas at the fringe. Recommended levels of intensity for the town center area are .50 FAR to .70 FAR for non-residential mixed use and 1.0 FAR or higher for mixed use with a residential, cinema or hotel component. The subject property, Sub-Unit A-2, is part of the Town Center area and the proposed increase in intensity up to 2.25 FAR doubles the development potential of the current Plan and is a departure from the current land use concept for the Annandale CBC. The proposed change for the subject property is not appropriate without evaluation of the cumulative impact resulting from the 4 APR nominations, which include substantial increases in planned intensity for most of the Annandale CBC.

Parcel Consolidation: Replanning the nomination area creates the opportunity for coordinated redevelopment of 11 acres of Sub-Unit A-2. The nomination proposes to double planned intensity and building height with a minimum consolidation of 2 acres. Current Plan guidance for parcel consolidation in the Annandale CBC indicates that “For all development proposals involving increased intensity/density, parcel consolidation should be provided as a way to achieve the planning objectives of the CBC. Parcel consolidations should be logical and of sufficient size to allow projects to function in a well-designed and efficient manner.” To address numerous issues associated with the proposed increased intensity, full parcel consolidation or substantial consolidation of more than 2 acres may be needed, if this magnitude of redevelopment is determined to be appropriate to achieve revitalization objectives.

Transportation: The transportation network in and around the Annandale CBC is currently heavily traveled. Congestion occurs under existing conditions, particularly at some of the intersections with Little River Turnpike. The 2030 traffic forecast, which assumes future development consistent with the current Plan, indicated increased congestion in the Annandale area’s arterial roadways, such as Little River Turnpike, Columbia Pike, Ravensworth Road and Annandale Road. This forecast does not assume significant increases in intensity, as proposed by the nomination. For comparison purposes, the current Plan maximum is estimated to generate 313 AM peak hour trips and 499 PM peak hour trips. The proposed change is estimated to generate up to 551 AM peak hour trips and 904 PM peak hour trips. Daily trips resulting from the proposed change are estimated to double from about 5,000 trips to 10,000 trips. Substantial increases in planned density may severely impact the area’s road network. The cumulative impacts of this and other nominations in the Annandale CBC have not been evaluated.

Schools: The proposed Plan nomination could result in up to a total of 91 new students with the largest impact at the elementary school level. The following tables indicates that projected student increases from this nomination alone, would not exceed projected school capacity for Falls Church High School and Jackson Middle School, but would significantly impact the existing capacity deficit for Woodburn Elementary School. The planned and funded renovation for Woodburn is scheduled for completion by the 2009-2010 school years but will have limited impact on the school capacity. Staff has not evaluated the cumulative impacts of all APR nominations in this area.

School Pyramid	Capacity 9/30/05	2006-2007		2010-2011		Nomination Maximum Student Yield
		Membership	Membership/Capacity Difference	Membership	Membership/Capacity Difference*	
Falls Church HS	2000	1337	663	1184	816	25
Jackson MS	900/1215	891	324	835	380	11
Woodburn ES	273	393	-120	403	-130	55

*Note: Surplus or deficiency in capacity projected for 2010-2011 does not include students resulting from proposed APR nominations.

Parks: The Park Authority estimates that the proposed nomination would result in an increase in population of up to 1,666 new residents, which would increase the public need for park and park facilities in the Annandale District, which has a deficiency in recreational facilities. Further, the urban nature of the proposed development generates the need for urban-scaled, publicly accessible parks or spaces. Opportunities to mitigate the impacts to parks include adding improvements to existing parks in the Annandale District or provision of on-site recreational amenities. In addition to on-site recreational amenities, a public urban park may be integrated into the site, which may include plazas, gathering spaces, and pedestrian amenities.

Conclusion: Four APR nominations were submitted for the Annandale area that address most of the Annandale CBC. Three of the four nominations propose significant increases in intensity. In total, the planned development potential resulting from these nominations is approximately 9,000,000 square feet, which is over 4.5 times the existing development and a doubling of current Plan potential. To appropriately address the complexity of these nominations, additional study is needed especially with regard to coordinated transportation and impacts to public facilities, as well as the need to address issues associated with changing the overall development concept and creating a more urban and dense area.

In terms of the APR process as indicated in the APR Citizens Guide, in a complex area such as this, it may be recommended that an area be considered for a Special Study. A special study of the Annandale Area would evaluate all of the APR nominations for this area in the context of the entire Community Business Center.

RECOMMENDATION

The staff recommendation is to defer decision on this APR nomination, and all other APR nominations that propose substantial increases in intensity in the Annandale CBC, until a Special Study of the area is conducted which can evaluate the cumulative impacts of these proposed changes.