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Department of Planning & Zoning**

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STAFF REPORT 2005-2006 AREA PLANS REVIEW

SUPERVISOR DISTRICT(S): Mason

APR ITEM(S): 05-I-7A

NOMINATOR(S): Martin D. Walsh

ACREAGE: 16.71 Acres

TAX MAP I.D. NUMBERS: 71-1((1))100,102A,102B,103,105

GENERAL LOCATION: North of Little River Turnpike and east of John Marr Drive.

PLANNING AREA(S): I

District(s): Annandale
Sector: COLUMBIA (A2)
Special Area(s): Annandale CBC (Sub-Unit E-4)

ADOPTED PLAN MAP: RETAIL & OTHER

ADOPTED PLAN TEXT: Community serving retail up to .35 FAR. Option for retail/office mixed use up to .5 FAR.

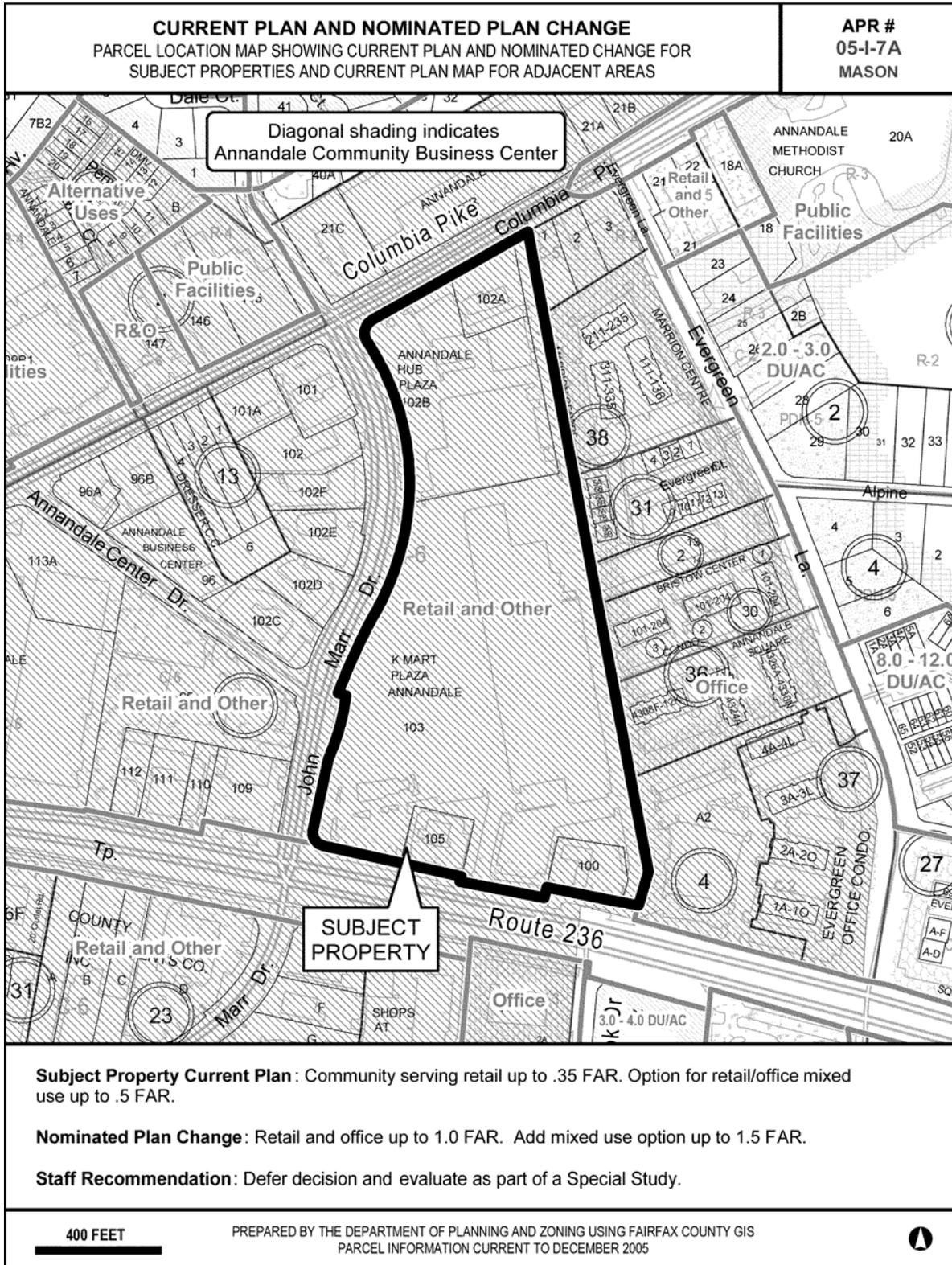
For complete Plan text see <http://www.fairfaxcounty.gov/dpz/comprehensiveplan/planareas.htm>

PROPOSED PLAN AMENDMENT: Retail and office up to 1.0 FAR. Add mixed use option up to 1.5 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.



CONTEXT

General Location:

This property is located north of Little River Turnpike and east of John Marr Drive.

Planned and Existing Land Use and Zoning:

Subject Property: The subject property is located in Sub-Unit E-4 of the Annandale CBC and is developed with retail including a bank and service stations. The area is planned for community serving retail up to .35 FAR with an option for retail/office mixed use up to .5 FAR.

Adjacent Area:

North: The area to the north, across from Columbia Pike, is developed and planned for community serving retail up to .35 FAR and is zoned C-6.

South: The area to the south, across from Little River Turnpike, is planned and developed community serving retail up to .35 FAR and is zoned C-3 and C-6.

West: The area to the west, across from John Marr Drive and north of Annandale Center Drive is developed and planned for community serving retail up to .35 FAR with an option for office/retail mixed use up to .50 FAR and is zoned C-6. The area to the west, that is south of Annandale Center Drive, is developed with retail and office uses, is planned for mixed use with options of varying intensity up to 1.0 FAR and may exceed 1.0 FAR if development includes a cinema or hotel, and is zoned C-6.

East: The area to the east is developed and planned for office up to .50 FAR and for parcels fronting on Columbia Pike the area is developed and planned for retail up to .35 FAR. This area is zoned C-3 and C-5.

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 E-4, p 42:

“Sub-Unit E-4 includes nearly seventeen acres and is currently developed with retail, restaurant, automobile oriented, business service uses, and a freestanding fast-food restaurant. The area is also the location of the Annandale Hub and K-Mart Plazas. The sub-unit is planned for community serving retail use up to .35 FAR. Any additional uses developed within this sub-unit should be oriented toward John Marr Drive. Redevelopment or revitalization efforts within this sub-unit should provide for streetscape improvements, parking lot landscaping, pedestrian circulation and improvements to signage and facades. Shared parking and vehicular access for uses located on the same or adjacent sites are encouraged.

Mixed Use Option--As an option, retail/office mixed use up to .50 FAR (height limit of 40 feet with ground-level retail) may be considered provided that, in addition to the streetscape treatment and landscaping described above, conditions of consolidation and shared parking and access for uses located on the same or adjacent sites are met. Vehicular access should be limited to John Marr Drive.”

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

NOMINATED PLAN AMENDMENT

The nomination proposes to change the Plan to community serving retail and office up to 1.0 FAR with an option for office/retail/residential mixed use up to 1.5 FAR. The height limit is proposed to increase to 120 feet. The following table compares the current Plan’s development potential with the nomination’s maximum development potential.

| Acres | Current Plan @ .35 FAR | Current Plan @ .50 FAR | Proposed mixed use @ 1.0 FAR | Proposed mixed use @ 1.5 FAR |
|--------------|------------------------|--|--|--|
| 16.71 | 254,772 s.f. retail | 182,000 s.f. office 182,000 s.f. retail | 364,000 s.f. office 364,000 s.f. retail | 382,000 s.f. (382 units multifamily) 328,000 s.f. office 382,000 s.f. retail |
| TOTAL | 254,772 s.f. | 364,000 s.f. | 728,000 s.f. | 1,092,000 s.f. |

ANALYSIS

The proposed high density mixed use options are a significant increase in planned intensity. The nomination raises questions about the appropriateness of this intensity in this portion of the Annandale CBC, land use compatibility, and how much parcel consolidation is needed. 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 E-4 is outside of the Town Center area, is part of the transition from the Town Center and is planned for a lower intensity of .50 FAR. The proposed increase in intensity up to 1.5 FAR is a departure from the current land use concept for the Annandale CBC and should be looked at in the broader context of the CBC to determine if mixed use development at this location compliments or undermines the recommendations for the Town Center. Also, the subject property's proposed change is not appropriate without evaluation of the cumulative impact resulting from the 4 nominations which include substantial increases in planned intensity for most of the Annandale CBC.

Land Use Compatibility: Sub-Unit E-4 is planned for a maximum of .50 FAR, with maximum building heights of 40 feet. The proposed nomination proposes substantial increases in intensity and increased maximum building heights to 120 feet. The proposed height is 3 times that of the adjoining townhouse office that is located to the east. A significantly lower height, such as 75 feet (the maximum currently planned in the CBC), may provide a more compatible scale with the abutting area. The primary planning objective of a Plan change should be to provide an overall transition from the town center to the edges of the CBC. The proposed development should provide a compatible transition, in terms of intensity, building mass and scale.

Parcel Consolidation: Replanning the nomination area creates the opportunity for coordinated redevelopment of Sub-Unit E-4. The nomination proposes to triple planned intensity with a minimum consolidation of 4 ½ acres (about ¼ of the subject property). 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, parcel consolidation of more than 4 ½ 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. This forecast does not assume significant increased intensity, as proposed by the nomination. For comparison purposes, the current Plan maximum is estimated to generate 470 AM peak hour trips and 950 PM peak hour trips. The proposed change is estimated to generate up to 1,290 AM peak hour trips and 2,300 PM peak hour trips, which is an increase of more than double. 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 39 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 Annandale High School and Holmes Middle School, but would double the capacity deficit for Columbia Elementary School. Staff has not evaluated the cumulative impacts of 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* | |
| Annandale HS | 2,350 | 2,263 | 87 | 2,134 | 216 | 11 |
| Holmes MS | 950 | 755 | 195 | 696 | 254 | 4 |
| Columbia ES | 348 | 358 | -10 | 370 | -22 | 24 |

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

Parks: The proposed nomination would result in an increase in population that 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: The four APR nominations submitted in the Annandale CBC encompass most of this 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.