

MEMORANDUM



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To: City of Fairfax Zoning Department

From: Michael J. Workosky, PTP, TOPS, TSOS
John F. Cavan, P.E., PTOE

Re: Willowwood Plaza
N29 Apartments Phase 1
Fairfax, Virginia

Subject: Parking Reduction Request

Date: Revised August 17, 2023

INTRODUCTION

This memorandum presents the results of a parking reduction study conducted for the N29 Apartments. The site (noted as Tax Map number 47-4-02-02-002) is located within the existing Willowwood Plaza office development on the north side of Eaton Place, north of Fairfax Boulevard (U.S. Route 29/50) and east of Chain Bridge Road (Route 123) as shown on Figure 1. Willowwood Plaza is currently developed with two (2) office buildings that consist of 277,720 S.F. of general office uses and served by 763 surface parking spaces as shown on Figure 2.

The Applicant, Capital City Real Estate, has filed an application to rezone the property from CR (Commercial Retail) to CU (Commercial Urban) and develop the western portion of the site with 268 multifamily residential units and 1,980 S.F. of retail space (Phase 1). This portion of the site would be served by a new structured parking garage. A copy of the site plan is shown on Figure 3.

The eastern portion of the site (Phase 2) is proposed to be developed with 50 condominiums (two-over-two units). Parking for the Phase 2 portion of the development would be provided by dedicated spaces and is not subject to this parking reduction request. The condominium units will meet City zoning requirements and the office parking supply will be replaced with structured parking garages.

The parking reduction request is applicable to the Phase 1 portion of the site through the use of shared parking. (Note that the two existing office buildings in the southern portion of the site are not included in the application but are referenced in this parking analysis to account for the sharing of parking spaces.)



Figure 1
Site Location



NORTH

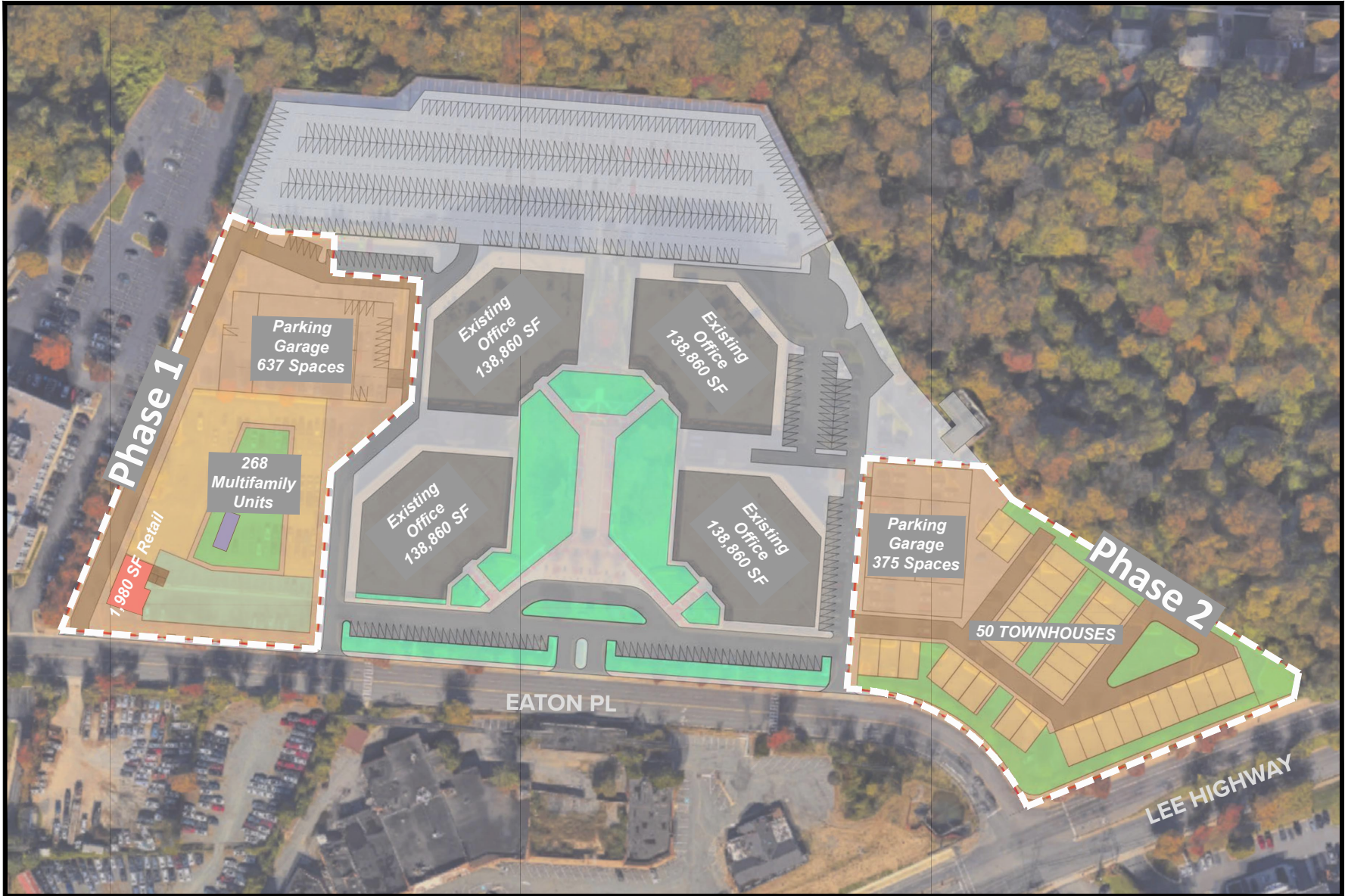
Willowwood Plaza
City of Fairfax, Virginia



Figure 2
Existing Conditions Plan



NORTH
N29 Willowood
City of Fairfax, Virginia



PLAN PROVIDED BY: HICKOK COLE

Figure 3
Proposed Development Plan



NORTH

N29 Willowood
City of Fairfax, Virginia

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The Applicant is requesting an overall parking reduction of 8.0 percent reduction (or up to 96 fewer spaces) than the 1,197 spaces that would be required by the Ordinance for the Phase 1 uses and existing office buildings. A parking supply of 1,101 spaces is proposed. The parking reduction is based on the nature of the proposed residential uses and the sharing of spaces between the Phase 1 uses and two existing office buildings.

Sources of data for this analysis include, but are not limited to, the files and library of Wells + Associates (W+A), christopher consultants, Cozen O'Connor, Capital City Real Estate, the Institute of Transportation Engineers (ITE), Urban Land Institute (ULI), and City of Fairfax.

BACKGROUND INFORMATION

The site is currently zoned CR (Commercial Retail) and a rezoning application has been submitted to rezone the property to CU (Commercial Urban). As mentioned previously, Phase 1 would consist of 268 multifamily residential units and 1,980 S.F. of retail space while Phase 2 would include 50 two-over-two condominium units.

Residential Unit Mix

Multifamily Units. The Applicant is intending to provide the following unit type ratios:

■ One (1) Bedroom Units:	170 Units (63 percent)
■ Two (2)/Three (3) Bedroom Units:	<u>98 Units (37 percent)</u>
Total	268 units

As shown above, the proposed project would provide a majority of one-bedroom units. The Applicant is proposing to provide a minimum parking supply of approximately 1.30 parking spaces per unit.

Project Phasing

This parking reduction request is associated with the Phase 1 development on western portion of the site. These uses would include the multifamily residential and retail spaces. It is noted that the Phase 1 uses would share parking with the two existing office buildings as outlined later in the report.

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The Phase 2 portion the site at the southeastern side of the development would consist of condominiums (two-over-two units). While this phase would likely be constructed shortly after Phase 1, the separate parking would be provided and is not subject of this parking reduction.

Proposed Parking Supply

A future parking supply of 1,101 parking spaces is proposed and includes the following:

- 79 existing surface spaces (dedicated to office) on off-site Parcels 47-4-02-02-002 and 47-4-02-02-001
- 377 spaces within proposed central parking structure (dedicated to office) on off-site Parcel 47-4-02-02-001
- 637 spaces within proposed parking structure for this subject application of which*:
 - 174 spaces dedicated to office
 - 268 spaces dedicated to multifamily
 - 195 shared spaces
- An additional five (5) surface spaces are proposed within the subject site
- Three (3) curb parking spaces are proposed along the western roadway

TOTAL PARKING PROVIDED – 1,101 SPACES

*Note that 125 spaces (or approximately 20 percent) are proposed to be compact spaces located within the parking garage.

CITY OF FAIRFAX PARKING REQUIREMENTS

Chapter 110, Article 4, Section 4.2.3.E of the Zoning Ordinance (see **Attachment III**) outlines the parking requirements for multifamily residential uses as follows:

- 0 or 1 bedrooms – “1.5 spaces per unit”
- 2 or more bedrooms – “2 spaces per unit”

Based on the proposed unit mix, the 268 multifamily units would require 451 spaces.

For retail uses the required parking would be “1 space per 200 sq. ft. of floor area”. Therefore, the proposed 1,980 square feet (S.F.) of retail space would require 10 parking spaces at the code ratio. The two existing office buildings require 736 parking spaces based on their 1985 Site Plan approval and are currently served by 763 parking spaces. It is noted that a variance V-949-84-1 was approved on November 6, 1984 requiring 788 spaces. However, the Applicant plans to amend this variance.

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Based on a strict application of the Zoning Ordinance, 1,197 spaces are required for the proposed Phase 1 uses as well as the two existing off-site office buildings.

REQUESTED PARKING REDUCTION

As outlined above, Phase 1 of the planned development and existing office buildings would require a minimum of 1,197 parking spaces to meet a strict application of the Zoning Ordinance parking requirements (see Table 1). The Applicant is requesting an overall parking reduction of 8.0 percent (or up to 96 fewer spaces) than would be required by the Ordinance based on a proposed parking supply of 1,101 spaces.

Specifically, the parking reduction would consider the following components:

- A reduction of the base residential parking rate from 1.68 spaces per unit to 1.30 per unit.
- Shared parking between a portion of the residential and office uses.

The Zoning Ordinance provides provisions for potential parking reductions. Section 4.2.3.D.1.c allows for a ten percent parking reduction within the CU district where structured parking is provided. In addition, Section 4.2.5.C.3 allows for a reduction of up to 50 percent of the residential requirement when residential and office parking are shared. Based on a residential requirement of 451 spaces, this provision would allow for a reduction of up to 225 spaces. Thus, the proposed reduction is within the limits of this provision.

PARKING REDUCTION ANALYSIS

The following sections evaluate the requested parking reduction with respect to this provision.

Base Residential Parking Rate

Based on the Zoning Ordinance requirements described above, the proposed 268 multifamily dwelling units would require 451 spaces (or 1.68 spaces/unit). However, based on the following criteria, it is believed that the base residential parking ratio can be reduced to 1.30 spaces per unit and continue to accommodate resident parking demand:

- Transit Service Access
- Transportation Demand Management (TDM) Measures
- Proximity of Nearby Neighborhood Amenities
- Comprehensive Plan Recommendations

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Table 1
N29 Willowood
Development Program and Code Parking Summary ^{(1) (2)}

Land Use	Buildout Conditions	
	Size	Units
Retail	1,980	SF GLA
Studio/1-Bedroom	170	D.U.
2 -Bedroom or more	98	D.U.
<i>Total Residential Apartments</i>	<i>268</i>	<i>D.U.</i>

Code Parking Required	Units/Size	Ratio (min)	Parking Required
Retail (GFA)	1,980	1 per 200 SF	10
Office	277,720	See Footnote 3	<u>736</u>
Commercial Parking Required			746
Phase 1 Residential Apartments			
Studio/1-Bedroom	170	1.50	255
2 -Bedroom or more	98	2.00	<u>196</u>
Apartment Parking Required	268	1.68	451
Total Parking Required	1,197 spaces		
Total Parking Provided	<u>1,101</u> spaces ⁽⁴⁾		
Difference	(96) spaces		
Percent	-8.0%		

Notes: (1) Based on Chapter 110, Article 4 of the City of Fairfax Zoning Ordinance.

(2) Phase 2 condominiums will be self-parked and are not included in this parking analysis

(3) Based on Site Plan approved in 1985 which required 368 parking spaces per office building. Variance V-949-84-1 was approved on November 6, 1984 requiring 788 spaces, the Applicant plans to amend this variance.

(4) Includes 125 compact spaces within the parking garage.

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Transit Service Access

The subject site is served by the following three (3) bus lines:

- WMATA Metrobus Route 1C (Fair Oaks-Fairfax Boulevard Line)
- Fairfax CUE Bus Green Route
- Fairfax CUE Bus Gold Route

Metrobus Route 1C provides service between Fair Oaks Mall and Dunn Loring Metrorail Station. Bus stops are located at the Fairfax Boulevard (Routes 29/50)/Eaton Place intersection.

The Fairfax CUE Bus Green Route provides service to Old Town Fairfax, George Mason University, eastern Fairfax City, and the Vienna Metrorail Station. Bus stops are located along Eaton Place.

The Fairfax CUE Bus Gold Route provides service to Old Town Fairfax, George Mason University, western Fairfax City, and the Vienna Metrorail Station. Bus stops are located at the Fairfax Boulevard (Routes 29/50)/Eaton Place intersection.

Transportation Demand Management (TDM)

As part of the proposed redevelopment, the Applicant has provided proffers that commit to implementing a TDM Plan to encourage the use of transit, high-occupant vehicle commuting modes, walking, biking, and teleworking, to reduce the automobile trips generated by the Application Property. While the implementation of a TDM program is not the basis of this parking reduction, these measures would help reduce the need for residents to own vehicles. A TDM program, among other things, helps to reduce residential and office generated vehicle trips. Elements of the TDM program to reduce the number of household vehicles may include:

- Property-wide TDM Program Management (to include the existing office uses)
- Dissemination of City/Regional Program Information
- Pedestrian/Bicycle facilities
- Regular monitoring/reporting
- Parking Management (e.g., unbundle the multi-family parking spaces by providing each new tenant an option to rent/own a parking space(s) at an additional cost)

In addition, the Northfax Small Area plan recommends the establishment of a TDM program and notes that “Parking is often oversupplied, located in areas not best suited to efficiently leverage demand and the value of the land it occupies”.

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Nearby Neighborhood Amenities

Numerous amenities are located in the immediate vicinity of the N29 Residential site reducing the need for residents to own an automobile. The recently redeveloped Point50 shopping center is directly south of the site and includes the Amazon Fresh grocery store, restaurants, coffee shop, and other retail uses. Additional retail and restaurant uses are provided along Fairfax Boulevard (U.S. Routes 29/50).

Marked crosswalks are provided across Eaton Place and at traffic signals along Fairfax Boulevard (U.S. Routes 29/50). As part of the redevelopment, the Applicant will be improving the site's frontage along Eaton Place.

In addition to the existing amenities, the proposed redevelopment would provide retail/commercial uses and amenities that will serve residents office workers in the site and reduce the need for vehicle ownership.

Comprehensive Plan Recommendations

The property is located within the Northfax Small Area Plan. The Plan recommendations note that the "cost and perceived availability to find parking must be carefully balanced to the demands of new uses and building an attractive, walkable Activity Center" and offer the following strategies:

- Create a park-once and walk district
- Encourage shared parking
- Establish district-wide parking regulations
- Encourage the use of on-demand mobile parking apps
- Manage curbside space

As noted previously, a portion of the parking is proposed to be shared between the residential, office, live/work, and retail uses. Therefore, the proposed site is in conformance with the Plan's recommendations for shared parking. While the City's Ordinance continues to determine parking minimums, the Plan does note the potential for future area-specific parking requirements.

Shared Parking Analysis

Shared parking is defined as "a parking space that can be used to serve two or more individual land uses without conflict or encroachment." The approach to managing the parking demand at

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the Willowwood Plaza is to provide a portion of dedicated parking for residents within the parking garage and take advantage of the variations in parking accumulation by residents, visitors, office workers and retail patrons.

Applying shared parking techniques provides a systematic way to apply appropriate adjustments for variations in parking demand patterns. Sharing parking resources attempts to provide a balance between providing adequate parking to support a development from a commercial viewpoint, while avoiding excessive costs, over building parking, and storm drainage and other environmental impacts.

A shared parking analysis employs the following steps as identified in the *Shared Parking, Third Edition* Manual:

1. Gather and review project data.
2. Select parking ratios.
3. Select factors and analyze differences in activity patterns.
4. Develop scenarios for critical parking need periods.
5. Adjust ratios for mode split and persons per car for each scenario.
6. Apply captive market adjustments for each scenario.
7. Calculate required parking spaces for each scenario.
8. Determine if the scenarios reflect all critical parking needs and management concerns.
9. Recommend a parking plan.

The ULI methodology has established recommended parking indices, hourly accumulations, and seasonal variations in parking for various land uses.

Parking Analysis Assumptions

The shared parking assumptions are summarized below:

- A base parking ratio of 1.30 spaces per unit was assumed for the 268 units for a total of 349 spaces.
- The proposed 1,980 square feet (S.F.) of retail space would require 10 parking spaces at the code ratio of one (1) space per 200 S.F. floor area.
- The two existing office buildings require 736 spaces based on the 1985 Site Plan approval.
- A future parking supply of 1,101 parking spaces is proposed and includes the following:
 - 79 existing surface spaces (dedicated to office) on off-site Parcels 47-4-02-02-002 and 47-4-02-02-001
 - 377 spaces within proposed central parking structure (dedicated to office) on off-site Parcel 47-4-02-02-001
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- 174 spaces dedicated to office
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-
- A minimum of 630 spaces would be required at all times to serve office users. It was assumed that office users would use the dedicated spaces first given the location adjacent to the office buildings. If office demand exceeded 630 spaces, the additional demand would be accommodated by the shared spaces.
 - One (1.0) space per multifamily would be reserved at all times for each multifamily residential unit. The remaining 0.30 spaces per multifamily unit would be served by the shared parking spaces and would include surplus resident parking and visitors.
 - The 10 retail parking spaces would be served by the shared parking spaces.

Shared Parking Methodology

The hourly parking demands for uses served by the shared spaces were calculated using the base rates described above and the hourly adjustment factors presented in the Urban Land Institute's (ULI) Shared Parking, Third Edition. Reserved parking spaces were treated as occupied during all hours. No additional adjustments for non-auto mode share or internal capture were assumed.

Results

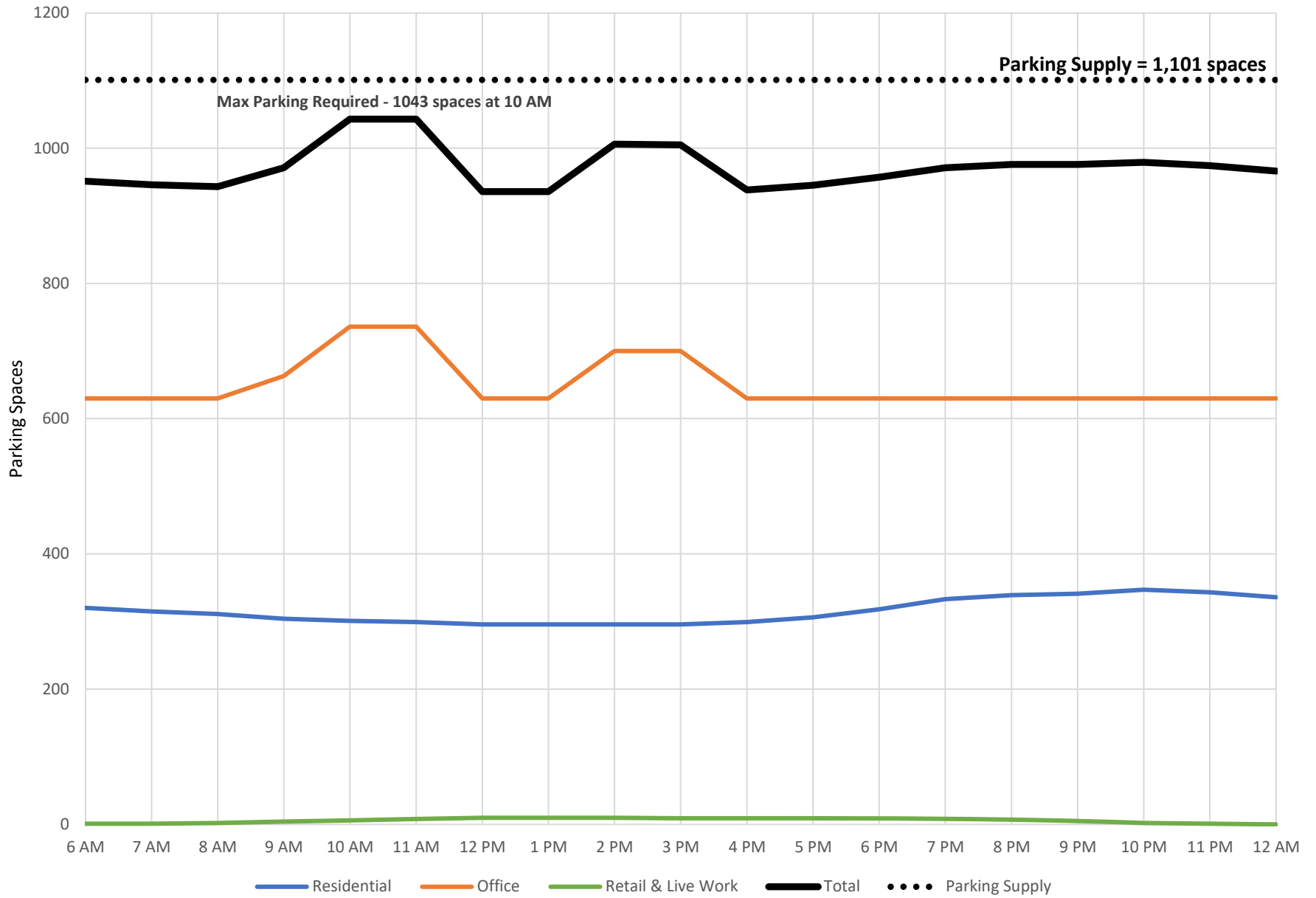
A summary of the hourly parking demands is shown in Table 2 and Figure 3. Based on the assumptions described above, a maximum of 1,043 parking spaces would be needed to accommodate the peak weekday parking requirement expected to occur at 10:00 AM. The proposed parking supply of 1,101 spaces would provide a surplus of 58 parking spaces during this period. Thus, the proposed parking supply would adequately serve the site.

As shown in Figure 3, parking would be available for residents in the evening and early morning when office parking demand is low. In addition, parking spaces would be available on weekends when there is low office parking demand.

Table 2
 N29 Willowood
 Weekday Shared Parking Demand

		Hour of Day																		
		6 AM	7 AM	8 AM	9 AM	10 AM	11 AM	12 PM	1 PM	2 PM	3 PM	4 PM	5 PM	6 PM	7 PM	8 PM	9 PM	10 PM	11 PM	12 AM
Retail	Visitors	1%	5%	15%	35%	60%	75%	100%	100%	95%	85%	85%	85%	90%	80%	65%	45%	15%	5%	0%
Office	Employee	3%	15%	50%	90%	100%	100%	85%	85%	95%	95%	85%	60%	25%	15%	5%	3%	1%	0%	0%
Residential Apartments	Visitors	0%	10%	20%	20%	20%	20%	20%	20%	20%	20%	20%	40%	60%	100%	100%	100%	100%	80%	50%
Residential Apartments - Shared	Residents	95%	80%	67%	55%	50%	45%	40%	40%	40%	40%	45%	50%	60%	70%	80%	85%	95%	97%	100%
Retail	Visitors	1	1	2	4	6	8	10	10	10	9	9	9	9	8	7	5	2	1	-
Office - Within Shared Spaces	Employee	-	-	-	33	106	106	-	-	70	70	-	-	-	-	-	-	-	-	-
Office - Within Dedicated Spaces	Employee	630	630	630	630	630	630	630	630	630	630	630	630	630	630	630	630	630	630	630
Residential	Visitors	-	3	6	6	6	6	6	6	6	6	6	11	17	27	27	27	27	22	14
Residential - Shared Spaces	Residents	52	44	37	30	27	25	22	22	22	22	25	27	33	38	44	46	52	53	54
Residential - Dedicated Spaces	Residents	268	268	268	268	268	268	268	268	268	268	268	268	268	268	268	268	268	268	268
Totals Parking Required		951	946	943	971	1,043	1,043	936	936	1,006	1,005	938	945	957	971	976	976	979	974	966
Difference		150	155	158	130	58	58	165	165	95	96	163	156	144	130	125	125	122	127	135
Office Parking Summary		Retail Parking Summary																		
Spaces Required by Office	736 spaces	Assumed to be in shared area 10 spaces																		
Dedicated Garage Spaces	630 spaces																			
Balance in Shared Area	106 spaces																			
Multifamily Residential Parking Summary																				
Number of Units	268 units																			
Total Parking Required	349 spaces																			
Dedicated Residential Spaces	268 spaces																			
Balance in Shared Area	81 spaces																			
Visitors in Shared in Shared Area	27 spaces																			
Residents in Shared in Shared Area	54 spaces																			
Parking Supply	1,101 spaces																			

Figure 3 - Hourly Parking Requirements



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CONCLUSIONS

Based on the documentation provided herein, the following can be concluded:

1. A parking reduction is proposed for the Phase 1 uses which include 268 multifamily residential units and 1,980 S.F. of retail space. The parking reduction is based on the nature of the proposed residential uses and the sharing of spaces between Phase 1 uses and two existing office buildings.
2. Based on a strict application of the Zoning Ordinance, 1,197 spaces are required for the proposed Phase 1 uses as well as the two existing off-site office buildings.
3. A future parking supply of 1,101 parking spaces is proposed and includes parking within the subject site as well as parking on the office parcels.
4. The Applicant is requesting an overall parking reduction of 8.0 percent reduction (or up to 96 fewer spaces) than would be required by the Ordinance.
5. Based on the shared parking analysis, a maximum of 1,043 parking spaces would be needed to accommodate the peak weekday parking requirement expected to occur at 10:00 AM. Parking would be available for residents in the evening and early morning when office parking demand is low. In addition, parking spaces would be available on weekends when there is low office parking demand.
6. The proposed parking reduction is generally compatible with potential parking reduction criteria outlined in Zoning Ordinance Sections 4.2.3.D.1.c and 4.2.5.C.3.
7. The proposed parking reduction is consistent with the recommendations outlined in the Northfax Small Area Plan.

Questions regarding this document should be directed to Wells + Associates.