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STAFF REPORT 2009-2010 SOUTH COUNTY AREA PLANS REVIEW

SUPERVISOR DISTRICT: MASON

APR ITEM: 09-I-1B

NOMINATOR: William Barnes Lawson, Jr., Esq.

ACREAGE: 0.975 Acre

TAX MAP I.D. NUMBERS: 61-2((18))1-4

GENERAL LOCATION: Southeast of the intersection of Leesburg Pike and Charles Street

PLANNING AREA: Area I
District: Baileys
Sector: Barcroft (B5)
Special Area(s): Baileys Crossroads Community Business Center – Land Unit A-2

ADOPTED PLAN MAP: Office for parcels 61-2((18))1-3; Residential at 2-3 dwelling units per acre (du/ac) for parcel 4.

ADOPTED PLAN TEXT: Office use with an option for townhouse-style office up to .35 FAR with consolidation for 61-2((18))1-3. No site-text for the residentially planned parcel 4.

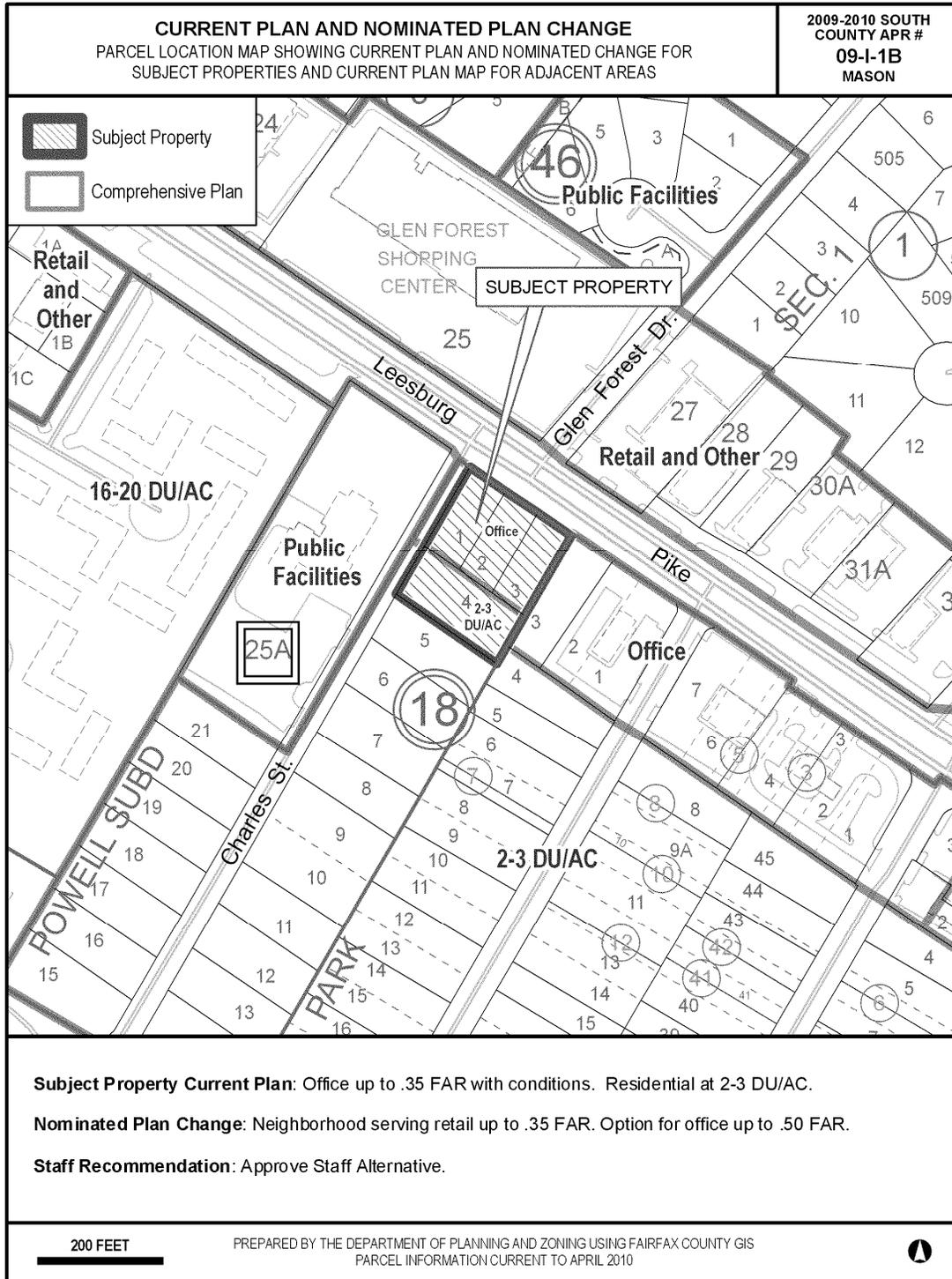
For complete Plan text see <http://www.fairfaxcounty.gov/dpz/comprehensiveplan/area1/baileys.pdf>

PROPOSED PLAN AMENDMENT: Allow neighborhood serving retail use up to .35 FAR with an option for townhouse-style office use up to .50 FAR.

SUMMARY OF STAFF RECOMMENDATION:

- Approve Nomination as Submitted
- Approve Staff alternative
- Retain Adopted Plan

Staff recommends an alternative for an option for office, retail or a mix of these uses up to .25 FAR with conditions on consolidation, dedication of Right-of-Way for the planned realignment of Charles Street with Glen Forest Drive, uses, building and parking orientation, and pedestrian and vehicular access.



CONTEXT

General Location:

This property is located at the southeast intersection of Leesburg Pike and Charles Street.

Existing and Planned Land Use and Zoning:

Subject Area: The subject area is planned for office use in the existing residential structures [staff note – existing structures have been demolished] with an option for townhouse-style office use up to .35 FAR with consolidation and other conditions, and is zoned C-2.

Adjacent Area:

North: The area north of Leesburg Pike and west of Glen Forest Drive is planned for and developed with neighborhood-serving retail and service uses, and is zoned C-6. The area north of Leesburg Pike and east of Glen Forest Drive is planned for and developed with community-serving retail or office use up to .35 FAR, and is zoned C-8.

East: The area to the east is vacant and planned for neighborhood-serving retail and office use up to .35 FAR, and is zoned C-2.

South: The area to the south is planned for and developed with single-family residential use at 2-3 du/ac, and is zoned R-3.

West: The area to the west is planned for public facilities, governmental and institutional uses and is developed with a church, and is zoned R-3.

PLANNING HISTORY

In 1990, the County's Policy Plan introduced the concept of "Commercial Business Centers (CBCs)," such as the Bailey's Crossroads CBC, and provided more focused redevelopment and revitalization guidance for this area. In 2000, after a special study, the Comprehensive Plan for the Bailey's Crossroads CBC was further amended including the adoption of the current site-specific guidance for the subject area. The subject parcels are included in a pending Plan amendment ST10-CW-3CP on the Bailey's Crossroads CBC. However, no changes are proposed to site-specific guidance for the subject parcels under Plan amendment ST10-CW-3CP.

In 1998, the Board of Supervisors designated the Bailey's Crossroads CBC as part of the Bailey's Crossroads/Seven Corners Community Revitalization District (CRD). This designation is a special category within the County's Zoning Ordinance which is intended to encourage revitalization activities by providing greater flexibility in ordinance requirements.

ADOPTED COMPREHENSIVE PLAN TEXT

Fairfax County Comprehensive Plan, Area I Volume, 2007 Edition, Baileys Planning District as amended through March 9, 2010, Baileys Crossroads Community Business Center, Land Unit Recommendations, page 30:

“Sub-Unit A-2

The parcels east of Charles Street, Tax Map 6-12((18))1-3, are planned as an office conversion zone, with office use in the existing residential structures. Or, as an option, townhouse- style office use up to .35 FAR may be appropriate if all three parcels are consolidated. The remainder of this area is planned for neighborhood serving retail and office uses up to .35 FAR. Building heights within this sub-unit should not exceed 40 feet, and buffering to adjacent residential neighborhoods should consist of a solid wall and landscaping with a setback area designed as a transition to adjacent residential uses.”

NOMINATED PLAN AMENDMENT

The original nomination proposed neighborhood-serving retail uses up to .35 FAR for the subject area with an option for townhouse-style office use up to .50 FAR. Current guidance on building heights and buffering would be retained. The nominator is currently requesting that the proposed nomination be replaced with neighborhood-serving retail use up to .125 FAR.

ANALYSISLand Use and Revitalization

The nominated parcels are located southeast of the intersection of Leesburg Pike and Charles Street, within Sub-Unit A-2 of the Baileys Crossroads Community Business Center. Four parcels make up the nominated site, totaling approximately 0.975 acre. Parcels 1-3 are planned for office use; Parcel 4 is planned for residential use at 2-3 du/ac. Currently, the nominated properties are vacant and fenced-in, though materials have been dumped in the area in the past, causing occasional blighted conditions.

The current zoning of the nominated area resulted from the approval of RZ 95-M-039 which allows more office space than the current Comprehensive Plan, 10,666 square feet versus 9,285 square feet. The rezoning includes a proffered commitment that requires the

realignment of Charles Street with Glen Forest Drive. The existing zoning may not provide sufficient incentive for redevelopment when a significant amount of land is needed for the realignment of Charles Street.

As indicated in the preliminary staff report, concerns were raised that the .975-acre nominated area would be too small to accommodate the originally requested Plan change to neighborhood-serving retail use up to .35 FAR or townhouse-style office use up to .50 FAR while providing land for the realignment of Charles Street and frontage improvement for Leesburg Pike. Under those proposed uses, the nominated area could be developed with up to 14,864 square feet of retail use or up to 21,235 square feet of office use. Intensity at these levels and associated parking may not result in a high quality design that would meet current site-specific Plan conditions on building height limitation of 40 feet and adequate buffering, screening, and setbacks to ensure an appropriate transition to adjacent planned and existing single-family homes to the south. The design could be further challenged in meeting area-wide Plan guidance for the Bailey's Crossroads Community Business Center with respect to provision of streetscape, including browsing area, sidewalk, and landscape strip, along Leesburg Pike.

At the March 31, 2010 Mason APR Task Force meeting, the nominator requested that the original nomination of .35 FAR for retail with an option for townhouse-style office up to .50 FAR be entirely replaced with consideration for neighborhood-serving retail up to .125 FAR.

Staff believes that neighborhood-serving retail use is appropriate for this location. However, the opportunity for office use or mixed-use development should not be precluded on the site. Comprehensive Plan guidance which limits the potential uses on the properties may restrict the ability of the property to redevelop if a retail user cannot be found. Office uses typically have lower parking requirements than retail, and may also be accommodated on the property with an appropriate FAR. Staff recommends that neighborhood-serving retail use, office or a mix of these uses may be appropriate up to .25 FAR that is consistent with the vision for Bailey's Crossroads. As the character of Bailey's Crossroads and Leesburg Pike transitions to one which is more pedestrian friendly, drive-thrus and other auto-oriented uses should be limited. This is particularly relevant to the nomination properties due to their small size. Drive-thru facilities require significant site area to be functional, and appear infeasible at this location.

The vision of the Bailey's Crossroads is of an emerging urban center. As such new development should be pedestrian-friendly and oriented toward Leesburg Pike. Proposed Plan guidance should direct that parking and loading areas be located to the rear or side of the main building. A front door or main entrance should be provided facing Leesburg Pike and should be directly accessible from the public sidewalk. Storefront glazing should be provided along the ground floor facing Leesburg Pike.

The subject area is challenged by its small size, and this may restrict the opportunity for a quality development. The limited land area may lend itself to a stand-alone commercial structure surrounded by parking. In general, this is not consistent with the long-term vision of Bailey's Crossroads.

Ideally, the nominated parcels would be incorporated with adjacent properties to the southeast, to create a more viable development. The nominator has stated that this has been explored, but the adjacent owners are not likely to participate. In the absence of a coordinated development approach, staff supports a Plan amendment that would promote a more urban, pedestrian-friendly project at this location.

Staff suggests that the baseline recommendation of the Plan be updated to reflect the approved zoning under RZ 95-M-039 for townhouse-style office development of up to .25 FAR on Parcels 1-4. The current Comprehensive Plan recommends an option for office use up to .35 FAR on only Parcels 1-3 resulting in 9,285 square feet of development. In comparison, the approved zoning allows 10,666 square feet of office space for the four parcels. Thus, the suggested Plan change would reconcile the difference of 1,381 square feet of office use allowed under the zoning over the current Comprehensive Plan.

Transportation

The proposed land use change under the original nomination would increase daily trips compared to the current Plan and would represent a moderate impact to the transportation network. Should the Plan be amended for the nominated area, the following should be considered:

There is a proffer with the approval of RZ 95-M-039 for the nominated area requiring right-of-way dedication for the realignment of Charles Street with Glen Forest Drive. Should the Plan be amended for this area, it is recommended that Plan text be added so that any redevelopment would include a condition for right-of-way dedication for the realignment of Charles Street. Access to the nominated area should occur via Charles Street and not from Leesburg Pike, which is a principal arterial with managed access.

Leesburg Pike is shown on the Fairfax County Transportation Plan Map to be improved to six lanes. Currently, eastbound Leesburg Pike in front of the nominated area is two through lanes with a center left turn lane. Right-of-way should be dedicated for the widening of Leesburg Pike to three eastbound through lanes in front of the site.

Additionally, the nomination is within the Enhanced Public Transportation Corridor shown on the Transportation Plan Map. The map does not currently show rail transit or bus rapid transit in the area where it could directly impact the nomination; however, this could change in the future as the result of a corridor study.

**Trip Generation Estimates for APR 09-I-1B
Mason District**

Current Comprehensive Plan (0.35 FAR)		AM Peak Hour			PM Peak Hour			Average
Sq. Ft.	In	Out	Total	In	Out	Total	Daily	
Office (710) 14,864	20	3	23	4	18	22	164	

Proposed Amendment (0.35 FAR Base)		AM Peak Hour			PM Peak Hour			Average
Sq. Ft.	In	Out	Total	In	Out	Total	Daily	
Retail (820) 14,864	9	6	15	27	29	56	638	

Proposed Amendment (0.50 FAR Option)		AM Peak Hour			PM Peak Hour			Average
Sq. Ft.	In	Out	Total	In	Out	Total	Daily	
Office (710) 21,235	29	4	33	5	26	32	234	

Net Impact of Proposed Amendment							Trips
0.35 FAR Base	-11	3	-8	23	11	34	474
0.50 FAR Option 1	9	1	10	2	8	9	70

¹⁾ Trip Rates are from the Institute of Traffic Engineers (ITE) Book 8th Edition, 2009

²⁾ Trip generation estimates are provided for general order-of-magnitude comparisons only and do not account for pass-by, internal capture, or traffic reductions as a result of proximity to transit stations.

RECOMMENDATION

Staff recommends an alternative to replace the existing Plan option with neighborhood-serving retail use, office use or a mix of these uses up to .25 FAR with conditions. The existing Plan option would generally be carried over by changing it to the base Plan recommendation. The proposed base Plan recommendation would reflect the approved townhouse-style office use up to .25 FAR.

In keeping with the vision for Bailey’s Crossroads, staff recommends that the Plan option should only be considered with full consolidation and context sensitive design through the creation of a pedestrian-friendly street edge along Leesburg Pike and Charles Street. Building orientation should be towards the street with parking to be located to the rear or side of the main building. Pedestrian access to the building should be from Leesburg Pike and should be directly accessible from the sidewalk. Drive-thru facilities and auto-oriented uses should be strongly discouraged. With respect to transportation recommendations, Plan guidance should be added to recognize that any development should include dedication for

the needed Right-of-Way for the planned alignment of Charles Street with Glen Forest Drive. In addition, vehicle access to the property should be restricted to Charles Street to limit additional curb cuts along Leesburg Pike.

Staff recommends that the Comprehensive Plan be modified as shown below. Text proposed to be added is shown as underlined and text proposed to be deleted is shown with a ~~strikethrough~~.

MODIFY: Fairfax County Comprehensive Plan, Area I Volume, 2007 Edition, Baileys Planning District as amended through March 9, 2010, Baileys Crossroads Community Business Center, Land Unit Recommendations, page 30:

“Sub-Unit A-2

The parcels east of Charles Street, Tax Map ~~6-12((18))1-3~~ 61-2((18))1-4 are planned and approved for townhouse-style office use of up to .25 FAR on Parcels 1-4 with full consolidation, as an office conversion zone, with office use in the existing residential structures. Or, as an option, townhouse-style office use up to .35 FAR may be appropriate if all three parcels are consolidated. Any development on these parcels should include dedication for the Right-of-Way for the planned realignment of Charles Street with Glen Forest Drive. As an option, office, retail or a mixture of these uses, up to .25 FAR may be appropriate with consolidation of all four parcels provided that the following conditions are met. The proposed development should be urban in character and pedestrian-friendly. Auto-oriented uses, including drive-thru facilities, are strongly discouraged. A primary pedestrian entrance should be visible and accessible from Leesburg Pike. Parking should be located to the rear or side of the main structure. Vehicle access to the property should be restricted to Charles Street to limit additional curb cuts along Leesburg Pike. The remainder of this area is planned for neighborhood serving retail and office uses up to .35 FAR. Building heights within this sub-unit should not exceed 40 feet, and buffering to adjacent residential neighborhoods should consist of a solid wall and landscaping with a setback area designed as a transition to adjacent residential uses.”

MODIFY: Fairfax County Comprehensive Plan, Area I Volume, 2007 Edition, Baileys Planning District as amended through March 9, 2010, Baileys Crossroads Community Business Center, Figure 12, Baileys Crossroads Land Units and Sub-Units, page 29, so that Tax Map 61-2((18))4 is included in Sub-unit A-2.

The Comprehensive Plan Map will be changed from residential use at 2-3 du/ac to office use for Parcel 4. The Comprehensive Plan Map will be not be changed for Parcels 1-3 as the map will continue to show office use to reflect the base land use recommendation.