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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-5B

NOMINATOR(S): William B. Lawson, Jr.

ACREAGE: 44.55 Acres

TAX MAP I.D. NUMBERS: 62-1((1))13,13A,14,15,16A,16E,16F

GENERAL LOCATION: Baileys Crossroads CBC, Sub-Unit C-4 & portion of Sub-Unit C-5 east of S. Jefferson Street.

PLANNING AREA(S): I

District(s): Baileys

Sector: COMMERCE PARK (B3)

Special Area(s): Baileys Crossroads CBC (Sub Unit C-4 and Portion of Sub-Unit C-5)

ADOPTED PLAN MAP: RETAIL & OTHER, OFFICE

ADOPTED PLAN TEXT: Sub-Unit C-4: Community Serving Retail up to .35 FAR.
Sub-Unit C-5: Community Serving Retail at current intensity.

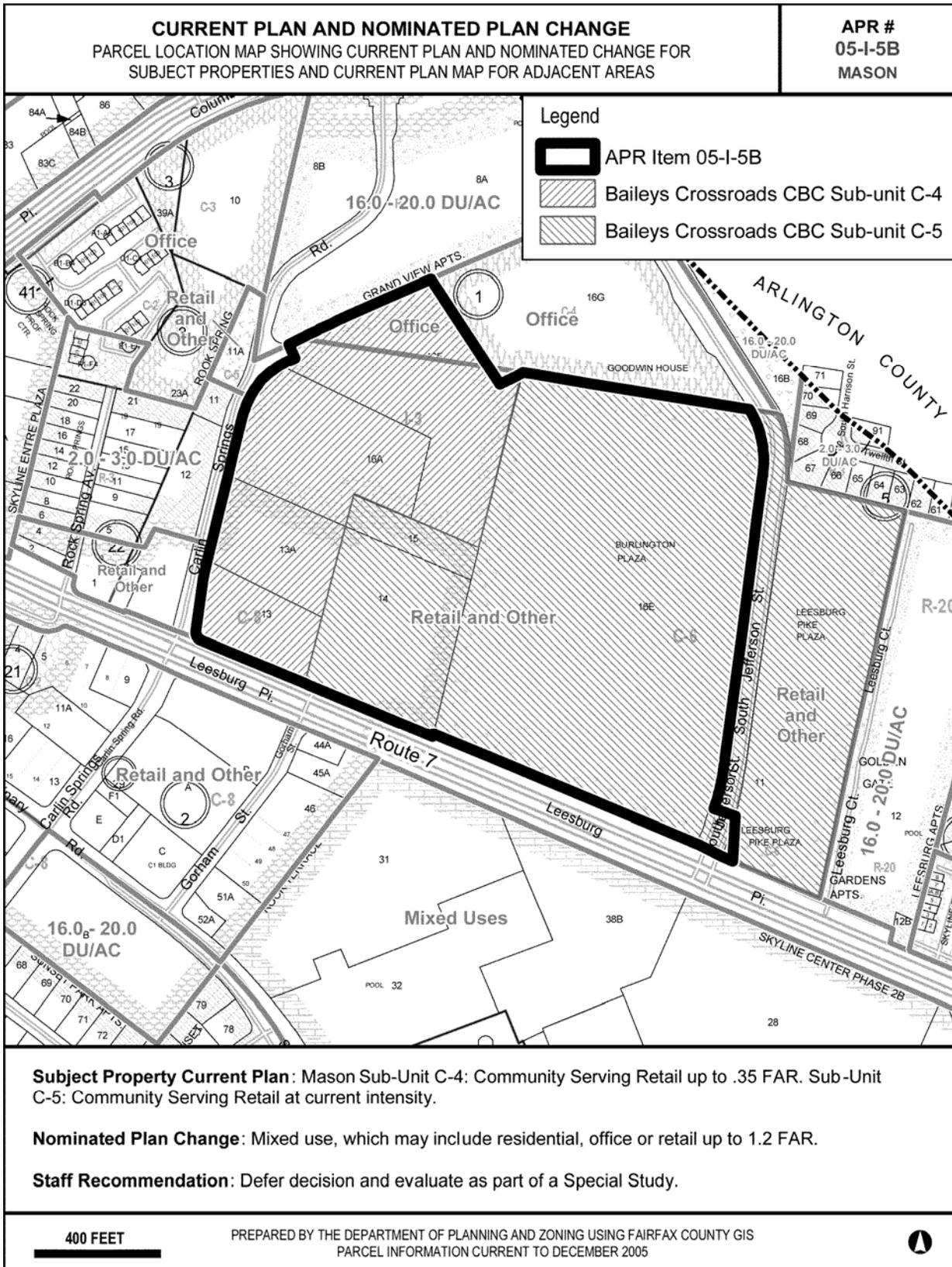
For complete Plan text see <http://www.fairfaxcounty.gov/dpz/comprehensiveplan/planareas.htm>

PROPOSED PLAN AMENDMENT: Mixed use, which may include residential, office, retail, hotel, entertainment, institutional, cultural, recreational and governmental uses up to 1.2 FAR.

SUMMARY OF STAFF RECOMMENDATION:

Approve Nomination as Submitted
 Approve Staff Alternative*
 Retain Adopted Plan

*Evaluate this redevelopment issue and others comprehensively in the Bailey's CBC Special Study.



CONTEXT

General Location:

This property is located north of Leesburg Pike (Route 7), east of Carlin Springs Road, and west of South Jefferson Street.

Planned and Existing Land Use and Zoning:

Subject Property: The subject property is located in Sub-Units C-4 and C-5 of the Baileys Crossroads CBC. The area is developed with retail uses and is planned for office and retail uses up to .35 FAR. The area is zoned C-6, C-8 and I-3.

Adjacent Area:

North: The area to the north is developed and planned for residential use at 16-20 du/ac and office use with an option for adult congregate living up to 1.65 FAR. The area is zoned R-20 and C-4 with a Special Exception for elderly housing.

South: The area to the south, across from Leesburg Pike, is the Skyline Center which is planned and developed for mixed use, is zoned PDC and is approved for an overall intensity up to 1.85 FAR.

West: Parcels along Rock Springs Avenue and Carlin Springs Road are developed with single family detached houses. Parcels that front on Leesburg Pike are developed with a service station, restaurant and vehicle service use. The area is planned for residential 2-3 du/ac and neighborhood-serving retail use and there are options for neighborhood-serving retail or office use up to .35 FAR, and for office or hotel use up to .50 FAR. The property is zoned C-8 along Leesburg Pike, with the remainder of the area zoned R-3.

East: The area to the east, across from South Jefferson Street, is developed and planned for retail use at the current intensity and is zoned C-6.

PLANNING HISTORY

The Baileys Crossroads Community Business Center was the subject of a Special Study, resulting in a Plan amendment on February 7, 2000 (S97-CW-6CP).

ADOPTED COMPREHENSIVE PLAN TEXT

Fairfax County Comprehensive Plan, Area I, 2003 Edition, Baileys Planning District as amended through 7-25-05; Baileys Crossroads CBC, Land Unit Recommendations, page 34:

“Sub-Unit C-4

This sub-unit is located along Carlin Springs Road at its intersection with Leesburg Pike and is planned and developed for community-serving retail use up to .35 FAR. Revitalization of the area to include facade renovation, parking lot landscaping, and coordinated signage is encouraged.

Sub-Unit C-5

This sub-unit fronts on Leesburg Pike and includes the Leesburg Pike Plaza and Burlington Plaza shopping centers. Land within this sub-unit is planned and developed for community- serving retail uses which should be retained at the current intensity. Revitalization of the shopping centers to include landscaping consistent with the Boulevard Concept and the incorporation of pedestrian linkages between these centers is encouraged.

Within this sub-unit, drive-through uses should be limited to sites that are internally-oriented and where the drive-through facilities can be coordinated with other uses on site and with the existing traffic patterns so as not to impede traffic flow."

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

NOMINATED PLAN AMENDMENT

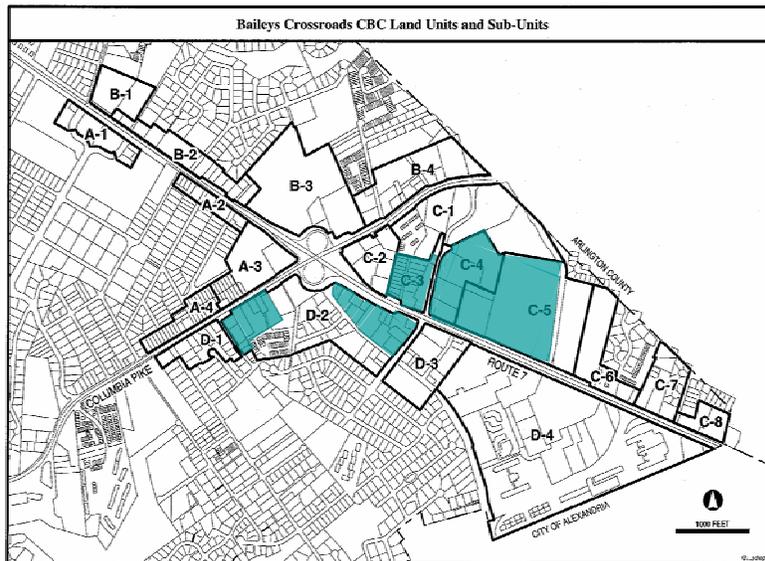
The nomination proposes to add an option for mixed use up to 1.2 FAR, which may include residential, office, retail, hotel, entertainment, institutional, cultural, recreational and governmental uses. The following table compares the development potential of the current Plan to the nomination’s maximum development potential.

Acres	Current Plan @ .35 FAR	Proposed Plan @ 1.2 FAR
44.55	663,070 s.f. retail	<ul style="list-style-type: none"> • 1,424,000 s.f. residential (1,780 multifamily mid-rise units, 800 s.f. each) • 350,000 s.f. office • 350,000 s.f. retail • 116,450 s.f. Private Recreation Open Space
Total	663,070 s.f.	2,240,450 square feet

ANALYSIS

The proposed option for high density mixed use and the significant increase in planned intensity raises questions about appropriate intensity in Baileys Crossroads and how much parcel consolidation is needed. Impacts to public facilities were also evaluated, including transportation, schools, parks and sanitary sewer.

Land Use Concept for Baileys Community Business Center (CBC): The Land Use Concept for the Baileys Crossroads CBC indicates the area is planned for “neighborhood and community serving retail and office uses, as well as medium intensity residential.” The Land Use Concept further indicates that additional development with intensity of nearby Skyline Center (1.85 FAR) is not supported by the Plan, “Absent substantial transportation improvements, including provision of mass-transit linkages...”. (See full text of Land Use Concept in Attachment I). The proposed increase in intensity represents a departure from the current suburban land use concept for Baileys Crossroads. However, the nomination represents an opportunity for the creation of a town center for Baileys Crossroads in a more urban form. The proposed change should be evaluated in the context of the cumulative impacts resulting from four nominations for substantial increased intensity within the Baileys Crossroads CBC. The following map of the Baileys Crossroads CBC shows the area that is proposed for change in the 2005-2006 APR Cycle.



Parcel Consolidation: Replanning the nomination area provides an opportunity for coordinated redevelopment of about 45 acres of centrally located property in Baileys Crossroads. The nomination proposes to more than triple planned intensity without provision for full

consolidation. Full parcel consolidation could facilitate addressing issues associated with increasing intensity such as improvement of the area's transportation network. Any significant increase in planned intensity may require full consolidation and coordinated development to ensure that redevelopment takes place in a well designed and efficient manner.

Transportation: The transportation network in and around the Baileys CBC is currently heavily traveled. The 2030 traffic forecast, which assumes future development consistent with the current Plan, indicated significant congestion in the Baileys area. Severe congestion is forecast in the area's arterial roadways (i.e. Leesburg Pike and Columbia Pike.) This forecast does not assume significant increases in intensity, as proposed by the nomination.

The traffic generated by the proposed plan during the morning peak hour is twice the traffic generated by the current plan, while the traffic generated by the proposed plan during the afternoon peak hour increases slightly from the current plan. For comparison purposes, the current Plan maximum is estimated to generate 683 AM peak hour trips and 2,487 PM peak hour trips. The proposed change is estimated to generate up to 1,437 AM peak hour trips and 2,528 PM peak hour trips. Substantial increases in planned intensity may severely impact the area's road network.

Opportunities to address transportation needs include the proposed Columbia Pike Transit system. The recently completed Pike Transit Initiative Study (July 2005) recommended a park-and-ride facility on the subject property to support the proposed streetcar alternative for improving transit service along Columbia Pike from the Skyline area to Pentagon/Pentagon City area. There is also an opportunity on this property to create a new east- west road that could improve local traffic circulation.

Schools: The proposed Plan nomination could result in up to a total of 182 new students with the largest impact at the elementary school level. There are no current or projected capacity deficits for the schools in the impacted attendance area. It is noted that the replacement building for Glasgow Middle School is scheduled for completion in the 2009-10 school year. Due to decreasing enrollments, the capacity for the replacement building is being reduced to 1250 students with a core capacity for 1,500 students. The anticipated student yield, resulting from this nomination, at the elementary and high school levels would significantly reduce excess capacity currently projected for Stuart High School and Glen Forest Elementary School.

The following table indicates that projected student increases from this nomination alone, would not exceed projected school capacity. However, 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*	
Stuart HS	1,650	1,508	142	1,591	59	50
Glasgow MS	1,630/1,250	1,124	506	1,006	244	20
Glen Forest ES	923	770	153	785	138	112

*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 1,516 new residents, which would increase the need for park and park facilities in the Baileys District, which has a deficiency in recreational facilities. Opportunities to mitigate these impacts include adding improvements to existing parks in the Baileys Planning 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.

Sanitary Sewer: The subject property receives its sanitary sewer service from Arlington County. Arlington County has expressed concern that the proposed development level of this and other proposed changes in the Baileys Crossroads area, may exceed the sanitary sewer capacity allocated to Fairfax County under its current agreement with Arlington County. Any necessary improvements to the sanitary sewer service, resulting from increased development potential, will need cooperation between Arlington County and Fairfax County. Staff has not evaluated the cumulative impacts of all the APR nominations on this area’s sanitary sewer service capacity.

Conclusion: Five APR nominations were submitted for large areas of the Baileys Crossroads CBC that propose significant increases in intensity and changes in use. In total, the proposed development potential is almost 4 million square feet and represents four times the current Plan potential for the nomination areas. Other areas in Baileys Crossroads are similarly planned and situated, and may also experience pressure to redevelop at increased intensity, which could lead to large areas of significantly increased development potential in the Baileys Crossroads area. To appropriately address the complexity of these nominations and their implications for the rest of Baileys Crossroads, 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 creating a more urban and dense area.

In terms of the APR process as indicated in the APR Citizen’s Guide, a group of complex nominations may be recommended for consideration as a Special Study. A special study of the Baileys Crossroads Area could 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 in the Baileys CBC, until a Special Study of the area is conducted which can evaluate the cumulative impacts of these proposed changes.

ATTACHMENT I

ADDITIONAL COMPREHENSIVE PLAN TEXT:

Fairfax County Comprehensive Plan, Area I Volume, 2003 Edition, Baileys Planning District, Baileys Crossroads Community Business Center, as amended through 7-25-05, Land Use, page 19:

“Land Use Concept

The land use concept for Baileys Crossroads outlines a pattern of development that represents a modification of the planning policies that have shaped the area over the last three decades. The area contains the Skyline Center complex, one of the highest-intensity residential, retail and office mixed-use developments in Fairfax County. Absent substantial transportation improvements, including provision of mass-transit linkages, additional development at this level of intensity elsewhere within the CBC is not supported by the Plan. The Plan envisions redevelopment to be composed of neighborhood- and community- serving retail and office uses as well as medium-intensity residential (townhouse and multi-family), retail, office, and institutional uses at a pedestrian-oriented scale and character that, in combination, will strengthen the area's quality of life for its own and neighboring residents.

Of particular importance is the creation and maintenance of transitional areas or "edges" that define the limits of Baileys Crossroads and foster land use compatibility with adjacent residential neighborhoods. Typically, transitional areas include buffering, screening, and permanent open space or parkland as well as townhouse-style offices, neighborhood retail, garden apartments, residential townhouses, lower-intensity institutional uses, and landscaped peripheral streets. It is recommended that these transitional development techniques be continued. Also, the new concept provides an enhanced circulation system that includes improving both Leesburg Pike and access to Leesburg and Columbia Pikes near their intersection. (Site-specific guidance for land use and intensities is included in the Land Unit Recommendations section.)”