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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-9B

NOMINATOR(S): Mark Looney

ACREAGE: 7.25 Acres

TAX MAP I.D. NUMBERS: 61-2((22))All;62-1((1))11,12

GENERAL LOCATION: Northwest of the Carlin Springs Road and Leesburg Pike (Route 7)
Intersection

PLANNING AREA(S): I

District(s): Baileys

Sector: COMMERCE PARK (B3)

Special Area(s): Baileys Crossroads CBC (Sub Unit C3)

ADOPTED PLAN MAP: 2-3 DU/AC, RETAIL & OTHER

ADOPTED PLAN TEXT: 2-3 du/ac, option for neighborhood serving retail or office up to
.35 FAR, option for office or hotel up to .50 FAR.

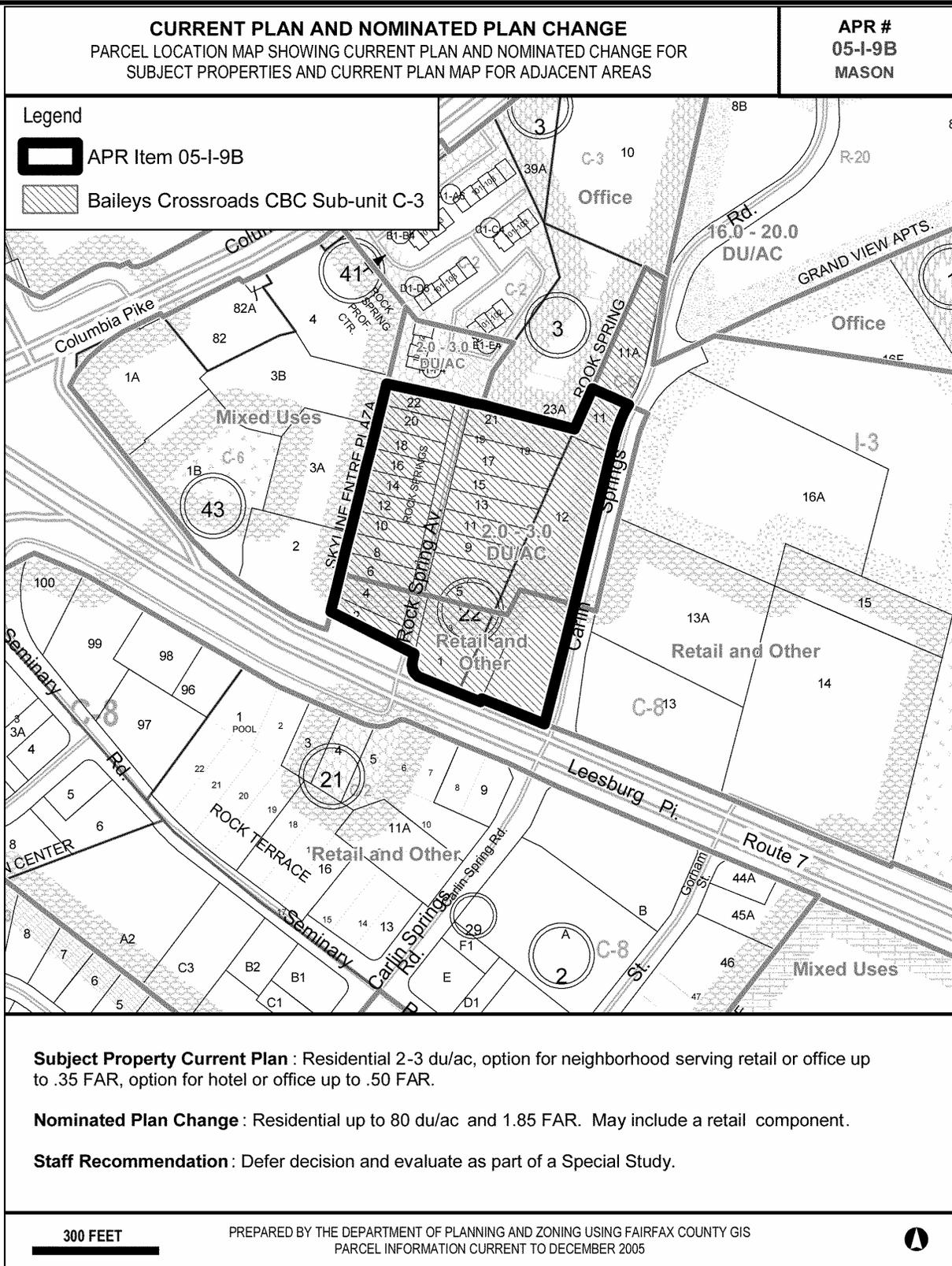
For complete Plan text see <http://www.fairfaxcounty.gov/dpz/comprehensiveplan/planareas.htm>

PROPOSED PLAN AMENDMENT: Add an option for residential, that may include a retail
component, up to 80 du/ac and 1.85 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 northwest of the Leesburg Pike (Route 7) and Carlin Springs Road intersection

Planned and Existing Land Use and Zoning:

Subject Property: The subject property is located in Sub-unit C-3 of the Baileys Crossroads CBC. 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 and there are options for neighborhood serving retail or office up to .35 FAR, and for office or hotel up to .50 FAR. The property is zoned C-8 along Leesburg Pike, with the remainder of the area zoned R-3.

Adjacent Area:

North: The area to the north is developed and planned for office and retail uses and is zoned C-2, C-3 and C-5.

South: The area to the south, across from Leesburg Pike, is planned and developed with retail and office uses and is zoned C-2 and C-8.

West: The area to the west is developed and planned for retail and office uses and is zoned C-8 and C-6.

East: The area to the east, across from Carlin Springs Road, is developed and planned for retail uses and is zoned C-8 and I-3.

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, Sub-Unit C-3, pages 33-34:

“This sub-unit is located north of Leesburg Pike at its intersection with Carlin Springs Road. The area abutting Rock Springs Avenue is planned and developed for

single-family residential use at 2-3 du/ac. Redevelopment for townhouse-style office use up to .35 FAR, in a style compatible with Rock Springs office condominiums located in Sub-Unit C-1, to the north, may be appropriate with substantial and logical consolidation. Those parcels fronting on Leesburg Pike (61-2((22))1-4 and south part of 62-1((1))12 are planned and developed for neighborhood-serving retail use and should be retained at the current intensity or, if consolidated with the parcels to the north, may be considered for redevelopment with townhouse-style office use up to .35 FAR.

The portion of this sub-unit fronting on Carlin Springs Road is planned for and developed with single-family residential units (Parcels 62-1((1))11 and the north part of 12) and neighborhood-serving retail use (Parcel 62-1((1))11A). As an option, neighborhood-serving retail and/or townhouse-style office uses up to .35 FAR may be considered for this area if two or more parcels are consolidated. As a further option, office use, or hotel use with ancillary retail, up to .50 FAR may be considered provided that Parcels 61-2((22))5-22, 62-1((1))11, and 62-1((1))12 (north part) are consolidated.

If this area is fully consolidated, access should be provided to Carlin Springs Road at a point at least 800 feet north of Leesburg Pike. The Leesburg Pike/Rock Springs Road intersection should be reconstructed to realign the service drive to a point more distant from Leesburg Pike to provide additional vehicular storage along the service drive at the Rock Springs Road intersection.”

The adopted Comprehensive Plan Map shows this area is planned for residential use at 2-3 du/ac, except for parcels fronting on Leesburg Pike (Route 7) which are planned for retail use.

NOMINATED PLAN AMENDMENT

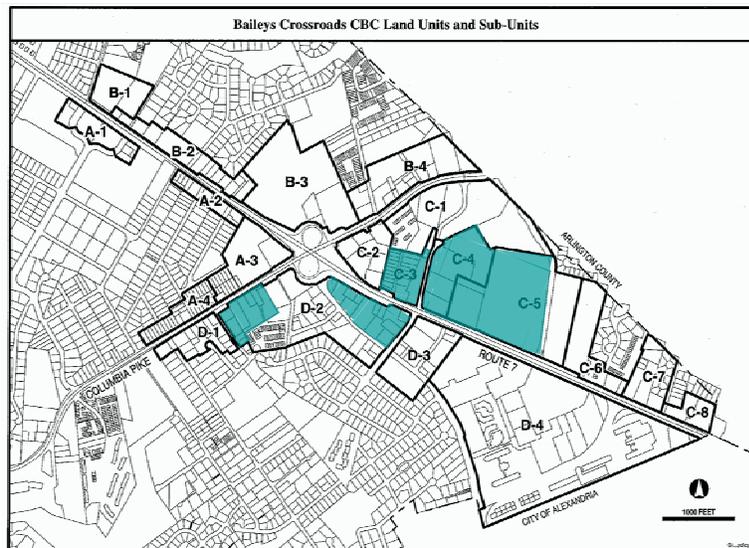
The nomination proposes to add an option for residential use that may include a retail component up to 80 du/ac or intensity up to 1.85 FAR. The nomination proposes a minimum consolidation requirement of those parcels that are currently developed with single family residential use, and excludes property developed with retail use fronting on Leesburg Pike. The following table compares the current Plan’s development potential with the nomination’s maximum development potential.

Acres	Current Plan Base and Existing Use	Current Plan Option I @ .35 FAR	Current Plan Option II @ .50 FAR	Proposed Mixed Use @ 1.85 FAR
7.47	16 single family detached & 10,600 s.f. retail	91,117 s.f. Office 22,779 s.f. Retail	130,167 s.f. Office 32,542 s.f. retail	597 multifamily mid-rise 120,400 s.f. retail
Total	29,000 s.f.	113,896 s.f.	162,709 s.f.	601,977 s.f.

ANALYSIS

The proposed option for high density residential and the significant increase in planned density/intensity raises questions about the 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 up to 1.85 FAR is a departure from the current land use concept for Baileys Crossroads, and the subject property’s proposed change is not appropriate without evaluation 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 this prominent corner of Baileys Crossroads. The nomination proposes to more than triple planned intensity without provision for full consolidation. At the APR Task Force meeting of January 28, 2006, the nominator presented a development concept that proposed redevelopment of the residential portion of the nomination area and excluded the commercial Leesburg Pike frontage. Any significant increase in planned intensity could provide an opportunity to achieve full consolidation and coordinated development to ensure that

redevelopment of the residential area and commercial area along Leesburg Pike 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 increase in intensity as proposed by the nomination. For comparison purposes, the current Plan maximum is estimated to generate 135 AM peak hour trips and 310 PM peak hour trips. The proposed change is estimated to generate up to 300 AM peak hour trips and 680 PM peak hour trips. Substantial increases in planned density may severely impact the area’s road network.

Schools: The proposed Plan nomination could result in up to a total of 55 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. The anticipated student yield at the elementary and high school levels would significantly reduce excess capacity currently projected for Stuart HS and Glen Forest Elementary School.

The following tables indicate that projected student increases from this nomination alone, would not exceed projected school capacity. 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*	
Stuart HS	1,650	1,508	142	1,591	59	17
Glasgow MS	1,630/1,250	1,124	506	1,006	244	7
Glen Forest ES	923	770	153	785	138	38

*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 the Baileys Crossroads CBC that address large areas to the south and east of the subject property and 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 transportation and public facilities impact, 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 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 Baileys Crossroads 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 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, p 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.)”