PROPOSED COMPREHENSIVE PLAN AMENDMENT

ITEM: 2014-I-B1
January 21, 2015

GENERAL LOCATION: North of Columbia Pike and west of Carlin Springs Road

SUPERVISOR DISTRICT: Mason

PLANNING AREA: Area I

PLANNING DISTRICT: Baileys

SUB-DISTRICT DESIGNATION:
Baileys Crossroads Community Business Center, Land Unit C, Sub-Unit C-4

PARCEL LOCATION: 62-1 ((1)) 7

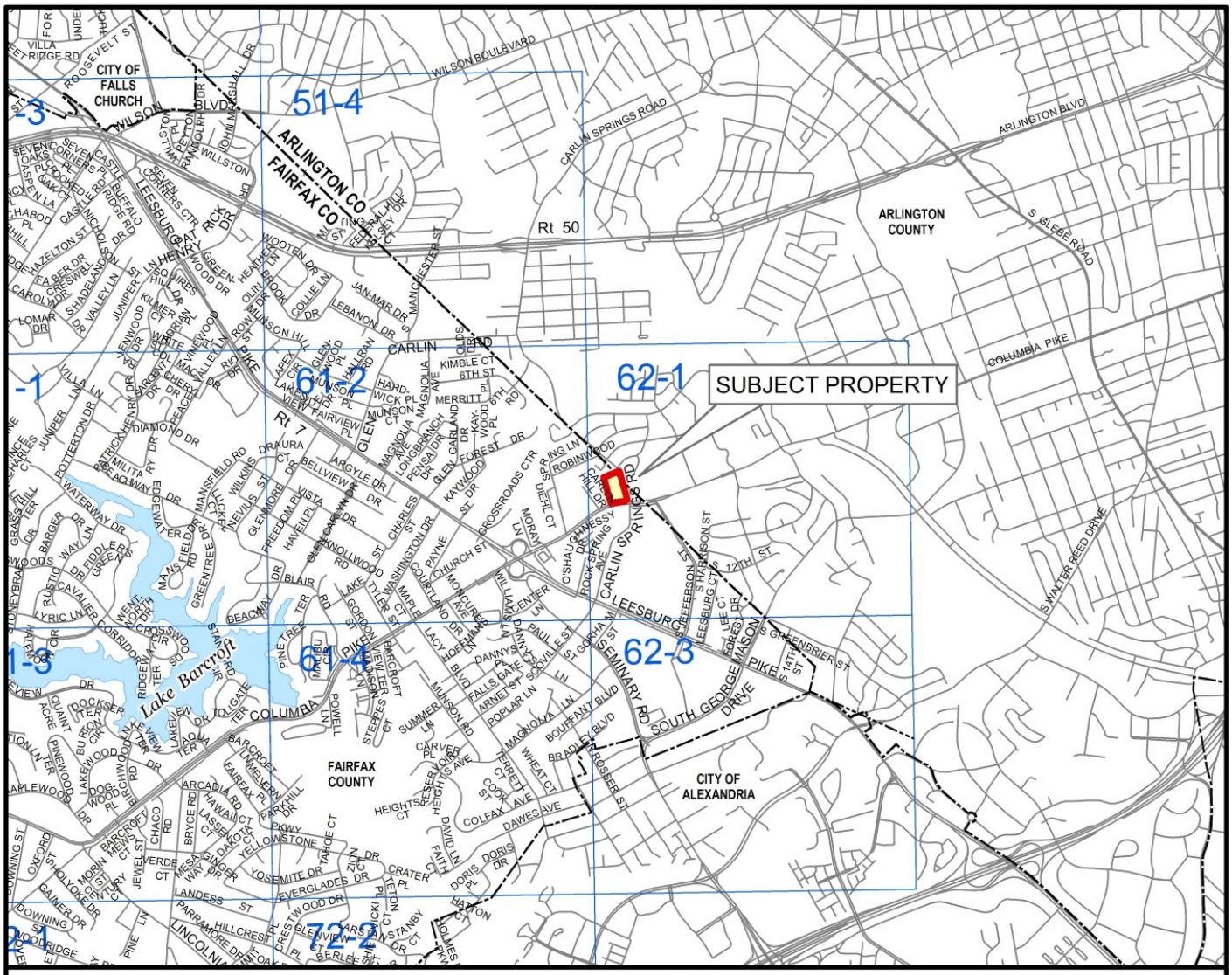
For additional information about this amendment call (703) 324-1380.

PLANNING COMMISSION PUBLIC HEARING:
Wednesday, February 4, 2015 @ 8:15 PM

BOARD OF SUPERVISORS PUBLIC HEARING:
Tuesday, March 3, 2015 @ 4:00 PM

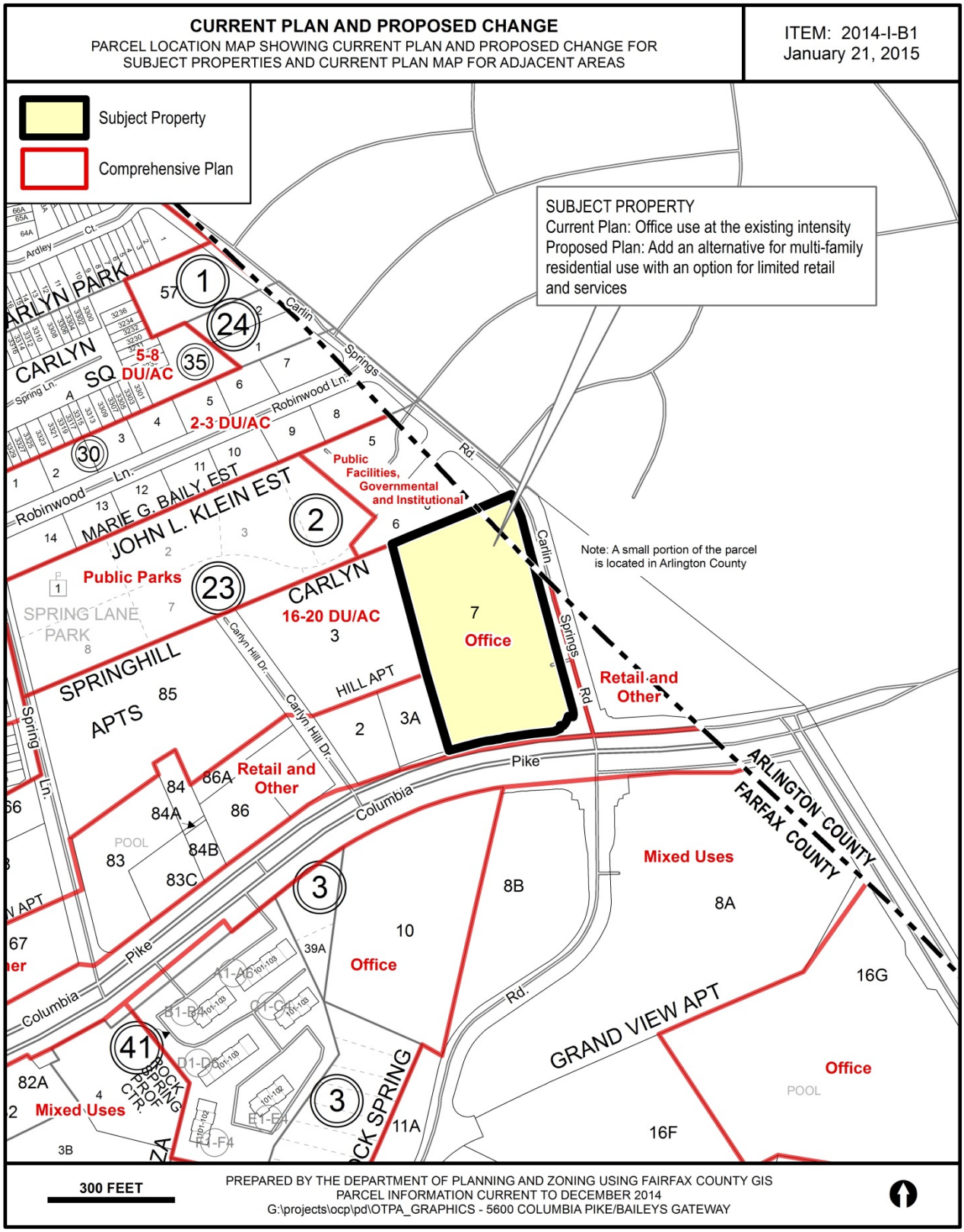
PLANNING STAFF <u>DOES</u> RECOMMEND THIS ITEM FOR PLAN AMENDMENT

Reasonable accommodation is available upon 48 hours advance notice. For additional information about accommodation call (703) 324-1334.



PREPARED BY THE DEPARTMENT OF PLANNING AND ZONING USING FAIRFAX COUNTY GIS
5600 Columbia Pike/Baileys Gateway

This page intentionally left blank


CURRENT PLAN AND PROPOSED CHANGE
PARCEL LOCATION MAP SHOWING CURRENT PLAN AND PROPOSED CHANGE FOR SUBJECT PROPERTIES AND CURRENT PLAN MAP FOR ADJACENT AREAS
ITEM: 2014-I-B1
January 21, 2015
Subject Property
Comprehensive Plan
SUBJECT PROPERTY
Current Plan: Office use at the existing intensity
Proposed Plan: Add an alternative for multi-family residential use with an option for limited retail and services
Note: A small portion of the parcel is located in Arlington County
5-8 DU/AC
2-3 DU/AC
Public Facilities, Governmental and Institutional
Public Parks
16-20 DU/AC
Office
Retail and Other
Retail and Other
Mixed Uses
Office
Mixed Uses
Office
ARLINGTON COUNTY
FAIRFAX COUNTY
CARLYN SQ
CARLYN PARK
MARIE G. BAILY EST
JOHN L. KLEIN EST
SPRING LANE PARK
SPRINGHILL APTS
GRAND VIEW APT
ROCK SPRING PROF CTR.
Carlin Springs Rd.
Robinwood Ln.
Spring Ln.
Carlyn Hill Dr.
Columbia Pike
300 FEET
PREPARED BY THE DEPARTMENT OF PLANNING AND ZONING USING FAIRFAX COUNTY GIS
PARCEL INFORMATION CURRENT TO DECEMBER 2014
G:\projects\ocp\pd\OTPA_GRAPHICS - 5600 COLUMBIA PIKE/BAILEYS GATEWAY

This page intentionally left blank

STAFF REPORT FOR PLAN AMENDMENT 2014-I-B1

BACKGROUND

On January 28, 2014, the Fairfax County Board of Supervisors authorized a Comprehensive Plan amendment for Tax Map Parcel 62-1 ((1)) 7, an approximately 3.8 acre parcel located on the northwest corner of Columbia Pike and Carlin Springs Road at a gateway to the Baileys Crossroads Commercial Business Center (CBC). Most of the parcel is located in Fairfax County; approximately 0.18 acre is part of Arlington County. The Plan amendment would facilitate consideration of a proposed redevelopment under the pending rezoning and final development plan application RZ/FDP 2014-MA-014 known as Baileys Gateway.

The amendment is to consider multi-family residential use with limited retail. The Plan analysis is to weigh the benefits and constraints of the proposal while considering its ability to meet streetscape guidelines, provide appropriate buffering to residential uses and address the Baileys Crossroads planning objectives. These objectives include those related to transportation and high quality design and architecture at this gateway location.

CHARACTER OF THE SUBJECT PROPERTY

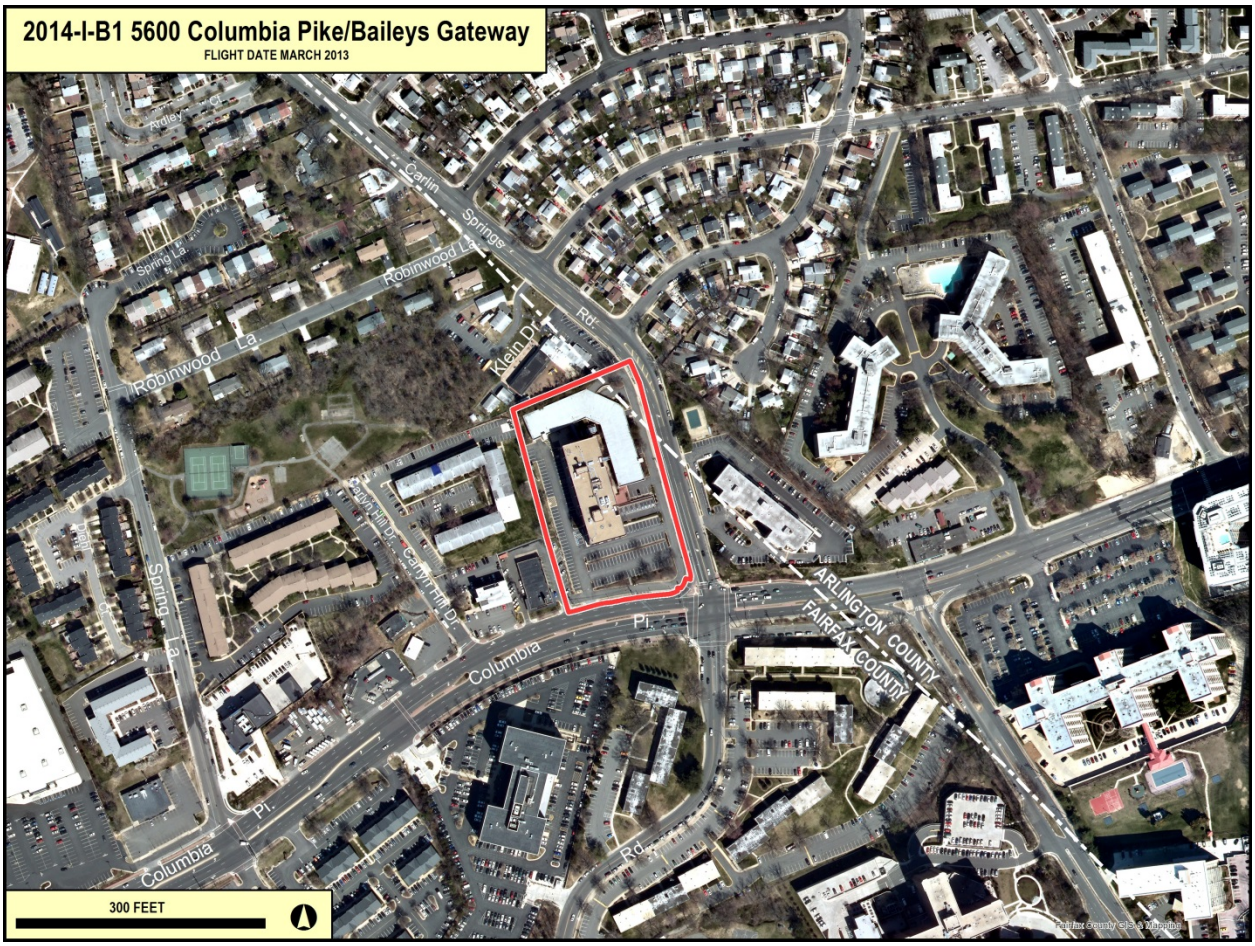
The subject parcel, 5600 Columbia Pike/Baileys Gateway, is located on the boundary with Arlington County and serves as a gateway location for the Baileys Crossroads CBC. The property is located north of Columbia Pike and west of Carlin Springs Road. There is an existing vacant 10-story, 168,915 square foot (SF) office building at 1.02 floor area ratio (FAR) constructed in 1966 with a five story L-shaped above-grade parking garage that wraps around the rear and northeastern side of the building. The parking garage has separate entrances to each level and does not have ramps; the garage design takes advantage of the significant upward slope from Columbia Pike to the rear of the property. All levels of the garage are accessed from Carlin Springs Road. The second level of the garage can be accessed on the western side of the property from Columbia Pike as well. Surface parking is located in front and to the west of the building. There is a mature evergreen treed buffer along the rear of the property. The 0.18 acre portion of the property located in Arlington County includes the northeastern corner adjacent to Carlin Springs Road and consists of a sidewalk, drive aisle and landscaped buffer. The property is zoned C-3 and C-4 and located in a commercial revitalization district. The property is planned for office use at its existing intensity.

CHARACTER OF THE SURROUNDING AREA

The area surrounding the subject property is primarily composed of apartment buildings, community-serving retail and office uses, the majority of which was developed in the 1960s. The Columbia Pike corridor to the east in Arlington County is composed primarily of multi-family housing with support retail. Located to the north of the site is the Fairfax Academy of Early Learning, a daycare center, preschool and private school which is planned for public

facilities, governmental and institutional uses. To the northwest of the subject parcel is the 5.2 acre Spring Lane Park. To the east across Carlin Springs Road is an eight story multi-family residential building located in Arlington County. The southwest corner of this property, consisting of surface parking, landscaping and a sidewalk, is located in Fairfax County. It is planned for retail and other uses. Also to the east behind the residential building, is a neighborhood composed of single-family detached homes. To the south across Columbia Pike on both sides of Carlin Springs Road are four-story garden-style apartments, the Grand View Apartments, with 266 units planned for mixed uses, and to the west of the Grand View Apartments is a secured office building planned for office use. Directly to the west of the subject property is a three-four story, 74 unit garden-style apartment community planned at 16-20 dwelling units per acre (DU/AC), the Carlyn Hill Apartments, and fronting on Columbia Pike is a single story vehicle service center planned for retail and other uses. The parcels fronting on Columbia Pike further to the west of the subject property are all planned for retail and other uses and developed with uses such as office, community-serving retail, restaurants, and a gas station. Directly behind these retail uses are three to four story garden-style apartments.

Figure 1. Aerial View of Subject Property

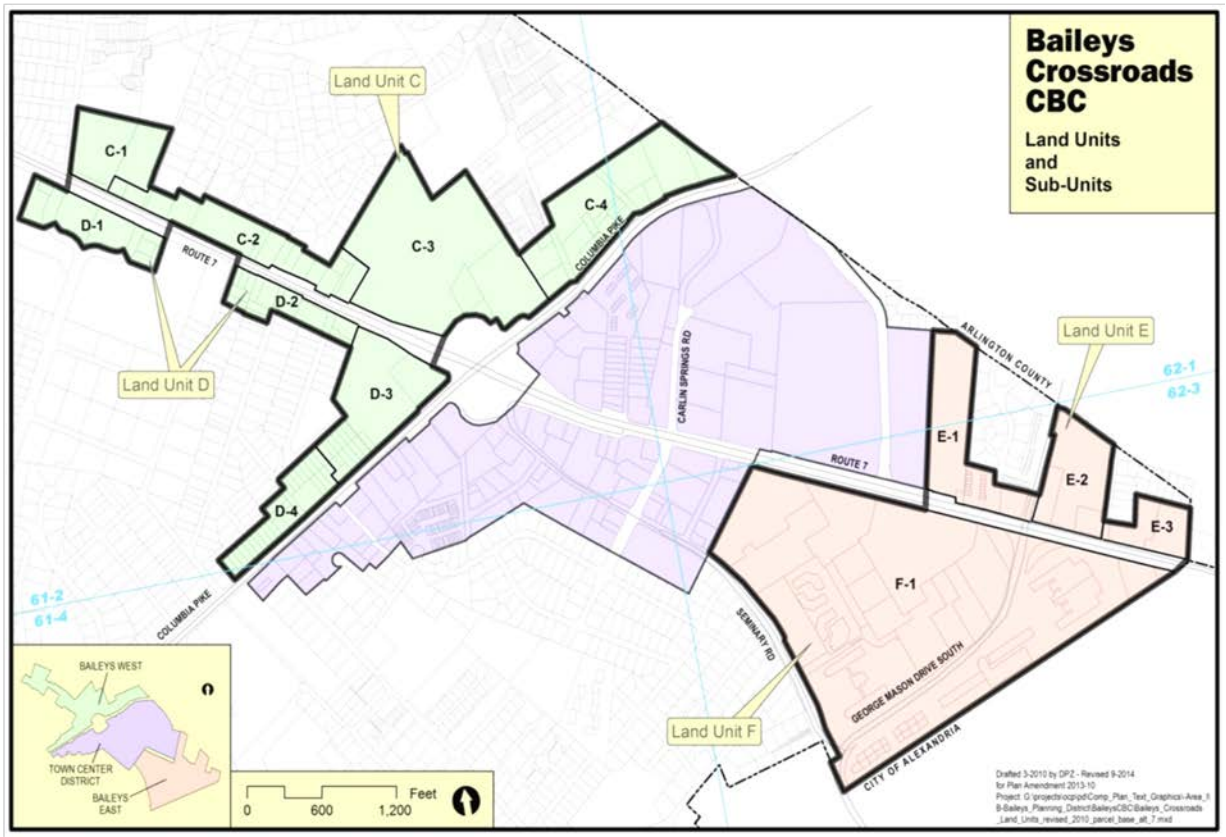


PLANNING HISTORY

The current Comprehensive Plan text guidance supporting office use at its current intensity for the subject parcel was reaffirmed on July 13, 2010 with the adoption of a Plan amendment for the entire Baileys Crossroads CBC after a multi-year planning study effort. The amendment restructured the planning framework for the Baileys CBC by organizing the area into three districts: Baileys West, Town Center and Baileys East.

The subject parcel is located in Sub-unit C-4 of the Baileys West District as shown in the below graphic and borders the Town Center District to the south. The Baileys West District is envisioned as a potential mixed-use area, with buildings fronting on Columbia Pike to be developed at a scale that emulates planned redevelopment on the east side of Columbia Pike located in the Town Center District. The Plan guidance for the subject parcel was not revised with the Plan amendment in 2010.

Figure 2, Baileys West and Baileys East Sub-Units



ADOPTED COMPREHENSIVE PLAN

Fairfax County Comprehensive Plan, 2013 Edition, Area I, Baileys Planning District, amended through September 23, 2014, Baileys Crossroads Community Business Center, Recommendations, page 98:

"Sub-Unit C-4

This sub-unit is located on the west side of Columbia Pike and north side of Spring Lane. It includes parcels fronting on Spring Lane and extending along Columbia Pike to the Arlington County boundary. It is currently developed with neighborhood-serving retail and office uses fronting on Columbia Pike and multifamily residential uses to the north and along the Arlington County line. . . . .

Tax Map parcel 62-1((1))7, located in the northwest quadrant of the intersection of Carlin Springs Road and Columbia Pike, is planned for office use at its existing intensity."

PROPOSED PLAN AMENDMENT

Plan amendment 2014-I-B1 uses the land use scenario and site design of the pending rezoning and final development plan (RZ/FDP) dated December 15, 2014 as a basis for analysis. The applicant proposes rezoning the area from C-3 and C-4 to the Planned Residential Mixed Use (PRM) District to allow for the construction of up to 433 dwelling units at a density of 114 DU/AC. The existing 168,915 SF, 10-story office building would be razed and replaced with an approximately 379,000 SF multi-family residential building at the corner of Columbia Pike and Carlin Springs Road. The proposed building incorporates the approximately 40 foot increase in grade from Columbia Pike to the rear of the site into its design by proposing a building that is eight stories tall along Columbia Pike and decreases to six stories at the rear of the site. An existing five-story L-shaped parking garage with approximately 350 spaces located at the rear of the site and bordering Carlin Springs Road would be retained and reused and approximately 210 new underground parking spaces would be built. Vehicular access to the existing garage would be from Carlin Spring Road and the new underground garage would be accessed from Columbia Pike. Under the development proposal, the intensity would increase from 1.02 FAR to 2.29 FAR for the entire property.

This proposed Plan amendment provides a new redevelopment option for the subject property that could accommodate the proposed rezoning application under an alternative for multi-family residential with an option for limited retail.

ANALYSIS

Land Use

When the Plan for the Baileys Crossroads CBC was revised and updated five years ago, there were minimal revisions to the Plan recommendations for the Baileys West District. The focus of the revised Plan was the Town Center District which was anticipated to have the greatest potential for redevelopment. The vision for this district is for the transformation of an older suburban-style commercial center into a more urban style of development with a mix of uses, a walkable, tree-lined street grid and urban parks. The Plan recommendation for the subject property was not amended. However, the Plan anticipates that redevelopment in the Baileys West District will continue the residential, office and retail mix planned in the adjacent Town Center.

The Plan's vision for the Baileys CBC is that of an attractive, diverse and vibrant area with compact, pedestrian and bicycle-friendly mixed use area, containing medium to high density residential uses, office, retail and recreational uses that are compatible with the surrounding neighborhoods. The vision includes an enhanced public realm that will create a sense of place via a network of streets and open spaces that provide both active and passive opportunities.

The Plan calls for the provision of effective screening and landscaping to provide a transition to adjacent uses. It encourages high-quality development with regard to site design, building design, streetscape, landscape materials and open space amenities. The Urban Design Guiding Principles for the Baileys CBC call for the tallest buildings and highest densities in the Town Center District and lower density and height adjacent to surrounding neighborhoods. The Plan recommends that the building and site design recommendations for the Town Center District can be considered for the Baileys West District. Additionally, the street classifications, overall connectivity concepts and streetscape design for the Town Center District can be applicable to the continuation of these streets in the Baileys West District.

The subject property is located at an important gateway to Fairfax County. The Plan guidance speaks to incorporating gateway features such as prominent architectural features, public art, landmark buildings, signage, parks or plazas. Gateways at major intersections such as Columbia Pike and Carlin Springs Road should include plantings, walkways, crossings and signature elements.

The existing office building on the subject property, constructed in 1966, is obsolete and non-competitive in the current office market. Multi-family residential use at this site would be compatible with existing multi-family residential use in the immediate vicinity as well as serve as an extension of the type of development planned and developed along the Columbia Pike corridor to the east in Arlington County. The proposed amendment provides the opportunity to encourage development that meets the new vision for the Baileys CBC with a more urban form and an enhanced pedestrian realm. Key to redevelopment at this location is a site design that activates the street and takes advantage of its location as an eastern gateway into Fairfax County.

As such, this Plan amendment recommends a redevelopment alternative for the subject property to include multi-family residential use at up to 400,000 square feet with an option for ground-level support retail and services. Any development to implement this Plan alternative should be high quality in terms of site design, building design and materials, and open space amenities. The Plan intent is to develop a site with a building that will help to activate the street. If the retail option is not pursued, it is anticipated that the building facades adjacent to the two street frontages will include such elements as lobby entrances, activity rooms or walkout dwelling units.

The Plan amendment recommends that the site should take advantage of and emphasize its location as a gateway. A design that incorporates a signature element such as public art or a fountain with a plaza, landscaping, street furniture (that is, benches or tables) and good pedestrian connectivity to adjacent uses is anticipated.

Additionally, in keeping with a design that is more urban in form, parking should be provided in a parking structure that is not visible from the public realm where feasible. Above grade parking not screened by the residential building should incorporate attractive screening.

Transportation

The proposed high density residential would result in a decrease in trip generation during peak hours in comparison to the current planned office use and intensity. The total number of daily trips generated by the proposed residential use would increase; however, these increases would happen during the off peak periods. Columbia Pike currently experiences its worst traffic during the morning and evening peak hours. The proposed Plan alternative would reduce peak hour trips generated by the site by 32 percent in the morning and 11 percent in the evening. These trips do not capture the high usage of bus transit by commuters, so generation rates for the proposed residential use would be lower than calculated.

The Fairfax County Transportation Plan Map shows Columbia Pike being widened to six lanes on the frontage of the parcel. This recommendation has already been implemented, with Columbia Pike existing as three lanes in each direction adjacent to the subject property.

Efficient internal circulation should be developed with adequate connections to and from external streets and neighborhoods. The Comprehensive Plan recommends reducing the number of driveway access points on arterials, which includes both Columbia Pike and Carlin Springs Road in the Baileys CBC. Additionally, inter-parcel access between neighboring developments is encouraged to improve connectivity.

The Fairfax County Bicycle Master Plan recommends a two-way cycle track on the north side of Columbia Pike starting at Carlin Springs Road and running in front of the subject property. Consideration will need to be given to how the recommended cycle track interacts with the existing bus stop and sidewalk on the property. Additional right-of-way will likely be needed on Columbia Pike to accommodate the cycle track.

Schools

The subject parcel is within the Glen Forest Elementary School, Glasgow Middle School and Stuart High School boundaries. Figure 3 shows the existing school capacity and projected enrollment.

Figure 3. Existing School Capacity and Projected Enrollment

School	*Capacity 2013/2018*	*Enrollment (9/30/13)*	*Projected Enrollment 2014-15*	*Capacity Balance 2014-15*	*Projected Enrollment 2018-19*	*Capacity Balance 2018-19*
Glen Forest ES	1,004/1,004	1,043	1,126	-122	1,327	-323
Glasgow MS	1,665/1,665	1,517	1,608	57	1,943	-278
Stuart HS	1,968/1,968	1,823	1,994	-26	2,488	-520

Capacities are based on 2015-2019 Capital Improvement Program. Project enrollments based on 2013-14 to 2018-19 6-year projections.

The chart represents a snapshot in time for student enrollments and school capacity balances. Student enrollment projections are updated annually on a six-year timeframe, currently through year 2018-19. At this time, if development occurs within the next five years, all three schools are projected to have capacity deficits. The 2015-19 Capital Improvement Program (CIP) does not include any projects for the impacted schools. However, the CIP does note the need for potential capacity enhancements at all three schools.

A total of 54 students (30 elementary, 9 middle, and 15 high school) are estimated from the residential units proposed with the Plan amendment, based on a prior rezoning submission dated June 11, 2014 for 500 multi-family units. Under the current Comprehensive Plan (office designation), no students would be generated.

In consideration of projected capacity challenges at area schools, as well as the impact that redevelopment could have on school facilities in the area, Fairfax County Public Schools is seeking an elementary school site in the Baileys Crossroads area. At the middle school level, overcrowding is projected and could potentially be addressed through program changes. At the high school, capacity enhancements would be needed to address projected capacity deficits.

Parks and Recreation

The Comprehensive Plan recommends that urban parks should be provided in the Baileys West District at a level which is consistent with the Urban Parks Framework. The location of the subject property, at the intersection of Columbia Pike and Carlin Springs Road, positions the site as a prominent gateway into the Baileys Crossroads CBC, specifically, and Fairfax County, in general. The gateway aspect of the site is noted in the Comprehensive Plan text for this particular land unit. The establishment of a high-quality urban park at this intersection would provide an opportunity to create a place-making feature, such as public art or fountain, that would announce the entrance into Fairfax County and should be considered with any application for redevelopment.

The northwest corner of the property is located approximately 100 feet from Spring Lane Park which is owned and operated by the Fairfax County Park Authority. The adjacent garden apartment complex has a direct access point to the park located along its northeastern boundary. The Park Authority is seeking opportunities to establish pedestrian access that would connect future residents of the subject property with the existing park.

The Urban Parks Framework (UPF) would require 1.31 acres of publicly accessible open space for the 500-unit proposal (assuming 1.75 residents/unit). The UPF also encourages on-site recreational opportunities.

Noise

Noise impacts are a concern with the recommendation of residential uses fronting on Columbia Pike. As recommended by Objective 4 of the Environment section of the Policy Plan, residential development should not occur in areas with a projected noise level above 75 decibel Day-Night Loudness (dBA DNL). Additionally, residential development in areas with noise levels between 65 and 75 dBA DNL should be mitigated so that interior noise within residential units are 45 dBA DNL or lower. Finally, outdoor activity areas should not exceed 65 dBA DNL.

Water Quality and Stormwater Management

The subject property is located in a small section of the Four Mile Run watershed that runs through the Seven Corners and Baileys Crossroads areas of Fairfax County. The watershed contains some of the oldest and most highly developed areas of the county, and has substantially degraded biological and habitat integrity. Nearly 44 percent of the county portion of the watershed is comprised of impervious cover. The subject property is 84 percent impervious cover with no existing stormwater management facilities.

Accordingly, stormwater management should be an integral component of any redevelopment of the subject property. Development proposals should meet or, ideally, exceed minimum Public Facilities Manual (PFM) requirements for retention and detention. To improve water quality, new development should incorporate Low Impact Development (LID) practices, particularly through the minimization of impervious surfaces, maximizing open spaces, and providing stormwater best management practices.

CONCLUSION

The proposed Plan amendment would facilitate the redevelopment of a property at the eastern gateway to the Baileys Crossroads CBC. The amendment would bring additional residential development potential to an existing medium to high density residential corridor and contribute to the revitalization of one of the older commercial centers in the county.

RECOMMENDATION

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

MODIFY: Fairfax County Comprehensive Plan, 2013 Edition, Area I, Baileys Planning District, amended through September 23, 2014, Baileys Crossroads Community Business Center, Recommendations, page 98 as follows:

"<u>Sub-Unit C-4</u>

This sub-unit is located on the west side of Columbia Pike and north side of Spring Lane. It includes parcels fronting on Spring Lane and extending along Columbia Pike to the Arlington County boundary. It is currently developed with neighborhood-serving retail and office uses fronting on Columbia Pike and multifamily residential uses to the north and along the Arlington County line.

Base Plan Recommendations – The base plan recommendation for this sub-unit is 184,900 square feet of office uses, 19,200 square feet of retail uses and 223 multifamily residential units.

Redevelopment Option - This sub-unit is planned for neighborhood-serving retail and office uses fronting on Columbia Pike and multifamily residential uses to the north and along the Arlington County line. Tax Map parcels 62-1((1))2 and 3A, located east of Carlyn Hill Drive at Columbia Pike, and Tax Map parcel 61-2((1))67, located west of Spring Lane, are developed with and planned for neighborhood- serving retail uses of the same type and current intensity.

Tax Map parcel 62-1((1))7, located in the northwest quadrant of the intersection of Carlin Springs Road and Columbia Pike, is planned for office use at its existing intensity. As an alternative, residential use at up to 400,000 square feet (up to 450 multifamily dwelling units) with an option for ground-level support retail and services is planned, subject to the following conditions:

- Development should take an urban form with an activated ground floor space along Columbia Pike and pedestrian amenities as described in the Urban Design section of the Baileys Crossroads Community Business Center;
- Development should include a signature element at Columbia Pike and Carlin Springs Road to serve as a gateway feature for this eastern entrance to the Baileys Commercial Business Center;
- Development should be designed with parking structures behind and/or under buildings;
- Access points to Carlin Springs Road should be minimized; and
- Interparcel vehicular and pedestrian access to adjacent parcels should be provided, including exploring the opportunity to provide a convenient pedestrian connection to Spring Lane Park.

Together with the garden apartments at 5565 Columbia Pike, parcels west of Carlin Hill Drive are designated as gateway locations. . . .

Redevelopment of this sub-unit (approximately 18.6 acres) is envisioned to include a maximum of 166,000 square feet of office uses, 62,000 square feet of retail uses and 250 multifamily residential units. An additional 450 multifamily dwelling units may be developed as an alternative to office development on Tax Map Parcel 62-1((1))7."

COMPREHENSIVE LAND USE PLAN MAP:

No changes are proposed to the Comprehensive Land Use Plan Map.

COMPREHENSIVE TRANSPORTATION PLAN MAP:

No changes are proposed to the Countywide Transportation Plan Map.