



# PROPOSED COMPREHENSIVE PLAN AMENDMENT

ITEM: PA 2022-I-B1  
October 11, 2023

**GENERAL LOCATION:** Sub-unit B-5 of the Town Center District of the Baileys Crossroads Community Business Center

**SUPERVISOR DISTRICT:** Mason

**PLANNING AREA:** Area I, Baileys Planning District

**SPECIAL PLANNING AREA:** Baileys Crossroads Community Business Center, Sub-unit B-5

**PARCEL LOCATION:** 61-4 ((17)) B; 61-4 ((29)) D1, E, F1; 62-3 ((2)) A, B, C, 44A, 45A, 46, 51A, 52A

**PLANNING COMMISSION PUBLIC HEARING:** Wednesday, October 25, 2023 at 7:30 p.m.

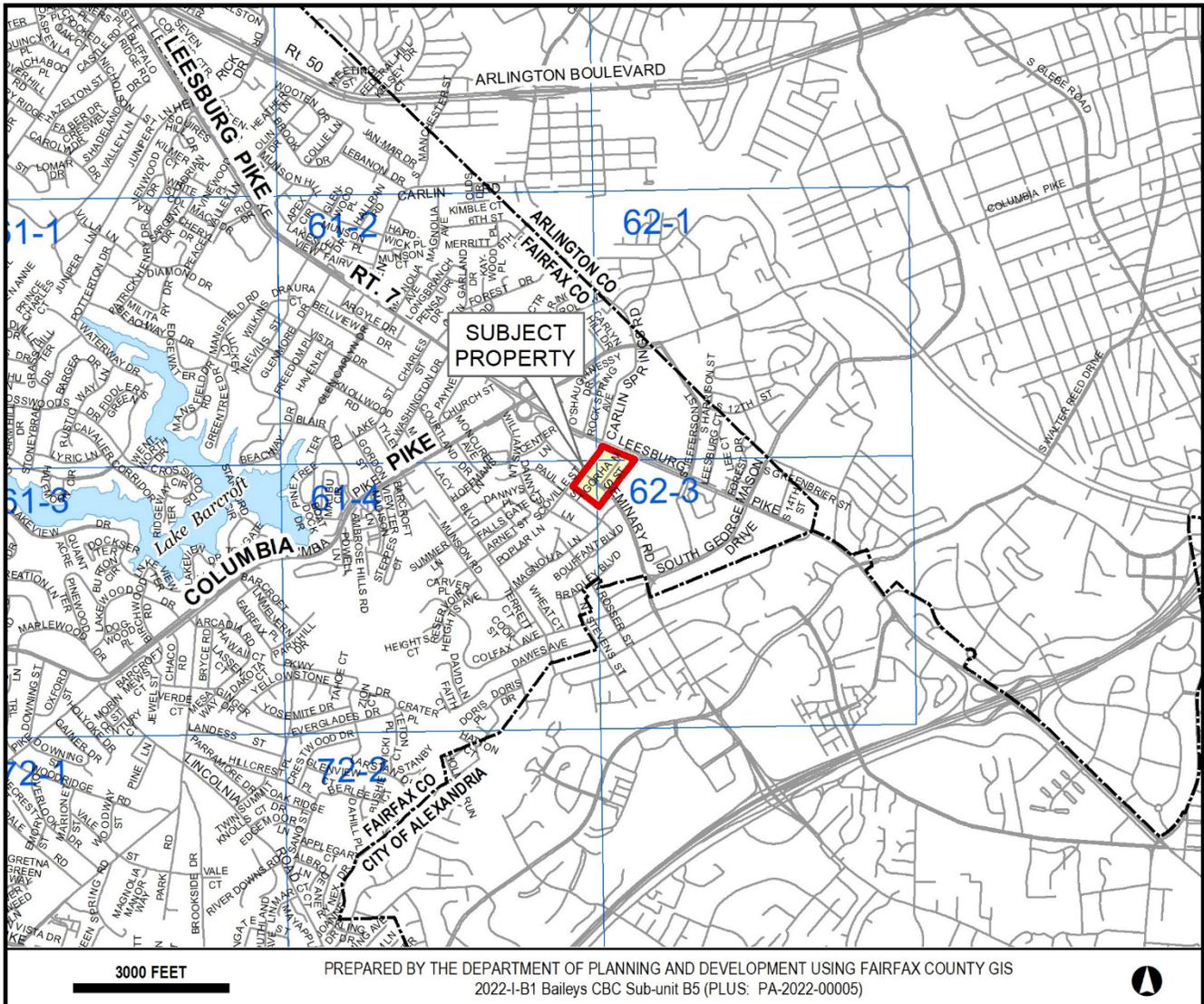
**BOARD OF SUPERVISORS PUBLIC HEARING:** Tuesday, November 21, 2023 at 4:00 p.m.

**PLANNING STAFF DOES RECOMMEND THIS ITEM FOR PLAN AMENDMENT**

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



Reasonable accommodation is available upon 48 hours notice. For additional information about accommodation call the Planning Commission office at (703) 324-2865, or the Board of Supervisors office at (703) 324-3151.



3000 FEET

PREPARED BY THE DEPARTMENT OF PLANNING AND DEVELOPMENT USING FAIRFAX COUNTY GIS  
2022-I-B1 Baileys CBC Sub-unit B5 (PLUS: PA-2022-00005)



**CURRENT PLAN AND PROPOSED CHANGE**

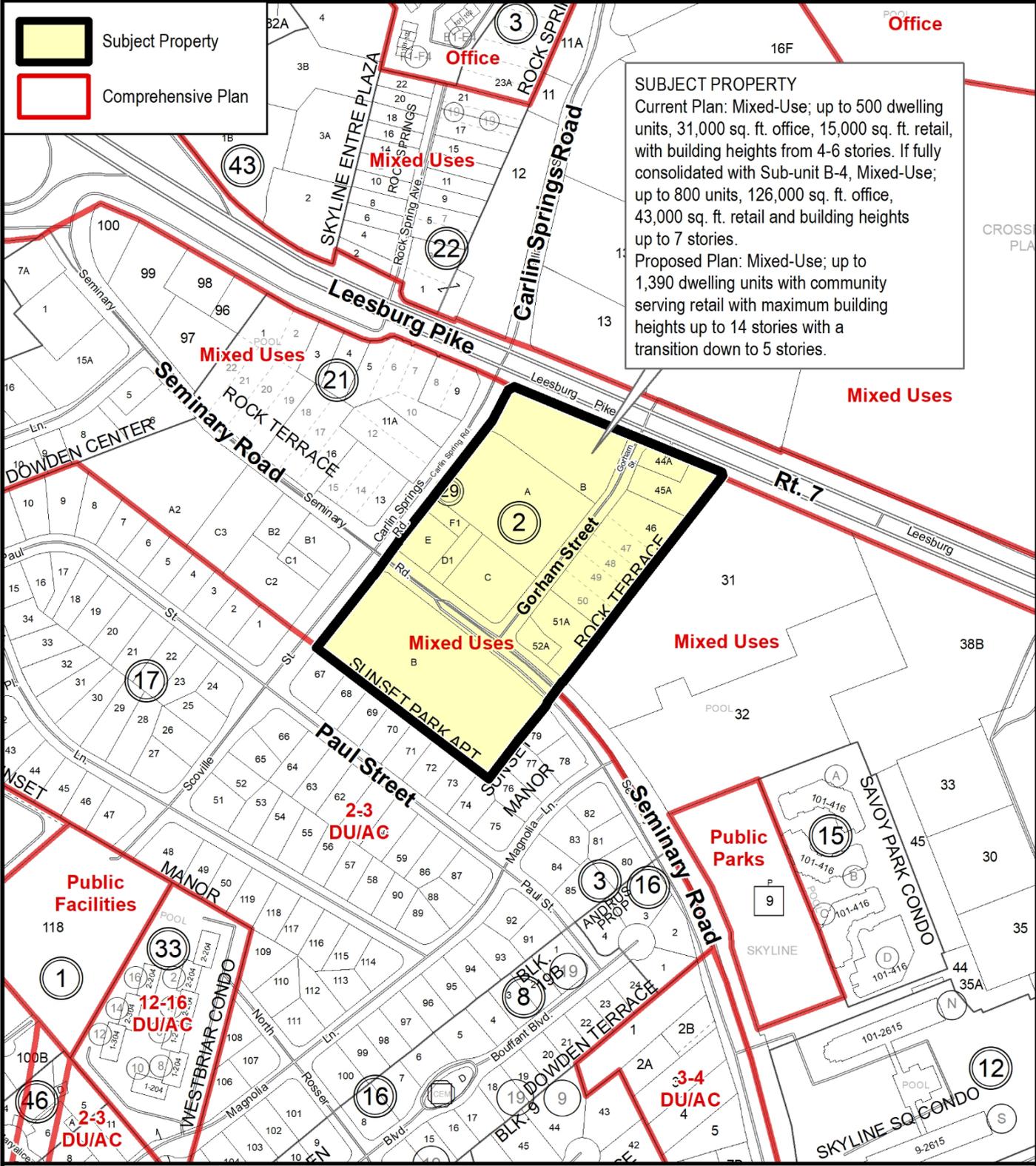
PARCEL LOCATION MAP SHOWING CURRENT PLAN AND PROPOSED CHANGE FOR SUBJECT PROPERTIES AND CURRENT PLAN MAP FOR ADJACENT AREAS

**ITEM:  
PA 2022-I-B1**

 Subject Property

 Comprehensive Plan

**SUBJECT PROPERTY**  
 Current Plan: Mixed-Use; up to 500 dwelling units, 31,000 sq. ft. office, 15,000 sq. ft. retail, with building heights from 4-6 stories. If fully consolidated with Sub-unit B-4, Mixed-Use; up to 800 units, 126,000 sq. ft. office, 43,000 sq. ft. retail and building heights up to 7 stories.  
 Proposed Plan: Mixed-Use; up to 1,390 dwelling units with community serving retail with maximum building heights up to 14 stories with a transition down to 5 stories.



400 FEET

PREPARED BY THE DEPARTMENT OF PLANNING AND DEVELOPMENT USING FAIRFAX COUNTY GIS  
 PARCEL INFORMATION CURRENT TO SEPTEMBER 2023



# STAFF REPORT FOR PLAN AMENDMENT 2022-I-B1

## BACKGROUND

On May 10, 2022, the Fairfax County Board of Supervisors (Board) authorized Plan Amendment (PA) 2022-I-B1 for approximately 13 acres located at the southeast intersection of Leesburg Pike and Carlin Springs Road, consisting of Sub-unit B-5 of the Town Center District of the Baileys Crossroads Community Business Center (CBC), in the Mason Supervisor District. This proposed Plan amendment would allow for increased development intensity and building heights up to 14 stories, with a mix of residential and commercial uses and a strong emphasis on parcel consolidation, design, and open space. The Carousel Court Apartments, on the south side of Seminary Road, are part of Sub-unit B-5 but are not considered for a change in land use or density.

## CHARACTER OF THE SITE

The subject area (Figure 1) is comprised of 12 parcels in Sub-unit B-5: Tax Map Parcels 61-4 ((17)) B; 61-4 ((29)) D1, E, F1; 62-3 ((2)) A, B, C, 44A, 45A, 46, 51A, and 52A, all zoned C-8. Existing development in the Sub-unit consists primarily of local-serving commercial uses, including small and large grocery stores, restaurants, banks, and convenience stores, as well as an auto body shop, auto parts store, gas station, pawn shop, eyeglasses store, beauty salon, and an international clothing market. The Carousel Court Apartments, with 90 affordable residential units, are located south of Seminary Road.

## CHARACTER OF THE AREA

The Baileys CBC has developed largely as a concentration of strip-commercial development and multiple shopping centers. The residential and commercial high-rise development of Skyline Center serves as a visual landmark within the area. Existing land uses are widely separated from each other, structured to accommodate vehicular access. The demographic and economic diversity of the Baileys Crossroads CBC is reflected in the area's mixture of retail and service establishments catering to different segments of the surrounding community and the region.

**EAST:** Immediately to the east is the 100-acre Skyline Center, a complex of high-rise residential and office towers and a retail center, including a few small businesses, a large-scale retail store with grocery, and a fitness club. Several of the office buildings have recently undergone conversion to live/work lofts. The Skyline development is a dominant feature of the area and serves as a visual landmark.

**SOUTH:** To the south of the subject area, and generally on the south side of Seminary Road, is a residential area consisting of primarily single-family detached neighborhoods, some garden-style apartments and condominiums, and a local park. Also to the south is the City of Alexandria, with single-family detached neighborhoods near the county line.

**WEST:** The area immediately to the west is dominated by freestanding commercial uses, including restaurants, hookah lounges, clothing stores, gift shops, small food markets, barber shops, dry cleaners, tailors, martial arts and dance studios, self-storage, automobile service and repair shops, and car dealerships.

**NORTH:** To the north of the study area, across Leesburg Pike, are several shopping centers and freestanding retail uses, including restaurants, a service station, convenience stores, grocery stores, drug stores, and some large-scale retail stores. Also to the north are a few single-family detached homes surrounded by retail uses and the Goodwin House Bailey’s Crossroads housing for older adults.

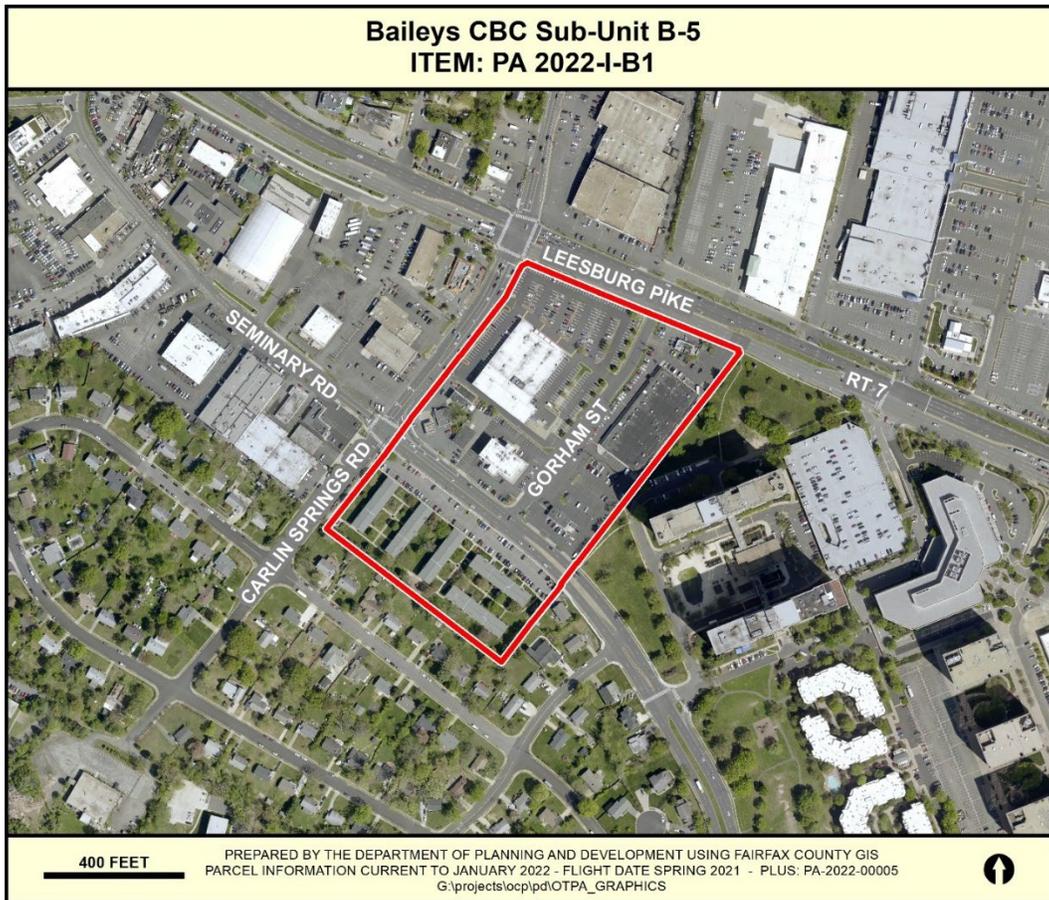


Figure 1. Subject Property and Surrounding Area

**PLANNING HISTORY**

During the 1980s, the Board designated the Baileys Crossroads area as the Baileys Crossroads Central Business District (CBD) in the Comprehensive Plan and as a revitalization area. This designation as a revitalization area was intended to support and encourage a comprehensive program of economic revitalization, preserve neighborhood-serving retail uses, and protect stable residential neighborhoods from commercial encroachment associated with redevelopment. In 1990, the county’s Policy Plan introduced the concept of “Community Business Centers,” and

classified Baileys Crossroads as a Community Business Center (rather than Central Business District) to provide for more focused redevelopment and revitalization guidance in the Comprehensive Plan.

In 1998, the Board created the Baileys Crossroads/Seven Corners Community Revitalization District (CRD) within the Fairfax County Zoning Ordinance. This designation within the county's Zoning Ordinance is a special category which is intended to encourage revitalization activities by providing greater flexibility in ordinance requirements.

Over the years, the Baileys Crossroads CBC has been the subject of several studies designed to support and promote revitalization. In 2006, a comprehensive Baileys Crossroads CBC Planning Study arose out of the 2005-2006 South County Area Plan Review (APR) process. As part of this study the ULI Advisory Services panel completed a report, entitled *Baileys Crossroads Virginia – Moving from Suburban to Urban*, published in December 2006. The report recommended a more urban framework for the Baileys Crossroads CBC, including cohesive and walkable mixed-use development compatible with the adjacent residential areas, coordinated land uses that would create niches for redevelopment, and a strong network of pedestrian and transit connections.

The Baileys Crossroads CBC Planning study evaluated and refined the concepts and strategies developed by the Urban Land Institute (ULI) Advisory Services Panel Report and developed a concept for a portion of the Baileys Crossroads CBC on the north and south sides of Leesburg Pike and the east side of Columbia Pike. Many of the recommendations from the study and the proposed concept were included in a Plan Amendment in 2010 and provided the basis for the Baileys Crossroads CBC Plan guidance that exists today.

## **ADOPTED COMPREHENSIVE PLAN TEXT**

Fairfax County Comprehensive Plan, 2017 Edition, Area I, Baileys Planning District, as amended through April 12, 2022, Baileys Crossroads Community Business Center, Town Center District, Sub-unit B-5, Recommendations, page 88:

### “Sub-Unit B-5

This sub-unit is located on the south side of Leesburg Pike, east side of Carlin Springs Road, east and west sides of Gorham Street and north and south sides of Seminary Road. This sub-unit is currently developed with the Chesapeake Shopping Center and other retail and service uses on the north side of Seminary Road and the Sunset Park Apartments consisting of 90 multifamily residential units on the south side of Seminary Road.

*Base Plan Recommendation* – The base plan recommendation for this sub-unit is 93,200 square feet of retail uses, 20,900 square feet of institutional uses and 90 multifamily residential units at 16-20du/ac. All of the 90 units are affordable dwelling units.

*Redevelopment Option* - This sub-unit is planned for mixed-use development. The area on the north side of Seminary Road is owned by multiple entities and will require consolidation for redevelopment.

Any redevelopment option for the existing Sunset Park Apartments (Tax Map parcel 61((4))(1)7B) on the south side of Seminary Road should retain the existing number of affordable units. Since this area to the south of Seminary Road is owned by a single entity, no consolidation is necessary for redevelopment to occur.

A common green should be located at the terminus of Gorham Street. This small green should be designed with shade trees, open play areas, trails and a playground. The center of Gorham Street is planned to have a linear green space that continues as a green street that crosses Leesburg Pike to connect to Sub-Unit A-6 on the north side of Leesburg Pike. This linear green space is to be integrated into the street network for this sub-unit.

The street with the linear park planned for Sub-Unit B-4 may be continued on the south side of this sub-unit to enhance the pedestrian connectivity for the Sunset Park Apartments.

Redevelopment of this sub-unit (approximately 12.7 acres) is envisioned to include a mixed-use development with a maximum of 31,000 square feet of office uses, 15,000 square feet of retail uses, and 500 multifamily residential units. A minimum of 90 units out of the 520 units should be affordable housing units in accordance with the affordable housing recommendations of the Policy Plan. This sub-unit is to be developed with the following mixed-use land use categories listed in the Land Use Categories section for the Town Center District and shown on Map 5 and the planned urban parks shown on Map 9 in the Town Center District Parks and Recreation section.

- The Urban Center Mixed Use land use category on the north side of Seminary Road, east side of Carlin Springs Road and south side of Leesburg Pike
- The Urban Core Residential and Neighborhood Retail land use category on the east and west sides of Gorham Street, south side of Leesburg Pike and north side of Seminary Road
- The General Residential Area land use category on the north and south sides of Seminary Road.”

## **PROPOSED PLAN AMENDMENT**

The Board requested that staff consider a mix of residential and commercial uses with a strong emphasis on parcel consolidation, design, and open space in addition to building heights ranging from four to up to 14 stories in Sub-unit B-5. The Carousel Court Apartments, on the south side of Seminary Road, are not being considered for a change in land use or density.

Concept plans for the 3.85-acre property that includes the Food Star grocery store, which is about 30% of the study area, were prepared by the property owner to show the general building massing and uses proposed (Figure 2). The concept plan shows three high-rise multi-family buildings of 7-14 stories each, with ground floor retail uses at the corner of Leesburg Pike and Carlin Springs Road, and a mid-rise multi-family building wrapped with residential units on the side of the property on Seminary Road. The total number of residential units in this concept is estimated to be about 810 units with approximately 40,000 square feet of retail uses. This

concept included the potential for micro-units which meant that some units were assumed to be 400-500 square feet in size. This concept was used to inform staff’s analysis of the Plan amendment; however, the site layout of future development concepts may change.



Figure 2: Proposed Concept Redevelopment Plan for Food Star property

## ANALYSIS

### Land Use

Staff developed a conceptual buildout scenario (Figure 3) for Sub-unit B-5 that considered how the entirety of the sub-unit might redevelop if design considerations similar to those proposed by the property owner for the Food Star were applied to the entire area. In the conceptual buildout scenario, maximum building heights of 14 stories are located on Leesburg Pike and begin a transition from the adjacent 26 story high-rise structures in the Skyline development. In this concept, heights transition down to the south and west to 4-6 stories along Seminary Road where the 3-story Carousel Court Apartments are located to the south . In addition to providing a transition in massing, the potential for taller structures was also intended to allow for more open space and park amenities that could enhance the network of parks envisioned in the Baileys CBC plan.

An additional consideration, when developing this concept, was the recognition that residential units could vary in size and may include smaller than typical units. As a result, staff evaluated concepts that included a range of 900-1,300 new multi-family residential units, and approximately 65,000 square feet of ground floor retail uses for the entirety of Sub-unit B-5. Figure 3 depicts Sub-unit B-5 if it were to redevelop in a similar manner as the intensity shown in Figure 2.



**Figure 3: Staff’s conceptual buildout scenario for the study area**

Staff’s evaluation of this redevelopment concept considered the current Comprehensive Plan’s vision for the area of “...a ‘village scale’ mixed-use development on the south side of Leesburg Pike,” with a mix of residential and commercial uses, activated streetscapes, and public open spaces. Building heights step down from Leesburg Pike to smaller scale multifamily residential development and townhouses towards the south and west. The concept assumes that multiple parcels will be consolidated to create unified streetscapes and massing of buildings along Leesburg Pike and Gorham Road, a stepping down of building heights, and provision of open space.

Figure 4, on the next page, compares the proposed buildout scenario with the buildout potential for Sub-unit B-5 recommended in the current Comprehensive Plan.

Use Type	Existing Use	Adopted Plan Base Plan Potential	Adopted Plan Redevelopment Option Potential	Proposed Plan Development Potential
Residential	90 MF du	90 MF du	500 MF du	1,390 MF du*
Retail	91,945 sq ft	93,200 sq ft	15,000 sq ft	65,000 sq ft
Office/ Institutional	22,100 sq ft	20,900 sq ft	31,000 sq ft	N/A

\* This includes 90 multi-family units, in Carousel Court, to remain.  
MF = multifamily units

**Figure 4: Development Potential Comparison**

In the Comprehensive Plan's Concept for Future Development, mixed-use centers such as the Baileys Crossroads CBC are envisioned to become pedestrian-oriented, mixed-use environments with a more urban character that will complement adjacent residential areas and promote transit usage. The overall land use approach for the Baileys Crossroads CBC envisions a transformation from a predominantly retail environment to one that balances retail, office, residential, civic, and open spaces.

The subject property is in the Town Center District in the Baileys Crossroads CBC plan. The land use concept map for the Town Center District indicates general locations for planned land uses and land use categories, and depicts the subject property as Urban Center, Urban Center Residential and General Urban Residential. This land use category is comprised of office and residential uses with ground floor retail. The Urban Center mixed use category allows up to 6 floors and an intensity up to 2.0 FAR.

In addition, to achieve the Plan's vision the Guiding Planning Principles encourage redevelopment for a more vibrant mixed-use center, a balance of land uses to include residential, office, hotel, retail, and civic uses, with the highest density of development near transit stops. These guiding principles further encourage improved connectivity, a range of residential unit sizes and types, retention of compatible transitions at the edges to adjacent neighborhoods and an attractive, walkable urban boulevard along Leesburg Pike.

The proposed Plan amendment would achieve the goals of the Concept for Future Development and of the Baileys Crossroads plan by encouraging a mix of residential and community-serving retail uses. To create a compatible transition, the lowest heights of the buildings, up to 5 stories, should be located along the southern boundary bordering lower density residential areas. The densest development, up to 14 stories, should be located near Leesburg Pike and the Skyline development. With more housing potential proposed, the consideration of increased building heights facilitates the enhancement of the public realm by creating opportunities for new open spaces, unified streetscapes and walkability that connect people and places.

## **Housing**

In accordance with adopted Plan policies and guidance, any redevelopment in the Baileys Crossroads CBC should conform to county regulations and policies for affordable housing which includes the Affordable Dwelling Unit (ADU) Ordinance and the Workforce Dwelling Unit (WDU) Policy which provides incentives to encourage housing development at a variety of affordability levels in mixed-use centers such as the Bailey's Crossroads CBC. The potential residential uses should integrate a variety of housing types and sizes.

## **Urban Design**

The Urban Design Concept for the Bailey's Crossroads CBC, Town Center District, calls for building and site design that supports the pedestrian realm to create a vibrant urban environment. Streets which comprise the major organizational elements for the public realm should be defined and framed through the location of buildings. Building facades in the Baileys Crossroads CBC Town Center District should be designed to create a positive spatial relationship between the building and the street and should provide a pedestrian-scale relationship through the building scale including height, mass and setbacks, and the building form. Parcel consolidation should be

encouraged to achieve these design goals at any phase of redevelopment.

### **Transportation**

In a comparison of vehicle trips generated by the proposed land use when compared to the current Comprehensive Plan recommendations, it is estimated that the proposed amendment would result in 2,445 additional daily weekday vehicle trips, 220 additional AM peak hour trips and 130 additional PM peak hour trips. The trips produced by the proposed land use scenario may be able to be accommodated by the current road network. An operational analysis should be conducted at the time of rezoning to determine whether traffic mitigations are necessary due to any proposed development.

It is likely that the land uses in the proposed scenario would generate more pedestrian and bicycle activity. Accommodation for pedestrians and bicycles should be made in coordination with the ongoing Active Fairfax planning effort, including enhanced streetscapes and a new signal-controlled crossing over Leesburg Pike at Gorham Street.

There are no current plans for transit improvements in the area, however, the future transit potential for the site should be considered given Leesburg Pike's designation as an Enhanced Public Transportation Corridor and the Northern Virginia Transportation Commission's (NVTC) proposed alignment for the Envision Route 7 Bus Rapid Transit (BRT) line.

### **Environment**

Environmental guidance for the Baileys Crossroads CBC addresses green building, tree canopy goals, stormwater management, and roadway noise. This guidance is used during the entitlement process for development review.

### **Urban Forestry**

The Baileys CBC plan indicates that provision of tree cover should be considered an essential element in the vision for a sustainable Baileys Crossroads. The commercially developed portion of Sub-unit B-5 includes very few trees. Parcel consolidation and site design should facilitate provision of ample green space that allows for adequate above and below ground growing space to support large canopy trees (category III and IV) within park space, planting intermixed and incorporated into site design, and street trees to create a sense of place. Sustainable landscape design should be incorporated to reduce maintenance requirements and contribute to a cleaner and healthier environment with improved air quality, stormwater management, and resource conservation capabilities that can be provided by trees and various elevational layers of other desirable vegetation.

### **Heritage Resources**

The subject property is not located in a County designated historic overlay district, nor is it listed on the Fairfax County Inventory of Historic Sites, or in the Virginia Landmarks Register, or the National Register of Historic Places. Generally, the existing buildings within Sub-unit B-5 were constructed in the 1950s and 1960s, making them more than 50 years old and potentially eligible for the National Register of Historic Places if deemed architecturally or historically significant.

To the west of the subject property was the Crossroads Airport which dates to December 1945. Later, it was called the Washington Virginia Airport. It was an active airport and fly school until October 1970.

There are three properties that staff has deemed worthy of additional research:

1. 5707 Seminary Road [Tax Map Parcel 62-3 ((2)) C]: This building was originally known as the Seminary Building and initially home to an IRS office when it was completed in 1965. This building is currently a Bank of America and includes other office and commercial uses.
2. 3541 Carlin Springs Road [Tax Map Parcel 61-4 ((29)) F1]: This building was constructed in 1964. Dino's, a pizza restaurant, operated there from the early 1970s into the 1980s. It is currently the Haifa Grill and Hookah Lounge.
3. 5705 Seminary Road [Tax Map Parcel 62-3 ((2)) 52A]: This building was constructed in 1959, with the original use as a gas and service station. In a 1966 Alexandria directory, it is listed as the "Seminary Sinclair Service Station" at 5701 Seminary Road. It appears that the building expanded and was converted into a bank between 1976 and 1980. There are two sets of airport lights on the top of the building that were red glass beacons. They marked the building since it sat outside the airfield property at the end of one of the runways. These beacons were in direct support of the Crossroads Airport. The building is currently a Burke & Herbert Bank.

Staff recommends that prior to redevelopment, additional research be completed regarding the history of these buildings in coordination with Heritage Resources Staff.

### **Parks and Recreation**

Current parks in the area meet only a portion of the demand by existing residents in the parks service area. Redevelopment of Sub-unit B-5, north of Seminary Road, would generate an additional need for new onsite parkland. Development of urban parks such as pocket parks, plazas, common greens, and recreation focused urban parks should be encouraged. Integration of publicly accessible urban parks in any future overall development design is critical to providing onsite recreation resources and will contribute to redevelopment efforts and contribute to a sense of place.

Increasing the allowable building heights creates more opportunity for public park space in the Town Center District. Any redevelopment of the subject property should consider the Urban Parks Framework calculations (1.5 acres per 1,000 residents and 1.0 acre per 10,000 employees) and include the appropriate amount of park space. The current Plan calls for a common green and linear park space in the subject property. Consolidation of the parcels and development of taller buildings could also allow for a larger, signature park space or other spaces that are needed in the Baileys Crossroads CBC. There should be appropriate and inviting pedestrian connections to the subject property from across Leesburg Pike.

### **Public Schools**

Without additional residential potential, Justice High School and Glasgow Middle School, which

serve the area, have sufficient capacity for current programs and future growth. Parklawn Elementary School has a capacity deficit. The proposed Plan Amendment would increase the potential for residential units, and if this development is realized, the membership at these schools will necessarily increase, which may negatively impact the instructional program at schools that serve this area. Using 2019 student yield ratios, the current Comprehensive Plan for this area is anticipated to generate 46 more students than existing development, whereas the proposed plan would generate 162 more students than existing development.

During any future development review process/rezoning application review, developers should commit to offset the impact of redevelopment on surrounding schools. A per student contribution under the current formula would be anticipated, based on Fairfax County Public Schools standards. The FCPS Adopted CIP FY 2024-28 includes potential solutions to alleviate current and projected school capacity deficits. Additional school capacity could also be addressed through co-location of elementary school space within commercial office buildings provided that all access, safety, security and play space requirements are met; co-location with parks; or other creative approaches to address additional school capacity needs. The impacts of a plan amendment may occur beyond the five-year projection horizon and conditions of a school and/or school boundaries may change by the time the residential density proposed by this plan amendment is realized and should be further analyzed at the time of redevelopment.

### **Wastewater**

Sewage generated within the Baileys CBC Sub-unit B-5 Plan Amendment Area is treated at the Alexandria Renew Enterprises (AlexRenew) plant. The AlexRenew plant serves the Cameron Run basin of the County. The County's current flow to AlexRenew plant is about 18.2 mgd, approximately 56% of our allocation. The County's existing allocation at the AlexRenew treatment plant can handle the projected sewage flow through the year 2045 for the proposed land use scenario.

Public sanitary sewers exist within the Plan Amendment area; however, existing sewers do not have capacity to convey the sewage for the proposed Plan amendment. Existing public sanitary sewers were built in mid-50s for subdivision style low density development. For a proposed high-density development, a major sewer upgrade is anticipated. Applicants proposing new development will need to address wastewater conveyance capacity needs of the sewers during the land development review process.

### **Equity Impact**

In an effort to be inclusive, the staff's community engagement strategy began with research on demographics and languages spoken in the area. The Plan amendment, survey and information page was promoted in English and Spanish with material that included maps and graphics to make clear where the subject area was. Material included an invitation to seek translation in six other languages as well as accommodation through Virginia Relay services. During the process, homeowners, renters, business owners and commercial landowners were distributed information material. Along with other reviewing agencies, NCS was consulted to understand the needs of the Baileys Crossroads community. Two community meetings were held, and a Public Input

survey was prepared to get community input regarding proposed changes. Public comments about the need for pedestrian safety and more parks are reflected in the staff recommendation.

Adoption of this proposed Plan amendment would further the county's equity initiatives as detailed in its One Fairfax policy (2017), Communitywide Housing Strategic Plan (2018), Economic Success Strategic Plan (2019), Countywide Strategic Plan (2021), insofar as the proposal results in additional housing in a variety of types and sizes. The Plan amendment would also contribute to the supply of affordable units provided consistent with the ADU ordinance and workforce housing policy. Redevelopment resulting from this Plan amendment would be aligned with the One Fairfax areas of focus to promote "... the provision of a full spectrum of housing opportunities across the county, most notably those in mixed-use areas that are accessible to multiple modes of transportation;" and "a quality built and natural environment that accommodates anticipated growth and change in an economically, socially, and environmentally sustainable and equitable manner that includes mixes of land use that protects existing stable neighborhoods and green spaces, supports sustainability, supports a high quality of life, and promotes employment opportunities, housing, amenities and services for all people."

An important element of this community is access to businesses that serve diverse needs. The current businesses in the area, such as the Food Star, and other small businesses serve lower income and ethnically diverse communities. Redevelopment has the potential to exacerbate inequity in the sense that redevelopment could displace some of these services. Redevelopment should continue to have a community-serving retail component.

## **CONCLUSION**

The proposed Plan amendment is consistent with the current Baileys Crossroads CBC vision of a village-scale mixed-use urban environment that has an emphasis on design and open space. The new Sub-unit B-5 redevelopment option would encourage a mix of residential and community-serving retail uses, building heights up to 14 stories that transition to 5 stories along Seminary Road as well as development intensity up to 2.5 FAR. This option encourages more housing in one of the County's mixed-use areas and emphasizes a diversity of housing types and sizes. The option also encourages proposed redevelopment to include a community-serving retail component. The proposed Plan amendment does not change the land use or density for the Carousel Court Apartments, on the south side of Seminary Road.

When compared to current planned uses, the proposed Plan amendment would produce greater demands on the transportation network, schools, parks, and wastewater facilities. Capacity in each of these areas will be examined during the development review process to determine appropriate measures to accommodate increased need and demand. The trips produced by the proposed Plan amendment are expected to be accommodated by the current road network but should also be examined for traffic mitigation during the entitlement process.

In addition to encouraging housing in a walkable, mixed-use center, the proposed new redevelopment option facilitates consideration of increased building heights along Leesburg Pike, which is planned as an enhanced transportation corridor. Lower building heights along Seminary Road would create a transition toward lower intensity neighborhoods. The proposed plan places an emphasis on creating park and recreation opportunities in the area, with the provision of onsite publicly accessible park space.

## **RECOMMENDATION**

Staff recommends adding a redevelopment option for the portion of Sub-unit B-5 north of Seminary Road for mixed-use development to include up to 1,300 new residential units and 65,000 square feet of retail uses. This option may be appropriate if development intensity does not exceed 2.5 FAR and significant public park amenities are provided in addition to meeting other streetscape and urban design guidance for the Baileys Crossroads CBC.

Staff recommended Plan text is included in Attachment I.

**ATTACHMENT 1**

Staff recommends 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~~. Text shown to be replaced is noted as such.

**MODIFY TABLE:** Fairfax County Comprehensive Plan, 2017 Edition, Area I, Baileys Planning District, as amended through April 12, 2022, Baileys Crossroads Community Business Center, Land Use, Potential Development, page 23:

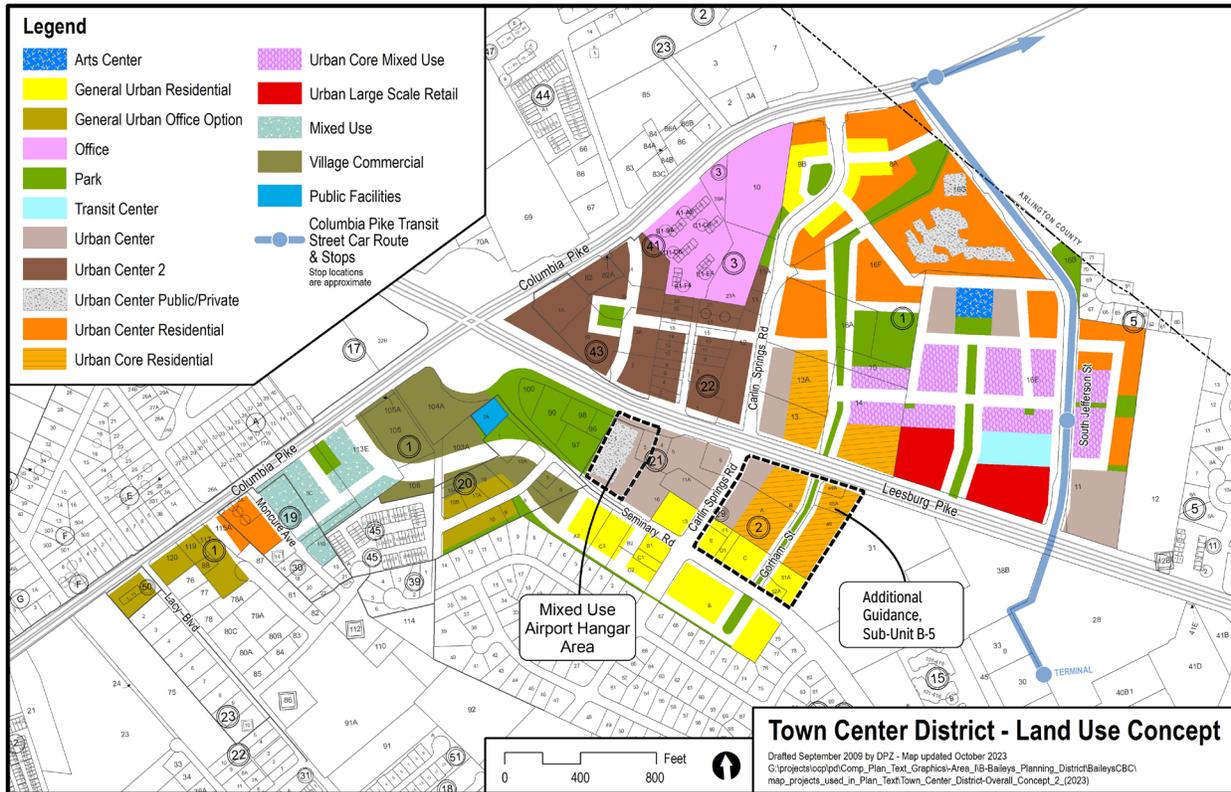
**TABLE 2 – ESTIMATION OF DEVELOPMENT POTENTIAL BY DISTRICT**

<b>DEVELOPMENT POTENTIAL BY DISTRICT<sup>1</sup></b>			
	<b>TOWN CENTER</b>	<b>BAILEYS WEST</b>	<b>BAILEYS EAST</b>
Townhouses	200	0	0
Multifamily	<del>4,250</del> <u>5,140</u>	300	4,150
<b>Total Residential Units<sup>2</sup></b>	<del>4,450</del> <u>5,340</u>	<b>300</b>	<b>4,150</b>
Office Square Feet	<del>2,145,000</del> <u>2,114,000</u>	620,000	3,186,000
Retail Square Feet	<del>1,291,000</del> <u>1,341,000</u>	1,024,000	440,000
Institutional Square Feet	672,000	36,000	18,000
<b>Total Nonresidential Square Feet</b>	<b>4,108,000</b>	<b>1,680,100</b>	<b>3,644,000</b>
<b>Total Development Potential</b>			
Total Office Square Feet	<del>5,960,000</del> <u>5,920,000</u>		
Total Retail Square Feet	<del>2,760,000</del> <u>2,810,000</u>		
Total Institutional Square Feet	728,000		
<b>Total Nonresidential Square Feet</b>	<del>8,870,000</del> <u>9,58,000</u>		
<b>Total Residential Units<sup>2</sup></b>	<del>8,900</del> <u>9,790</u>		

Note 1: The development potential numbers are approximate.

Note 2: The development potential under the Plan does not include potential housing bonuses allowed under the Affordable Dwelling Unit (ADU) Ordinance and the Board of Supervisors Workforce Housing Policy (WDU).

**MODIFY FIGURE:** Fairfax County Comprehensive Plan, 2017 Edition, Area I, Baileys Planning District, as amended through April 12, 2022, Baileys Crossroads Community Business Center, Land Use Concept, page 51. Modify Map 5 and add note to indicate there is additional redevelopment guidance for Sub-unit B-5:



Note: See Sub-unit B-5 for additional redevelopment guidance.

**LAND USE CONCEPT – TOWN CENTER DISTRICT** **MAP 5**

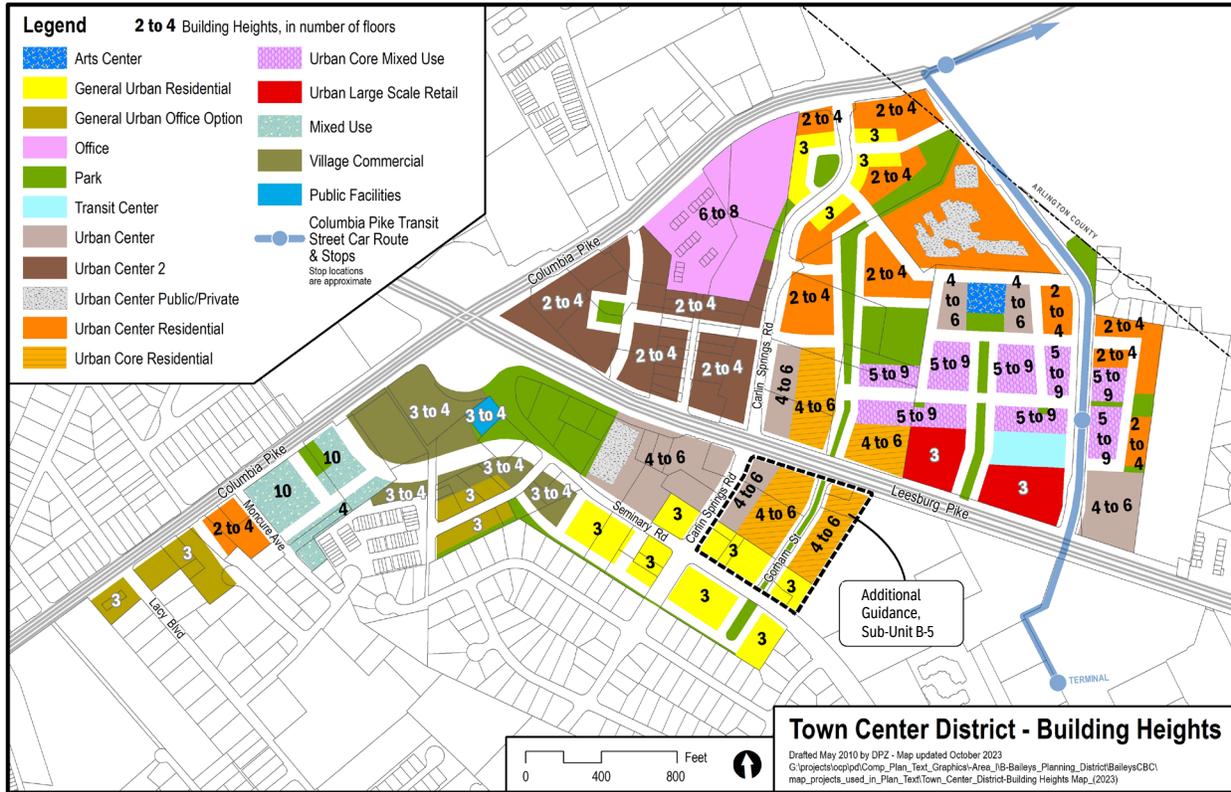
**MODIFY FIGURE:** Fairfax County Comprehensive Plan, 2017 Edition, Area I, Baileys Planning District, as amended through April 12, 2022, Baileys Crossroads Community Business Center, Land Use Categories, page 53. Add note to Table 3 to indicate there is an additional option for portion of Sub-unit B-5.

**TABLE 3 – LOCATION, LAND USE MIX HEIGHT AND DENSITY – LAND USE CATEGORIES**

LAND USE CATEGORY <sup>1,2</sup>	LOCATION	LAND USE MIX, INTENSITY & MIX OF USES	FLOORS
1.Urban Core Mixed-Use Area	In the central portion of the areas to the north of Leesburg Pike	Ground Floor –shop-front retail Upper Floors –residential & office 2 to 2.5 FAR	5 – 9
2.Urban Large Scale Retail	On the north side of Leesburg Pike	Ground Floor –shop-front retail Upper Floors – big box retail uses 1.5 to 2 FAR	3
3.Urban Core Residential/Neighborhood Retail	On the north and south side of Leesburg Pike along a new north-south linear park	Ground Floor – residential; office; retail Upper Floors – residential 1 to 1.5 FAR	4 – 6
4.Urban Center Mixed-Use (Type 1)	On the north side of Leesburg Pike, on the east side of Carlin Springs Road & south side of Leesburg Pike	Ground Floor –residential; office; retail Upper Floors –residential; office 1 to 1.5 FAR	4 – 6
5.Urban Center Mixed Use (Type 2)	On the north side of Leesburg Pike & west side of Carlin Springs Road	Ground Floor –residential; office; retail Upper Floors –residential; office 1 to 1.5 FAR	2 – 4
6.Urban Center Residential	On the north side of Leesburg Pike, south side of Leesburg Pike and east side of Columbia Pike	Ground Floor –office; retail Upper Floors – residential 0.5 to 1 FAR	2 - 4
7.General Urban	On the south side of Leesburg Pike, east side of Columbia Pike	Residential 0.5 to 1 FAR	3
8.General Urban (Office Option)	On both sides of Center Lane	Office 0.5 to 1 FAR	3
9.Village Commercial	On the south side of Leesburg Pike along both Columbia Pike & the realigned Seminary Road	Ground Floor –retail; office Upper Floors –residential; office; retail 0.5 to 1 FAR	2 – 4
10.Office Single-Use	On the south side of Columbia Pike & the east side of Carlin Springs Road	Office 1 to 1.5 FAR	6 – 8
11. Public Facility Use	North of the realigned Seminary Road (Tax Map Parcel 61-2 ((20))7)	Public Facility 0.5 to 0.7 FAR	3 to 4

1. Off-street Parking for Land Use categories 1 to 5, 10 should be included in structures beneath or behind the proposed buildings. Parking for Land Use categories 6, 7, 8 and 9 should be included in structures or surface parking lots behind the proposed buildings. If townhouse style development is proposed for Land Use categories 7 and 8, parking is self-parked, with space provided on each lot or in private garages, entered from behind the buildings.
2. See Sub-Unit B-5 for additional guidance regarding a second redevelopment option that includes heights ranging from 5-14 stories and planned intensity up to 2.5 FAR.

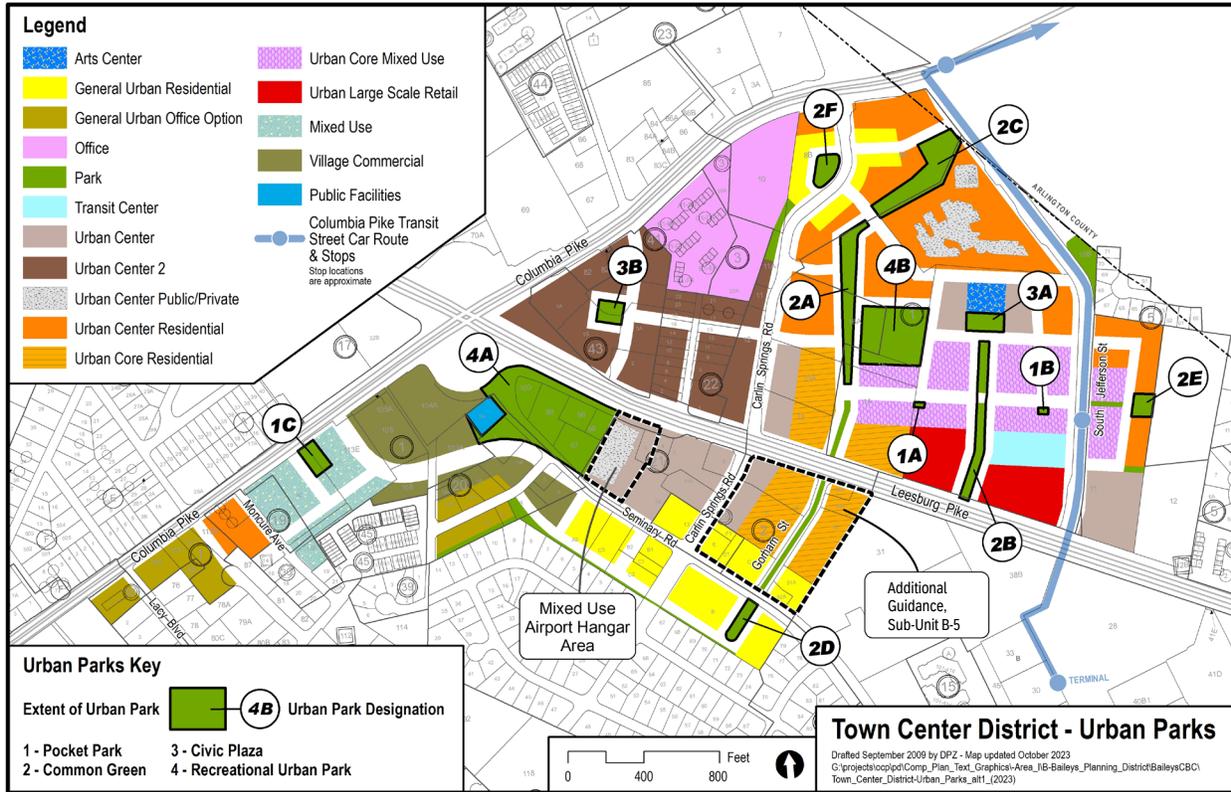
**MODIFY FIGURE:** Fairfax County Comprehensive Plan, 2017 Edition, Area I, Baileys Planning District, as amended through April 12, 2022, Baileys Crossroads Community Business Center, Building and Site Design, page 56. Modify Map 6 and add note to indicate there is additional redevelopment guidance for Sub-unit B-5:



Note: See Sub-unit B-5 for additional redevelopment guidance.

**MAP 6**

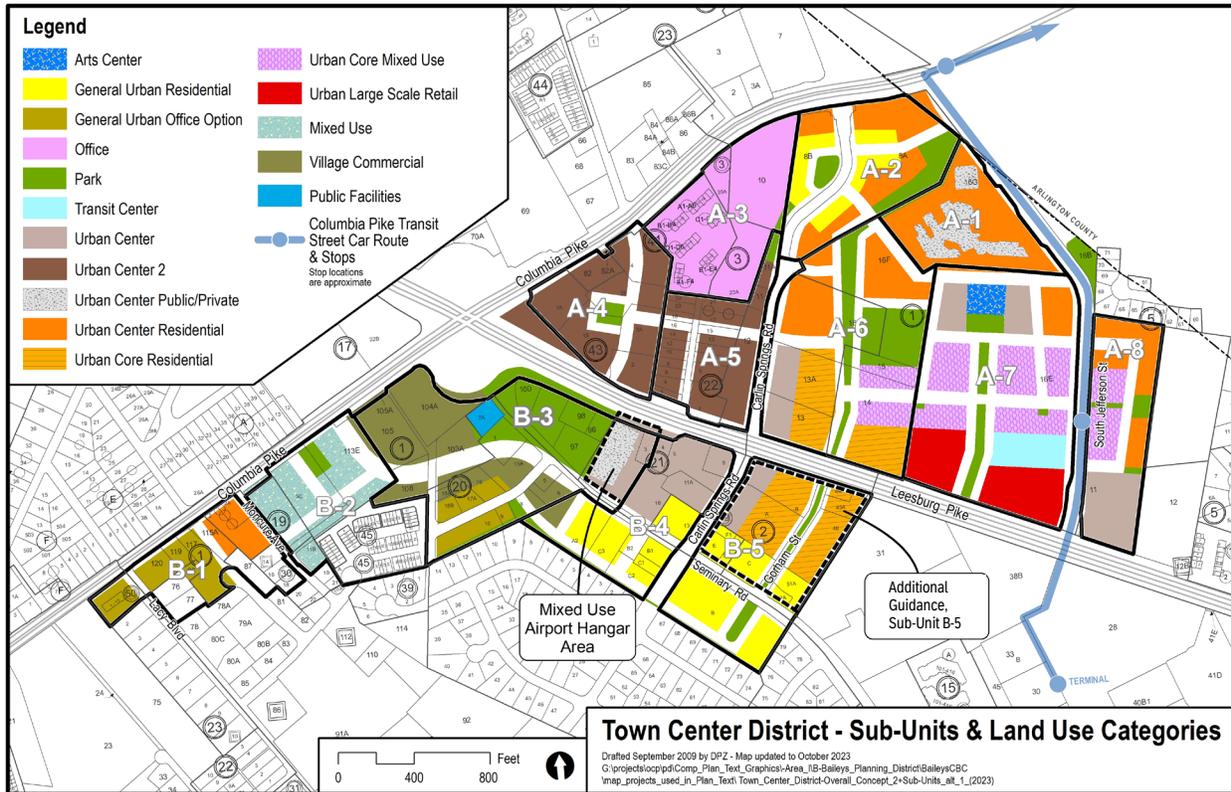
**MODIFY FIGURE:** Fairfax County Comprehensive Plan, 2017 Edition, Area I, Baileys Planning District, as amended through April 12, 2022, Baileys Crossroads Community Business Center, page 72. Modify Map 9 and add note to indicate there is additional redevelopment guidance for Sub-unit B-5:



Note: See Sub-unit B-5 for additional redevelopment guidance.

**TOWN CENTER DISTRICT PARKS** **MAP 9**

**MODIFY FIGURE:** Fairfax County Comprehensive Plan, 2017 Edition, Area I, Baileys Planning District, as amended through April 12, 2022, Baileys Crossroads Community Business Center, page 76. Modify Map 11 and add note to indicate there is additional redevelopment guidance for Sub-unit B-5:



Note: See Sub-unit B-5 for additional redevelopment guidance.

**TOWN CENTER DISTRICT SUB-UNITS AND LAND USE CATEGORIES** **MAP 11**

**MODIFY:** Fairfax County Comprehensive Plan, 2017 Edition, Area I, Baileys Planning District, as amended through April 12, 2022, Baileys Crossroads Community Business Center, Sub-unit B-5, Recommendations, pages 88-89:

“Sub-Unit B-5

This sub-unit is located on the south side of Leesburg Pike, east side of Carlin Springs Road, east and west sides of Gorham Street and north and south sides of Seminary Road. This sub-unit is currently developed with ~~the Chesapeake Shopping Center and other~~ retail and service uses on the north side of Seminary Road and the Sunset Park Carousel Court Apartments consisting of 90 multifamily residential units on the south side of Seminary Road.

*Base Plan Recommendation* – The base plan recommendation for this sub-unit is 93,200 square feet of retail uses, 20,900 square feet of institutional uses and 90 multifamily residential units at 16-20du/ac. All of the 90 units are affordable dwelling units.

*Redevelopment Option* – This sub-unit is planned for mixed-use development. The area on the north side of Seminary Road is owned by multiple entities and will require consolidation for redevelopment.

Any redevelopment option for the existing Sunset Park Carousel Court Apartments (Tax Map parcel 61((4))(1)7B) on the south side of Seminary Road should retain the existing number of affordable units. Since this area to the south of Seminary Road is owned by a single entity, no consolidation is necessary for redevelopment to occur.

~~A common green should be located at the terminus of Gorham Street. This small green should be designed with shade trees, open play areas, trails and a playground. The center of Gorham Street is planned to have a linear green space that continues as a green street that crosses Leesburg Pike to connect to Sub Unit A-6 on the north side of Leesburg Pike. This linear green space is to be integrated into the street network for this sub-unit.~~

~~—The street with the linear park planned for Sub Unit B-4 may be continued on the south side of this sub-unit to enhance the pedestrian connectivity for the Sunset Park Apartments.~~

Redevelopment of this sub-unit (approximately 12.7 acres) is envisioned to include a mixed-use development with a maximum of 31,000 square feet of office uses, 15,000 square feet of retail uses, and 500 multifamily residential units. A minimum of 90 units out of the 520 units should be affordable housing units in accordance with the affordable housing recommendations of the Policy Plan. This sub-unit is to be developed with the following mixed-use land use categories listed in the Land Use Categories section for the Town Center District and shown on Map 5 and the planned urban parks shown on Map 9 in the Town Center District Parks and Recreation section.

- The Urban Center Mixed Use land use category on the north side of Seminary Road, east side of Carlin Springs Road and south side of Leesburg Pike
- The Urban Core Residential and Neighborhood Retail land use category on the east and west sides of Gorham Street, south side of Leesburg Pike and north side of Seminary Road
- The General Residential Area land use category on the north and south sides of Seminary Road

*Second Redevelopment Option* –The area north of Seminary Road may be appropriate for higher intensity mixed-use redevelopment up to 2.5 FAR with parcel consolidation and building heights

up to 14 stories along Leesburg Pike, transitioning to 5 stories on Seminary Road. The mix is envisioned to include up to 1,300 multi-family residential units and ground floor community-serving retail up to 65,000 square feet. In addition, the following conditions should be met:

- Development should include a variety of housing types and sizes;
- A crosswalk with pedestrian refuge island should be provided at the intersection of Seminary Road at Gorham Street;
- A crosswalk with pedestrian signal and refuge island should be provided on Leesburg Pike at Gorham Street;
- Primary vehicular access to the site should be provided from Carlin Springs Road and Seminary Road, and through streets internal to the site. Additional access may be provided via Gorham Street, though access points should be limited or consolidated to the extent feasible to reduce potential conflicts between vehicles, bicyclists, and pedestrians;  
and
- Site design should not preclude necessary accommodations for future planned transit along Leesburg Pike which is designated as an Enhanced Public Transit Corridor.

*Parks and Recreation-* Redevelopment options for Sub-Unit B-5 should include usable park space to support the residents and employees that are anticipated. These spaces should be of proper size and design to function primarily as recreational amenities. A common green should be located at the terminus of Gorham Street. This small green should be designed with shade trees, open play areas, trails and a playground. The center of Gorham Street is planned to have a linear green space that continues as a green street that crosses Leesburg Pike to connect to Sub-Unit A-6 on the north side of Leesburg Pike. This linear green space is to be integrated into the street network for this sub-unit. The street with the linear park planned for Sub-Unit B-4 may be continued on the south side of this sub-unit to enhance the pedestrian connectivity for the Carousel Court Apartments. For the second redevelopment option, creation of a large signature park space is encouraged.

#### Full Consolidation Option for Sub-Units B-4 and B-5

If Sub-Units B-4 and B-5 are consolidated, it will offer the highest potential and maximum flexibility for increased density within the Baileys Crossroads CBC because both the sub-units will become one large sub-unit on the south side of Leesburg Pike in the vicinity of the future transit stop proposed along South Jefferson Street.

Under this consolidation option, various mixed use land use categories consisting of retail, office and residential can be proposed in addition to and in lieu of the applicable land use categories listed in the Land Use Categories section of the Town Center District-wide recommendations. Ground floor retail should be provided for all the land uses.

The planned mixed-use land uses along Leesburg Pike could include more retail and office uses and the planned land uses on the southern portions of this consolidated sub-unit could include more residential uses.

Buildings can be five to seven stories in height with the lowest height of the buildings along the streets and the southern boundary of the consolidated sub-units and the tallest buildings in central portion of these consolidated sub-units.

Common greens are envisioned for this sub-unit. Gorham Street in this sub-unit is envisioned

to be part of a central linear green that continues as a green street that crosses Leesburg Pike to connect to Sub-Unit A-6 on the north side of Leesburg Pike. This central linear green is to be integrated into the planned street network for this sub-unit.

A grid of new local streets is also planned for these consolidated sub-units to increase the ease and safety of pedestrians and vehicles. The grid would include both north/south and east/west streets providing better access and connectivity to these consolidated sub-units.

Under this consolidated option, redevelopment for these consolidated sub-units (approximately 22 acres) is envisioned to include a mixed-use development with a maximum of 126,000 square feet of office uses, 43,000 square feet of retail uses, and 800 multifamily residential units and the planned urban parks listed in the Town Center District Parks and Recreation section. Ninety of the multifamily residential units should be affordable units in accordance with the affordable housing recommendations of the Policy Plan.”

**MODIFY FIGURE:** Fairfax County Comprehensive Plan, 2017 Edition, Area I, Baileys Planning District, as amended through April 12, 2022, Baileys Crossroads Community Business Center, page 91. Modify Table 6 to add note to indicate there is additional guidance for Sub-unit B-5:

**TABLE 6 – TOWN CENTER DISTRICT  
LAND UNIT RECOMMENDATIONS SUMMARY**  
(continued)

<b>Sub-Unit</b>	<b>Base Plan</b>	<b>Redevelopment Option</b>	<b>Comprehensive Plan Map</b>
A-6	162,700 square feet of industrial uses and 171,800 square feet of retail uses	A maximum of 156,000 square feet of office uses, 79,000 square feet of retail uses and 950 multifamily residential units	Mixed-Uses
A-7	432,100 square feet of retail uses.	A maximum of 468,000 square feet of office uses, 615,000 square feet of retail uses, 700 multifamily residential units and a minimum of 62,000 square feet of institutional uses	Mixed-Uses
A-8	105,000 square feet of retail uses	A maximum of 157,000 square feet of office uses, 74,000 square feet of retail uses and 500 multifamily residential units	Mixed-Uses
B-1	16,600 square feet of office uses and 14,100 square feet of retail uses	A maximum of 44,000 square feet of office uses, 3,000square feet of retail uses and 100 multifamily residential units.	Mixed-Uses
B-2	36,600 square feet of retail uses and 30,700 square feet of office uses	A maximum of 561,000 square feet of retail/office /residential mixed uses, 60 single-family attached dwelling units and a minimum of 22,000 square feet of institutional uses	Mixed-Uses
B-3	129,900 square feet of industrial uses, 104,800 square feet of retail uses and approximately 22,000 square feet of public facility use.	A maximum of 174,000 square feet of office uses, 128,000 square feet of retail uses, 300 multifamily residential units, a minimum of 22,000 square feet of institutional uses and approximately 22,000 square feet of public facility use.	Mixed-Uses
B-4	189,000 square feet of retail uses and 48,000 square feet of office uses	A maximum of 96,000 square feet of office uses, 27,000 square feet of retail uses and 300 multifamily residential units	Mixed-Uses
B-5 <sup>1</sup>	93,200 square feet of retail uses, 20,900	A maximum of 31,000 square feet of office uses, 15,000	Mixed-Uses

	square feet of institutional uses and 90 multifamily residential units	square feet of retail uses and 500 multifamily residential units	
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1. See Sub-Unit B-5 for additional guidance regarding a second redevelopment option.

**COMPREHENSIVE LAND USE PLAN MAP:**

The Comprehensive Land Use Plan Map will not change.

**TRANSPORTATION PLAN MAP:**

The Countywide Transportation Plan Map will not change.