



PROPOSED COMPREHENSIVE PLAN AMENDMENT

ITEM: 2013-I-B1
July 3, 2014

GENERAL LOCATION: South of Leesburg Pike,
East of Charles Street and West of Washington
Drive

SUPERVISOR DISTRICT: Mason

PLANNING AREA: Area I

PLANNING DISTRICT OR SPECIAL AREA:
Baileys Crossroads CBC

SUB-DISTRICT DESIGNATION:
Sub-Unit D-2

PARCEL LOCATION: 61-2 ((17)) (D) 1, 3, 4 and 5;
61-2 ((18)) 1, 2, 3, 4 and 5

PLANNING COMMISSION PUBLIC HEARING:
Thursday, July 17, 2014 @ 8:15 PM

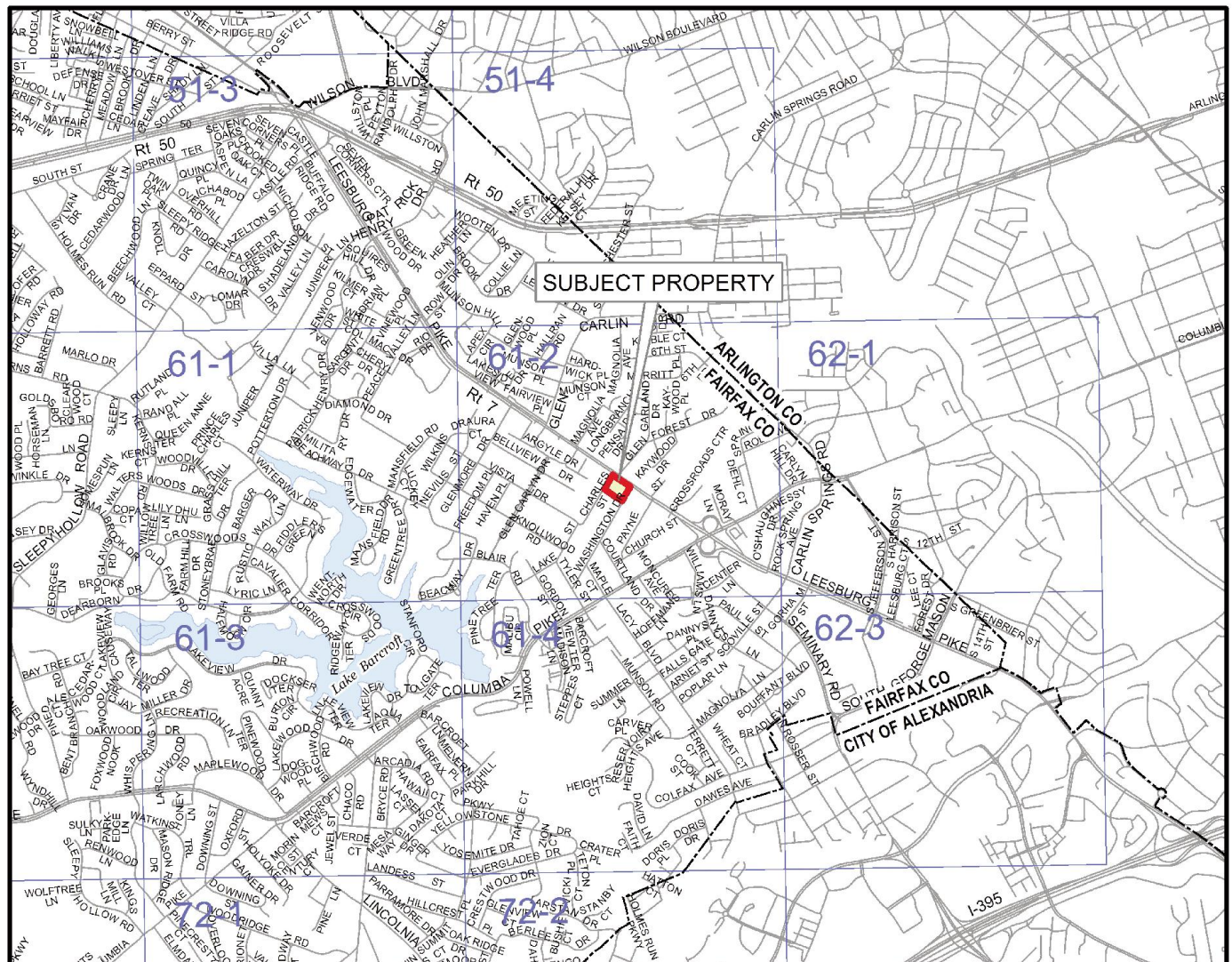
BOARD OF SUPERVISORS PUBLIC HEARING:
Tuesday, July 29, 2014 @ 4:00 PM

**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 advance notice. For additional information
about accommodation call (703) 324-1334.



3000 FEET

PREPARED BY THE DEPARTMENT OF PLANNING AND ZONING USING FAIRFAX COUNTY GIS
CHARLES STREET



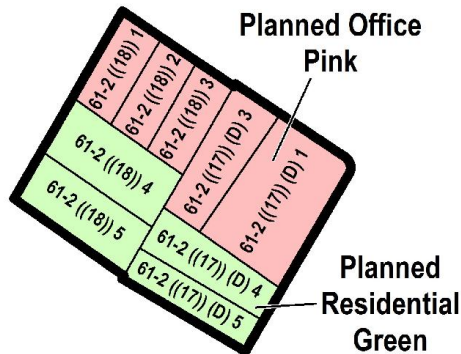
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CURRENT PLAN AND PROPOSED CHANGE

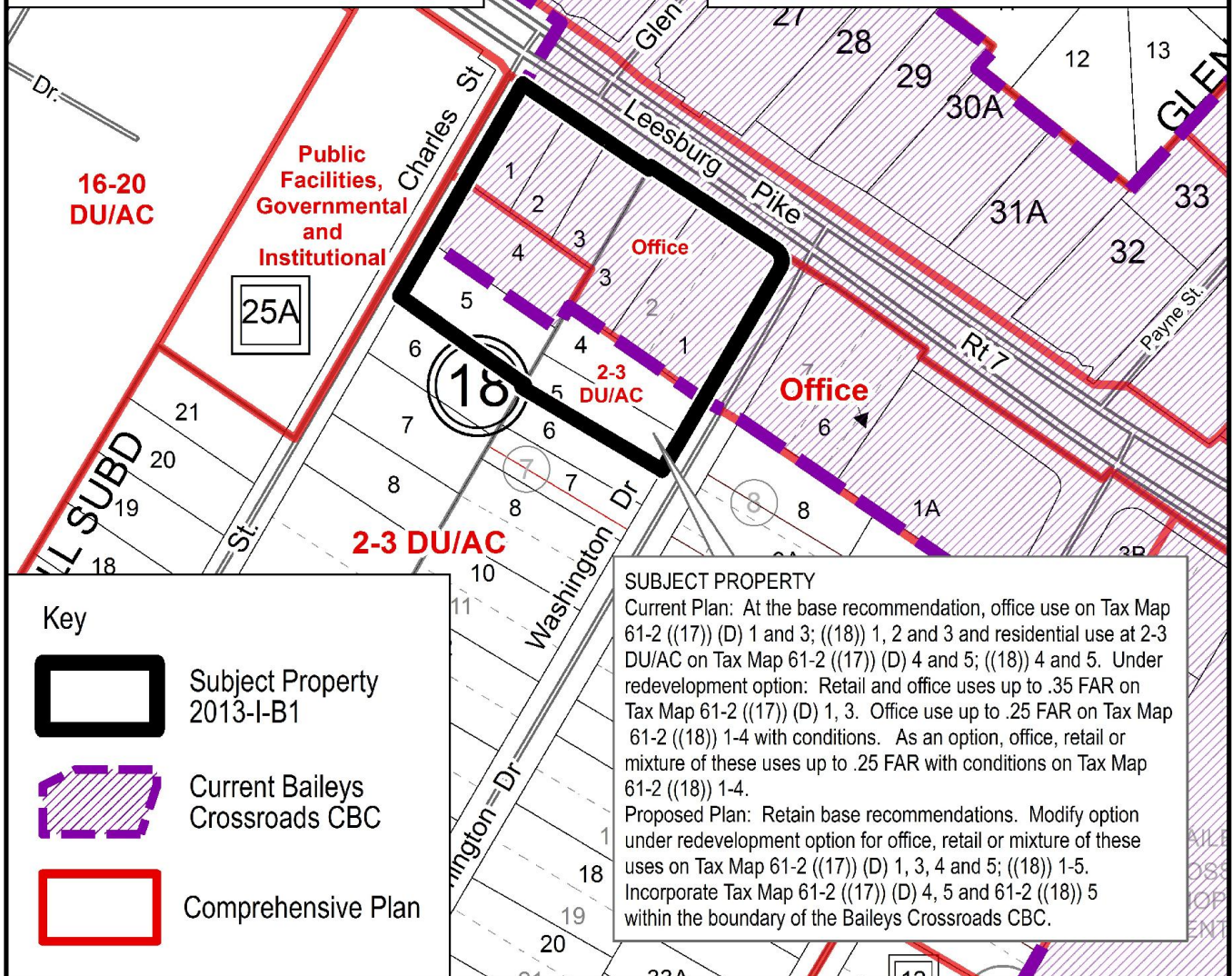
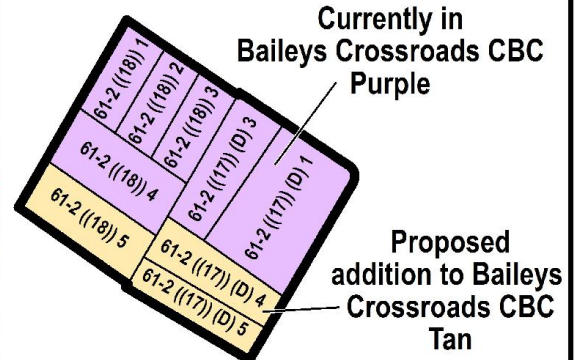
PARCEL LOCATION MAP SHOWING CURRENT PLAN AND PROPOSED CHANGE FOR
SUBJECT PROPERTIES AND CURRENT PLAN MAP FOR ADJACENT AREAS

ITEM: 2013-I-B1
July 3, 2014

PLANNED LAND USE



RELATIONSHIP TO CBC



200 FEET

PREPARED BY THE DEPARTMENT OF PLANNING AND ZONING USING FAIRFAX COUNTY GIS
PARCEL INFORMATION CURRENT TO JUNE 2014
G:\projects\ocp\pd\OTPA_GRAPHICS - Charles Street



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STAFF REPORT FOR PLAN AMENDMENT 2013-I-B1

BACKGROUND

On October 29, 2013, the Board of Supervisors (Board) authorized Plan amendment (PA) 2013-I-B1 for properties located south of Leesburg Pike (Route 7), east of Charles Street and west of Washington Drive [Tax Map parcels 61-2 ((17)) (D) 1, 3, 4 and 5; 61-2 ((18)) 1, 2, 3 and 4], which are partially within the boundary of the Baileys Crossroads Community Business Center (CBC). The authorization directed staff to consider additional commercial uses, including drive-through services, and expansion of the Baileys Crossroads CBC. The Board further directed that the Plan analysis weigh the benefits and constraints of the amendment while considering the ability to meet streetscape guidelines, provide appropriate buffering to residential uses and address Baileys Crossroads planning objectives including those related to transportation. On November 19, 2013, the Board authorized inclusion of an additional contiguous parcel [61-2 ((18)) 5] for consideration of the Plan amendment.

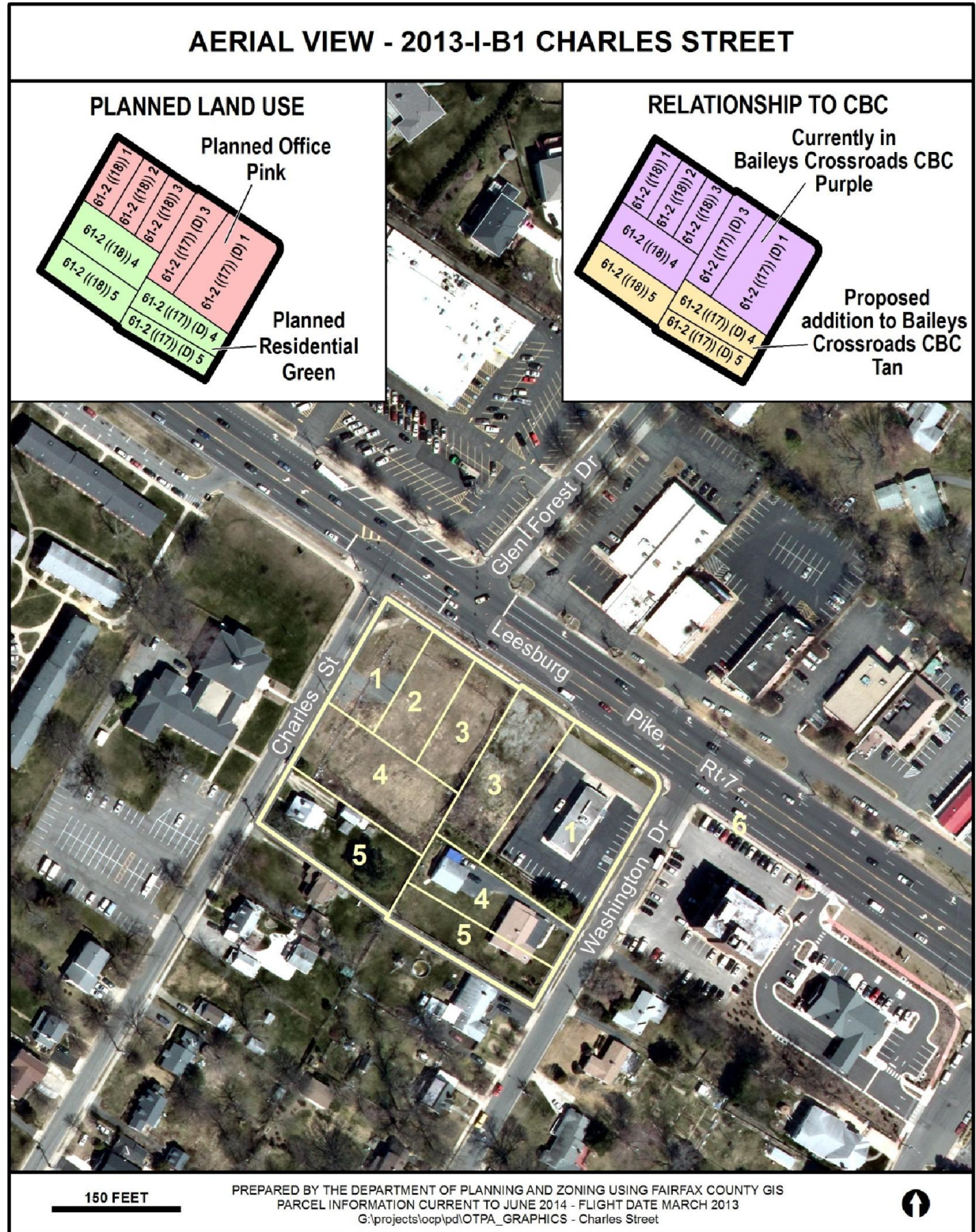
The review of the Plan amendment is concurrent with pending Rezoning (RZ) 2014-MA-011 and Special Exception (SE) 2014-MA-013 requests to rezone the subject area from the C-2 and R-3 Districts to the C-6 District for a shopping center use and pharmacy use with a drive-through. Concurrent review of a Plan amendment and a zoning application is consistent with county policy for Commercial Revitalization Overlay Districts (CRD), in which a portion of the subject area is located.

CONTEXT

General Location: The subject area consists of nine parcels totaling 2.72 acres which are located south of Leesburg Pike, east of Charles Street and west of Washington Drive.

Planned and Existing Land Use and Zoning

Subject Area: Tax Map parcels 61-2 ((18)) 1-4 of the subject area, which are generally adjacent to Leesburg Pike and near Charles Street are planned under a redevelopment option for office use up to .25 Floor Area Ratio (FAR) with an alternative redevelopment option for office, retail, or a mix of these uses up to .25 FAR under specified conditions, and are zoned C-2 Limited Office District, Highway Corridor Overlay District (HC). Parcels 61-2 ((18)) 3 and a portion of 4 are also located in a Sign Control Overlay District (SC). Tax Map parcels 61-2 ((17)) (D) 1 and 3 of the subject area which are adjacent to Leesburg Pike and near Washington Drive are planned under the redevelopment option for neighborhood-serving retail and offices uses up to .35 FAR and are zoned C-2 Limited Office District, HC and SC. The remaining parcels of the subject area are planned for residential use at a density of 2-3 dwelling units per acre (du/ac), and zoned R-3 Residential District, Three Dwelling Units/Acre. With the exception of Tax Map parcels 61-2 ((18)) 5, 61-2 ((17)) (D) 4 and 5, the subject area lies within a Commercial Revitalization Overlay District (CRD). The following table contains information on land use, planning and zoning on parcels located within the subject area.



Tax Map Parcel	Current Land Use	Land Area (Acre)	Current Density / Intensity	Comprehensive Plan Map	Zoning District
61-2 ((17)) (D) 1	Insurance office	0.60	2,280 square feet	Office	C-2
61-2 ((17)) (D) 3	Vacant	0.31	0 square feet	Office	C-2
61-2 ((17)) (D) 4	Single-family dwelling	0.26	3.8 DU/AC	Res. @ 2-3 DU/AC	R-3
61-2 ((17)) (D) 5	Vacant	0.22	0 DU/AC	Res. @ 2-3 DU/AC	R-3
61-2 ((18)) 1	Vacant	0.21	0 square feet	Office	C-2
61-2 ((18)) 2	Vacant	0.19	0 square feet	Office	C-2
62-1 ((18)) 3	Vacant	0.19	0 square feet	Office	C-2
61-2 ((18)) 4	Vacant	0.36	0 DU/AC	Res. @ 2-3 DU/AC	R-3
61-2 ((18)) 5	Single-family dwelling	0.33	3.0 DU/AC	Res. @ 2-3 DU/AC	R-3

Adjacent Area:

North: The area north of Leesburg Pike and west of Glen Forest Drive is planned for and developed with neighborhood-serving retail and service uses, and is zoned C-6 Community Retail Commercial District. The area north of Leesburg Pike and east of Glen Forest Drive is planned for and developed with community-serving retail or office use up to .35 FAR, and is zoned C-8 Highway Commercial District. The area is within the CRD, HC and SC.

East: The area east of Washington Drive is planned for and developed with office uses up to .35 FAR, and is zoned C-3 Office District. The area is within the CRD, HC and SC.

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

West: The area west of Charles Street is planned for public facilities, governmental and institutional uses and is developed with a place of worship, and is zoned R-3 Residential and HC.

PLANNING HISTORY

During the 1980s, Baileys Crossroads was designated as a commercial revitalization area by the Board of Supervisors. In 1990, the county's Policy Plan introduced the concept of Commercial Business Centers, such as the Baileys Crossroads CBC, and provided more focused redevelopment and revitalization guidance for this area. In 1998, the Board of Supervisors designated the Baileys Crossroads CBC as part of the Baileys Crossroads/Seven Corners Commercial Revitalization Overlay District. This designation is a special category within the county's Zoning Ordinance which is intended to encourage revitalization activities by providing greater flexibility in ordinance requirements.

In 2010, the Board adopted Area Plan Review (APR) Item 09-I-1B for site-specific Plan guidance for the subject area. Plan text for parcels [Tax Map 61-2 ((18)) 1-4], was amended to provide for an alternative redevelopment option for office, retail or mix of these uses up to .25 FAR with conditions on consolidation, dedication of right-of-way for the planned realignment of Charles Street with Glen Forest Drive, uses, building and parking orientation, and pedestrian and vehicular access.

ADOPTED COMPREHENSIVE PLAN

Fairfax County Comprehensive Plan, 2013 Edition, Area I, Baileys Planning District, amended through April 29, 2014, Baileys Crossroads Community Business Center, page 99:

“Sub-Unit D-2

This sub-unit is located on the south side of Leesburg Pike and east side of Charles Street and is developed with office and retail uses in existing residential scale structures.

Base Plan Recommendations – The base Plan recommendation for this sub-unit is 33,500 square feet of office uses and 4,000 square feet of retail uses.

Redevelopment Option – The parcels east of Charles Street (Tax Map parcels 61-2 ((18)) 1-4) are planned and approved for townhouse-style office use of up to .25 FAR with full consolidation. Any development on these parcels should include dedication for the Right-of-Way for the planned realignment of Charles Street with Glen Forest Drive. As an option, office, retail, or a mixture of these uses, up to .25 FAR may be appropriate with consolidation of all four parcels provided that the following conditions are met: the proposed development should be urban in character and pedestrian-friendly; auto-oriented uses, including drive-thru facilities, should be prohibited; restaurant uses are strongly discouraged; a primary pedestrian entrance should be visible and accessible from Leesburg Pike; parking should be located to the rear or side of the main structure; and vehicle access to the property should be restricted to Charles Street to limit additional curb cuts along Leesburg Pike. The remainder of this area is planned for neighborhood serving retail and office uses up to 0.35 FAR. Building heights within this sub-unit should not exceed 40 feet, and buffering to adjacent residential neighborhoods should consist of a solid wall and landscaping with a setback area designed as a transition to adjacent residential uses.

Redevelopment of this sub-unit (approximately 4.7 acres) is envisioned to include a maximum of 35,000 square feet of office uses and 22,000 square feet of retail uses.”

Comprehensive Plan text for the Baileys Crossroads Community Business Center also includes general guidance on planning principles, land use, urban design and streetscape. This guidance is found in Fairfax County Comprehensive Plan, 2013 Edition, Area I, Baileys Planning District, amended through April 29, 2014, Baileys Crossroads Community Business Center, starting on page 15 and may be accessed at

<http://www.fairfaxcounty.gov/dpz/comprehensiveplan/area1/baileys.pdf>

The Comprehensive Plan Map shows Tax Map parcels 61-2 ((17)) (D) 4-5 and 61-2 ((18)) 5 are planned for residential use at 2-3 du/ac. Although there is no site-specific Plan guidance, the Concept Map for Future Development and Land Classification System (included in Fairfax County Comprehensive Plan, 2013 Edition, Area Plan Overview as amended through March 4, 2014 on page 4-6) designates this area as a Suburban Neighborhood, outside the boundary of the Baileys Crossroads CBC. Suburban Neighborhoods are planned to be protected and enhanced by ensuring compatible relationships between uses. These neighborhoods include a variety of residential densities as well as supporting neighborhood-serving retail, public facilities and institutional uses where appropriate. Countywide policies provide guidance about land use compatibility and some of those policies are cited below.

Fairfax County Comprehensive Plan, 2013 Edition, Policy Plan, Land Use, amended through March 4, 2014, Land Use Pattern, pages 5-6:

“Objective 8: Fairfax County should encourage a land use pattern that protects, enhances and/or maintains stability in established residential neighborhoods.

Policy a. Protect and enhance existing neighborhoods by ensuring that infill development is of compatible use, and density/intensity, and that adverse impacts on public facility and transportation systems, the environment and the surrounding community will not occur.

Policy b. Discourage commercial development within residential communities unless the commercial uses are of a local serving nature and the intensity and scale is compatible with surrounding residential uses.”

Fairfax County Comprehensive Plan, 2013 Edition, Policy Plan, Land Use, amended through March 4, 2014, Land Use Intensity, page 8:

“Objective 12: The location and level of development intensity should be utilized as a means of achieving a broad range of county goals. . . .

Policy d. Locate development intensity in a manner which assists in achieving appropriate community character.”

ANALYSIS

The nine subject parcels are located south of Leesburg Pike, east of Charles Street and west of Washington Drive. Within Sub-Unit D-2 of the Baileys Crossroads CBC, Tax Map parcels 61-2 ((18)) 1-4 generally fronting Leesburg Pike and near Charles Street are vacant and planned under the redevelopment option for townhouse-style office up to .25 FAR with an alternative redevelopment option for office, retail or a mix of office and retail up to .25 FAR under specified conditions. Within Sub-Unit D-2 of the Baileys Crossroads CBC, Tax Map parcels 61-2 ((17)) (D) 1 and 3 fronting Leesburg Pike and near Washington Drive are currently developed with an

office and under the redevelopment option planned for neighborhood-serving retail and offices uses up to .35 FAR. Tax Map parcels 61-2 ((17)) (D) 4 and 5 and 61-2 ((18)) 5 are planned for residential uses at a density of 2-3 du/ac and zoned R-3. Parcels ((D)) 4 and ((18)) 5 are developed with single-family dwellings and parcel ((D)) 5 is vacant. As existing uses redevelop, they should continue to improve the transition to neighboring uses, but should also maintain an appropriate intensity and transitional screening and buffering.

Land Use Compatibility

Parcels 61-2 ((18)) 1-4 were the subject of APR item 09-I-1B in 2010. The site-specific Plan guidance for these parcels was amended at that time to provide for an alternative redevelopment option for office, retail or mixed uses up to .25 FAR under specific conditions, including that auto-oriented uses and drive-through facilities are prohibited, and restaurant uses are strongly discouraged. The current Plan amendment considers recommending commercial uses for the properties beyond the CBC boundary that are currently developed with residential uses. Additional commercial uses such as those with drive-through windows are also considered with the proposed Plan amendment.

Existing Plan guidance supports approximately 24,000 square feet of office, retail or a mix of these uses on the commercially planned 1.86 acre portion of the subject area under the redevelopment option. The total land area of possible redevelopment increases under this Plan amendment with consolidation of adjacent residential parcels [61-2 ((17)) (D) 4 and 5 and 61-2 ((18)) 5]. These properties, which total 0.81 acre, could be developed up to approximately 4,800 square feet at .25 FAR as part of a redevelopment proposal, if the parcels were replanned and rezoned to a commercial district. Therefore, a total of approximately 29,000 square feet of commercial development may be considered for the site under the proposed Plan revision. The additional commercial land area would provide more flexibility for the possible type(s) of uses and may further encourage development, especially since a portion of the site is currently vacant. Additional commercial uses that may be developed on the site include drive-through uses and restaurants. Currently, the Plan guidance for the parcels associated with this amendment prohibits auto-oriented uses and strongly discourages restaurant uses, but there is existing Plan guidance regarding drive-through uses in the general Baileys Crossroads CBC recommendations. On page 22 of the Baileys Crossroads Community Business Center area-wide recommendations within the Baileys Planning District as amended through April 29, 2014, the Plan states the following:

“Drive-Through Uses - Drive-through uses, such as banks, restaurants, or other retail uses may be permitted within shopping centers and mixed-use developments when they are integrated with the building design of the land use categories and can be coordinated with other uses on the site. The location of such uses should not impede the flow of pedestrian or vehicular traffic, compromise safety, or disrupt the existing and planned interior circulation system of the center and/or building site.”

Any drive-through use proposed for the site would have to be designed within a shopping center or mixed-development that would not compromise vehicular or pedestrian circulation or safety. Regarding other possible commercial uses, as well as site layout, staff would apply the guiding

planning principles of the Baileys Crossroads CBC (from pages 18 and 21 of the Baileys Planning District as amended through April 29, 2014), including these specific points:

- “1. Encourage redevelopment to create a more vibrant mixed-use center that will provide a transit and pedestrian-oriented urban design framework. . . .
4. Improve connectivity in the area by supporting the creation of a unified theme and appearance for the area. The identity should develop a sense of place and reflect the character of the area through design consistency. . . .
8. Provide effective screening with landscaping, screening walls etc. to screen and buffer incompatible uses and provide a transition to adjacent uses.
9. Encourage high-quality development with regard to site design, building design, streetscape, landscaping, materials, and open space amenities.
10. Promote a multi-modal transportation system by developing a hierarchy of streets that are connected and incorporate context sensitive design principles and elements of complete streets in order to provide multiple options for pedestrians, transit, cars and bikes to safely access destinations within and outside the Baileys Crossroads CBC. . . .
12. Create an attractive, walkable urban boulevard along Leesburg Pike through the use of appropriate, urban-scaled, building setbacks and heights, ground floor retail, wide sidewalks, consistent well-designed and landscaped streetscapes, landscaped medians, and well-demarcated crosswalks to help unify the area and create more walkable connections between the north and south sides of Leesburg Pike.”

Creating an attractive urban frontage along Leesburg Pike can be achieved through a conscientious approach to the building’s scale and execution of landscaping. High quality architecture and site design is essential, especially if the CBC boundary is to be expanded. Staff recommends orienting pedestrian entrances to Leesburg Pike with parking to the rear of the site. Urban design guidelines in the Baileys Crossroads CBC should be applied to the fullest extent possible, including the recommended streetscape width and plantings along Leesburg Pike. The pedestrian experience along Leesburg Pike should be further enhanced by urban design amenities, such as a pocket park, public art and/or street furniture. Any proposed urban park space should be designed to facilitate pedestrian activity into the site (see the Fairfax County Comprehensive Plan, 2013 Edition, Policy Plan, Parks and Recreation section, Appendix 2 for pocket park guidelines in the Urban Parks Framework).

Expanding the CBC boundary into an existing single-family residential neighborhood can also have negative impacts, which warrant the application of stronger design and standards to any redevelopment proposal. Potential nuisance issues, such as spillover lighting, litter and trash storage, should be addressed if a restaurant use is proposed. Generally, any commercial use proposed on the site may create nuisance issues, especially tied to extended hours of operation,

so enhanced screening and buffering, such as solid architectural materials used for fencing and the fullest extent of landscaping, is highly encouraged. Automatic cut-off lighting, height limits on lighting poles, scheduled deliveries and trash pickup during off-peak hours, and daily litter pick-up are some additional recommendations to help mitigate potential light and noise impacts.

Vehicular access to the site should be limited to Washington Drive and Charles Street to better preserve Leesburg Pike as a pedestrian realm. Landscaping and screening would be essential along Washington Drive to the greatest extent possible to screen the commercial uses and associated parking from the surrounding residential uses. Any proposed uses should be designed to front along Leesburg Pike, and stand-alone buildings or pad sites are strongly discouraged. The building massing should be designed to facilitate safe and orderly pedestrian activity across the site. New buildings are recommended to attain LEED certification or an equivalent third-party certification in accordance with the Policy Plan guidance on green buildings.

Transportation

The Fairfax County Transportation Plan Map shows a future realignment of Charles Street with Glen Forest Drive across Leesburg Pike. A redevelopment proposal should include an engineered alignment to Virginia Department of Transportation (VDOT) standards and be acceptable to Fairfax County Department of Transportation (FCDOT). Right-of-way (ROW) should be dedicated from the subject property to facilitate the realignment. Additionally, Leesburg Pike is shown on the Fairfax County Transportation Plan Map to be improved to six lanes in the future, and ROW should be dedicated for the future widening. In the future, additional ROW may be needed for other transit related needs, which will be determined through current and future studies. Any redevelopment proposal should dedicate the required amount of ROW needed on the site to accommodate these transportation improvements, especially if these improvements can help mitigate traffic impacts from the new commercial development on the subject property.

RECOMMENDATION

The current planned office, retail and residential density/intensity for the subject area should remain at the base level recommendations. Incorporating additional parcels, including the three currently residentially planned and zoned lots, will help facilitate a coordinated, pedestrian oriented development along Leesburg Pike. A planned intensity of .25 FAR of office, retail, or a mix of these two uses with consideration of additional commercial uses is recommended to be added as an option under the existing redevelopment option to achieve the goal of compatible infill development. Any future development is expected to provide an engineered alignment of Charles Street with Glen Forest Drive and fulfill the urban design guidelines and guiding planning principles of the Baileys Crossroads CBC.

PROPOSED AMENDMENT TO THE COMPREHENSIVE PLAN

MODIFY: Fairfax County Comprehensive Plan, 2013 Edition, Area I, Baileys Planning District, amended through April 29, 2014, Baileys Crossroads Community Business Center, page 99:

“Sub-Unit D-2

This sub-unit is located on the south side of Leesburg Pike and east side of Charles Street and is developed with office and retail uses in existing residential scale structures.

Base Plan Recommendations – The base Plan recommendation for this sub-unit is 33,500 square feet of office uses, ~~and~~ 4,000 square feet of retail uses and 4 single-family detached dwellings.

Redevelopment Option – The parcels east of Charles Street (Tax Map parcels 61-2 ((18)) 1-4) are planned and approved for townhouse-style office use of up to .25 FAR with full consolidation. Any development on these parcels should include an engineered alignment to VDOT standards and acceptable to FCDOT and dedication for the ~~Right of Way~~ right-of-way for the planned realignment of Charles Street with Glen Forest Drive. As an option, office, retail, or a mixture of these uses in an integrated development that is oriented to Leesburg Pike, up to .25 FAR may be appropriate with consolidation of ~~all four~~ Tax Map parcels 61-2((17))(D)1,3,4,5; 61-2((18))1,2,3,4,5 provided that the following conditions are met: ~~the proposed development should be urban in character and pedestrian friendly; auto-oriented uses, including drive-thru facilities, should be prohibited; restaurant uses are strongly discouraged; a~~

- primary pedestrian entrances should be visible and accessible from Leesburg Pike;
- parking should be located to the rear or side of the main structure;
- and ~~vehicle~~ vehicular access to the property should be restricted to Charles Street and/or Washington Drive with ~~to limit additional curb cuts along no additional vehicular access to Leesburg Pike.~~

The remainder of this area is planned for neighborhood serving retail and office uses up to 0.35 FAR. Building heights within this sub-unit should not exceed 40 feet, and buffering to adjacent residential neighborhoods should consist of a solid wall and landscaping with a setback area designed as a transition to adjacent residential uses.

Redevelopment of this sub-unit (approximately ~~4.7~~ 5.5 acres) is envisioned to include a maximum of ~~35,000~~ 26,000 square feet of office uses and ~~22,000~~ 29,000 square feet of retail uses.”

MODIFY: Fairfax County Comprehensive Plan, 2013 Edition, Area I, Baileys Planning District, amended through April 29, 2014, Baileys Crossroads Community Business Center, Table 7 – Baileys West and Baileys East Districts Land Unit Recommendations Summary, Sub-Unit D-2, page 105:

“Base Plan

33,500 square feet of office uses, ~~and~~ 4,000 square feet of retail uses and 4 single-family dwelling units

Redevelopment Option

A maximum of ~~35,000~~ 26,000 square feet of office uses and ~~22,000~~ 29,000 square feet of retail uses

Comprehensive Plan Map

Office Use, Residential Use at 2-3 du/ac”

MODIFY: All maps in the Comprehensive Plan to incorporate Tax Map parcels 61-2 ((17)) (D) 4, 5 and 61-2 ((18)) 5 within the boundary of the Baileys Crossroads CBC and within the boundary of Sub-Unit D-2 of the Baileys Crossroads CBC, including:

Area I, Baileys Planning District as amended through April 29, 2014

- Baileys Crossroads Community Business Center Locator Map (Map 1, page 15)
- Baileys Crossroads CBC Districts (Map 2, page 24)
- Town Center District – Sub-Units (Map 10, page 77)
- Baileys West and Baileys East District Sub-Units (Map 12, page 95)

Area I, Area Plan Overview as amended through March 4, 2014

- Area I Planning Districts and Sectors (Figure 1, page 2)
- Concept for Future Development Map (Figure 2, page 4)

Area II, Area Plan Overview amended through March 4, 2014

- Concept for Future Development Map (Figure 2, page 4)

Area III, Area Plan Overview amended through March 4, 2014

- Concept for Future Development Map (Figure 2, page 4)

Area IV, Area Plan Overview amended through March 4, 2014

- Concept for Future Development Map (Figure 2, page 4)

- Comprehensive Land Use Plan map

NOTE: The Comprehensive Plan map will continue to depict the base recommendations for residential use at 2-3 dwellings unit per acre for Tax Map parcels 61-2 ((17)) (D) 4, 5; 61-2 ((18)) 4, 5 and office use for Tax Map parcels 61-2 ((17)) (D) 1, 3 and 61-2 ((18))1, 2, 3.