

Commercial Redevelopment Plan

**Bailey's Crossroads and Seven Corners
Revitalization Areas**

Prepared for:

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I. Background and Introduction

Fairfax County's Department of Housing and Community Development, Revitalization Division, retained Hunter Interests Inc. (HII) to provide consulting services in connection with commercial redevelopment planning for Bailey's Crossroads (Bailey's) and Seven Corners (SC) Revitalization Areas (the Area).

HII conducted an introductory meeting and two checkpoint meetings with the County Supervisor-appointed Community Revitalization Advisory Group (CRAG), and also held a luncheon for representatives of the major shopping centers in the area. A final meeting will be held with CRAG in September to present the draft report, to allow the group to have another opportunity for input into the final plan.

Business and property owners in the Area, civic and institutional leaders, and government officials were interviewed during the period March through May 1997. Our team received excellent input from the business, civic, and government leaders. As a result, the team secured an in-depth understanding of the interests and issues that must be addressed in order to formulate a realistic revitalization plan that will help Bailey's/Seven Corners realize significant levels of enduring economic development while also improving the character of the community. The HII team's approach has been primarily focused on a number of key projects. These projects or key action items are divided into three primary types: development/redevelopment projects, strengthening of existing community organizations, and design/road enhancements.

Within these three types of action steps for the Area our team has presented a number of alternatives. The various alternatives provide both a long-term vision and short-term action steps which can play a critical role in enhancing the Area's character, tax base, and the perception of Bailey's and Seven Corners among the Area's citizens, business owners/investors, and consumers.

The report has three main components. The first is an assessment of existing conditions in the Area, including an identification of the barriers to investment and development. The second component is a discussion of community preferences and development/redevelopment alternatives. Recommendations, including identification of public and private resources and the implementation plan, comprise the third component.

The appendix of this document contains a stand-alone development profile for the Willston School site. The development profile is intended to be used as a marketing piece for the Request for Proposal to develop/redevelop this site.

II. Executive Summary

- Fairfax County's Department of Housing and Community Development, Revitalization Division, retained Hunter Interests Inc. (HII) to provide consulting services in connection with commercial redevelopment planning for Bailey's Crossroads (Bailey's) and Seven Corners (SC) Revitalization Areas (the Area).
- The Fairfax County government has recognized a decline in its older commercial areas and has recognized the need for a comprehensive revitalization program. The County has developed a number of policies and programs in order to stimulate revitalization and replanning of these areas.
- Among the many worthy goals promulgated by the County's Department of Housing & Community Development Revitalization Division are the following:
 - Reverse economic decline, obsolescence, loss of assessable base, increased demands on services, and other public losses.
 - Attract private investment and reinvestment in properties and businesses.
 - Maximize prior public investment in infrastructure and public services.
 - Improve the quality of development and/or uses in the County's suburban "downtowns."
- The Hunter Interests team's revitalization approach is focused on a number of key projects. These projects or key action items are divided into three primary types: development/redevelopment projects, strengthening of existing community organizations, and design/road enhancements.
- Fairfax County has the largest population (899,000) of any jurisdiction in the Washington, DC, Metropolitan Statistical Area (MSA). More importantly, Fairfax County has the highest median household effective buying income (\$60,355) of any jurisdiction in the MSA.
- *Sales and Marketing Management's* "1996 Survey of Buying Power" estimates that Fairfax County population and households will increase by 6.4% and 6.9%, respectively, between 1996 and 2001. Effective buying income (EBI, i.e., disposable income) is projected to increase 26.1% overall from 1995 to 2000, while retail sales are projected to increase by 27.6% over the same period.

- The study area has three distinct zones. The first two zones, Bailey's Crossroads and Seven Corners, are major road intersections and retailing centers. The third zone is the residential area along Leesburg Pike. The residential zone has a nice mix of open space, institutions, and housing types. The pattern of streets and buildings when combined with institutions reveals a focal point for the residential zone at Culmore Shopping Center.
- Bailey's/Seven Corners is located inside the Capital Beltway with excellent proximity to major transportation routes including I-395, Route 7, and Route 50. In addition, National Airport is only 8 miles and Dulles International Airport is 16 miles away.
- The Bailey's district is only expected to enjoy a modest 11% increase in population between now and the year 2010. This may be viewed as a positive factor, given the fact that the Bailey's district had a population density of 10.9 persons per acre compared to 3.8 persons per acre in all of Fairfax County in 1995. The median household effective buying income for the Bailey's district is estimated to be between \$45,000 and \$50,000, compared to approximately \$60,000 for the entire County.
- The building pattern for the study area reveals consistent residential neighborhoods anchored on the west and east by concentrations of larger buildings. The Leesburg Pike corridor connecting the two is lined with larger structures. Gaps in the consistent pattern of residential areas for open space are visible to the south.
- There are significant levels of commercial development in Bailey's and Seven Corners. As a result, it is estimated that currently there are only 26 acres of available vacant land for commercial development and only 1 acre available for industrial development. The area's strategic location and minimal amount of vacant land underscores the need to maximize/enhance the quality of the existing development pattern through redevelopment of existing structures and possible consolidation of adjacent parcels. This would permit the creation of higher quality and financially stronger commercial development.
- The lack of available vacant land for development is certainly a considerable barrier to additional development in the Area. The prime existing development site in the Area is the Willston School site which the County owns. It represents a significant opportunity to expand the tax base and play an important role in the enhancement of the surrounding community and area.

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- The Willston School is situated on a highly visible site on Route 50 adjacent to Willston Shopping Center, a rental neighborhood to the north, and Seven Corners Shopping Center to the south. The development site also includes a parking lot immediately adjacent to the school site belonging to Seven Corners Shopping Center but little used because it is across Route 50 from the center.
- Two other areas of opportunity are the Culmore Shopping Center which is a focus of the surrounding community and presents some opportunities for reconfiguration to enhance the pedestrian environment and traffic circulation. The Seminary Road area at the southeast corner of Bailey's Crossroads can be reconfigured to improve its development potential.
- A number of the retail centers in the areas have already made considerable reinvestment in their properties by remodeling and reconfiguring existing structures. As a result, Area shopping center operators have been extremely successful in attracting big name national retailers such as Barnes and Noble, Borders Books and Music, and Home Depot.
- With the exception of Tyson's Corner and the Fashion Centre at Pentagon City, which are vastly different in terms of the type of offering, the Bailey's/Seven Corners retail offering is collectively one of the strongest retail centers inside the Capital Beltway and benefits from an excellent location combined with proximity to major transportation infrastructure. The commercial developments in the area are currently experiencing strong operating levels in all sectors. There is strong market potential for mixed use developments which include retail, entertainment, and office space. However, the retail sector will be the primary driver in any development in this Area.
- In 1988, Fairfax County voters approved a \$6.2 million Bond Referendum for design plans, utility undergrounding, road improvements, tree plantings, and streetscaping. Since 1988 only approximately 4.5% of the bond funds have been spent, according to Fairfax County Department of Public Works.

- The current approved cash flow for the Baileys Crossroads revitalization bonds is as follows :

Bailey's Crossroads Cash Flow Bond Funds	
	May 1997
FY 1997	\$30,000
FY 1998	\$450,000
FY 1999	\$2,280,000
FY 2000	\$1,800,000
FY 2001	\$1,200,000

Source: Fairfax County Department of Public Works

- The available bond funds for revitalization will play a major role in the implementation of the revitalization plan. The design and streetscape improvements represent one piece of what needs to be a comprehensive revitalization effort. Investment of bond funds in a revitalization effort must be part of a plan which induces significant levels of private investment/reinvestment and in turn additional tax revenues.
- It should be noted that the general trend in the approved cash flow has been to shift the availability of approved bond funds to later in the capital improvement program. Due to the significant lack of progress realized to date, it will be necessary for Fairfax County to make the funds available consistent with the current schedule to help facilitate the implementation of the plan.
- Fairfax County should issue a Request for Proposals for private developers to partner in the redevelopment of the Willston site. Since this project is viewed as the major opportunity to show progress in the area, it is strongly recommended that the RFP focus on the type of development and amount of investment proposed by the private sector partner, rather than how the private sector would address impediments to redeveloping the site. The respondents to the RFP should provide Fairfax County with a realistic picture of the development potential and value of the Willston School site and help to determine the best course of action for the site in terms of stimulating revitalization in the area.

- A number of issues will eventually have to be addressed before the project is finalized. These include establishing new meeting locations for community groups, addressing the parking situation at the Seven Corners Shopping Center, working with changes in the comprehensive plan, and traffic management issues. However, none of the preceding should be continued to be viewed as deal killers. Each of these issues can be addressed in a number of different ways. Fairfax County should first test the development potential of the site through the eyes of the private sector before determining which course of action to take in addressing impediments to redevelopment and which of the available public resources should be utilized to induce the desired development.
- Concurrent with the issuance of the RFP, a Tax Increment Financing District (TIF) should be established in the area so that the increase in tax revenues can be placed in a TIF Fund which will be dedicated for ensuing projects within the Area.
- The issuance of the RFP and establishment of the TIF should be the highest priority actions of the plan.
- In 1991 the Fairfax County Board of Supervisors signed a Memorandum of Understanding which created the Bailey's Crossroads Revitalization Corporation, a nonprofit corporation formed to encourage economic and community development, to retain neighborhood identity through a public/private stewardship, and to enhance the residential and business environment in the Bailey's Crossroads Revitalization Area.
- The BCRC is an organization which can play a major role in ensuring the implementation of the revitalization plan for the Area. Based on past experience, it is clear that without a committed organization with the necessary resources dedicated to plan implementation, the prospects for actually achieving significant improvements in revitalization areas are not strong. Moreover, the more time taken to organize such a body, the less likely it is that the organization will ever be created and the plan implemented.
- In order for there to be significant improvement to the Bailey's and Seven Corners Area, there needs to be one of two forms of organizations to carry forward planning and implementation of the plan. The preferred option is a Special Services District. The second option is to enhance the BCRC with additional Fairfax County funding to provide full-time paid staff.

- **Special Services (Improvement) District :** A Special Services District has these primary characteristics:
 - Board comprised of business, residents, government
 - Agreement on governance, area, priorities, budget, and cost sharing via property assessment
 - Employ management, technical help as needed
 - Finance projects for which there are no other funds
 - Reflects commitment, through cost-sharing of property interests which will benefit from implementation

- **Benefits to the Area:**
 - Develop implementation schedule and monitor progress every step of the way; help work out bottlenecks and delays.
 - Improve economic competitiveness through professional marketing, thereby strengthening the business mix.
 - Help the community develop consensus positions and speak with a unified voice on relevant public issues.
 - Work with local and state government on financing.
 - Finance priority needs, such as:
 - ◇ Professional staff to enable the organization to stay on course and to schedule and manage projects
 - ◇ Gap financing and cost-sharing, drawing on state and Federal funds for landscaping, lighting, wayfinding improvements
 - ◇ Design improvements, e.g., design guidelines, design review, professional design assistance
 - ◇ Increase security levels
 - ◇ Improve image through additional services such as litter removal.

- A Special Services District has an implementation advantage over the current BCRC because it will be able to afford management staff and technical support using its own financial resources and can use its funds to leverage additional resources, thereby assuring faster and more successful implementation.

- Independent financing through a district is preferable to soliciting funds from either government or business sources. Such donations typically dry up after two or three years and much time is wasted in fundraising rather than insuring implementation objectives.

- The initial step is to determine whether the business community wants a Special Services District. Information should be provided to the business community that details the proposed organizational plan, benefits, costs, etc. It should be noted that the business community in general has been extremely apathetic toward development of the revitalization plan and due to the absence of key business leaders during the planning process it is unclear how the Special Services District will be embraced. However, based on the frustration of the private sector at the lack of progress in the area, the opportunity to have a greater degree of input into the level of service that the Area receives should be well received.
- If the proposed Special Services District is provided with additional resources such as the creation of a TIF district and has input concerning the use of the bond funds, the Special Services District will have a considerable amount of resources to make significant improvements in the area. These resources, when added to the Special Services District annual operating budget, should create a substantial amount of interest from the business community.
- If it is decided to explore the option of a Special Services District, it should take about two additional months to determine boundaries, set priorities for funding, and adopt a cost-sharing plan that can be taken to the County for approval. Local residents determine their own revenue plans; typically, district costs equal \$0.05–\$0.15 per sq. ft., depending on what services are needed. Based on the existing commercial development in the Area a Special Services District would have an annual operating budget in the range of \$400,000 to \$1.15 million; depending on the determined assessment. The operating budget will grow significantly as projects such as the redevelopment of the Willston School site are completed.
- A less desirable alternative would be to strengthen the BCRC by adding full-time staff funded by Fairfax County. The Southeast Fairfax Development Corporation presently has two full-time staff—an executive director and a projects coordinator. The corporation is served by an 18-member board of directors of which 11 are appointees and 7 are elected to at-large positions. Board members come from the business, civic, institutional, and government sectors. If the Bailey's and Seven Corners Business communities decide to pursue the creation of a Special Services District and Fairfax County leaders decide against this powerful revitalization tool, then the County should provide the BCRC with funding to hire the necessary staff to help implement projects.

- *HII recommends the creation of a Special Services District for Baileys and Seven Corners that shares the same boundaries as the revitalization area.*
- There is approximately \$5.7 million remaining in approved bond funds for Bailey's earmarked for design improvements.
- The previously prepared streetscape revitalization studies have identified improvements along Columbia Pike from the Arlington County line to Lacey Boulevard, and along Leesburg Pike from the City of Alexandria line to Glen Carlyn. Our team concurs that these two areas should be the focus of the design improvements.
- The BCRC (or the organization that the BCRC evolves into) should have final design studies complete by 1998, based on the approved cash flow of the revitalization bond funds. The BCRC should determine whether design improvements should begin in the Culmore or Bailey's Crossroads area in 1999 when \$2.28 million of the bond funds become available. It is recommended that the initial expenditure be concentrated in one area to create a significant impact followed by improvements to the other area in the years 2000 and 2001 when the remaining bond funds will be available.
- The second area is Columbia Pike from the Arlington County line to the intersection of Route 7 and Columbia Pike. It is recommended that the pilot program in this area focus on creating a gateway for Bailey's Crossroads at the preceding intersection with subsequent improvements on Columbia Pike heading toward the Arlington County line. Again, it is suggested that improvements be concentrated in order to ensure that the effect of the design improvements is not diluted to a point where there is no sense of place created.
- Consideration in the final design of improvements in this area should take into account and set the stage for the redevelopment of the southeastern quadrant of the Route 7/Route 244 interchange area.
- Once the redevelopment of the Willston School site is complete, the Department of Housing and Community Development Revitalization Division and the BCRC/Special Services District should begin implementing the redevelopment of the Bailey's site. The TIF revenues realized from the redevelopment of the Willston School site should be used to implement the redevelopment scenario for the southeast corner as detailed in Section IV of this report. Alternatively, if TIF revenues are not available, the RHA's financial resources should be tapped to implement redevelopment of the site.

- The first step is to begin assembling the parcel within the quadrant, followed by the realignment of Seminary Road to Columbia Pike. Once the parcel has been consolidated, a Request for Proposals for private sector partners to redevelop the site should be used. It is envisioned that the redevelopment of this key site will consist of a high quality mixed use development that will create a substantial increase in tax revenues, provide a dramatic public space, and improve vehicular and pedestrian access.
- The additional tax revenues created by the redevelopment of the site should be used by the BCRC/Special Services District and the Revitalization Division for additional physical improvements to the Area and possible assistance in the redevelopment of the Culmore Shopping Center which is part of the long range plan.
- By redesigning the Culmore Shopping Center and focusing the center around a public plaza, a major activity center with a strong visual focus is created for the area. Revenues realized from previously completed projects can be used to assist in the redevelopment of the Culmore area to realize a higher quality development pattern. This will create additional tax revenues which can be used by the community to enhance the appearance and security of the Area and to continue to implement projects that create a more vibrant community.
- Not all aspects of the plan may be viewed as desirable from citizens' and business owners' perspective. However, the overall plan provides the best opportunity to realize significant improvement to the Area in the short term which is everyone's goal. Therefore, community representatives need to see beyond their individual agendas and strive to implement the steps that will enable realization of significant, enduring improvement in the Area. For instance, citizen groups may not view additional commercial development as a major need. However, citizens and business owners certainly want the amenities and increased services that will become available as a result of the added resources created by the redevelopment of key sites. The community needs to act as a catalyst to stimulate quick-action projects, and not act as a deterrent that impedes progress by getting bogged down in minor details. Similarly, Fairfax County needs to focus on how to get projects moving versus impeding their progress. Issues such as changes in zoning and overlay districts can be addressed at the appropriate time and decisions made based on what is best for the community and Fairfax County.

III. Existing Conditions

A. Economic and Demographic Conditions

1. Overview of Regional and Fairfax County Economic Conditions

The overall economy of the Washington, DC, metropolitan area and that of Northern Virginia is experiencing strong recovery from the recession of the early 1990s. For example, among the top 100 Washington-area firms, as compiled by the *Washington Post*, 16,000 workers were added by these companies in 1996, representing a 32% gain from the previous year.

According to *Sales and Marketing Magazine's* "1996 Survey of Buying Power," the Washington, DC, Metropolitan Statistical Area is ranked fourth in the country in total effective buying income (\$91,932,131) and fifth in median household effective buying income (\$46,724). Five-year projections from the "1996 Survey of Buying Power" estimates that the Washington, DC, MSA's total effective buying income will grow by 21.4% between 1995 and the year 2000. Average household effective buying income will increase by 14% and total retail sales will increase by 19.9% during the same period.

Fairfax County has the largest population (899,000) of any jurisdiction in the Washington, DC, MSA. More importantly, Fairfax County has the highest median household effective buying income (\$60,355) of any jurisdiction in the MSA.

In Fairfax County, 5,800 new jobs were added to the local economy by the more than 100 businesses that relocated, expanded, or started up in 1996. The Fairfax County Economic Development Authority (FCEDA) reported unemployment of 2.6% during 1996, and 2.3% in January 1997. Fairfax County has retained its share of high technology companies, and added prominent ones such as Nextel Communications, which relocated from New Jersey to McLean last year. Drawing these businesses to Fairfax County are: proximity to the Federal government; convenience to two major East Coast airports, National and Washington Dulles; a highly educated workforce; and the quality of life afforded by numerous cultural and recreational opportunities in the vicinity.

In 1994, the County's labor force was ranked 11th in a comparison of the 20 largest US cities, according the FCEDA. At the time, the County's unemployment rate was 2.9%.¹

¹ Fairfax County Economic Development Authority (FREDA).

Sales and Marketing Management's "1996 Survey of Buying Power" estimates that Fairfax County population and households will increase by 6.4% and 6.9% respectively, between 1996 and 2001. Effective buying income (EBI, i.e., disposable income) is projected to increase 26.1% overall from 1995 to 2000, while retail sales are projected to increase by 27.6% over the same period.

These big picture trends are excellent indicators of the market potential of commercial establishments in the Bailey's and Seven Corners areas, especially given its strategic location in the central eastern portion of the County near Washington, DC, Arlington County, Alexandria, Falls Church, and Tyson's Corner.

2. Bailey's Crossroads and Seven Corners Economic and Demographic Conditions

Bailey's/Seven Corners is located inside the Capital Beltway with excellent proximity to major transportation routes including I-395, Route 7, and Route 50. In addition, National Airport is only 8 miles and Dulles International Airport is 16 miles away.

The significant number of auto and bus travelers in the Bailey's/Seven Corners area generates an excellent source of market demand for the retail centers in the area.

	1975	1995	20 Year Percent Change	Annual Average Percent Change
Route 7 (south)	28,500	52,000	84%	+ 4.2%
Route 7 (north)	30,850	47,000	52%	+ 2.6%
Columbia Pike (east)	25,125	33,000	31%	+ 1.5%
Columbia Pike (west)	22,025	33,000	50%	2.50%
Route 50 (west of Route 7)	47,545	62,000	30%	+1.55%
Route 50 (Rt. 7 to Arlington Co.)	41,560	52,000	25%	+ 1.25%
Wilson Boulevard (at Madison Street)	18,500	18,700	1%	+ 0.05%

The following tables illustrate the projected population and housing data for the Bailey's Planning District (the District).

Year	1996	2000	2005	2010
Bailey's	37,766	38,445	40,449	42,297
% change from prior		1.0%	5%	4.0%

Sources: Hunter Interests Inc.; FCEDA; Fairfax Co. Office of Management & Budget

Overall, the Bailey's district is only expected to enjoy a modest 11% increase in population between now and the year 2010. This may be viewed as a positive factor, given the fact that the Bailey's district had a population density of 10.9 persons per acre compared to 3.8 persons per acre in all of Fairfax County in 1995. The median household effective buying income for the Bailey's district is estimated to be between \$45,000 and \$50,000, compared to approximately \$60,000 for the entire County.

One of the greatest attributes of the Bailey's Planning District is its cultural diversity, which is illustrated by the following table.

White (non-Hispanic)	45.8%
Black (non-Hispanic)	7.8%
Asian/Pacific Islander	15.9%
Hispanic	27.9%
Other	2.5%

Sources: Hunter Interests Inc.; FCEDA

3. Current Commercial Development

There are significant levels of commercial development in Bailey's and Seven Corners, as illustrated in Table 4. As a result, it is estimated that currently there are only 26 acres of available vacant land for commercial development and only

one acre available for industrial development. The area's strategic location and minimal amount of vacant land underscores the need to maximize/enhance the quality of the existing development pattern through redevelopment of existing structures and possible consolidation of adjacent parcels. This would permit the creation of higher quality and financially stronger commercial development.

A number of the retail centers in the areas have already made considerable reinvestment in their properties by remodeling and reconfiguring existing structures. As a result, Area shopping center operators have been extremely successful in attracting big name national retailers such as Barnes and Noble, Borders Books and Music, and Home Depot.

Table 4
Bailey's and Seven Corners Commercial Space (in sq. ft.)

	Hotel	Office	Industrial/ Other	Retail	Total
Bailey's	88,913	3,425,599	433,652	1,674,101	5,622,265
Seven Corners		1,146,713	33,045	895,712	2,075,470
Total	88,913	4,572,312	466,697	2,569,813	7,697,735

Note: Does not include current expansion of Seven Corners Shopping Center.
Source: FCEPA; Hunter Interests.

Lodgings facilities in the area draw from both the business and leisure markets. The business/corporate demand segment for the lodging facilities in the Area is primarily derived from nearby office buildings and the Pentagon. The leisure market includes both individual travelers and tourists whose primary destinations are the attractions in Washington, DC. Reportedly, occupancy levels are strong in comparison to industry standards, which is an excellent indicator of the strength of the commercial markets in the immediate area and the surrounding region,

The following table illustrates the strength of the Bailey's and Seven Corners office markets. The vacancy rates for Bailey's (3.75%) and Seven Corners (2.45%) are considerably below the estimated County-wide vacancy rate of 6.9%. In addition, both Bailey's and Seven Corners have experienced significant improvement in vacancy rates compared to 1993 when office vacancy rates were approximately 8% and 11%, respectively. However, it should be noted that

significant increases in lease rates have not been realized. Currently, the full service rental rate per square foot ranges from \$9 to \$24 in the Area. There are plans for an additional 538,000 sq. ft. of new construction in the Bailey's area.

	Total Inventory (sf)	% of Co. Total	Office Space Vacancy	Total Available (sf)	Lease Rate (\$)
Bailey's	3,425,599	4.38%	3.75%	128,571	10.00-24.00
Seven Corners	1,146,713	1.47%	2.45%	28,101	11.50-17.00
Total	4,572,312			156,672	

Source: FCEDA; Hunter Interests Inc.;

As Table 6 illustrates, the Bailey's and Seven Corners areas are home to a significant number of major retail centers.

Many of the Area's retail establishments have recently undergone a shift in orientation and an improvement in appearance/reconfiguration in order to strengthen their position in the market. Seven Corners has become home to a number of big box retailers including Home Depot and Shopper's Food Warehouse.

According to management of the major retail centers in the area, there currently is a very minimal amount of vacant retail space in the area.

With the exception of Tyson's Corner and the Fashion Centre at Pentagon City, which are vastly different in terms of the type of offering, the Bailey's/Seven Corners retail offering is collectively one of the strongest retail centers inside the Capital Beltway.

Table 6	
Bailey's/Seven Corners	
Major Retail Centers	
Shopping Center¹	Sq. Ft.
Seven Corners Shopping Center	600,895
Crossroads Center	387,763
Burlington Plaza	352,303
Bailey's Crossroads Shopping Ctr.	226,380
Skyline Shopping Center	225,147
Culmore Shopping Center	111,468
Willston Shopping Center	109,838
Barcroft Plaza	88,034
Willston Centre II	83,967
Leesburg Pike Plaza	83,677
Héchinger Shopping Center	78,283
The Corners at Seven Corners	65,130
Glen Forest Shopping Center	50,362
Total Centers > 50,000 sq. ft.	2,463,247
Other Centers ²	106,566
Bailey's/Seven Corners Totals	2,569,813

¹ Listing of shopping centers larger than 50,000 sq. ft.

² Centers larger than 20,000 sq. ft., smaller than 50,000 sq. ft.

Source:

Clearly, the Area must capitalize on the retail sector, which is a major strength, in the revitalization effort. We believe there are a number of opportunities to build on this strength to expand the tax base. Existing retail centers could be strengthened through consolidation of adjacent parcels, and perhaps by using the sizable commercial entities as a driver to form a strong management organization.

With the recent reorientation, upgrading, and re-tenanting of a substantial amount of the existing retail space, the Hunter Interests team believes an excellent opportunity exists for the development of additional entertainment venue, food/beverage establishments, and retail that feeds off of the major retail destination anchors in the Area.

In summary, the Bailey's and Seven Corners areas are heavily developed commercial areas that benefit from an excellent location combined with proximity to major transportation infrastructure. The commercial developments in the area are currently experiencing strong operating levels in all sectors. In addition, there is a very minimal amount of vacant land for additional development. There is strong market potential for mixed use developments which include retail, entertainment, and office space. However, we feel the retail sector will be the primary driver in any development in this Area. The current opportunity from a revitalization standpoint is to enhance/expand existing centers through adjacent parcel consolidation and reconfiguration. There are two sites that will be discussed in the development alternatives section of this report that could potentially be stand-alone new developments. However, from a community enhancement standpoint, it is highly preferable that any new development be combined with existing development to realize a higher quality, aesthetically integrated product.

4. Other Issues Affecting Baileys/Seven Corners

The area clearly suffers from a negative image which in some areas is justified. The HII team conducted a commercial area image analysis of the three primary subareas of the revitalization area. The findings of this analysis are presented in the following table. Clearly, none of the subareas are pedestrian friendly and they do not function well from a local consumer's perspective unless the consumer is traveling by auto.

**Baileys Crossroads/Seven Corners
Commercial Area Image Analysis**

	Seven Corners	Culmore/ Glen Forest	Baileys Crossroads	Averages
1. Sidewalk Capacity--impediments, width, peddlers, poles, news vending machines, etc.	1	1	1	1.00
2. Paving conditions, appearance	2	2	2	2.00
3. Street Crossings--lights for pedestrians; width; protective islands; bump-outs	1	1	1.5	1.17
4. Amenities--bus shelters, seating; parks--adequate and maintained	2	2	2	2.00
5. Litter	2	1	2	1.67
6. Trees, plantings--frequency, condition, protection	2	1	2	1.67
7. Pedestrian volume	2	3	2	2.33
8. Facades--clean, painted, repaired good display windows, clear glass, no blank walls	3	2	3	2.67
9. Commercial Signs and Awnings-- condition, degree of clutter, locations, general quality	3	2	3	2.67
10. Vacant lots and buildings	3	2.5	3	2.83
11. Vacant stores	2.5	3	3	2.67/3
12. Graffiti	3	3	3	3.00
13. Pedestrian lighting; underground wires	2	2	1	1.67
14. Parking entries and lots-- condition, appearance	3	1.5	3	2.50
15. Billboards, wall signs	3	2	3	2.67
16. Public signs--adequate, visible, attractive, understandable	2	2	2	2.00
17. Auto traffic volume	3	3	3	3.00
18. Steel gates, chain link fences	3	2	3	2.67
19. Loitering, Sleeping, Panhandling	2	1.5	2.5	2.00
Location Totals	44.5	37.5	45	
Location Averages	2.34	1.97	2.37	

Ratings: 3 = Good 2 = Fair 1 = Poor

The overall appearance of the subareas is mixed, especially since the recent improvement by many of the major shopping centers. Excluding the stretch of Leesburg Pike between Seven Corners and before Culmore Shopping Center, the Culmore/Glen Forest area scores by far the lowest in terms of appearance. Clearly, the overall area is in need of some major improvements to sidewalks, lighting, and landscape.

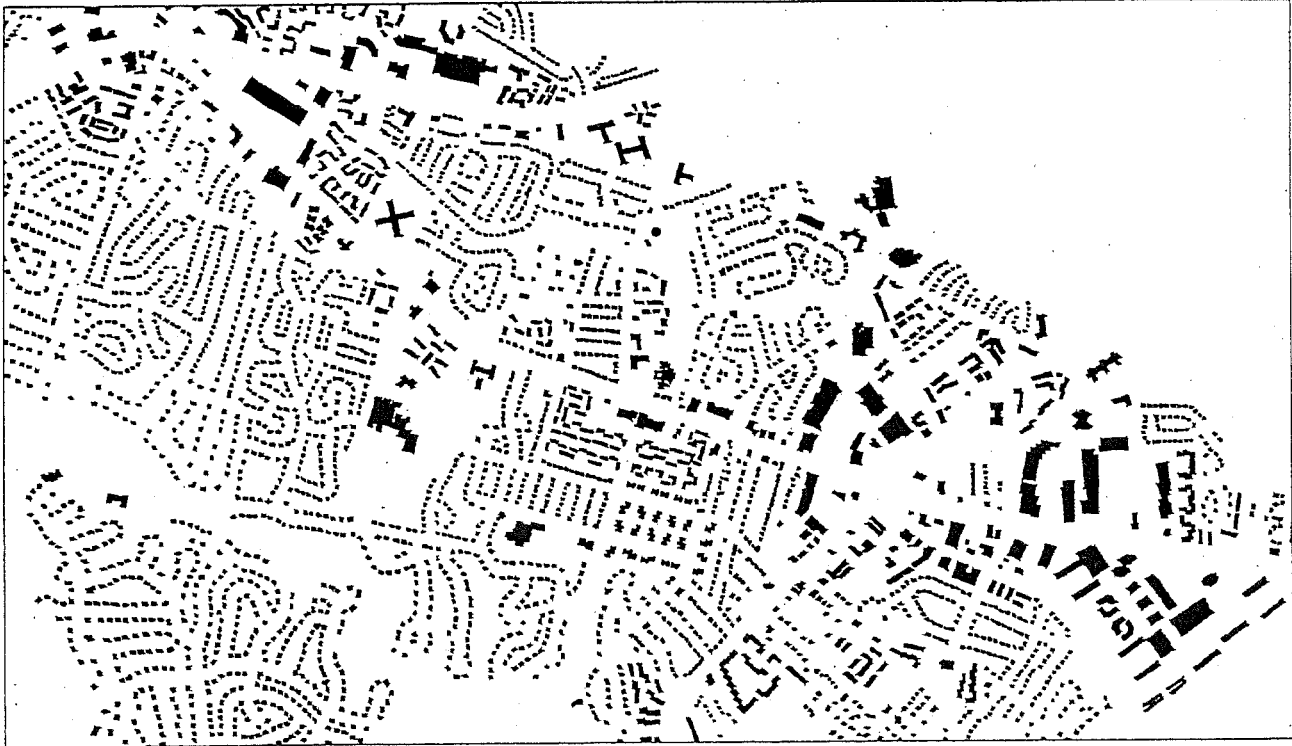
Crime and loitering are continually cited as major issues in the Area. Loitering in the Culmore area has been particularly widespread, and crime in the area has certainly been a major issue. The reality is that crime has been decreasing in the Culmore area, as shown in Table 8. However, the perception that the Area is still a hot bed of crime continues to exist.

Crimes	1991	1992	1993	1994	1995	1996	Percent Change
Murder	1	1	1	2	0	0	-100.0%
Rape	6	3	3	2	0	2	-66.7%
Aggravated Assault	20	15	8	14	13	9	-55.0%
Malicious Wounding	0	4	9	2	1	2	-50.0%
Robbery	9	11	7	9	11	11	22.2%
Simple Assault	155	140	190	126	102	81	-47.7%
Auto Theft	12	15	23	26	28	23	91.7%
Grand Theft	33	32	44	52	35	48	45.5%
Burglary	17	14	10	11	16	15	-11.8%
Concealment of Merchandise felony/misdemeanor	80	75	35	48	38	45	-43.8%
Petty Larceny	76	71	66	89	60	62	-18.4%
	409	381	396	381	304	298	-27.1%

Source: Fairfax County Police Department; Hunter Interests Inc.

The factors that are contributing to the negative perception of the Area must be addressed in order to improve conditions and to maintain the long-term commercial viability of the Area. The design and organizational recommendations in subsequent sections of this report address ways in which issues such as crime and physical appearance can be addressed and turned into a strength of the area or a non-issue.

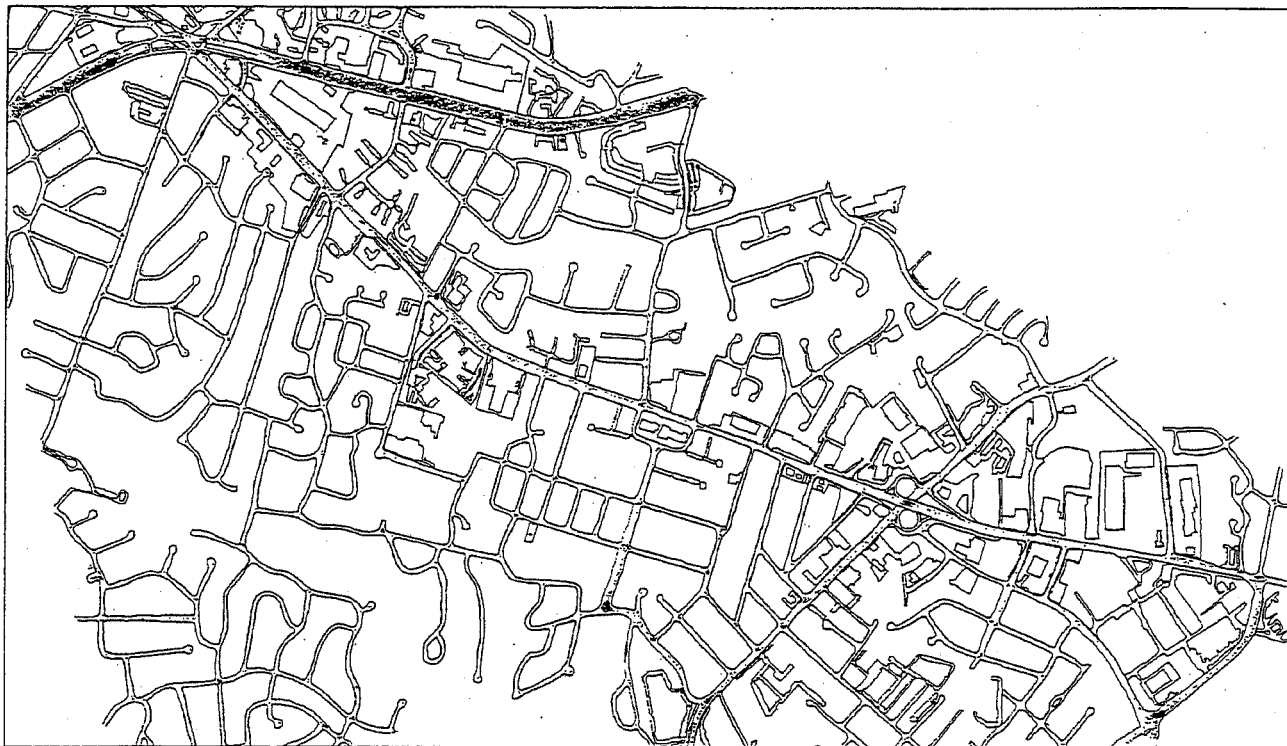
The following five pages provide an illustrated memorandum of the existing conditions in the Area.



I ANALYSIS

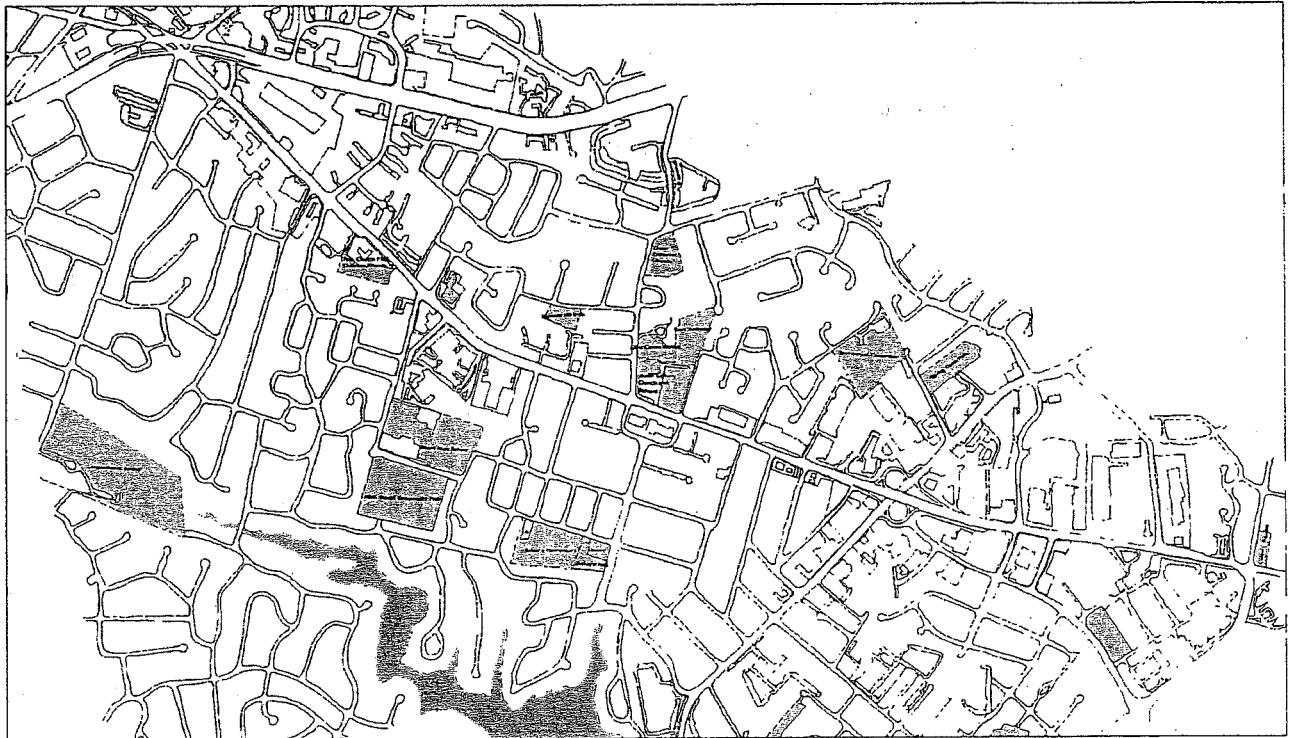
Figure Ground

The building pattern for the study area reveals consistent residential neighborhoods anchored on the west and east by concentrations of larger buildings. The Leesburg Pike corridor connecting the two is lined with larger structures. Gaps in the consistent pattern of residential areas for open space are visible to the south.



Streets & Parking

Leesburg Pike connects the Seven Corners intersection on the west with Bailey's Crossroads on the east. Large concentrations of surface parking are visible at both major intersections. The residential street patterns feeding off of Leesburg Pike are a mixture of grids, curvilinear arrangements and cul-de-sacs, interconnected at points



Institutions & Open Space

Institutions and parks are clustered in the residential areas. A lake to the south provides a major amenity for the surrounding residential areas. Several churches are located along Leesburg Pike.

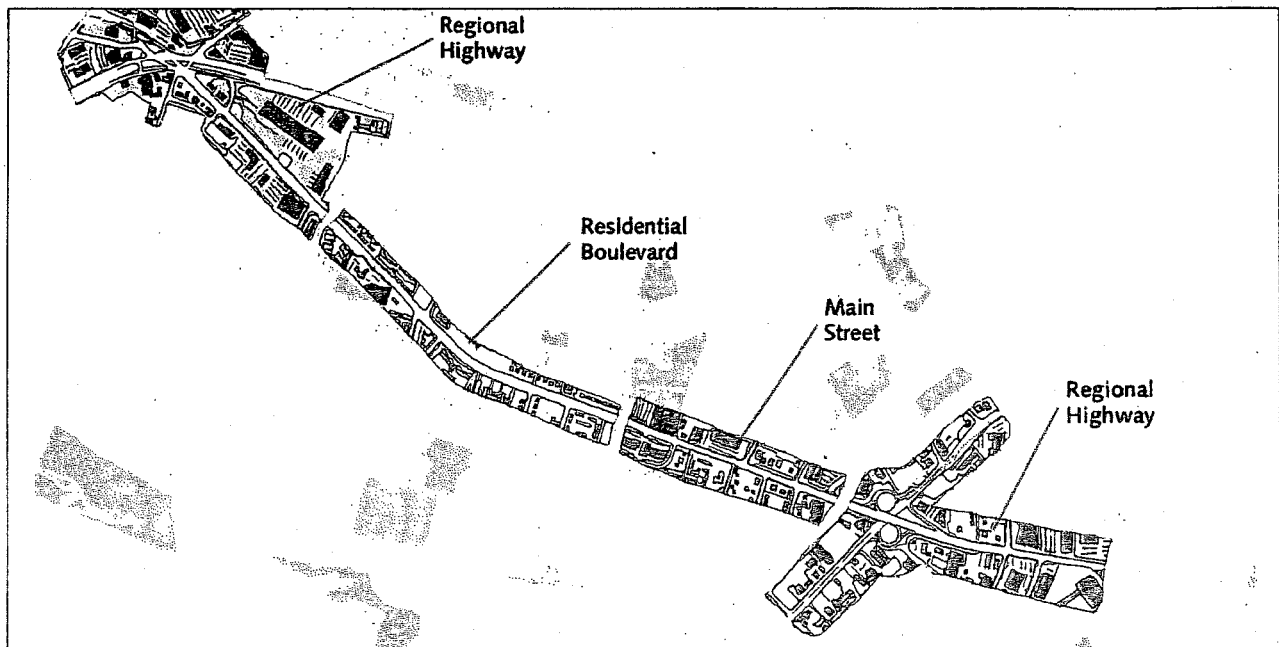


Portrait

The study area has three distinct zones. Bailey's Crossroads and Seven Corners are major road intersections and retailing centers. The third zone is the residential area along Leesburg Pike. The residential zone has a nice mix of open space, institutions and housing types. The pattern of streets and buildings when combined with institutions reveals a focal point for the residential zone at Culmore Shopping Center.

Bailey's Crossroads & Seven Corners Illustrated Memorandum

ANALYSIS



Leesburg Pike

Leesburg Pike in the study area changes in character and purpose. While it is a significant regional traffic corridor, like all roads of this type, it must also serve adjacent land uses and its character is heavily influenced by what happens along it. Based on the adjacent land use and existing road cross-sections the Pike has three zones.



Regional Highway

Leesburg Pike at Seven Corners and Bailey's Crossroads is an access road to major regional shopping destinations. The road must function not only as a regional through route, but also allow motorists to access other highways and major parking facilities. The road at these two intersections is grade separated from other highways and wide in cross-section. The motorist is asked to make a lot of decisions.



Residential Boulevard

The stretch of Leesburg Pike between Seven Corners and Culmore Shopping Center is quite beautiful. The Pike is lined with trees, apartments and institutions set back from the road. The Pike curves gently and provides access at points to adjacent neighborhoods. The character of the Pike is dramatically different than at the regional intersections.



Main Street

The Pike between Culmore Shopping Center and Bailey's Crossroads not only serves commuter and regional traffic, but provides access to businesses that support the needs of the adjacent residential neighborhoods. The concentration of apartments, convenience shops, schools and churches generates more pedestrian traffic than at other zones in the study area. Indeed, given the mix of uses and modes of access, the Pike at this point functions as a 'main street' for the local population even though it's character and design is largely influenced by the demands of the regional traffic network.

B. Existing Transportation Conditions

1. Road Network

Bailey's Crossroads is located at the interchange of Route 7 and Route 244, two major regional arterial roadways. East of the interchange, Route 7 is constructed as a six-lane median divided roadway which decreases in size to a four-lane median divided roadway as it crossed west over the bridge. Route 244 is a four-lane median divided roadway through the study area. Both roads serve an intercounty transportation function.

Exhibits 2a and 2b show the existing improvements on the road network for three specific revitalization opportunities as identified by Hunter Interests (Willston School site, Culmore, and Seminary Road projects). These exhibits indicate the location of signals, bus stops, and pedestrian crossings, as well as the roadway geometry.

Culmore Shopping Center (#1 on Exhibit 2a)

The Culmore Shopping Center is located south of Route 7 at the intersection with Glen Carlyn Drive. Route 7, planned to be widened to an eight-lane roadway, runs through the "Village Center" of Bailey's Crossroads at the Culmore Shopping Center. The first row of parking for the Culmore Shopping Center is located on Virginia Department of Transportation (VDOT) right-of-way which was previously acquired for the purpose of widening Route 7. Currently, the Culmore Shopping Center has one entrance onto Route 7 and the travelway runs through the site to the rear to intersect with Glen Carlyn Drive. The other two entrances are from Glen Carlyn Drive which surrounds the site on three sides. Stacking is a problem at the entrances to the shopping center on Glen Carlyn Drive since they are a very short distance from the intersections with Route 7. Additionally, a First Union Bank branch has been constructed at the western end of the shopping Center and the drive-through traffic interferes with the travelway just inside the entrance and at times extends out into Glen Carlyn Drive. Glen Carlyn Drive continues south as a median divided roadway with parking on each side for approximately three blocks and then narrows to a two-lane road intersecting with another two-lane road which provides access to Columbia Pike.

Southeastern Quadrant Route 7/Route 244 Interchange (#2 on Exhibit 2a)

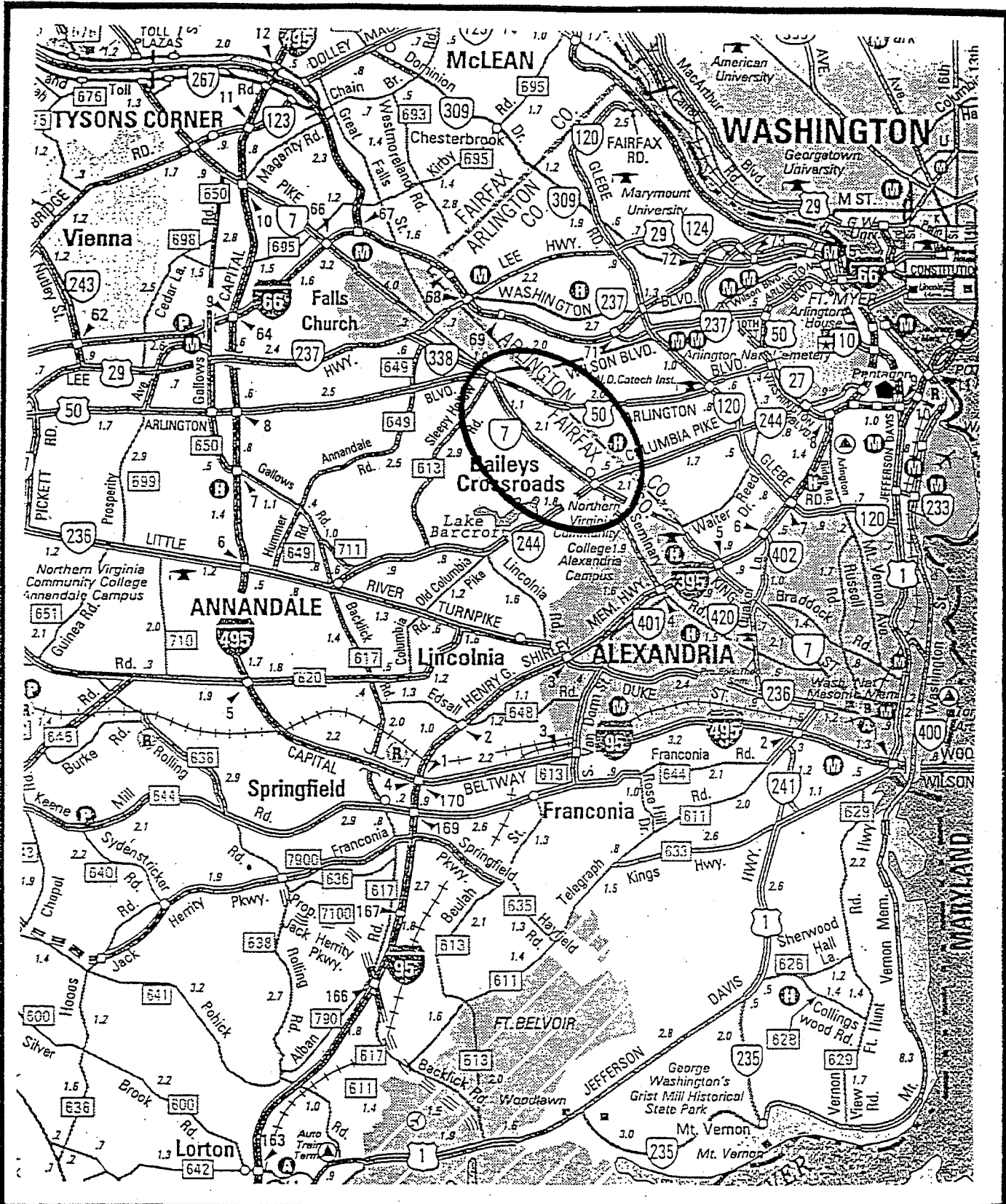
This land area has limited industrial development. Access is not well developed or defined. Currently, access to this quadrant is provided by Seminary road, a two-lane road which starts at the exit ramp for the interchange and runs east, and Williams Lane, a dirt road which starts at Columbia Pike and runs a short distance to Center Lane. Center Lane, a two-lane road, forms a partial spine in the middle of the land area. Carlyn Springs Road runs along the eastern edge of the land area.

Willston School Site (#3 on Exhibit 2a)

The Willston School site is located north of Route 50, a four-lane median divided arterial road, which serves a regional function. Direct access to the site is obtained from Willston Drive, a two-lane road, and, indirectly, from the one-way westerly Route 50 service road.

Southern access to this site is complicated by a triangular piece of land, owned by the Seven Corners Center, located between the service road and the property line. Further, the property is located between the existing Willston Centre to the east and a newly renovated multifamily complex to the west.

The challenge of this site is that it is located between two corridors, route 50 and Wilson boulevard. The current road network circles the site. Optimal access to this land area should directly penetrate the site from both the north and the south.

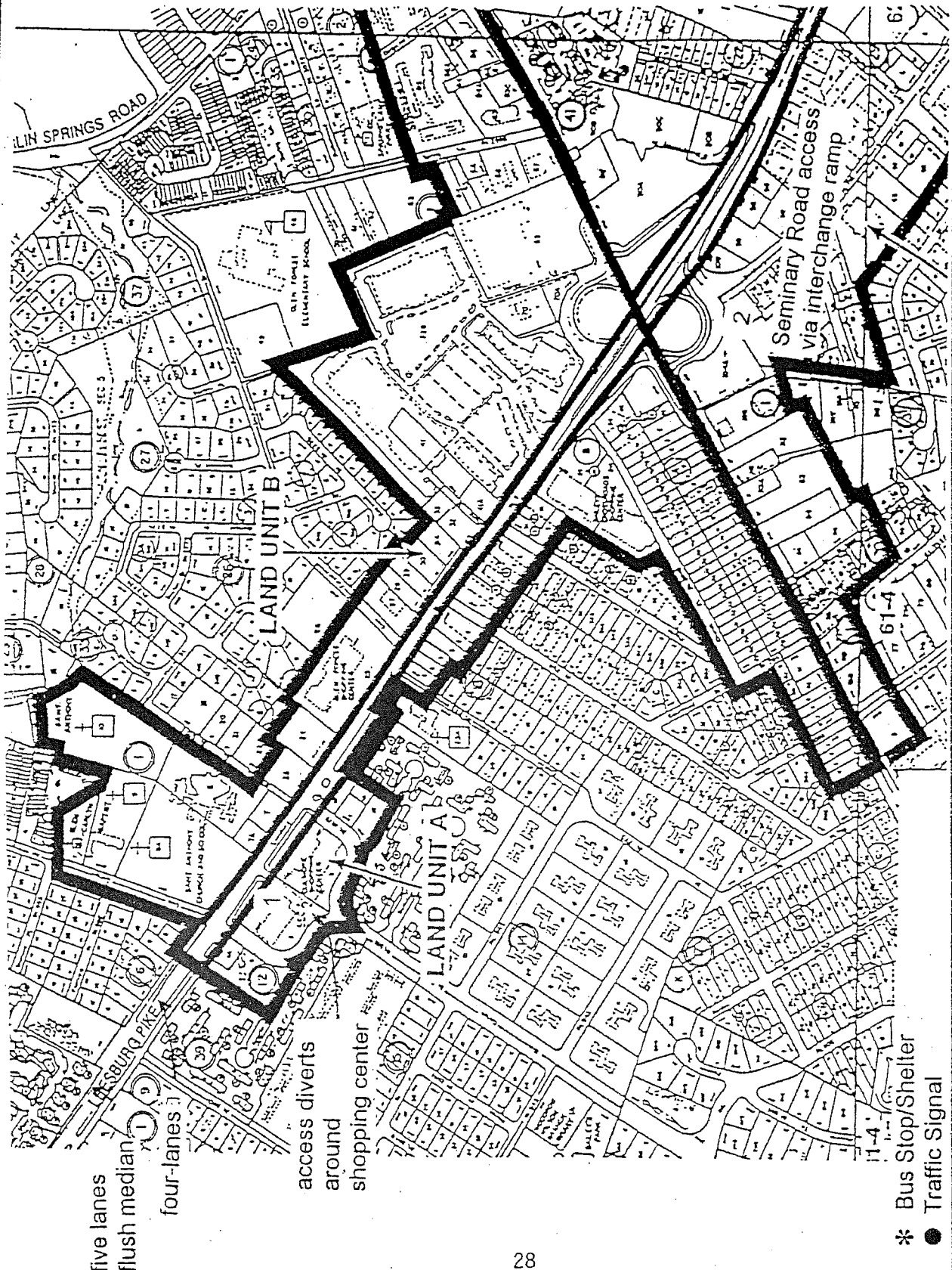


KELLERCO

GEOGRAPHIC LOCATION OF STUDY AREA

Exhibit

1



five lanes
flush median
four-lanes

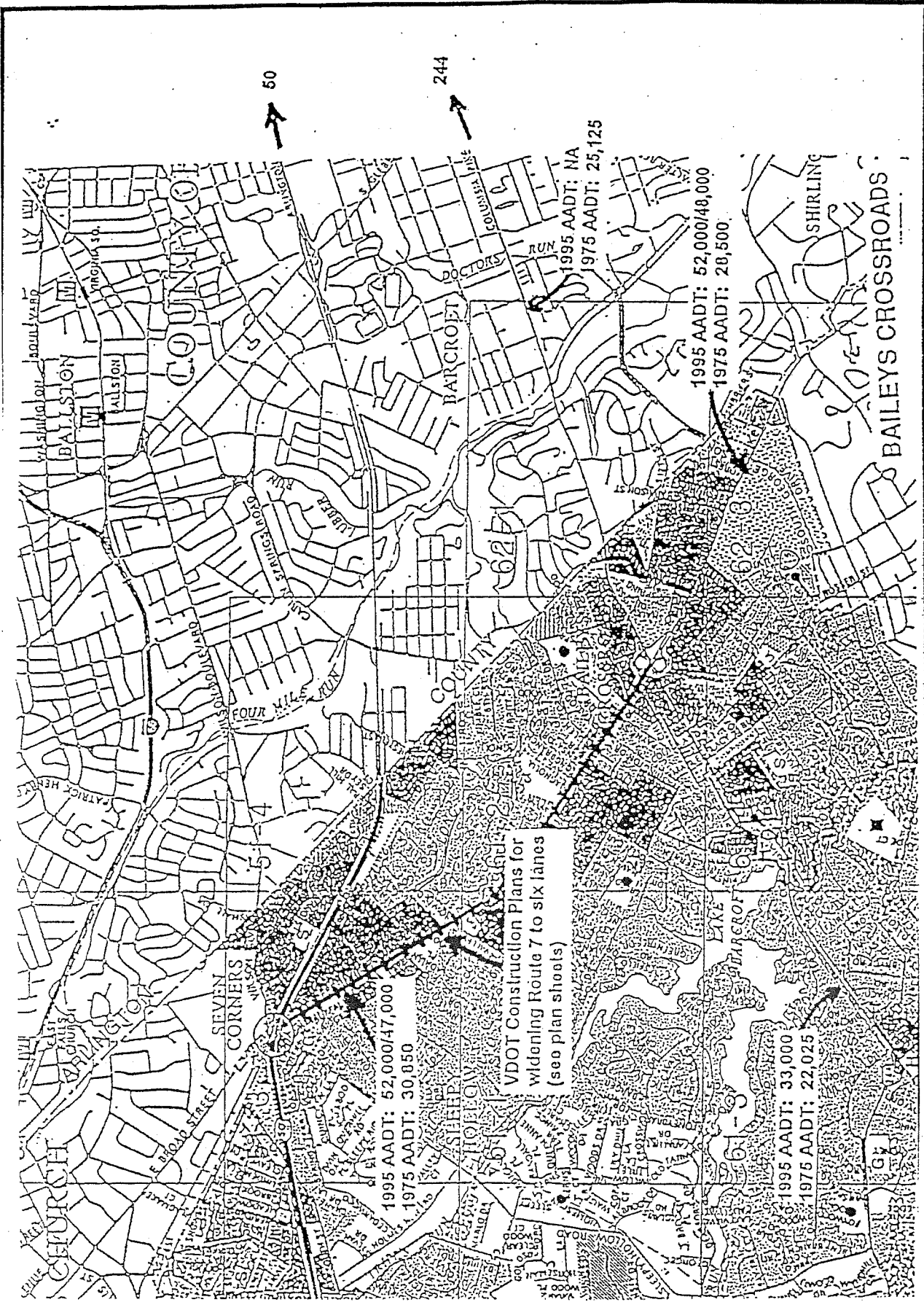
access diverts
around
shopping center

- * Bus Stop/Shelter
- Traffic Signal

**CULMORE SHOPPING CENTER/RT7/RT 244
INTERCHANGE: EXISTING CONDITIONS**

Exhibit
2a

KELLERCO



**BAILEY'S CROSSROADS: 1975 - 1995 AADT
VOLUMES**

KELLERCO

2. Transit Routes and Stops

The Washington Metropolitan Area Transit Authority (Metro) has a number of bus routes serving the study area.

Culmore Shopping Center

The Metro Bus lines serving the Culmore Shopping Center include Routes 4A, and 28A and B. The Route 4 buses run from the Annandale area along Sleepy Hollow Road and follow Route 7 into the Culmore Shopping Center, circle the residential development south of the shopping center and return along Route 7 to Seven Corners. The Route 4 bus stops are located in the residential areas south of the Culmore Shopping Center. The Route 28 buses operate on Route 7 from Tyson's Corners Shopping Center and pass by the Culmore Shopping Center en route to Alexandria. Bus stops are located along Route 7 at the eastern end of the Culmore Shopping Center, just west of the Route 7/Route 244 interchange and one stop in between.

Southeastern Quadrant Route 7/Route 244 Interchange

The Metro bus lines serving this area include Route 25A, F, G, J, P, and R. The route 25 bus routes intersect the Route 7 corridor east of the Route 7/Route 244 interchange on Carlyn Springs road and follow the Seminary Road corridor. Bus stops are located east of the southeastern quadrant Route 7/Route 244 interchange at the intersection of Route 7 and Carlyn Springs Road and then east along Seminary Road.

Willston School Site (Exhibit 4)

The route 1B, C, D, E, F, and Z, and Route 4A, B, E, H, and S buses run thorough the redevelopment area. Buses serving the Route 7 line run between Fair Oaks Mall and Rosslyn along Route 50 through the City of Fairfax, Jefferson Village, the Seven Corners area, and then along Wilson Boulevard. The Route 7 bus line runs from Route 244 along Sleepy Hollow Road to Route 7 and reaches Route 50 (east) via Patrick Henry Drive to the southeast of the site.

The transportation environment immediately surrounding the Willston School site is generally favorable to pedestrian activity and access to buses. Bus stops are located at frequent intervals along Patrick Henry Drive, Willston Drive, and Peyton Randolph Drive in the residential developments. Well maintained sidewalks provide pedestrian access to the bus stops. Due to parking being permitted on both sides of these roadways, busses may find it difficult to maneuver around the cars.

3. Pedestrian and Bicycle Facilities

Culmore Shopping Center

As noted above, the pedestrian facilities in the Bailey's Crossroads area are limited. Sidewalks located along Route 7 and Route 244 in the study area are intermittent and do not create a continuous pedestrian system. Many of the sidewalks are aged and are in disrepair. The majority of the sidewalks are located so close to the vehicular travel lanes so as to be intimidating for pedestrians. In some cases, the sidewalk is located so that parked cars overhang the walkway forcing pedestrians very close to the passing cars.

No designated bicycle facilities were noted in the interchange area. Bicycle riders must share travelways with vehicles or pedestrians.

Southeastern Quadrant Route 7/Route 244 Interchange

There were no sidewalks observed serving the industrial uses in the interchange area.

No designated bicycle facilities were noted in the interchange area. Bicycle riders must share travelways with vehicles or pedestrians.

Willston School Site

Pedestrians can access the Willston School site from the north, along Willston Drive, where there are sidewalks along both sides of the road. The entire residential area located to the north and west of the Willston School site has an extensive sidewalk system which enjoys relatively high usage. The sidewalks are separated from the vehicular travelways by a grass strip and mature vegetation in many areas to shield pedestrians from the elements. In contrast, the southern portion of the site, even though there is much pedestrian activity, does not have a sidewalk system.

The sidewalk has become an integral component of the lifestyle in the residential areas surrounding the Willston School site. Redevelopment of this site would be well served to continue to encourage pedestrian and bicycle traffic to access the site. It is likely that the type of development placed on this site will generate substantially greater numbers of vehicle trips than the present use. The new

circulation system must integrate, upgrade, and expand the existing pedestrian system to continue to attract the residents in the neighboring developments, introduce a bicycle circulation system, and ensure a safe environment where the pedestrian, the cyclist, and the motorist can co-exist.

C. Barriers to Investment and Development

1. Public Policies and Plans Affecting Bailey's and Seven Corners

The challenges to land assemblage and redevelopment costs in older suburban "rings" of the Nation's major, older cities introduced "sprawl" to America several decades ago. When coupled with urban poverty and its attendant high crime levels, close-in counties such as Fairfax are dared to change—by urban decline on the one side and sprawl on the other.

The Fairfax County government has recognized a decline in its older commercial areas and has recognized the need for a comprehensive revitalization program. The County has developed a number of policies and programs in order to stimulate revitalization and replanning of these areas.

Notable among many worthy goals promulgated by the County's Department of Housing & Community Development Revitalization Division are the following:

- reverse economic decline, obsolescence, loss of assessable base, increased demands on services, and other public losses;
- attract private investment and reinvestment in properties and businesses;
- maximize prior public investment in infrastructure and public services; and,
- improve the quality of development and/or uses in the County's suburban "downtowns."

In 1986, the Board of Supervisors approved professional staffing of a revitalization program. While this program represented a significant step forward direction for Bailey's and Seven Corners, many business owners/representatives have expressed frustration at the lack of significant action. A comment that was frequently repeated during our individual interviews in the community was, "another study that results in no significant improvement." The HII team believes that both this attitude and past history have played a significant role in the ambivalence of the business community toward this planning effort.

It is clear from our interviews that short-term action steps must be taken in order to realize any level of confidence from the community that the revitalization program is having a significant impact on the community.

In 1988, Fairfax County voters approved a \$6.2 million Bond Referendum for design plans, utility undergrounding, road improvements, tree plantings, and streetscaping. Since 1988 only approximately 4.5% of the bond funds have been spent, according to Fairfax County Department of Public Works.

It is clear from the preceding that the community has not realized any major benefit from the available funds since the bonds were approved almost nine years ago. Projects of this magnitude do require considerable planning and time for implementation. However, the significant amount of time that has passed has contributed to the feeling among the business and civic community that lots of talk has occurred, but no results. This has sent a negative message to the community.

In general there is a strong feeling in the community, with which HII concurs, that not all of Fairfax County's departments recognize the unique situations and needs in the revitalization areas. One example is the parking situation at the Seven Corners Shopping Center. Currently, in order to realize the maximum development, they must in theory utilize parking located across the extremely busy and pedestrian-unfriendly Route 50. The reality is that this parking is rarely, if ever, used by shoppers at Seven Corners. As a result, the Willston School site becomes considerably more difficult for the Revitalization Division to use as an economic development tool. The issue could be easily solved by a common-sense waiver, which would serve to create a higher quality development as opposed to units of the existing development pattern which the revitalization program is striving to alter. A dedicated staff within each of the various County departments that understands the unique issues and problems that these revitalization areas face would perhaps allow implementation of what is best for the community, rather than by-the-book procedures which may not be applicable to the situation at hand.

The lack of available vacant land for development is certainly a considerable barrier to additional development in the Area. The prime existing development site in the Area is the Willston School site that the County controls. It represents a significant opportunity to expand the tax base and play an important role in the enhancement of the surrounding community and area.

The other significant development/redevelopment opportunities in the Area are represented by smaller parcels adjacent to existing shopping centers or smaller parcels which could be consolidated to realize a significantly higher quality mixed use development.

The possibility of Route 7 being widened has negatively impacted the development of adjacent parcels and the implementation of the streetscape improvements that were the intent of the 1988 bond referendum.

In summary, there is a general perception among members of the community that the County has grown to a point that the various departments which make decisions affecting revitalization of the Area do not interact well. As a result, the various processes are not working toward achieving a common goal. This underscores the need for Fairfax County to recognize that the designated revitalization areas have special needs and circumstances, and that the "one size fits all approach" is a severe impediment to the revitalization effort.

As Fairfax County continues to evolve, revitalization and redevelopment will become increasingly important. The revitalization effort will face numerous challenges that should not be exacerbated by other County departments that do not currently truly understand the unique circumstances in the older commercial areas of the County.

IV. Development/Redevelopment Alternatives

A. Community Preferences for Revitalization

Hunter Interests Inc. to date has conducted three Community Revitalization Advisory Group (CRAG) meetings. At the initial meeting on February 21, 1997, HII conducted a visioning exercise where Focus Group members volunteered their hopes for the Area's future. Among a number of suggestions from the ensuing discussion that the Hunter team found beneficial were:

- Create a pedestrian -friendly environment
- Create an identity for the Area including a public plaza area
- Enhance the appearance of the Area
- Improve the traffic and transportation situation
- Improve the crime situation in the Area
- Increase outlets for entertainment

When asked to identify the biggest challenges to realizing change and improvement to the Area, there were recurring themes.

- The absence of a plan that articulates the overall goal, coupled with the presence of multiple interests, often in conflict.
- Poor communication was felt to contribute to the preceding.
- Another factor that was cited is the uncertainty about VDOT plans for widening Route 7. Why spend on sidewalks and trees if it is to be torn up for traffic lanes.
- Investor confidence is not strong. Is it worth what it will take in money and effort to rehab or build in the Route 7/50 corridors?
- Acculturation and the distinct immigrant populations were felt to be challenging to the sense of community.
- Developers noted that the high value of land made redevelopment difficult, especially for civic or open space purposes.
- Another challenge was seen as "not having healed from recent conflicts" and changes in advisory groups.

- County's zoning and other policies seen as working against the goal of shaping a "distinctive place."
- Although the County has combined Bailey's Crossroads and Seven corners, citizens view them as two somewhat distinctive areas along the spine of Route 7. Their issues are similar but quite different in some ways.

On May 15, 1997, the CRAG Group reassembled for a checkpoint meeting and to receive feedback regarding the approach and direction the HII team was taking.

The team's traffic consultant stated that the growth in traffic patterns have created a transportation problem however he felt that VDOT's plans for the proposed widening were excessive. A representative of the City of Falls Church noted that the community had adamantly opposed VDOT's original widening proposal and negotiated a segment by segment approach along with signalization of the intersections to promote smooth traffic. This approach allowed the implementation of significant streetscape improvements that have had a dramatic positive impact on the appearance on the City of Falls Church.

The HII team reiterated that VDOT would not implement any widening plan without the full support of the County which would, in turn, require the full support of the Community.

Meetings with major property owners and developers were covered. The key findings from these meetings were the need for land assemblage if any significant redevelopment is to occur. The general feeling among members of the business community is that the Area is doing significantly better than it was several years ago, but it still lacks significant curb appeal or aesthetic identity, and security in the Area was also a major issue. The business community also currently lacks the ability to speak with a unified voice.

The organizational and management perspective to development and the need for a strong organization to implement the plan was discussed. A survey of the CRAG group was conducted. Responses indicated that identity, reputation, and appearance were all very important. Some specific responses were:

- Need unique identity around a common area where merchants, consumers, and citizens interact beneficially.

- More coordination between public and private sectors in terms of planning and utilization.
- Need signage announcing "Bailey's Crossroads" perimeter entrance. New sidewalks, landscaping, etc.

The HII team outlined the hierarchy of organizations for the CRAG group.

- **Protest group.** Formed in reaction to a specific issue or threat, short term life, no staff, no money.
- **Advisory group.** Usually still reactive, a little more organized, but also short term and lacking broad standing, may have short-term staff assigned, little funding.
- **Planning agent.** Group that undertakes planning something, initiates something, and reconciles ideas.
- **Implementation agent.** The organization that gets it done, has standing, financial stability, and staff.

As they progress in organizational hierarchy, organizations have a greater need for staff and funding, and usually also have greater resources. The best one is one that combines the planning and implementation, for then there is ownership of the plans. It was **noted that with a strong organization one sees that an improved, educated squeaky wheel gets better services from government.** The need for an essential triangle partnership between government, business, and the residents was posed.

In addition to the CRAG meetings, the HII team held a luncheon for Area business representatives. The highest rated commercial area needs listed by the participants at the business lunch session were:

- Reduction in crimes against commercial properties
- Improved reputation
- Reductions in crimes against people
- Improved auto access to the area
- Improved identity
- Ability of owners to speak with a unified voice on public issues.

B. Planned Improvements

The Fairfax County Comprehensive Plan establishes policies for planned roadway improvements.

Culmore Shopping Center

Route 7, from the interchange with Route 244 to the interchange with Route 50, is planned as a six-lane median divided roadway. VDOT prepared a preliminary design for upgrading Route 7 to eight lanes with turn lanes from Seven Corners to the interchange with Columbia Pike. West of Seven Corners, Route 7 is proposed as a six-lane facility.

Southeastern Quadrant Route 7/Route 244 Interchange

Route 7 is proposed as a six-lane facility east of the interchange with Columbia Pike. Route 244 is planned to remain a four-lane median divided roadway in the study area.

Willston School Site

Route 50 is planned to be upgraded to a six-lane divided roadway from the Arlington County line west through the interchange with the Capital Beltway (I-495). Route 50, east of the intersection with Patrick Henry Drive (east of the site), has already been upgraded to a six-lane roadway.

Traffic Projections

**Culmore Shopping Center/Southeastern Quadrant of Route 7/
Route 244 Interchange**

The Metropolitan Washington Council of Governments (COG) projects that the annual average daily traffic volumes would be as shown on Exhibit 5 and in the following table.

	1995	2020	Percent Change	Annual Average Percent Change
Route 7 (south)	52,000	92,000	77%	3.1%
Route 7 (north)	47,000	110,000	134%	5.4%
Columbia Pike (east)	33,000	36,000	9%	0.4%
Columbia Pike (west)	33,000	63,000	91%	3.6%

Source: Metropolitan Washington Council of Governments

In 1989 VDOT projected between 62,000 and 68,000 vehicles per day in the year 2010 on the segment of Route 7 between Seven Corners and Bailey's Crossroads. Last year COG forecast between 74,000 and 110,000 vehicles per day in the year 2020 for the same segment of Route 7. The assumption that eight lanes are required on Route 7 between Seven Corners and Bailey's Crossroads appears to be overstated. If such high capacity is made available then traffic could be diverted to Route 7 from Route 50. Using growth rates developed for the detailed forecasts prepared during the Fairfax County Plan Update between 1989 and 1991, KELLERCO projects that approximately 60,000 daily vehicle trips will use Route 7 at this location. A six-lane facility with intersection improvements can accommodate the projected daily vehicle trips.

Willston School Site

The Metropolitan Washington Council of Governments (COG) projects that the annual average daily traffic volumes for Route 50 in the study area, in the year 2020, would be as shown on Exhibit 6 and displayed below:

Table 9
Projected Annual Average Daily Traffic Volumes

	1995	2020	Percent Change	Annual Average Percent Change
Route 50 (west of Route 7)	62,000	57,700	-7%	-0.3%
Route 50 (Rt. 7 to P. Henry Dr.)	52,000	47,000	-10%	-0.4%
Wilson Boulevard (at Madison St.)	18,700	28,050 ¹	50%	2.0% ²

¹ Per Arlington County office of Traffic Engineering.

² Calculated by KELLERCO based on direction from Arlington C. to use 2% annual growth.

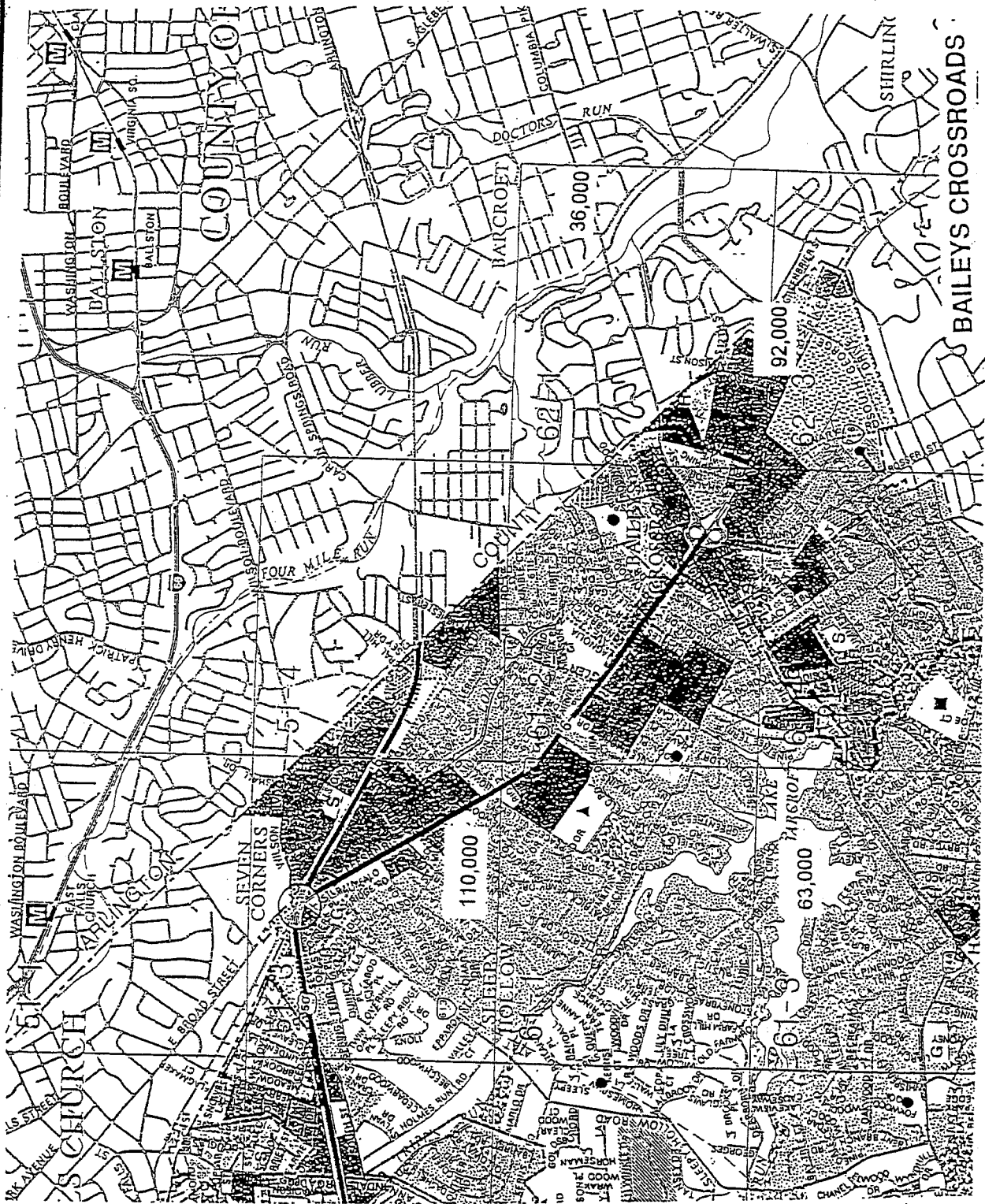
Source: KELLERCO; Hunter Interests Inc.

Conclusion

The transportation network defines the framework and character of any given area. The future vehicular circulation systems should be designed to reflect the more articulate, redeveloped nature of the Bailey's Crossroads area. There should be sufficient capacity to accommodate the peak hour regional trips on Route 7, 50, and 244; as well as local trips, and still maintain an efficient and safe roadway to insure greater capacity, but not necessarily by increasing their number of lanes. Traffic circulation needs to be provided within each redevelopment area to keep the greatest number of local trips off the regional roads to retain capacity for long distance trips.

No turn-offs are provided for buses during pick up/drop off of passengers, resulting in significant travel delays for automobiles. Wide roads and narrow medians in this area do not provide a safe haven for the pedestrian walking to a bus. The sidewalk system does not provide an attractive means of accessing the bus stops. This situation creates a negative image for the transit system. An effective transit system, specifically bus system, depends on attractive and safe pedestrian access from the origin of each trip to the bus stop, and adequate, off-line bus turn-offs.

Now, during the redevelopment process, is the time to create a "sense of place" in Bailey's Crossroads. One of the most important components of a successful revitalization is to bring people into an area by encouraging them to walk or ride their bikes, thus becoming more intimate with a location.



BAILEY'S CROSSROADS: PROJECTED 2020
AVERAGE ANNUAL TRAFFIC VOLUMES

Exhibit
5

KELLERCO

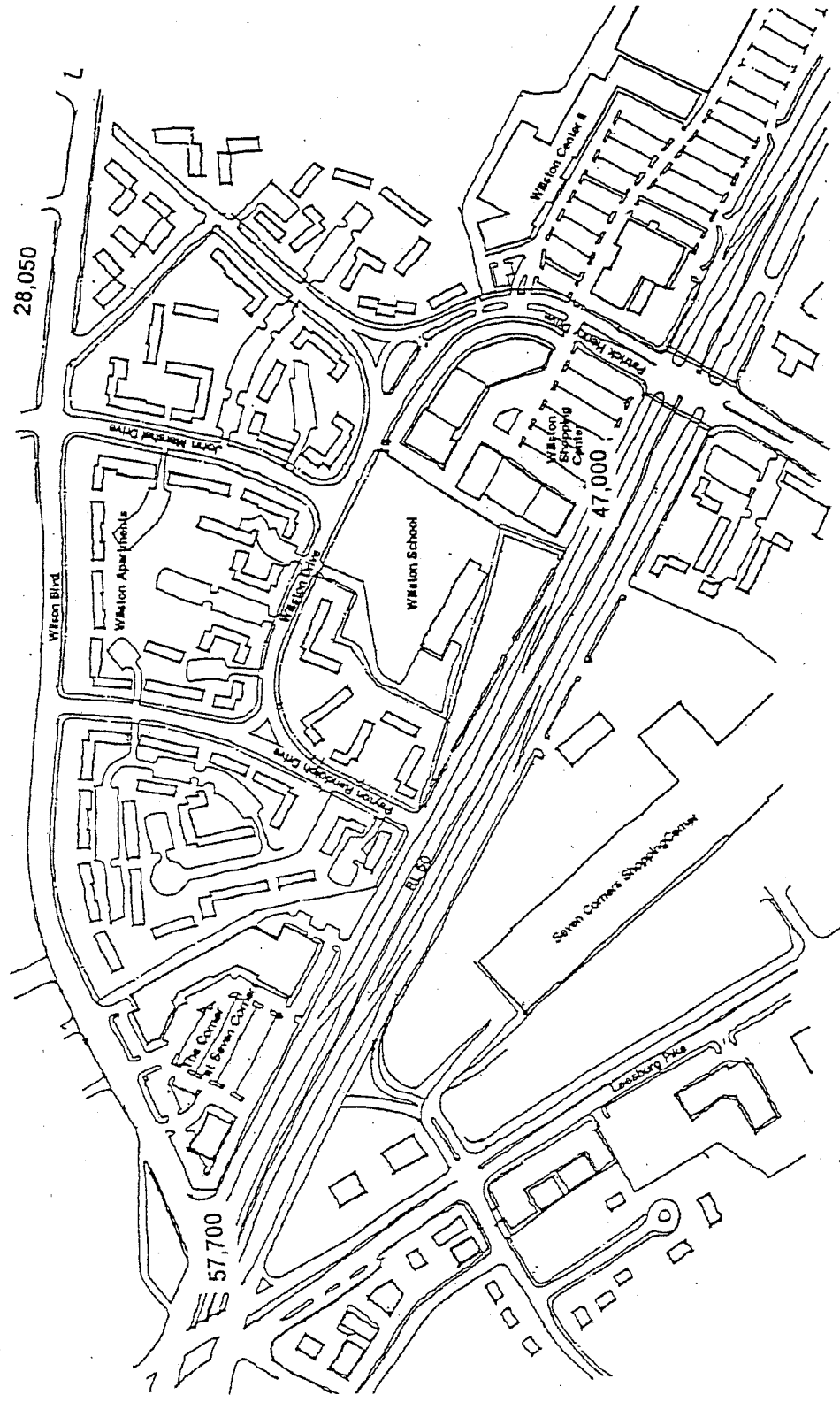
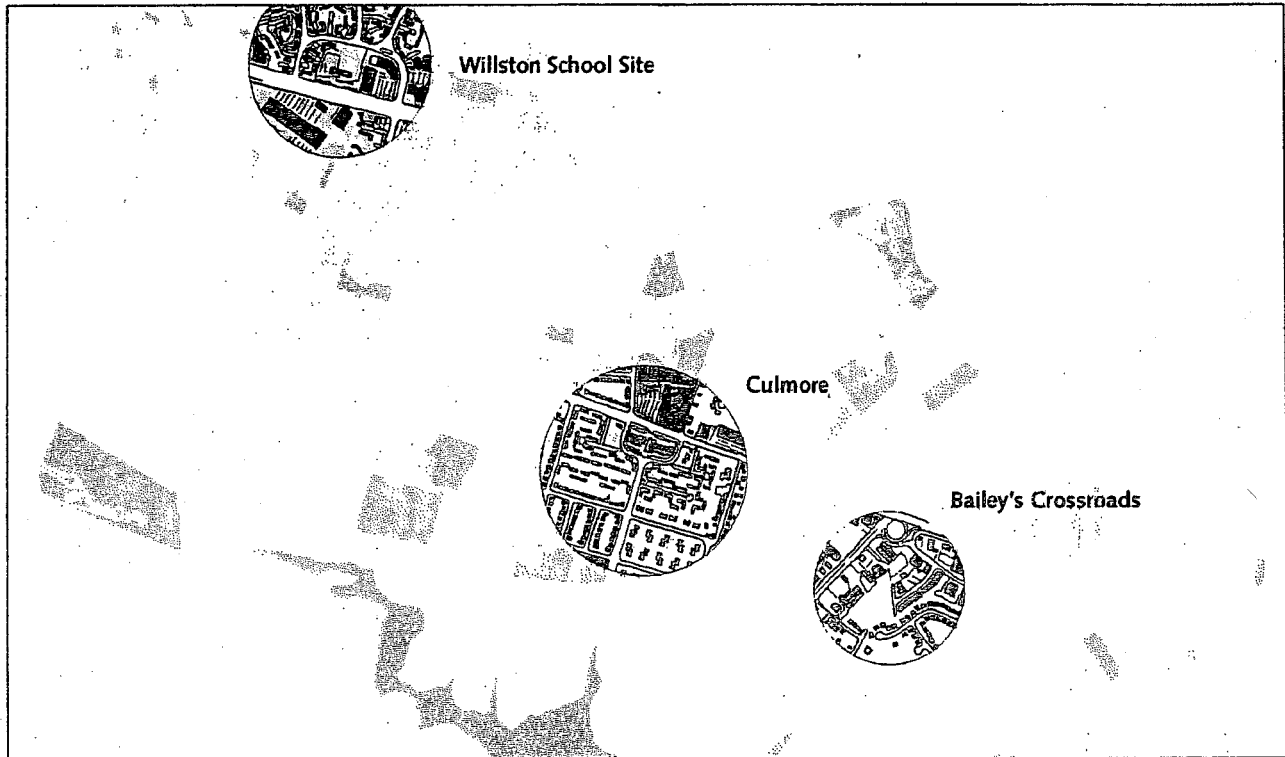


Exhibit
6

WILLSTON SCHOOL SITE: PROJECTED 2020
AVERAGE ANNUAL DAILY TRAFFIC VOLUMES

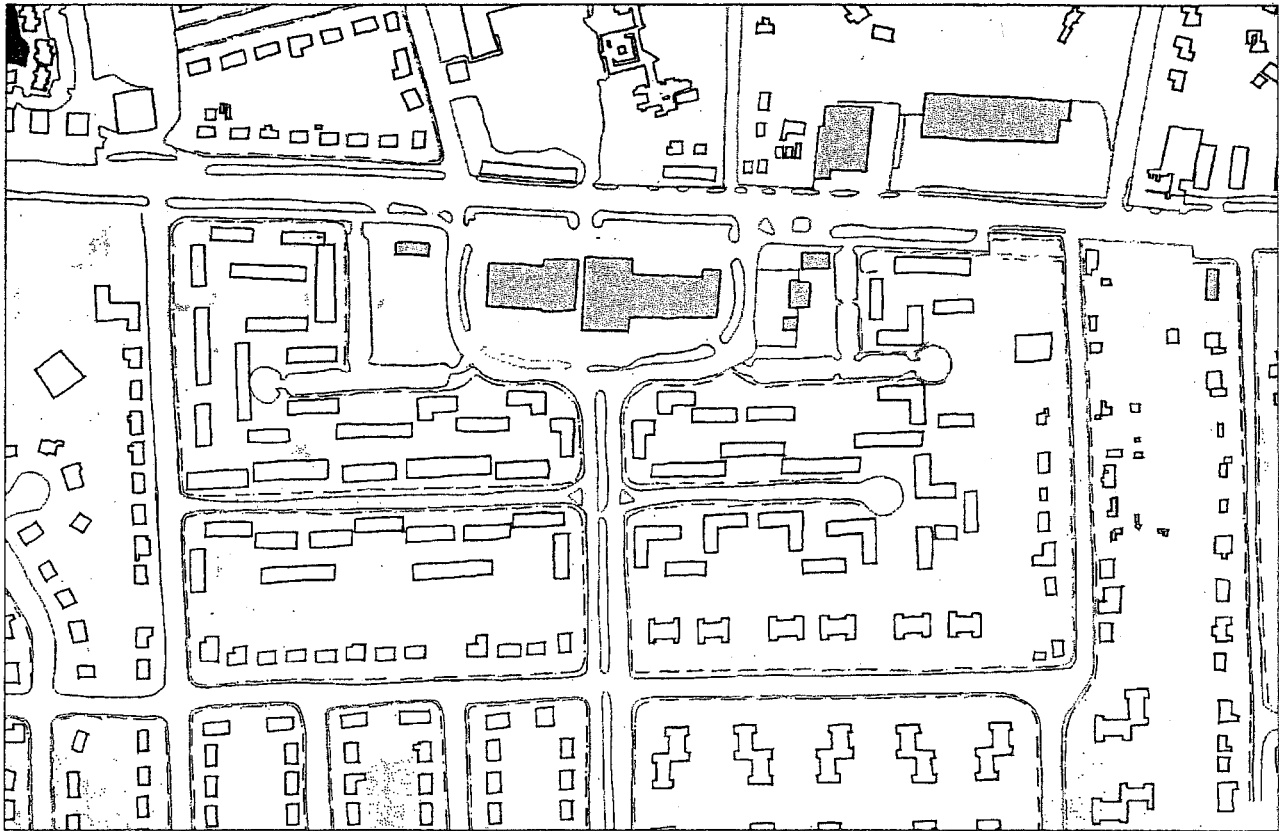
KELLERCO



Areas of Opportunity

The design team identified three areas of opportunity. The Culmore Shopping Center is a focus of a community and presents some opportunities for the residential zone. The Willston School Site at Seven Corners presents some unique development opportunities that would benefit the adjacent residential areas to the north as well as regional consumers. The Seminary Road area at the southeast corner of Bailey's Crossroads can be reconfigured to improve its development potential.

CULMORE



II CULMORE

Culmore Shopping Center

The Culmore Shopping Center is a strip shopping center situated along Leesburg Pike. The tenant mix of the center provides a variety of services for local residents including a post office, market, pharmacy, bank, beauty shop, and restaurants. Immediately adjacent to the south is a large concentration of apartments providing housing for low to moderate income families. A public library, some churches and schools are located close to the center and within walking distance of many residents. Because of the close proximity of services and concentration of residents, this area functions like a small town. Issues raised during the design process include:

1. Traffic Congestion

Leesburg Pike is four lanes wide at Culmore center. Because of increasing congestion, especially at rush hours, V-DOT plans to increase the number of lanes on Leesburg Pike in an effort to improve traffic flow. North-south traffic movement on Glen Carlyn Drive is impeded at Leesburg Pike by conflicts with local traffic movements and road geometries.

Bailey's Crossroads & Seven Corners Illustrated Memorandum

CULMORE



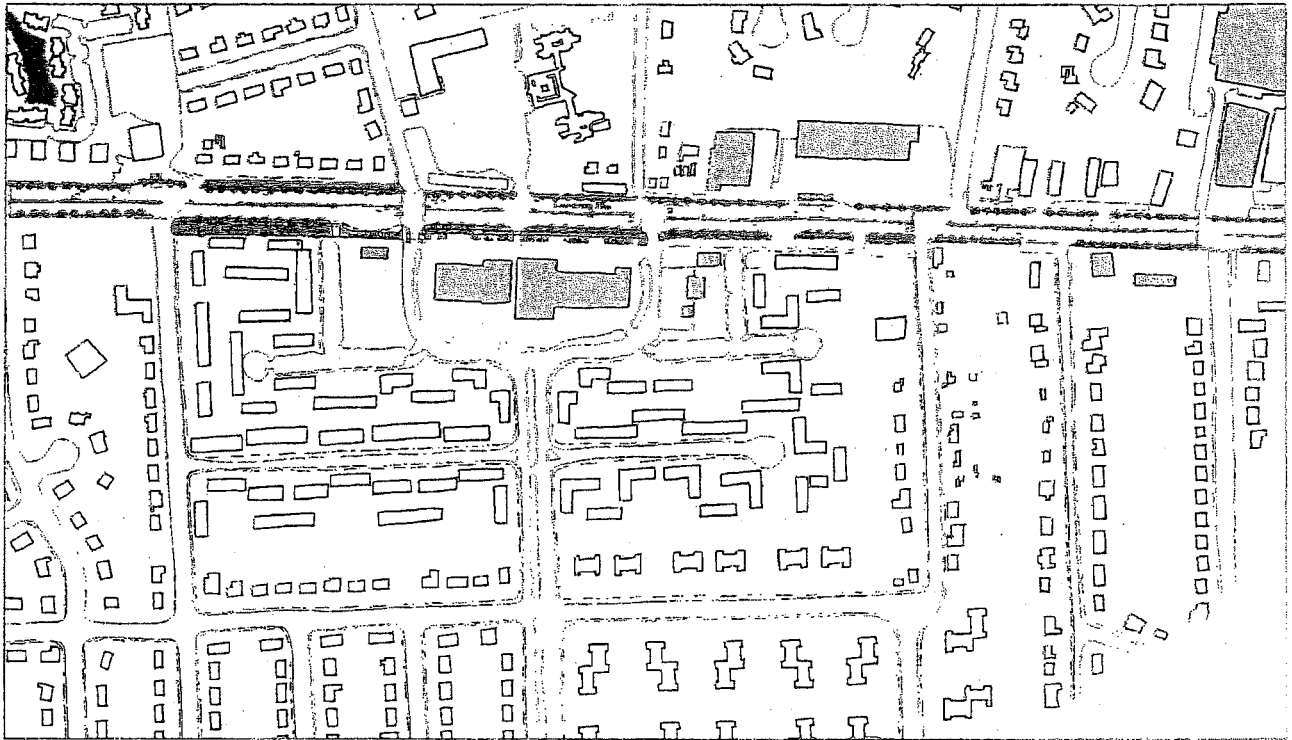
2. Vehicular and Pedestrian Conflicts

Because of an inadequate pedestrian infrastructure, and excessive vehicular movements, pedestrians feel threatened and vulnerable.

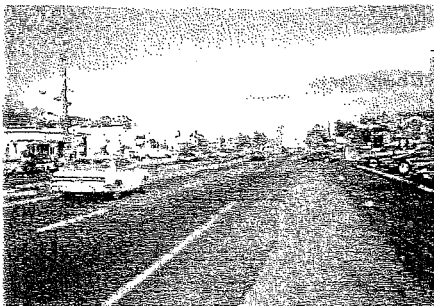
3. Safety

Reports of gang activity and public loitering threaten nearby residents and shoppers. This is in part due to the organization and monolithic nature of the apartment complex adjacent to the center. Large concentrations of low income rental units that resemble 'projects,' have no home ownership, are poorly organized with undefined public space and no outdoor private space, and house families in large buildings with uncontrolled corridors are potential breeding grounds for trouble.

CULMORE



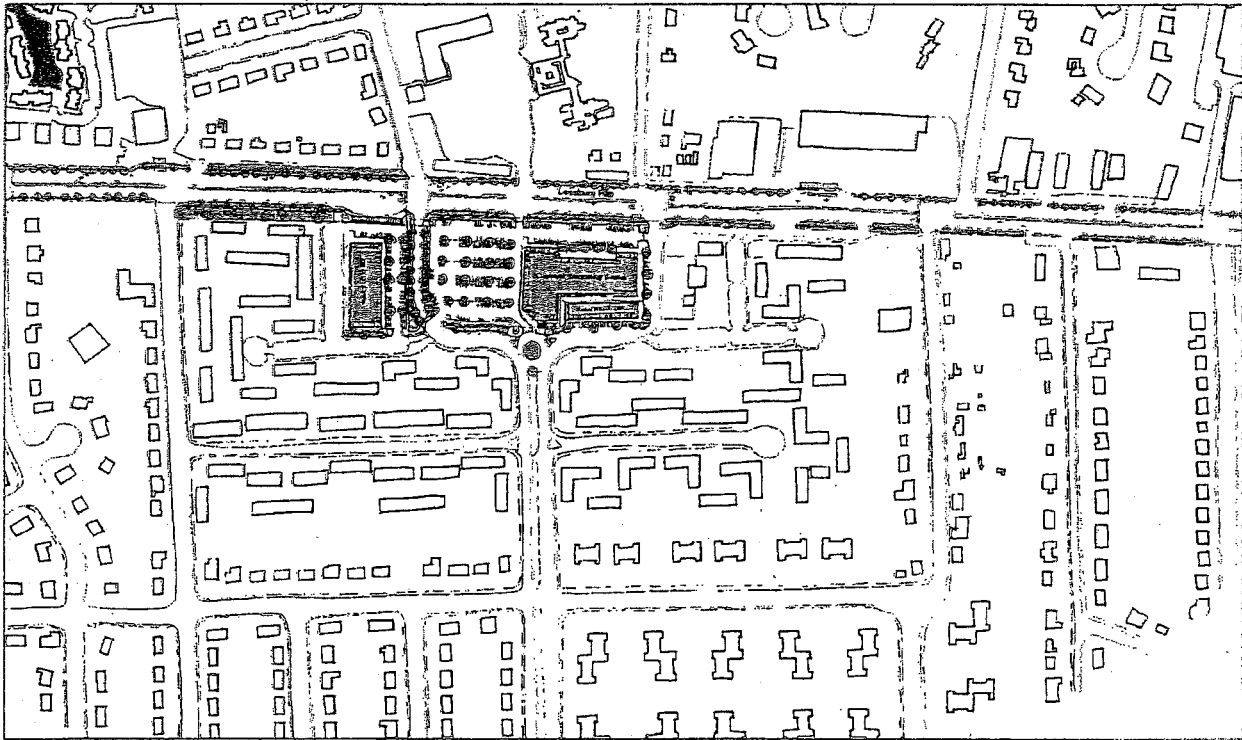
Widened Leesburg Pike



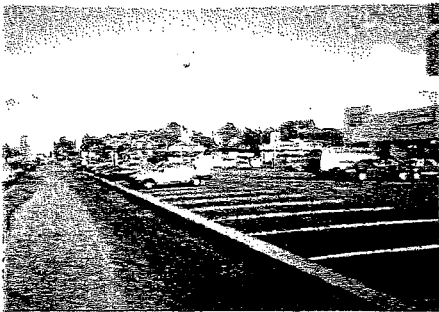
The design team recommends widening Leesburg Pike to a maximum of six lanes to handle increased traffic flow along the Pike. Because of the large number of pedestrians in this area, sidewalks, adequate bus shelters, pedestrian lighting, well defined crosswalks with pedestrian signals and places of pedestrian refuge at landscaped medians, street trees and other landscaping must be integrated into any road improvement project. The Culmore Center will lose parking currently located in the Leesburg Pike R.O.W and selected frontage roads will be eliminated. Curb cuts to adjacent land uses will be reduced and organized. The center will be faced with numerous deficiencies and opportunities including:

1. Inadequate parking to serve its needs with the widening of Leesburg Pike. Parking is currently jammed on to the site resulting in poor traffic flow and substandard lane widths.
2. The unsightly back of the center is exposed to Glen Carlyn Drive and apartment buildings to the south.
3. A vacant parcel to the west of the center presents development opportunities.
4. Improvements to road geometries, sidewalks and landscaping are needed to improve safety and the appearance of the center.

CULMORE



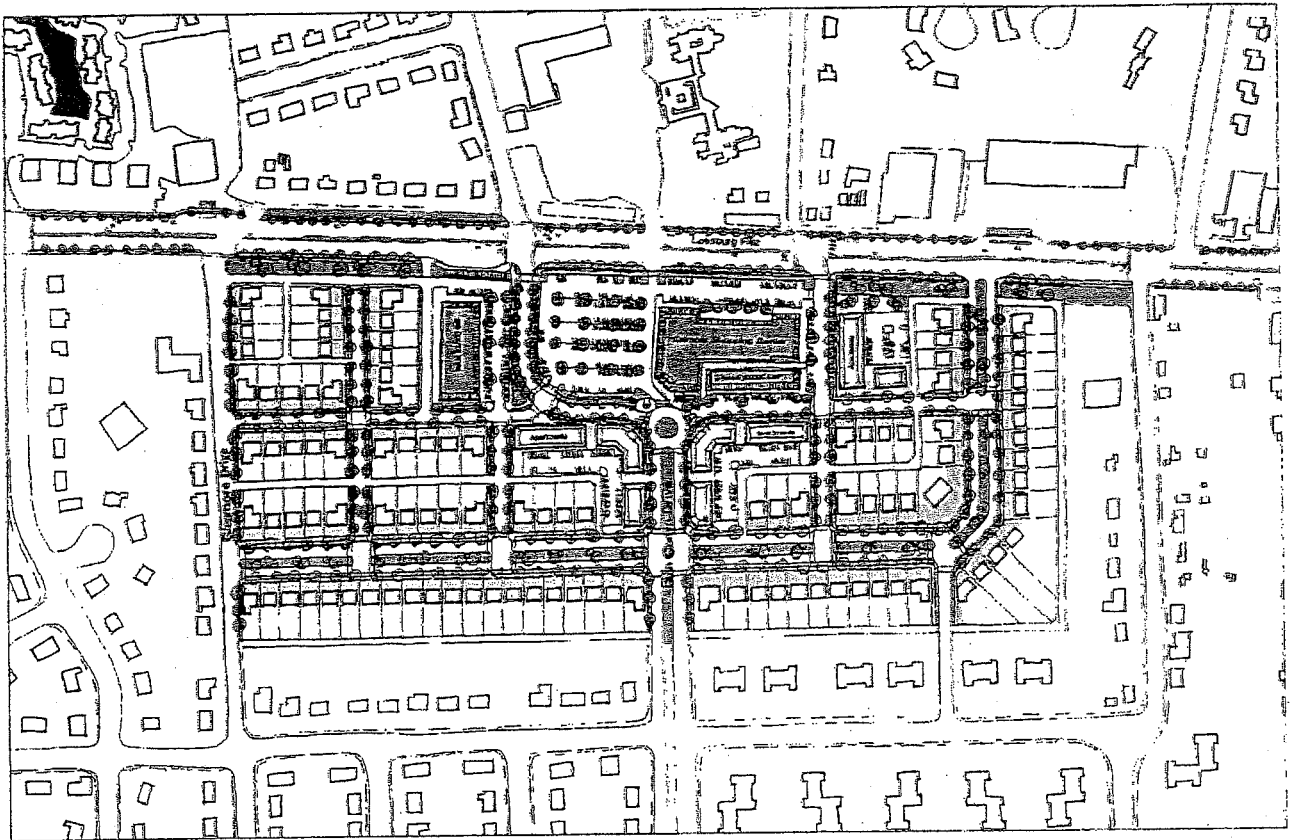
Culmore Shopping Center
Redevelopment



The western retail structure is relocated across Glen Carlyn Drive. A new parking plaza is developed to provide adequate parking for the center and consolidate parking in a convenient location. The eastern building is modified to provide retail frontage facing the plaza with an arcade that connects pedestrians to the residential areas south of the center. A small retail building is built to conceal the back of the eastern building and face the apartment complex to the south. This building will provide additional commercial space for the local neighborhood.

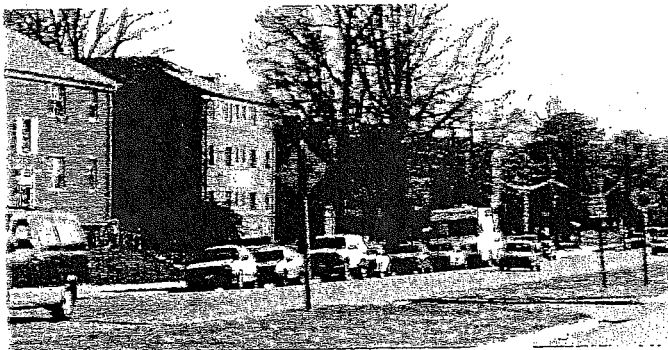
Glen Carlyn Drive is a significant north-south traffic corridor. Traffic movement is better controlled with the addition of a traffic circle at the northern terminus of the boulevard portion of the road. The circle will provide access to the redesigned Culmore Center plaza, Argyle Drive to the east, and continuation of Glen Carlyn Drive to the west which bends north to intersect Leesburg pike. Access from Glen Carlyn Drive to the parking plaza is provided well south of Leesburg Pike to improve traffic flow.

CULMORE

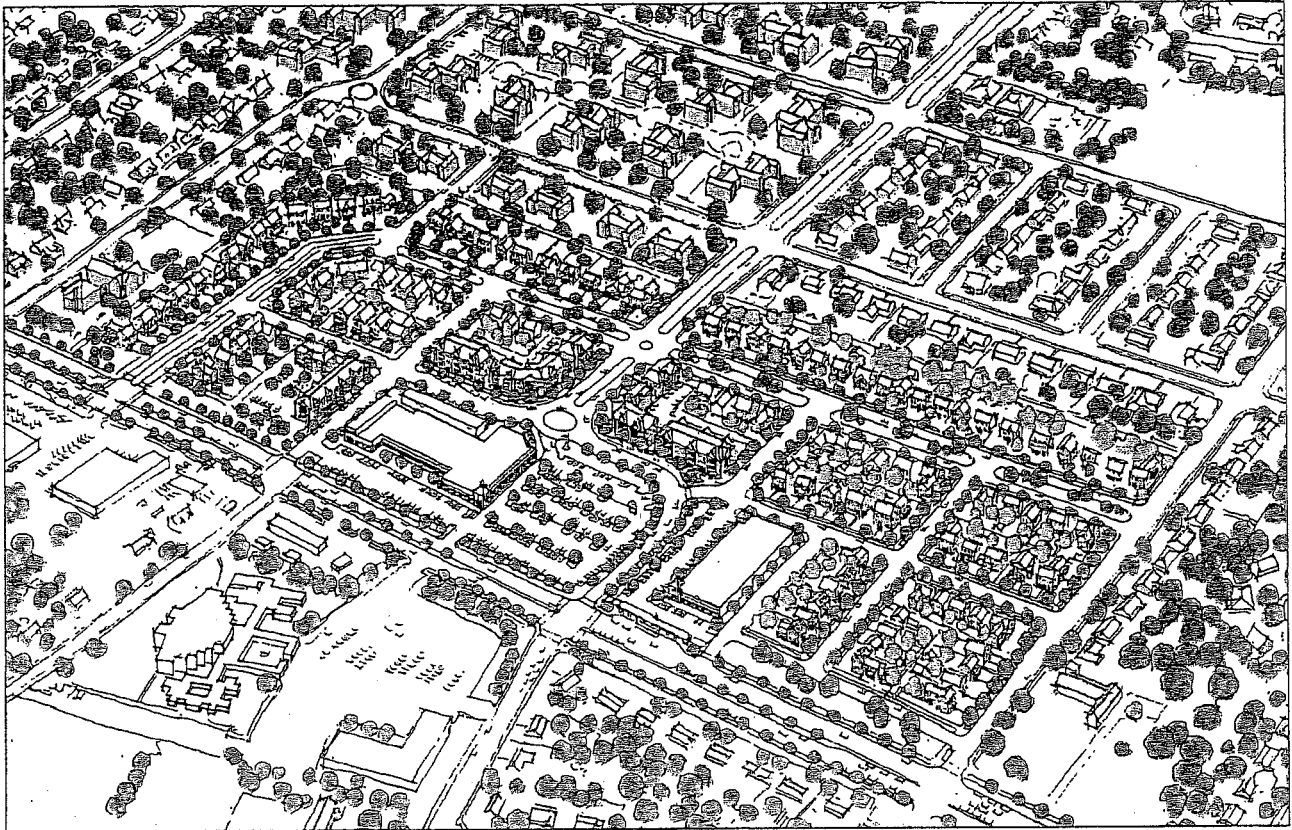


Residential Neighborhood
Improvements

If the apartment complexes surrounding the center are viewed as troubled areas, a pattern of redevelopment is suggested for integrating home ownership into the area in a traditional pattern of development. A new mixed income neighborhood of single family houses, duplexes, townhouses and small apartment buildings can be developed at densities similar to the existing housing. Traditional neighborhoods with a mix of home ownership and rental units, with front doors and porches facing the street, front yards, private back yards, alleys, and a variety of traditional house styles will provide a far safer and more secure environment for residents and visitors.



CULMORE



Conclusion

With the widening of Leesburg Pike and the careful integration of pedestrian amenities, access to businesses along the Pike can be improved. By redesigning Culmore Center and focusing the center around a public plaza, a major activity center with a strong visual focus is created for the area. Because of the regional traffic flows, many of the main street functions along the Pike are redirected to the plaza. The center of the community is no longer a highway, but is now a major public space with high visibility from the Pike but removed from regional traffic.



C. Areas of Opportunity

The access element for each land use scenario was developed in conjunction with UDA Architects. This section reflects the Kellerco assessment of each alternative redevelopment scenario for the respective study areas.

1. Culmore Shopping Center

The primary objective for improving the circulation in the Culmore Shopping Center study area is safer and more effective vehicular and pedestrian access, both short-term and long-term. Additionally, through traffic should be restricted, as much as possible, from traveling in the adjoining residential areas. In assessing the Culmore Shopping Center land use scenarios, the following components were identified to address the objectives:

1. Enhance peak-period capacity on Route 7, including fewer driveway entrances
2. Safer pedestrian access, especially crossing Route 7
3. More efficient and effective vehicular access to shopping center
4. Sufficient parking for retail establishments
5. Traffic calming measures between retail and residential areas.

Exhibits 7, 8, and 9 illustrate key elements of three alternative redevelopment scenarios. Exhibit 7 suggests only minor upgrades, Exhibit 8 suggests a moderate level of improvements, and Exhibit 9 shows a bolder long-range plan which would require disciplined implementation over time.

Exhibit 7, Alternative 1, calls for the following improvements:

- a. median widening on Route 7
- b. landscaping along Route 7
- c. improved pedestrian access along Route 7 frontage

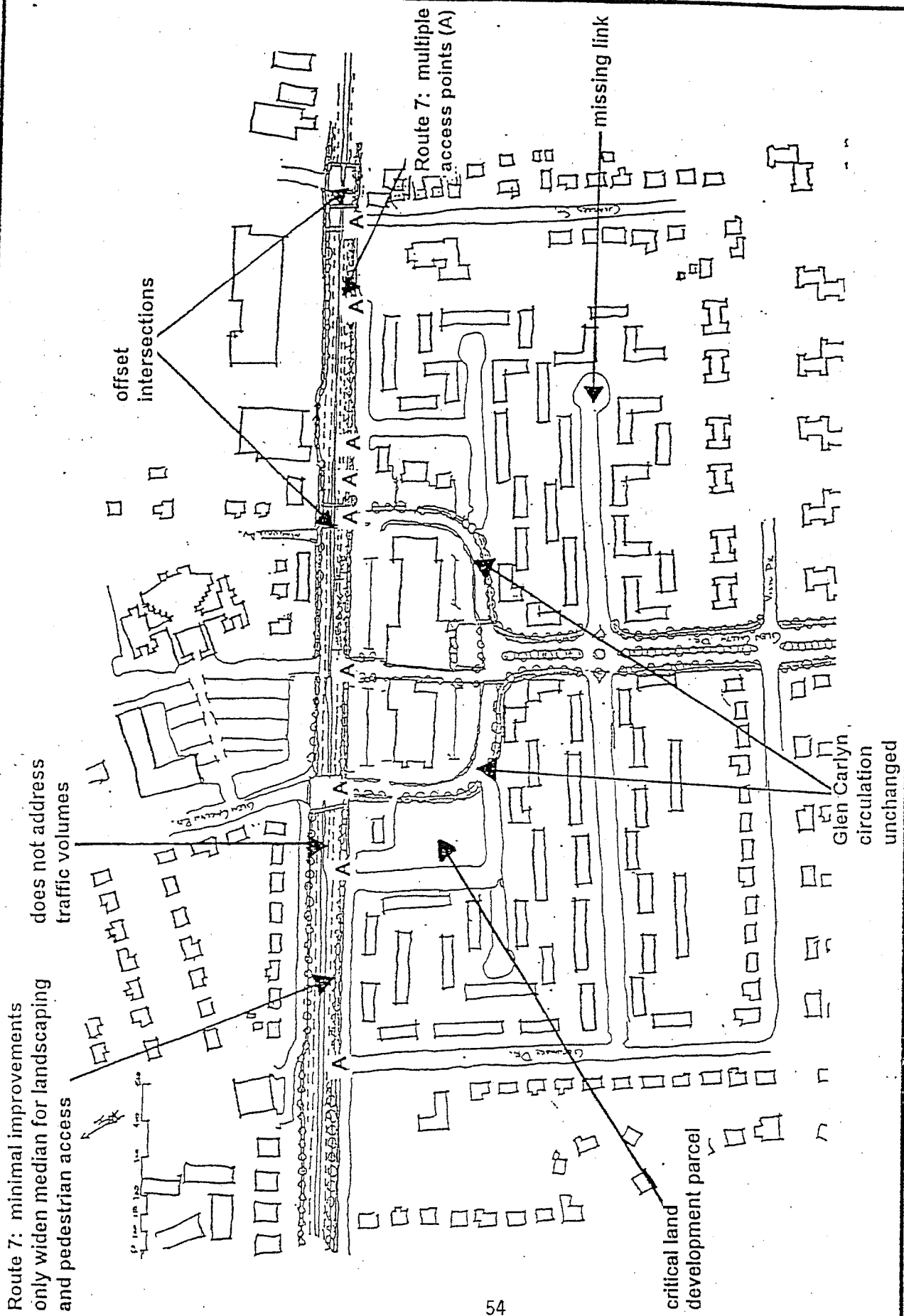
Exhibit 8, Alternative 2, includes the following upgrades, in addition to those shown on Exhibit 7:

- a. Route 7 upgrade to six lanes
- b. Glen Carlyn Drive (east loop) realigned to create right angle intersection
- c. on-street parking along short section of Glen Carlyn Drive (east loop)

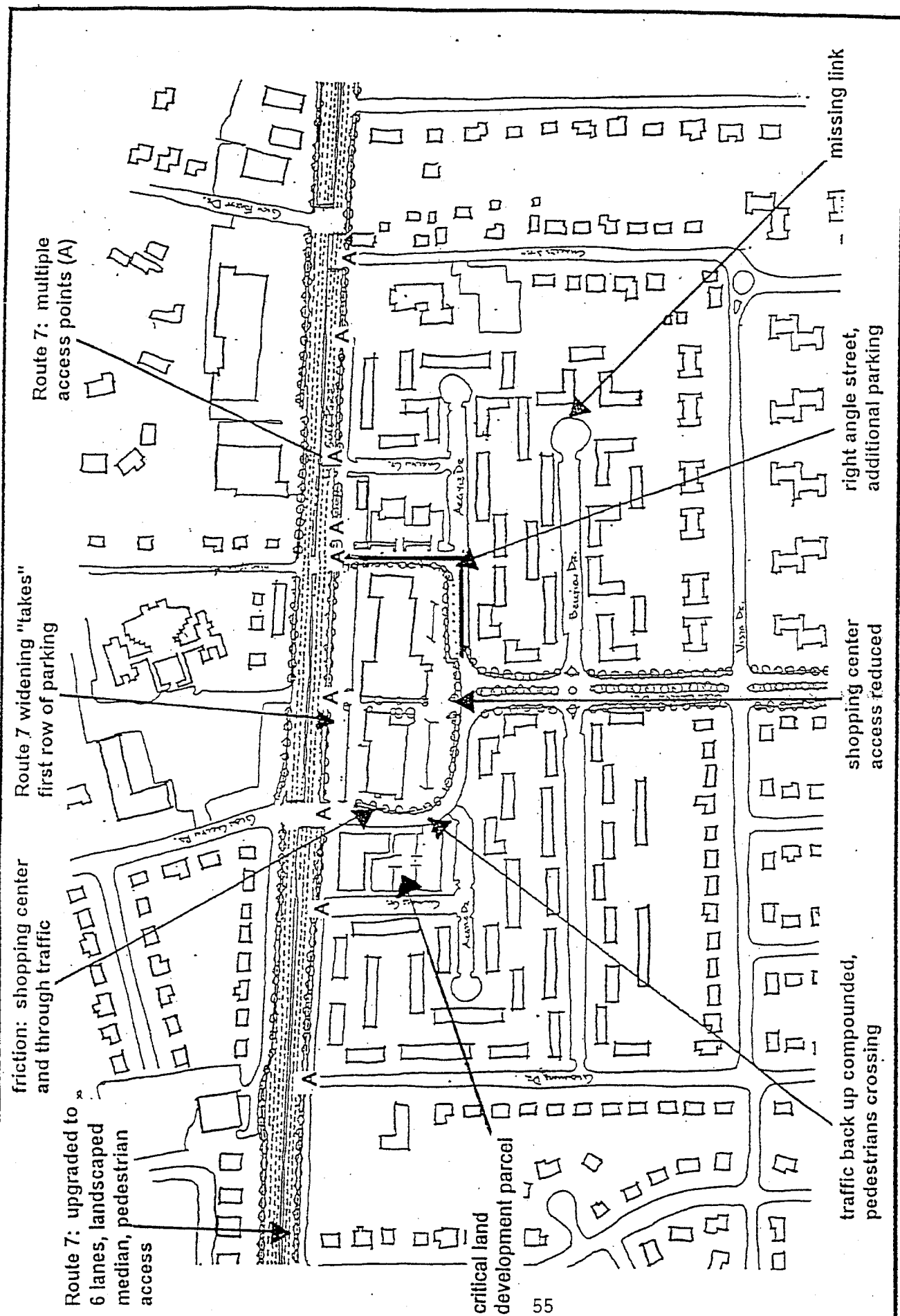
Exhibit 9, Alternative 3, advocates the following improvements, in addition to those shown on Exhibits 7 and 8:

- a. fewer driveway entrances along Route 7
- b. Glen Carlyn Drive (east loop) closed
- c. Glen Carlyn Drive (west loop) realigned
- d. Argyle Drive realigned
- e. roundabout construction behind Culmore Shopping Center/roads reconfigured
- f. traffic in residential land areas southeast of Culmore Shopping Center no longer "bottled up," has an exit
- g. road improvements

Alternative 3 offers the boldest, most costly, long-range plan for the Culmore Shopping Center area. Pursuing this option for the future of the Culmore Shopping Center area can provide the greatest benefit by planning for the highest and best use of the new activity area, especially when implemented over time. This option advocates construction of a roundabout at the rear of the existing shopping center on Glen Carlyn Drive which would create a safer, more efficient travel pattern. Driveway entrances on Glen Carlyn Drive are proposed for closure to reduce friction with through traffic. At the same time, access to and circulation within the Culmore Shopping Center would be upgraded. This overall proposal affords the opportunity to develop a dynamic retail center.



KELLERCO CULMORE SHOPPING CENTER ALTERNATIVE 1



friction: shopping center and through traffic

Route 7 widening "takes" first row of parking

Route 7: multiple access points (A)

Route 7: upgraded to 6 lanes, landscaped median, pedestrian access

critical land development parcel

traffic back up compounded, pedestrians crossing

shopping center access reduced

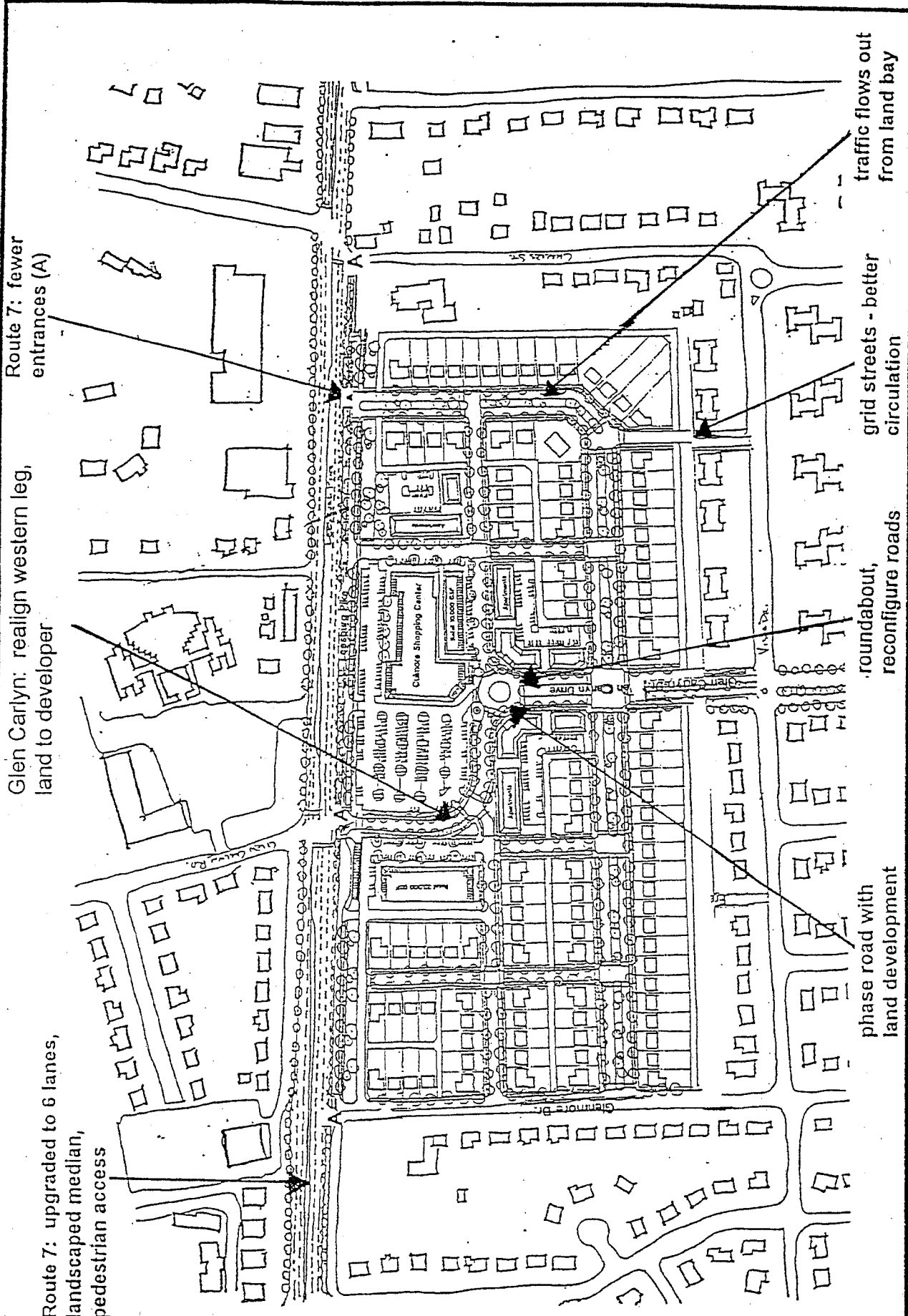
right angle street, additional parking

missing link

KELLERCO CULMORE SHOPPING CENTER ALTERNATIVE 2

Exhibit

8



Route 7: fewer entrances (A)

Glen Carlyn: realign western leg, land to developer

Route 7: upgraded to 6 lanes, landscaped median, pedestrian access

traffic flows out from land bay

grid streets - better circulation

roundabout, reconfigure roads

phase road with land development

Exhibit 9

KELLERCO CULMORE SHOPPING CENTER ALTERNATIVE 3

CULMORE SHOPPING CENTER

ACCESS PLAN
COMPARISON

	PROS	CONS
Alternative 1	<p>Route 7 widen median for landscaping and enhancing pedestrian access.</p>	<p>Route 7: Does not address traffic volumes</p> <p>Route 7: Multiple access points remain</p> <p>Undeveloped parcel west of Culmore Shopping Center not incorporated</p> <p>Glen Carlyn Drive: Unchanged, circulation not improved.</p> <p>Glen Carlyn Drive: friction remains between through traffic and shopping center traffic.</p> <p>Bellview Drive and Argyle Drive: not extended to east for traffic outlet.</p>
Alternative 2	<p>Route 7: Upgraded to 6 lanes with wider landscaped median and improved pedestrian access.</p> <p>Argyle Drive: Realigned to create right angle street system; on street parking added creates "town" feeling.</p>	<p>Route 7: Widening 'takes' first row of parking.</p> <p>Route 7: Multiple access points remain.</p> <p>Glen Carlyn Drive: Friction remains between through traffic and shopping center traffic</p> <p>Shopping center access is reduced at the rear.</p>

Alternative 2
(con't)

Parcel to the west developed adding traffic friction between opposin retail areas.

Belleview Drive and Argyle Drive: Not extended to east for traffic outlet.

Alternative 3

PROS

CONS

Route 7: Upgraded to 6 lanes - with wider landscaped median and improved pedestrian access

More expensive alternative.

Route 7: Fewer driveway entrances improve traffic flow.

Glén Carlyn Drive: Round about constructed improves traffic flow;

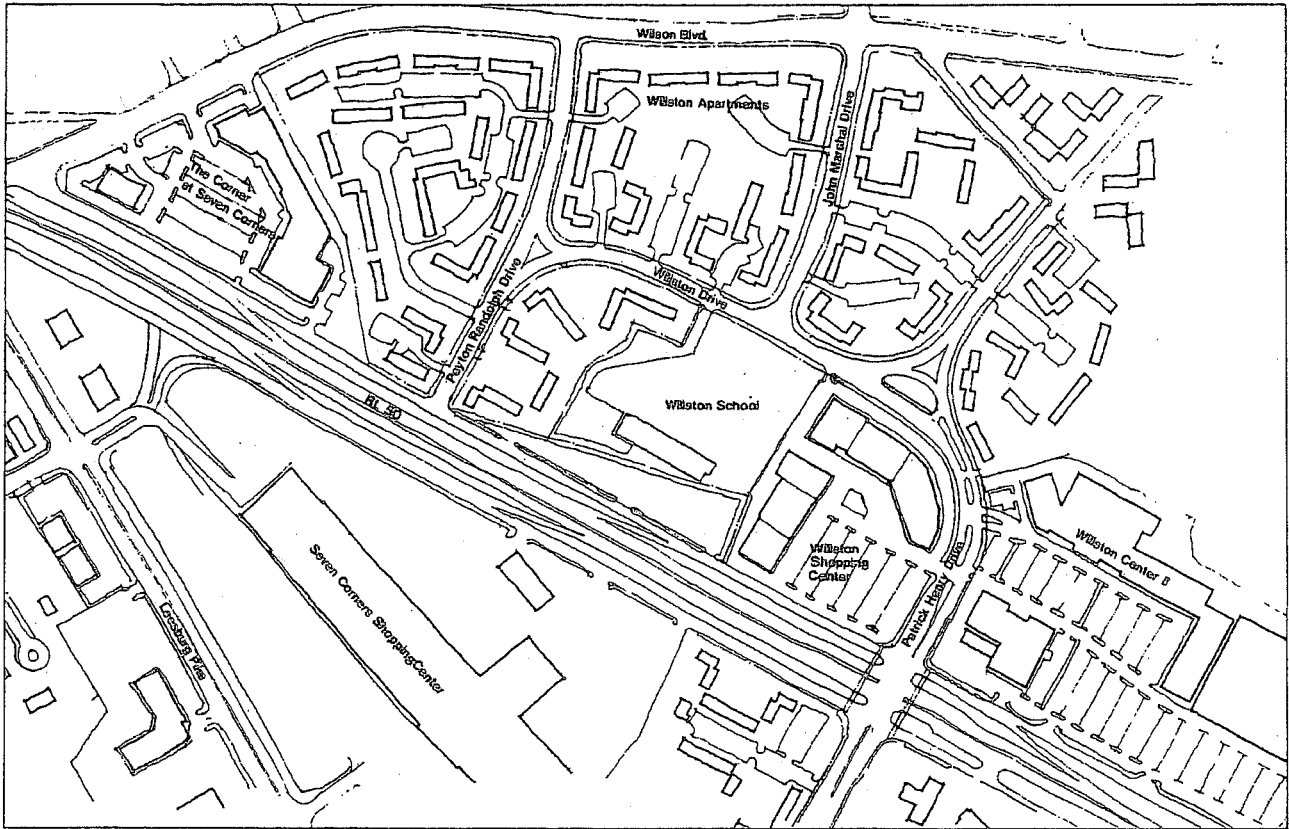
Argyle Drive: Realigned to create right angle street system; on - street parking added.

Argyle Drive and Belleview Drive: Extended to the east creating a continuous road network and access to external destinations

Grid Street pattern improves traffic circulation.

Phased road improvements allow critical issues to be addresses in short term and other improvements be constructed with redevelopment activities

WILLSTON



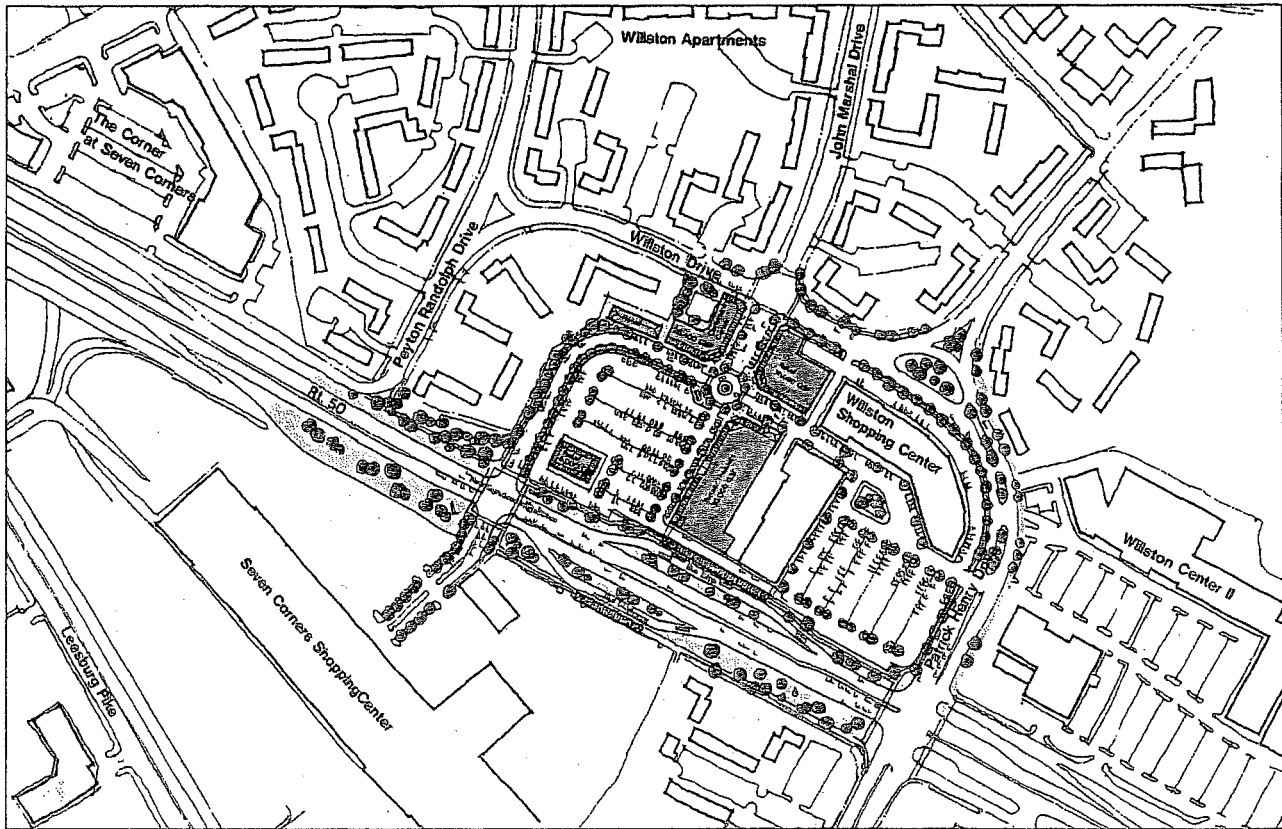
III WILLSTON

Willston School Site

Willston School is situated on a highly visible site on Rt. 50 adjacent to Willston Shopping Center, a rental neighborhood to the north, and Seven corners shopping center to the South. The development site also includes a parking lot immediately adjacent to the school site belonging to Seven Corners Shopping Center but little used because it is across Rt. 50 from the center.

Because of the enormous width and high traffic volumes of Rt. 50 access to properties including the Willston School Site along the highway is limited to widely spaced intersections. Frontage roads along the highway increase access alternatives but are intermittent and sources of traffic movement conflicts. The Willston School Site is one of the few large parcels in the area available for redevelopment.

WILLSTON



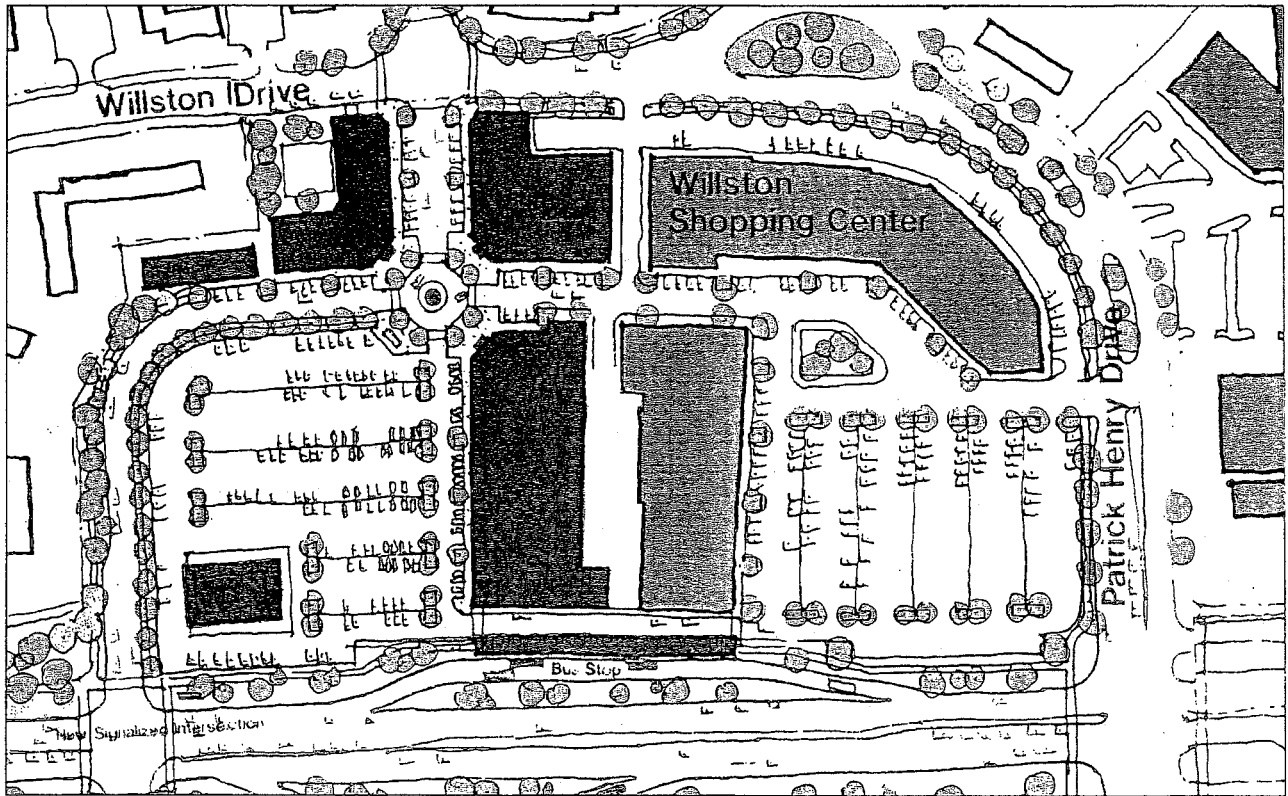
Willston Town Center

The site is redeveloped as a commercial center designed to provide a focus for the adjacent residential neighborhoods. Access is improved by extending John Marshall Drive south through the site to a new signalized intersection on Route 50. The new intersection will not only improve access to the Willston Shopping Center and residential area to the north but also serve the Seven Corners Shopping Center, giving it a normal signalized access point and safe location for a pedestrian crossing.

The new center consists of a new big box footprint of 30,000 GSF which in this case is shown as a multi screen theater. New buildings extend the form of the Willston shopping Center west and create a street environment that intersects with John Marshall Drive at a small traffic circle.

Bailey's Crossroads & Seven Corners Illustrated Memorandum

WILLSTON



The new traffic circle and street intersection create a 'main street' environment for small retailers with the advantage of a new large parking plaza immediately adjacent to serve the new commercial space. Community functions currently located in the Willston School building will be relocated to a new building at the town center. A continuous arcade along the theater building will connect the traffic circle with a regional bus stop situated along Rt. 50.

By extending the existing street network to improve access on both sides of Rt. 50 and combining a little street oriented retail with an existing strip center format, a new town center can be created. With arcades, landscaping, sidewalks and a bus stop on both sides of Rt. 50, the Willston Site can better serve pedestrians.

2. Willston School Site

The primary objective for improved circulation at the redevelopment Willston School site is more direct vehicular access. Secondly, a safer pedestrian circulation and access network should be provided. Evaluating the Willston School site redevelopment possibilities, the following components were identified to address the objectives:

1. Direct access from Route 50
2. Improved pedestrian circulation system, especially crossing Route 50
3. Close the service road
4. Conceptually determine the road network capacity to accommodate the proposed development and possibly the access to the Seven Corners Center
5. Limit impact on adjacent residential areas

Exhibit 11 reflects the following recommended improvements to accommodate redevelopment of the Willston School site:

- a. direct access to Route 50 at signalized intersection
- b. close service road on north side of Route 50
- c. provide bus "turn-out" along Route 50
- d. coordinate new signal/existing signals (controlled by Arlington County)
- e. new signal on Route 50 improves pedestrian circulation crossing roadway
- f. create four-way intersection at John Marshal Drive/Willston Drive/site entrance
- g. construct internal travelway between Willston Drive and Route 50
- h. construct internal roundabout
- i. realign Peyton Randolph Drive for right-out-only traffic movement

The Willston School site redevelopment scenario expands the existing retail use currently located to the east. The transportation component enhances access to the enlarged retail uses by proposing direct access to the Route 50 corridor. The proposed transportation network would traverse the site and connect the new retail center to two significant travel corridors. Construction of the transportation network would be an integral part of the retail center development and would occur at the same time as the structures.

4-way intersection at John Marshal Dr. - higher capacity

provide bus "turn-out"

signal - Arlington County approval

close service road

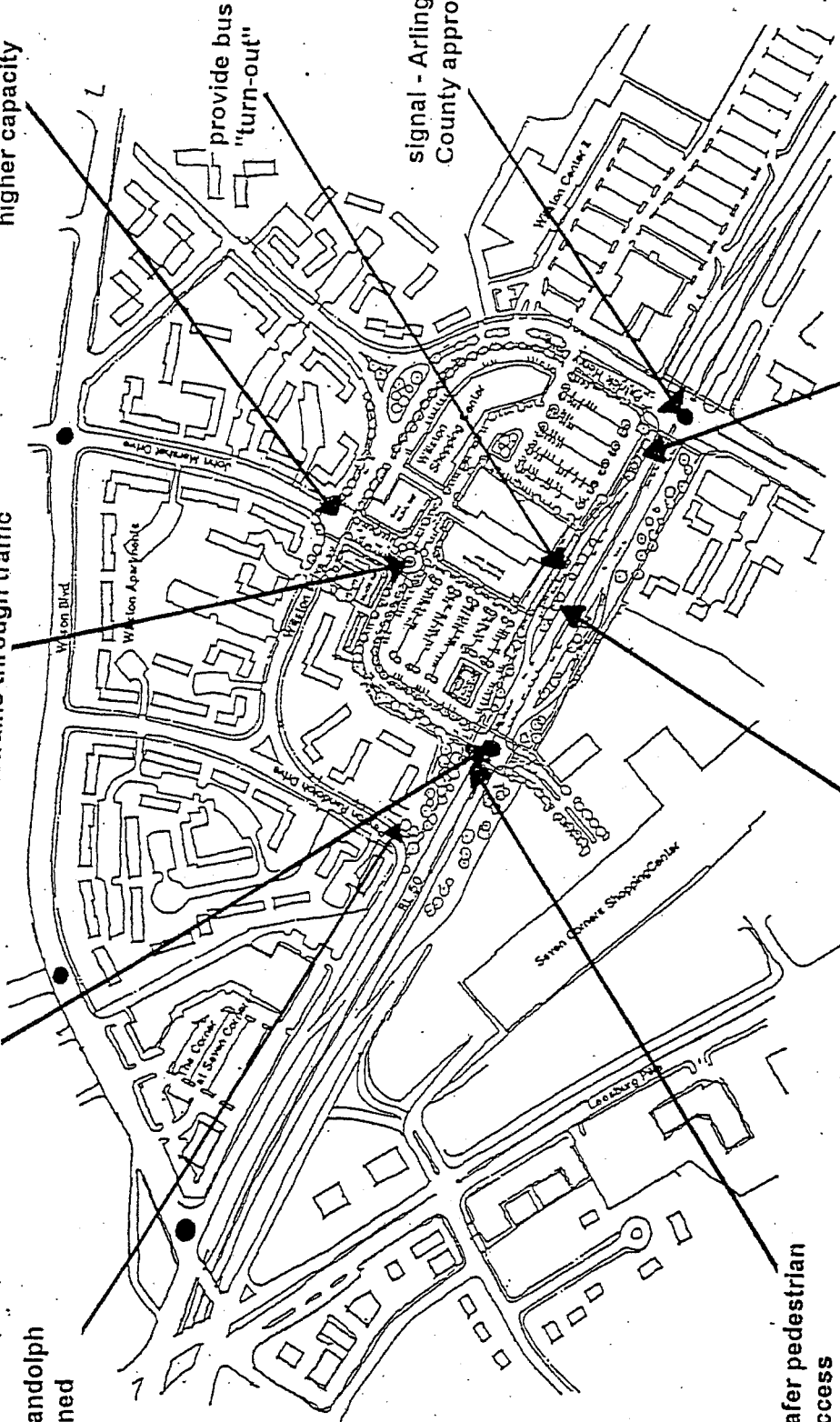
internal round-about constrains through traffic

distance between signals

direct access from Route 50 - signalized

Peyton Randolph Dr. realigned

safer pedestrian access



WILLSTON SCHOOL SITE REDEVELOPMENT ALTERNATIVE

KELLERCO

3. Bailey's Crossroads

Southeastern Quadrant Route 7/Route 244 Interchange

The main objective for the Route 7/Route 244 Interchange area is to provide efficient subarea circulation and access between Seminary Road and Columbia Pike. Reviewing the Route 7/Route 244 Interchange area development pattern and possible land use scenarios, the following components were identified to address the main objective:

Exhibit 10, enumerating the following components, was prepared to illustrate how this large land area can be redeveloped with improved access and circulation:

- a. upgrade Williams Lane by extending to Center Lane
- b. upgrade and extend Center Lane to Columbia Pike
- c. install new signal at the Columbia Pike/Center lane
- d. close Seminary Road at exit ramp
- e. maintain right in/right out on Route 7 and construct road through land area
- f. alternatively, right in/right out on Route 7 could be closed to allow for high intensity development
- g. Moncure Avenue realigned as an optional access to Center Lane extended; T-intersection created with eastern portion of Moncure Avenue.

The redevelopment scenario for the Route 7/Route 244 Interchange area transforms the character of this land area to a higher use. The transportation element suggests a far-reaching redefinition of the access to and through the interior of the land area mainly by extending and realigning existing roads. Development of the new transportation network would occur simultaneously with the construction of the new uses. Future land uses would have access to two major arterial roadways, thus enhancing access and visibility of the area.

BAILEYS CROSSROADS

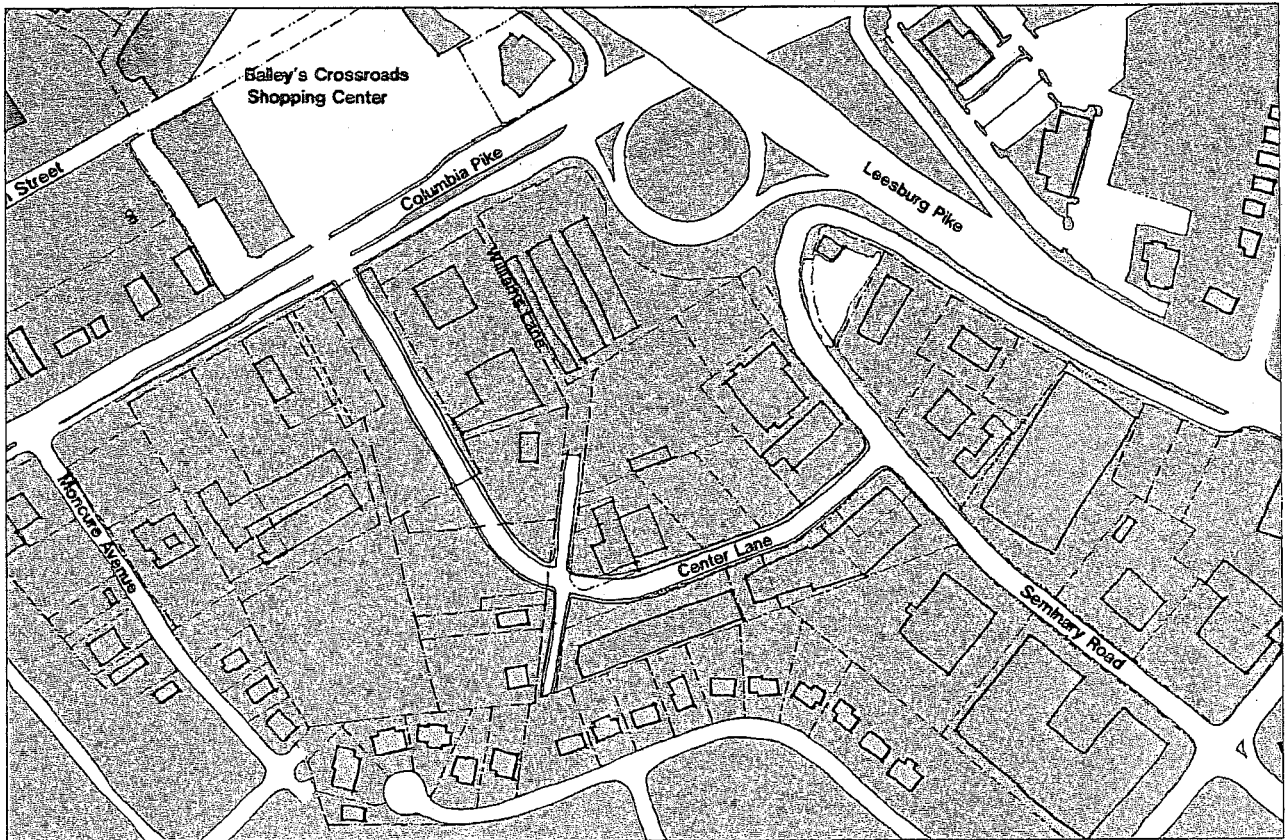


IV BAILEYS
CROSSROADS

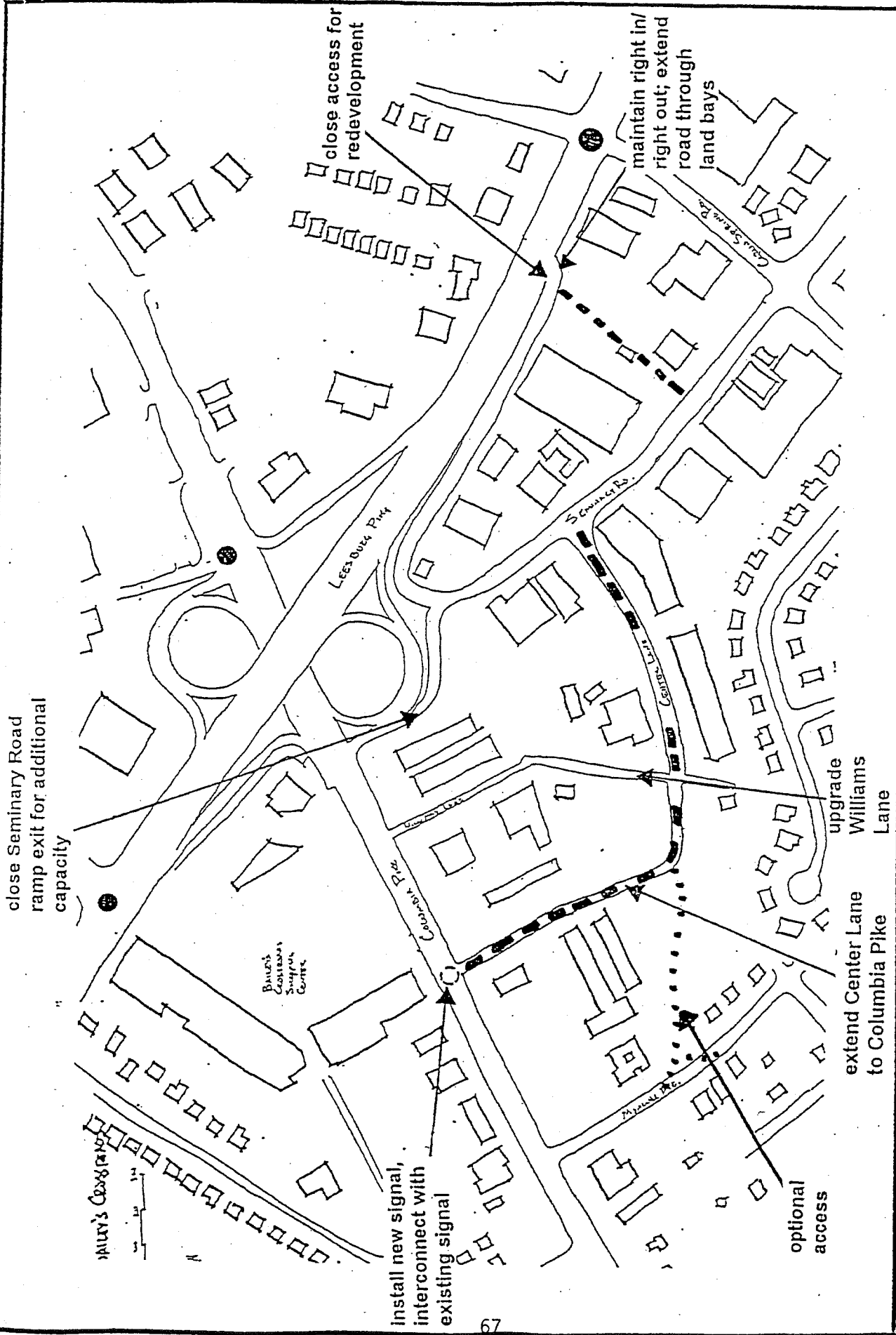
The current land uses on the southeast corner of Bailey's Crossroads at the intersection of Leesburg and Columbia Pikes do not represent the full potential for that regional location because of poor local access to those parcels. Seminary Road currently plugs in to the southeast cloverleaf, mixing a regional highway movement with a local access movement. This unconventional road configuration confuses the motorist and the two should be separated.

Bailey's Crossroads & Seven Corners Illustrated Memorandum

BAILEYS CROSSROADS



By cutting off access from the clover leaf to Seminary road and redirecting the road south to intersect with Columbia Pike at an existing median break opposite the Bailey's Crossroads Shopping Center entrance, access to the parcels in that quadrant of Bailey's Crossroads will be improved. New development opportunities may be created with the improved access.



close Seminary Road
ramp exit for additional
capacity

close access for
redevelopment

maintain right in/
right out; extend
road through
land bays

install new signal,
interconnect with
existing signal

optional
access

upgrade
Williams
Lane

extend Center Lane
to Columbia Pike

KELLERCO

**ROUTE 7/ROUTE 244 INTERCHANGE
REDEVELOPMENT ALTERNATIVE**

Exhibit
10

V. Recommendations and Implementation

A. Identification of Available Public and Private Resources

The following section provides an overview of the available resources which may be useful in the implementation of the revitalization plan for the Bailey's/Seven Corners revitalization area.

1. Existing Fairfax County Revitalization Program

Fairfax County's Department of Housing and Community Development Revitalization Division, which is an entity of the Fairfax County Redevelopment and Housing Authority (RHA), will be responsible for the overall coordination of the implementation of the plan.

The mission statement of the Fairfax County Redevelopment and Housing Authority (RHA) is: "To assist in the redevelopment and revitalization of non-residential areas." Among its identified goals is "to become an active partner in several community-based revitalization efforts" by July 1998.

The RHA currently has a number of resources available which could be potentially utilized in the implementation of the revitalization plan:

- purchasing, leasing, or otherwise acquiring, including by eminent domain, real or personal property;
- providing public infrastructure/facilities;
- constructing or renovating public buildings; and,
- making loans for assistance in planning, development, acquisition, construction, repair, rehabilitation, equipping or maintaining commercial, residential or other buildings.

The RHA's financing line of credit is currently reported to be \$10 million.

Blight Abatement Program

In November 1996, authorization for the implementation of this program was approved. The program's purpose is to identify and remedy property conditions that meet the Commonwealth's definition of blight—functionally obsolete due to

deterioration or dilapidation. Property types include residential, commercial, institutional, educational, and nonprofit, organization-owned properties. Of critical importance to any measure of success in the program is a well-funded revolving loan program that would afford owners the opportunity of rehabilitating their depreciated properties.

The County has applied to the US Department of Housing and Urban Development (HUD) for grants and loans totaling \$1.5 million for revitalization programs.

While negotiations with HUD for revitalization program funding continues, the County has undertaken an effort to establish a limited revolving loan program. Currently, one County staff person is allocated to administer the program on a part-time basis.

Based on field observations, the Blight Abatement Program is not envisioned to play a substantial role in the implementation of the plan.

Tax Abatement Program

Approved by the County Board of Supervisors on June 23rd and effective as of September 1, 1997, this program will impact both residential and commercial properties of defined vintage or older. The intent is to spur property improvements or redevelopment by abating taxes on the value of the improvements for a period of 10 years with a 4-year phase-in thereafter.

A very different program than blight abatement, residential (five or fewer dwelling units in a single improvement), multi-family housing, and commercial properties are eligible when 25 years or older.

A significant feature of this program is that properties may be razed and replaced by structures up to twice as large as the original. The finality of external (i.e., economic) obsolescence, as well as functional obsolescence, can be remedied by this program's provisions. Noteworthy are the anti-sprawl implications of this program as greater lot coverage potential converts lower to higher density of use. Higher density could have the effect of lowering sale prices or rental rates. This program is expected to play a role in the redevelopment plan for the Seminary Road area and possibly the Culmore area.

Capital Improvement Program (CIP)

In 1988 Fairfax County voters put their bond money behind these goals by voting to authorize \$6.2 million in initial CIP expenditures for design plans, utility undergrounding, road improvements, tree plantings, and streetscaping.

The current approved cash flow for the Baileys Crossroads revitalization bonds is as follows :

Bailey's Crossroads Cash Flow Bond Funds

	May 1997
FY 1997	\$30,000
FY 1998	\$450,000
FY 1999	\$2,280,000
FY 2000	\$1,800,000
FY 2001	\$1,200,000

Source: Fairfax County Department of Public Works

The available bond funds for revitalization will play a major role in the implementation of the revitalization plan. The design and streetscape improvements represent one piece of what needs to be a comprehensive revitalization effort. Investment of bond funds in a revitalization effort must be part of a plan which induces significant levels of private investment/reinvestment and in turn additional tax revenues.

It should be noted that the general trend in the approved cash flow has been to shift the availability of approved bond funds to later in the Capital improvement program. Due to the significant lack of progress realized to date, it will be necessary for Fairfax County to make the funds available no later than currently scheduled in order to help facilitate the implementation of the plan. This will in turn begin to inspire confidence in the private sector that the County is serious about revitalization and that this is not just another plan that will sit on a shelf and never get implemented.

In summary, Fairfax County has initiated several effective programs which can play significant roles on the revitalization effort in Bailey's and Seven Corners.

2. Resources available to communities in Virginia

It is HII's opinion that additional programs or resources will be necessary to substantially revitalize the Bailey's area. The following section provides information on resources that may be able to be utilized in the implementation of the plan.

Service Districts

Sections 15.1-18.2 and 18.3 of the Code of Virginia enable any locality to create a service district to "provide additional or more complete services of government than are required in the city (county or town) as a whole." A separate assessment on real estate within the district may be used for a variety of purposes including physical improvements and maintenance, general business promotion, facilities operation, and staffing.

Tax Increment Financing (TIF)

Sections 58.1-3245 through 3245.5 of the Code enable any locality to create TIF districts to stimulate private investment in development project areas. TIF district boundaries are set and the current or "base assessed value" of tax revenue is determined. In the ensuing years, the base value continues to go to the locality's general fund, but any increase in revenue due to redevelopment (the *increment*) is placed in a separate TIF Fund. TIF funds are generally used to pay off debt incurred to provide redevelopment incentives such as land assembly and site preparation, infrastructure improvements, etc.

Community Development Bonds

Sections 15.1-1241, 15.1-1252, 15.1-1259, and 15.1-1250.03 of the Code allow certain local governments to issue tax exempt revenue bonds for private real estate development. Bond proceeds may be used to pay for the construction and ongoing operating expenses of several public facilities and services within the development area. A separate and additional tax on real estate is used to pay the debt service on the bonds.

Other techniques/actions that may be required in the implementation of the revitalization plan include use of a land lease rather than a land sale from a public entity to a private developer, exchange of public land for public space, increases in density and decreases in parking requirements, and the financing of site improvements.

B. Approach to Implementation and Recommendations

Simply stated, the strategy is to demonstrate a level of coordinated public/private investment in the Area that is unprecedented in the Bailey's area, and to a lesser extent Fairfax County. These planned and coordinated investments would produce noticeable physical changes, demonstrating the confidence of the Fairfax County leadership in the Bailey's and Seven Corners area's ability to realize significant improvements and gains in the tax base needed to justify initial public investment. The strategy for the Area will provide opportunities for the private sector to improve the existing development pattern in a number of key areas such as the Willston School site.

Previous studies and their accompanying recommendations realized a minimal impact on the Bailey's area. **It is critical that significant action occur early on in the implementation process in order to create confidence in the revitalization program from the private sector.** Therefore, it is important that the gap between planning and implementation that is typical in many revitalization programs be minimized by moving forward with one key project which can help change the perception of the area. An early success in the implementation of the plan will generate a community-wide sense that the revitalization program is effective at strengthening the commercial development pattern.

C. Implementing the Plan

This section details HII's recommendations and specific action steps. Projects are organized into two time frames — those that should be undertaken from now to the next five years, and projects that are longer term in nature and may be dependent on external factors such as the widening of Route 7.

1. Phase 1 Action Projects

Step 1: Willston School Site RFP

The Willston School site is one of the few large parcels in the area available for redevelopment. In addition, Fairfax County owns the parcel and therefore is in an excellent position to facilitate the redevelopment of the site which will represent a major "win" for the revitalization program in the Area. This redevelopment will create additional tax revenues which can then be used for additional Area improvements.

Fairfax County should issue a Request for Proposals for private developers to partner in the redevelopment of the Willston site. Since this project is viewed as the major opportunity to show progress in the area, it is strongly recommended that the RFP focus on the type of development and amount of investment proposed by the private sector partner, rather than how the private sector would address impediments to redeveloping the site. The respondents to the RFP should provide Fairfax County with a realistic picture of the development potential and value of the Willston School site and help to determine the best course of action for the site in terms of stimulating revitalization in the area.

A number of issues will eventually have to be addressed before the project is finalized. These include establishing new meeting locations for community groups, addressing the parking situation with the Seven Corners Shopping Center, working with changes in the comprehensive plan, and traffic management issues. However, none of the preceding should be continued to be viewed as deal killers. Each of these issues can be addressed in a number of different ways. Fairfax County should first test the development potential of the site through the private sector's eyes before determining which course of action to take in addressing impediments to redevelopment and which of the available public resources should be utilized to induce the desired development.

Concurrent with the issuance of the RFP, a Tax Increment Financing district should be established in the area so that the increase in tax revenue be placed in a TIF Fund which will be dedicated for ensuing projects within the Area.

The issuance of the RFP and establishment of the TIF should be the highest priority action of the plan.

The Willston Town Center plan in Section IV of this report represents an excellent guide for the type of high quality development that is envisioned. The plan calls for improved access by extending John Marshall Drive south through the site to a new signalized intersection on Route 50. The new intersection will impact access to the Willston Shopping Center and Seven Corners Shopping Center. The new signal will also address the issue of pedestrian safety. The redevelopment of the site as detailed will create a main street environment including a regional bus stop integrated with the retail component.

It should be stressed that the preceding represents a guide for the redevelopment of the site and that changes proposed by the private sector partner should not be viewed as deal killers. The objective is to realize the highest quality development of the site.

Step 2: Organizing for Action

This section includes an overview of the Bailey's Crossroads Revitalization Corporation, the existing organization involved in the planning process. Also included is a discussion of the organizational needs and recommended organizational structure.

In 1991 the Fairfax County Board of Supervisors signed a Memorandum of Understanding which created the Baileys Crossroads Revitalization Corporation, a nonprofit corporation formed to encourage economic and community development, to retain neighborhood identity through a public/private stewardship, and to enhance the residential and business environment in the Bailey's Crossroads Revitalization area; to include but not limited to the following goals:

To combat neighborhood and commercial deterioration by assisting, implementing, supporting, or contributing to the support of programs, projects, and activities designed to stimulate, foster, coordinate, plan, improve, and encourage economic development and neighborhood identity through a public/private stewardship.

To enhance the livability of residential neighborhoods in the greater Bailey's Crossroads area.

To encourage private investment and reinvestment in the Bailey's Crossroads area by causing and facilitating improvements to the public environment and infrastructure.

To effectuate this revitalization as economically and efficiently as possible by use of approved revitalization bond funds carefully husbanded and managed by the Board using application of the principles of "Value Engineering" with accountability as further defined below from Board to BCRC and BCRC to the Board from time to time.

The Board will consider expeditiously any change in the comprehensive plan consistent with Board policy on amendments initiated by BCRC to accomplish its goals.

The BCRC has the following abilities as defined by the MOU:

Land Acquisition:

- A. The BCRC shall, upon notification by the County, advise within 30 days in writing of any land or easements required for CRP projects which they can acquire through voluntary conveyance to the Board;
- B. Public Works shall pursue all other land acquisition through the normal County policies and procedures.

BCRC can recommend a specific project scope, which will be reviewed and forwarded by County staff with comments and/or recommendations, to the Board of Supervisors. Upon approval by the Board of Supervisors, the implementation will be the responsibility of Fairfax County Department of Public Works (DPW) with minimum delay. Contracts will be handled through the Board's regular procurement process and will be authorized by the Board using its normal procedures through DPW.

For expenditure of approved funds to purchase non-construction items, such as purchase of streetscape elements (banners, benches, etc.), which are not part of an overall construction project, the County's purchasing agency will, upon receipt of specifications from the County Revitalization Coordinator, which have been delivered by the BCRC and approved by the Board, purchase the items using approved County policy and procedures.

The BCRC represents the foundation of an organization which can play a major role in ensuring the implementation of the revitalization plan for the area. Based on past experience, it is clear that without a committed organization with the necessary resources dedicated to plan implementation, the prospects for actually achieving significant improvements in revitalization areas are not strong. Moreover, the more time taken to organize such a body the less likely the organization will ever be created and the plan implemented.

In order for there to be significant improvement to the Bailey's and Seven Corners area, there needs to be one of two forms of organizations to carry forward planning and implementation of the plan. The preferred option is a special services district. The second option is to enhance the BCRC with additional Fairfax County funding to provide full-time paid staff.

Special Services (Improvement) District

A special services district has these primary characteristics:

- Board comprised of business, residents, government
- Agree on governance, area, priorities, budget and cost sharing via property assessment
- Employ management, technical help as needed
- Finance projects for which there are no other funds
- Reflects commitment, through cost-sharing of property interests which will benefit from implementation

Benefits to the Area:

- Develop implementation schedule and monitor progress every step of the way; help work out bottlenecks and delays.
- Improve economic competitiveness through professional marketing, thereby strengthening the business mix.
- Help the community develop consensus positions and speak with a unified voice on relevant public issues.
- Work with local, state government on financing.
- Finance priority needs, such as:
 - Professional staff to enable the organization to stay on course and to schedule and manage projects;
 - Gap financing and cost-sharing, drawing on State and Federal funds for landscaping, lighting, wayfinding improvements; and,
 - Design improvements, e.g., design guidelines, design review, professional design assistance;
 - Increase security levels;
 - Improve image through additional services such as litter removal.

The first important benefit of organizing for implementation is the creation of an implementation schedule to which business, government, and residents subscribe, followed by monitoring and advocacy to assure that the schedule is followed.

A description of how BIDs work is included in the "Betting on BIDs" ULI article appearing at the end of this section. This article reflects the experience in 1,000 communities across the United States, including Hampton, VA.

The district has an implementation advantage over the current BCRC because it will be able to afford management staff and technical support using its own financial resources and can use its funds to leverage additional resources, thereby assuring faster and more successful implementation.

Independent financing through a district is preferable to soliciting funds from either government or business sources. Such donations typically dry up after two or three years and much time is wasted in fundraising rather than insuring implementation objectives.

Local Decision Process

The following schedule should enable Bailey's Crossroads and Seven Corners business, resident, and government leaders to determine how they want to achieve the plan objectives. The necessary work can be accomplished with local leaders in approximately four months.

The first two months should be devoted to determining whether the business community wants a special services district. Information should be provided to the business community that details the proposed organizational plan, benefits, costs, etc. It should be noted that the business community in general has been extremely apathetic toward the development of the revitalization plan and as a result of the absence of key business leaders during the planning process it is unclear how the special services district will be embraced. However, based on the frustration of the private sector at the lack of progress in the area, the opportunity to have a greater degree of input into the service level that the Area receives should be well received.

Also, if the proposed Special Services District is provided with additional resources such as the creation of a TIF district and has input concerning the use of the bond funds, the Special Services District will have a considerable amount of resources to make significant improvements in the area. These resources when added to the Special Services District annual operating budget should create a substantial amount of interest from the business community.

If it is decided to explore the option of a special services district, it should take about two additional months to determine boundaries, set priorities for funding and adopt a cost-sharing plan that can be taken to the County for approval. Local

people determine their own revenue plans; typically, district costs equal \$0.05–\$0.15/sq. ft., depending on what services are needed. Based on the existing commercial development in the Area a special services district would have an annual operating budget in the range of \$400,000 to \$1.15 million depending on the determined assessment. The operating budget will grow significantly as projects such as the redevelopment of the Willston School site are completed.

A less desirable alternative would be to strengthen the BCRC by adding full-time staff funded by Fairfax County. The Southeast Fairfax Development Corporation presently has two full-time staff—an executive director and a projects coordinator. The corporation is served by an 18-member board of directors of which 11 are appointees and 7 are elected to at-large positions. Board members come from the business, civic, institutional, and government sectors. If the Bailey's and Seven Corners Business communities decide to pursue the creation of a Special Services District and Fairfax County leaders decide against this powerful revitalization tool than the County should provide the BCRC with funding to hire the necessary staff to help implement projects.

HII recommends the creation of a Special Services District for Baileys and Seven Corners that shares the same boundaries as the revitalization area.

As described above, a four-month time frame is anticipated for completion of a Business Plan that can then be presented to the Fairfax Board of Supervisors. It is likely that the lead in the Special Services District formation would be taken by the BCRC with invited participation by representatives of Supervisor Gross.

Step 3: Bailey's Crossroads Design Improvements

As previously described, there is approximately \$5.7 million in remaining approved bond funds for Bailey's to be spent on design improvements.

The previously prepared streetscape revitalization studies have identified improvements along Columbia Pike from Arlington County line to Lacey Boulevard and along Leesburg Pike from the City of Alexandria line to Glen Carlyn. Our team concurs that these two areas should be the focus of the design improvements.

As noted in the existing conditions section of this report the Culmore area clearly is the subarea in need of major improvements in appearance. The threat of the potential widening of Route 7 has been cited as a concern of BCRC

representatives relative to the use of bond funds for design improvements in the Culmore area. Based on conversations with Virginia Department of Transportation officials and the Fairfax County Board of Supervisors it is clear that the widening of Route 7 is not a high priority transportation project from a regional and Fairfax County perspective. In addition the proposed widening is unfunded as are other projects with much higher priority in the region. The Virginia Department of Transportation northern Virginia office recently began overseeing their first transportation (widening) study. Previously the VDOT's headquarters in Richmond conducted all such studies. This shift is significant because it also includes a more in-depth focus on the economic and community impact of the widening of highways and local roads which previously was not a major component of VDOT's evaluation studies. The clear message is that the widening of Route 7 will not occur in the near future and if it does will have to comply with the overall plan for the Area. Therefore the threat of widening the roadway should not be a deterrent to the improvement of the streetscape on Route 7 between Bailey's Crossroads and Culmore.

The BCRC (or the organization that the BCRC evolves into) should have final design studies complete by 1998 based on the approved cash flow of the revitalization bond funds. The BCRC should determine whether design improvements should begin in the Culmore or Bailey's Crossroads area in 1999 when \$2.28 million of the bond funds becomes available. It is recommended that the initial expenditure be concentrated in one area to create a significant impact followed by improvements to the other area in the years 2000 and 2001 when the remaining bond funds will be available.

When the BCRC decides to improve the Culmore area Alternative 1 detailed in Exhibit 7 of section IV of this report provides a guideline to the preferred approach which would improve pedestrian access and appearance, including a wide median for both landscaping and pedestrian access.

The second area is Columbia Pike from the Arlington County line to the intersection of Route 7 and Columbia Pike. It is recommended that the pilot program in this area focus on creating a gateway for Bailey's Crossroads at the preceding intersection with subsequent improvements on Columbia Pike heading toward the Arlington County line. Again it is suggested that improvement be concentrated in order to ensure that the effect of the design improvements is not diluted to a point where there is no sense of place created.

Consideration in the final design of improvements in this area should take into account and set the stage for Step 4 which is to redevelop the southeastern quadrant of the Route 7/Route 244 interchange area. The timing of completion of Step 1 will be a key factor as to which subarea should be addressed first.

The overriding key to this step is to start the ball rolling and continue to make incremental steps in improvements in the appearance of the Area. Both subareas identified for design improvements will benefit greatly from the enhancement of their appearance which will in turn have a dramatic impact on the perception of the Area and set the stage for realizing a higher quality development pattern in the both areas. This will in turn justify the initial public expenditure.

Step 4: Redevelopment of the Southeast Corner of Leesburg and Columbia Pikes intersection (Baileys Site)

Once the redevelopment of the Willston School site is complete, the Department of Housing and Community Development Revitalization Division and the BCRC/Special Services District should begin implementing the redevelopment of the Baileys site. As previously recommended a TIF district should be established in Step 1. The TIF revenues realized from the redevelopment of the Willston School site should be used to implement the redevelopment scenario for the southeast corner as detailed in Section 4 of this report. Alternatively, if TIF revenues are not available, the RHA's financial resources should be tapped to implement the redevelopment of the site.

The first step is to begin assembling the parcel within the quadrant followed by the realignment of Seminary Road to Columbia Pike. Once the parcel has been consolidated, a request for proposals for private sector partners to redevelop the site should be used. It is envisioned that the redevelopment of this key site will consist of a high quality mixed-use development that will create a substantial increase in tax revenues, provide a dramatic public space, and improve vehicular and pedestrian access.

The additional tax revenues created by the redevelopment of the site should be used by the BCRC/Special Services District and the Revitalization Division for additional physical improvements to the Area and possible assistance in the redevelopment of the Culmore Shopping Center, which is part of the long range plan as detailed below.

Potential Long Range Action Steps

As stated previously, the widening of Route 7 will not occur in the short term. As a result, our team has recommended implementation of the design improvements in the Culmore area in the short term. Redevelopment Alternatives 2 and 3 for

the Culmore Area represent long-term planning for the Area as detailed in Section 4, Exhibit 8 and 9. By redesigning the Culmore Shopping Center and focusing the center around a public plaza, a major activity center with a strong visual focus is created for the area. Revenues realized from previously completed projects can be used to assist in the redevelopment of the Culmore area in order to realize a higher quality development pattern which will again create additional tax revenues which can be used by the community to enhance the appearance and security of the Area and to continue to implement projects that create a more vibrant community.

Implementation Summary

The preceding primary steps or objectives of the plan are intentionally simplistic and primarily short term. They are considered pragmatic and realistic based on market realities and HII's experience as a developer and revitalization consultant. Not all aspects of the plan may be viewed as desirable from citizens and business owners perspective. However, the overall plan provides the best opportunity to realize significant improvement to the Area in the short term which everyone is striving for. Therefore, community representatives need to see beyond their individual agendas and strive to implement the steps that will enable realization of significant, enduring improvement in the Area. For instance, citizen groups may not view additional commercial development as a major need. However, citizens and business owners certainly want the amenities and increased services that will become available as a result of the added resources created by the redevelopment of key sites. The community needs to act as a catalyst to get the ball rolling, and not act as a deterrent that impedes progress by getting bogged down in minor details. Similarly, Fairfax County needs to focus on how to get projects moving versus impeding their progress. Issues such as changes in zoning and overlay districts can be addressed at the appropriate time and decisions made based on what is best for the community and Fairfax County. The one size fits all approach will be a major deterrent to the implementation of the plan.

Appendix

Appendix: Development Profile of Willston School Site

I. Overview of Area Economic Climate

According to *Sales and Marketing Magazine's* "1996 Survey of Buying Power," the Washington, DC, Metropolitan Statistical Area (MSA) is ranked fourth in the country in total effective buying income (\$91,932,131) and fifth in median household effective buying income (\$46,724). Five-year projections from the "1996 Survey of Buying Power" estimates that the Washington, DC, MSA's total effective buying income will grow by 21.4% between 1995 and the year 2000. Average household effective buying income will increase by 14% and total retail sales will increase by 19.9% during the same period.

Fairfax County has the largest population (899,000) of any jurisdiction in the Washington, DC, MSA. More importantly, Fairfax County has the highest median household effective buying income (\$60,355) of any jurisdiction in the MSA.

In Fairfax County, 5,800 new jobs were added to the local economy by the more than 100 businesses that relocated, expanded, or started up in 1996. The Fairfax County Economic Development Authority (FCEDA) reported unemployment of 2.6% during 1996, and 2.3% in January 1997. Fairfax County has retained its share of high technology companies, and added prominent ones such as Nextel Communications, which relocated from New Jersey to McLean last year. Drawing these businesses to Fairfax County are: proximity to the Federal government; convenience to two major East Coast airports, National and Washington Dulles; a highly educated workforce; and the quality of life afforded by numerous cultural and recreational opportunities in the vicinity.

In 1994, the County's labor force was ranked 11th in a comparison of the 20 largest US cities, according the FCEDA. At the time, the County's unemployment rate was 2.9%.²

Sales and Marketing Management's "1996 Survey of Buying Power" estimates that Fairfax County population and households will increase by 6.4% and 6.9% respectively, between 1996 and 2001. Effective buying income (EBI, i.e., disposable income) is projected to increase 26.1% overall from 1995 to 2000, while retail sales are projected to increase by 27.6% over the same period.

² Fairfax County Economic Development Authority (FCEDA).

These big picture trends are excellent indicators of the market potential of commercial establishments in the Bailey's and Seven Corners areas, especially given its strategic location in the central eastern portion of the County near Washington, DC, Arlington County, Alexandria, Falls Church, and Tyson's Corner.

II. Overview of Bailey's Crossroads and Seven Corners

Bailey's/Seven Corners is located inside the Capital Beltway with excellent proximity to major transportation routes including I-395, Route 7, and Route 50. In addition, National Airport is only 8 miles and Dulles International Airport is 16 miles away.

The significant number of auto and bus travelers in the Bailey's/Seven Corners area generates an excellent source of market demand for the retail centers in the area.

	1975	1995	20 Year Percent Change	Annual Average Percent Change
Route 7 (south)	28,500	52,000	84%	+ 4.2%
Route 7 (north)	30,850	47,000	52%	+ 2.6%
Columbia Pile (east)	25,125	33,000	31%	+ 1.5%
Columbia Pike (west)	22,025	33,000	50%	2.50%
Route 50				
(west of Route 7)	47,545	62,000	30%	+1.55%
Route 50				
(Rt. 7 to Arlington Co.)	41,560	52,000	25%	+ 1.25%
Wilson Boulevard				
(at Madison Street)	18,500	18,700	1%	+ 0.05%

Source: Metropolitan Washington Council of Governments

	1995	2020	Percent Change	Annual Average Percent Change
Route 7 (south)	52,000	92,000	77%	3.1%
Route 7 (north)	47,000	110,000	134%	5.4%
Columbia Pike (east)	33,000	36,000	9%	0.4%
Columbia Pike (west)	33,000	63,000	91%	3.6%

Source: Metropolitan Washington Council of Governments

There are significant levels of commercial development in Bailey's and Seven Corners. It is estimated that currently there are only 26 acres available vacant land for commercial development and only one acre available for industrial development. The area's strategic location and minimal amount of vacant land underscores the need to maximize/enhance the quality of the existing development pattern through redevelopment of existing structures and possible consolidation of adjacent parcels. This would permit the creation of higher quality and financially stronger commercial development.

A number of the retail centers in the areas have already made considerable reinvestment in their properties by remodeling and reconfiguring existing structures. As a result, Area shopping center operators have been extremely successful in attracting big name national retailers such as Barnes and Noble, Borders Books and Music, and Home Depot.

Many of the Area's retail establishments have recently undergone a shift in orientation and an improvement in appearance/reconfiguration in order to strengthen their position in the market. Seven Corners has become home to a number of big box retailers including Home Depot and Shopper's Food Warehouse.

According to management of the major retail centers in the area, there currently is a very minimal amount of vacant retail space in the area.

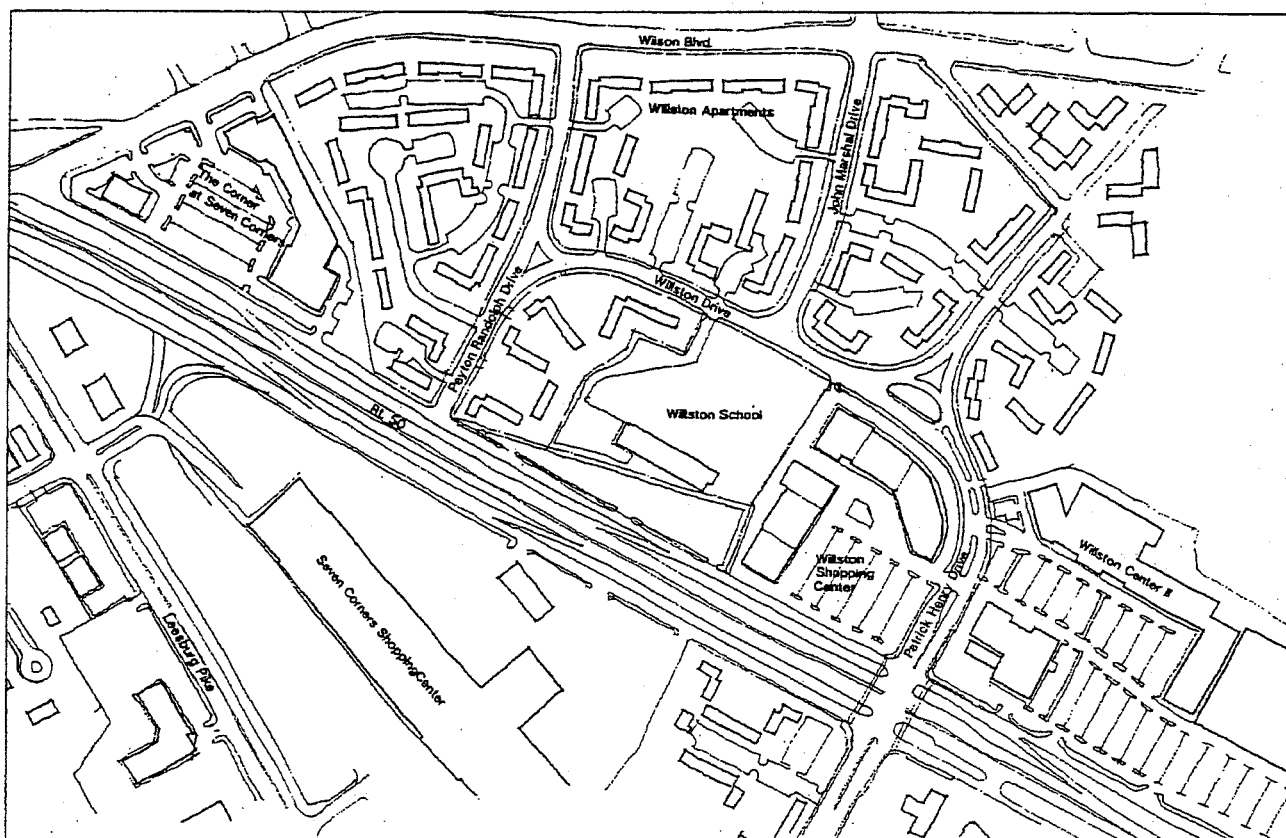
With the exception of Tyson's Corner and the Fashion Centre at Pentagon City, which are vastly different in terms of the type of offering, the Bailey's/Seven Corners retail offering is collectively one of the strongest retail centers inside the Capital Beltway.

With the recent reorientation, upgrading, and re-tenanting of a substantial amount of the existing retail space, there is an excellent opportunity for the development of additional entertainment venue, food/beverage establishments, and retail that feeds off of the major retail destination anchors in the Area.

At this point, Fairfax County is interested in receiving proposals to redevelop the Willston site.

The following concept drawings illustrate one approach to the redevelopment of the site and is intended to be used as a resource in formulating development strategies. It is envisioned that Fairfax County will play a role in facilitating the necessary infrastructure improvements in order to receive the highest quality development possible within markets constraints.

WILLSTON



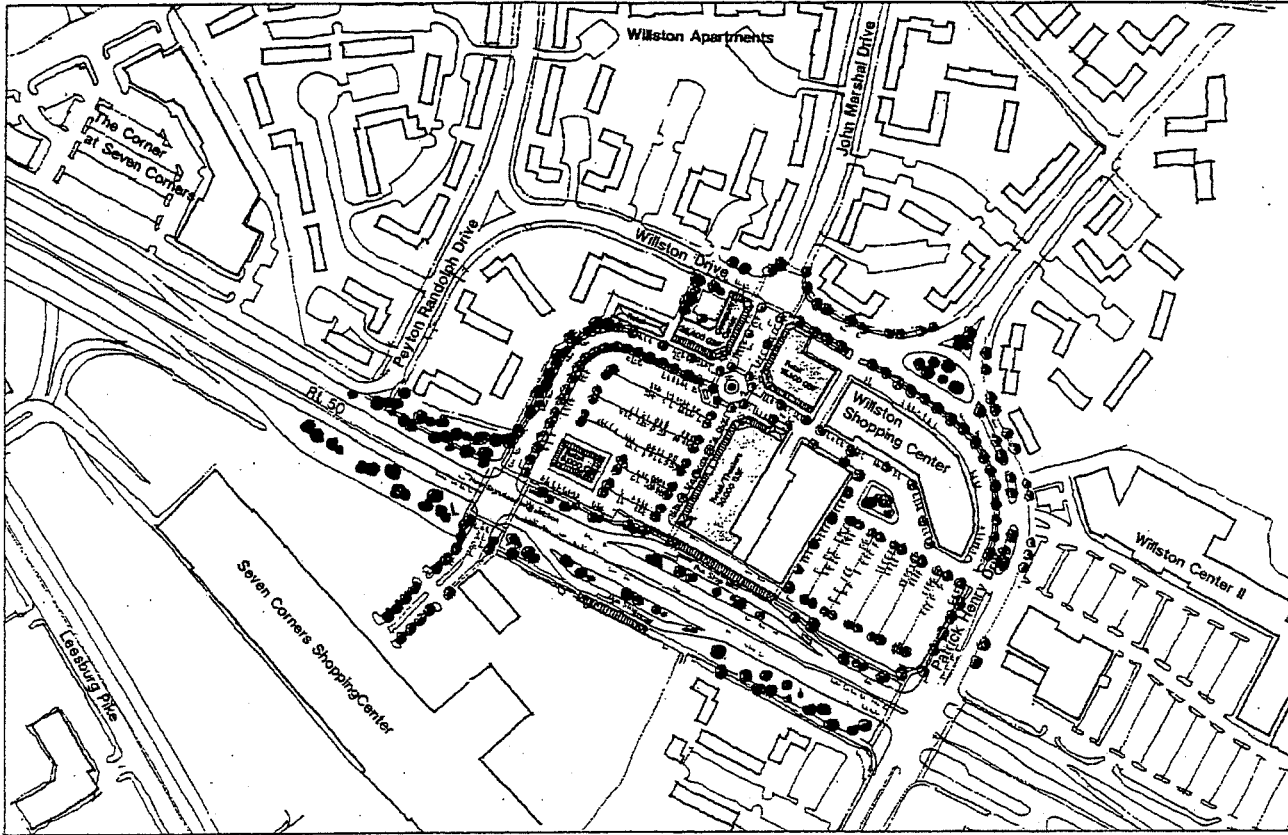
III WILLSTON

Willston School Site

Willston School is situated on a highly visible site on Rt. 50 adjacent to Willston Shopping Center, a rental neighborhood to the north, and Seven corners shopping center to the South. The development site also includes a parking lot immediately adjacent to the school site belonging to Seven Corners Shopping Center but little used because it is across Rt. 50 from the center.

Because of the enormous width and high traffic volumes of Rt. 50 access to properties including the Willston School Site along the highway is limited to widely spaced intersections. Frontage roads along the highway increase access alternatives but are intermittent and sources of traffic movement conflicts. The Willston School Site is one of the few large parcels in the area available for redevelopment.

WILLSTON

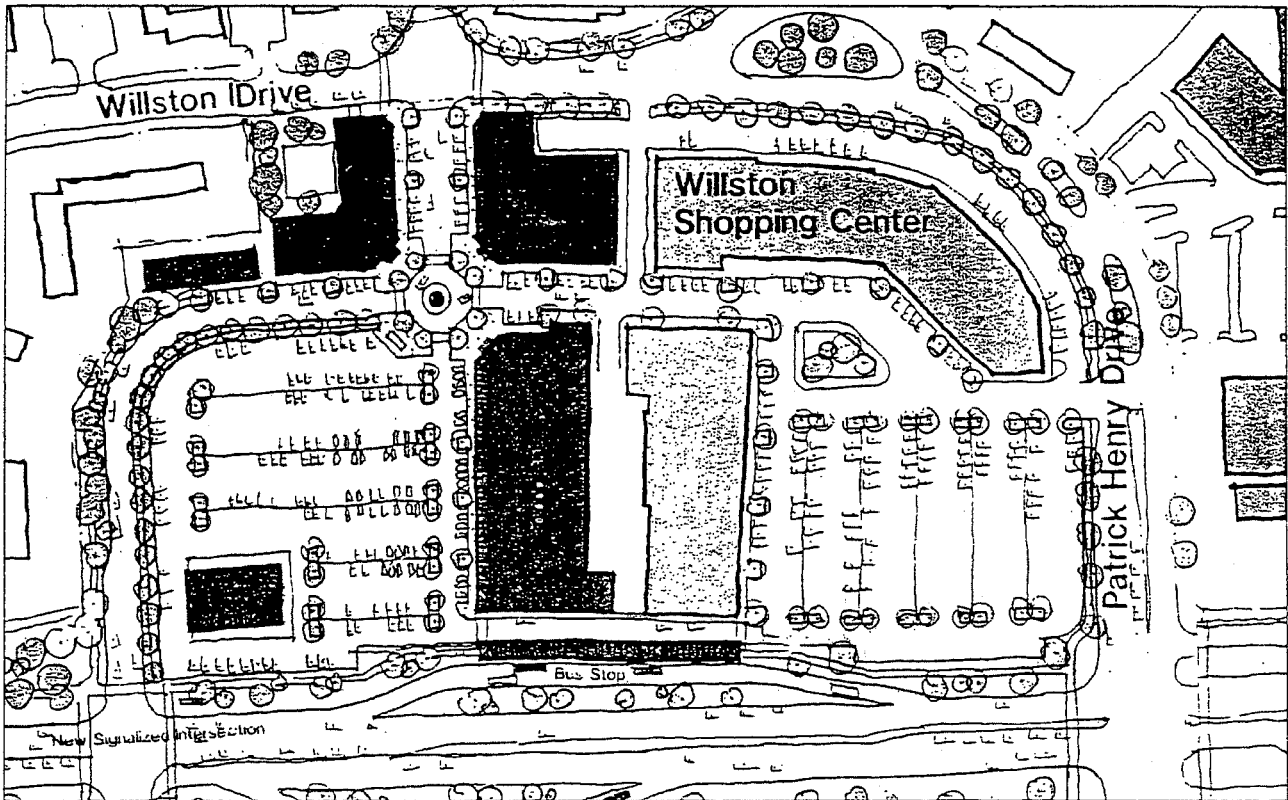


Willston Town Center

The site is redeveloped as a commercial center designed to provide a focus for the adjacent residential neighborhoods. Access is improved by extending John Marshall Drive south through the site to a new signalized intersection on Route 50. The new intersection will not only improve access to the Willston Shopping Center and residential area to the north but also serve the Seven Corners Shopping Center, giving it a normal signalized access point and safe location for a pedestrian crossing.

The new center consists of a new big box footprint of 30,000 GSF which in this case is shown as a multi screen theater. New buildings extend the form of the Willston shopping Center west and create a street environment that intersects with John Marshall Drive at a small traffic circle.

WILLSTON



The new traffic circle and street intersection create a 'main street' environment for small retailers with the advantage of a new large parking plaza immediately adjacent to serve the new commercial space. Community functions currently located in the Willston School building will be relocated to a new building at the town center. A continuous arcade along the theater building will connect the traffic circle with a regional bus stop situated along Rt. 50.

By extending the existing street network to improve access on both sides of Rt. 50 and combining a little street oriented retail with an existing strip center format, a new town center can be created. With arcades, landscaping, sidewalks and a bus stop on both sides of Rt. 50, the Willston Site can better serve pedestrians.