

AN ADVISORY SERVICES PANEL REPORT

Baileys Crossroads Virginia



Urban Land
Institute

Baileys Crossroads Virginia

Strategies for Moving From Suburban to Urban

December 3–8, 2006
An Advisory Services Panel Report

ULI—the Urban Land Institute
1025 Thomas Jefferson Street, N.W.
Suite 500 West
Washington, D.C. 20007-5201

About ULI—the Urban Land Institute

The mission of the Urban Land Institute is to provide leadership in the responsible use of land and in creating and sustaining thriving communities worldwide. ULI is committed to:

- Bringing together leaders from across the fields of real estate and land use policy to exchange best practices and serve community needs;
 - Fostering collaboration within and beyond ULI's membership through mentoring, dialogue, and problem solving;
 - Exploring issues of urbanization, conservation, regeneration, land use, capital formation, and sustainable development;
 - Advancing land use policies and design practices that respect the uniqueness of both built and natural environments;
 - Sharing knowledge through education, applied research, publishing, and electronic media; and
- Sustaining a diverse global network of local practice and advisory efforts that address current and future challenges.

Established in 1936, the Institute today has more than 35,000 members from 90 countries, representing the entire spectrum of the land use and development disciplines. Professionals represented include developers, builders, property owners, investors, architects, public officials, planners, real estate brokers, appraisers, attorneys, engineers, financiers, academics, students, and librarians. ULI relies heavily on the experience of its members. It is through member involvement and information resources that ULI has been able to set standards of excellence in development practice. The Institute has long been recognized as one of the world's most respected and widely quoted sources of objective information on urban planning, growth, and development.

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About ULI Advisory Services

The goal of ULI's Advisory Services Program is to bring the finest expertise in the real estate field to bear on complex land use planning and development projects, programs, and policies. Since 1947, this program has assembled well over 400 ULI-member teams to help sponsors find creative, practical solutions for issues such as downtown redevelopment, land management strategies, evaluation of development potential, growth management, community revitalization, brownfields redevelopment, military base reuse, provision of low-cost and affordable housing, and asset management strategies, among other matters. A wide variety of public, private, and nonprofit organizations have contracted for ULI's Advisory Services.

Each panel team is composed of highly qualified professionals who volunteer their time to ULI. They are chosen for their knowledge of the panel topic and screened to ensure their objectivity. ULI's interdisciplinary panel teams provide a holistic look at development problems. A respected ULI member who has previous panel experience chairs each panel.

The agenda for a five-day panel assignment is intensive. It includes an in-depth briefing day composed of a tour of the site and meetings with sponsor representatives; a day of hour-long interviews of typically 50 to 75 key community representatives; and two days of formulating recommendations. Many long nights of discussion precede the panel's conclusions. On the final day on site, the panel makes an oral presentation of its findings and conclusions to the sponsor. A written report is prepared and published.

Because the sponsoring entities are responsible for significant preparation before the panel's visit, including sending extensive briefing materials to each member and arranging for the panel to meet with key local community members and stakeholders in the project under consideration, partici-

pants in ULI's five-day panel assignments are able to make accurate assessments of a sponsor's issues and to provide recommendations in a compressed amount of time.

A major strength of the program is ULI's unique ability to draw on the knowledge and expertise of its members, including land developers and owners, public officials, academics, representatives of financial institutions, and others. In fulfillment of the mission of the Urban Land Institute, this Advisory Services panel report is intended to provide objective advice that will promote the responsible use of land to enhance the environment.

ULI Program Staff

William P. Kistler
Executive Vice President, Exchange Group

Rachelle L. Levitt
Executive Vice President, Information Group

Thomas Eitler
Director, Advisory Services

Nicholas Gabel
Senior Associate, Advisory Services

Carmen McCormick
Panel Coordinator, Advisory Services

Romana Kerns
Administrative Assistant

Nancy H. Stewart
Director, Book Program

Lise Lingo, Publications Professionals LLC
Manuscript Editor

Betsy VanBuskirk
Art Director

Martha Loomis
Desktop Publishing Specialist/Graphics

Kim Rusch
Graphics

Craig Chapman
Director, Publishing Operations

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Interviews conducted with numerous stakeholders, including residents, business owners, and public officials, provided valuable information and diverse perspectives, aiding the panel in its analysis, and the panel thanks all of those who consented to be interviewed.

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ULI Panel and Project Staff

Panel Chair

Wayne Ratkovich
President
The Ratkovich Company
Los Angeles, California

Panel Members

Walter S. Bialas
Vice President
PNC Real Estate Finance
Pittsburgh, Pennsylvania

Sean Culmen
Proprietor, Solutions
San Francisco, California

David N. Goss
Consultant
Hertford, North Carolina

Robert W. Nilsson
Consultant
Stephensville, Maryland

David S. Plummer
President
David Plummer & Associates
Coral Gables, Florida

Alan Pullman
Director, Studio One Eleven
Perkowitz + Ruth Architects
Long Beach, California

Bing Wang
Graduate School of Design, Harvard University
Cambridge, Massachusetts

ULI Project Director

Adrienne Schmitz
Director, Residential Community Development

ULI On-Site Coordinator

Romana Kerns
Administrative Assistant, Advisory Services

Foreword: The Panel's Assignment

In many ways, Baileys Crossroads is a gateway. It is the gateway to Fairfax County from Washington, D.C., and the inner suburbs to its east. It is also a gateway to America for immigrants from around the world who settle in this first inner-ring suburb of Washington, D.C.

Background

Baileys Crossroads is located at the eastern edge of Fairfax County, Virginia, with Arlington County to the east and the city of Alexandria to the south. The study area encompasses approximately 400 acres of land surrounding the interchange of Leesburg Pike (Route 7) and Columbia Pike (Route 244). The core of the district includes Skyline Center, a complex of high-rise residential and office towers and highway-oriented shopping centers that serve the local community as well as the region. Businesses include national chains and a diverse array of locally owned “mom and pop” stores and restaurants. Neighborhoods of low-rise apartments and single-family houses surround the core and provide homes for the diverse population of this community.

Baileys Crossroads is one of five Commercial Revitalization Districts in Fairfax County. County planners view Baileys Crossroads as four quadrants surrounding the Leesburg Pike and Columbia Pike interchange: North, East, South, and West. Skyline Center makes up a fifth of the area of Baileys Crossroads, separate from the quadrants.

Baileys Crossroads is located in one of the most historic parts of the United States. In fact, much of the land that this community comprises was once owned by George Washington. The two roads that form the crossroads, Columbia Pike and Leesburg Pike, were built in the early 1800s. The area was largely farmland until the end of World War II. With demand surging for new housing around Washington, D.C., “Houses for Heroes” were built to accommodate the waves of returning soldiers and



Regional map.

growing civil servant populations that settled there. Fairfax County's first shopping center, Culmore, was built at the western edge of Baileys Crossroads. In the 1970s, Skyline Center, a mix of residential and office towers, became the first high-rise complex in the county. Today, Baileys Crossroads is a destination for shopping and dining, with its wide array of ethnic restaurants and retailers serving the local and regional communities.

Baileys Crossroads is home to a diverse population, both socially and economically, that includes long-time residents and new immigrants from around the world. It includes various types of residential neighborhoods as well as a homeless shelter. Almost one-half of the population is foreign born and nearly one-third speaks a language other than English at home. The area's broad diversity is one of its strengths. It will be an important challenge to preserve this character as the community moves forward.

Fairfax County is one of the largest jurisdictions in the Washington, D.C. metropolitan area, with a population of more than one million. Baileys Crossroads is one of the more densely populated parts of the county, with 13.2 persons per acre. Its population is relatively stable, expected to grow from 43,000 in 2000 to about 46,000 by 2010.

The county is among the highest-income jurisdictions of the nation. Unemployment rates are well below national averages, averaging 1.6 percent in 2000 and 2.5 percent in 2005. The median household income in Baileys Crossroads was \$51,650 in 2000, compared with \$88,133 for the county as a whole. The census tracts that make up Baileys Crossroads had unemployment rates ranging from 1.1 to 5.6 percent in 2000.

The Assignment

Fairfax County encourages revitalization of its older commercial areas and has designated Baileys Crossroads as one of seven Commercial Revitalization Districts and Areas. As part of the revitalization process, the county requested the services of ULI's Advisory Services. The Advisory Services panel was challenged to create a strategy to revitalize Baileys Crossroads as a more urban place than it currently is, while creating better physical links and remaining compatible with neighboring districts. More specifically, the panel was asked to address a series of questions:

- Should the four quadrants and Skyline be considered as an integrated whole or as separate districts? What form and functions should be pursued within each? How should edges be treated?
- What opportunities can be created for pedestrian, bicycle, vehicular, and transit connectivity?
- How can current and planned public facilities be integrated into the revitalization of Baileys Crossroads?
- What public spaces and entertainment, arts, and cultural facilities can be created in Baileys Crossroads?
- What financing tools are available to encourage investment?

The Panel's Guiding Principles

The panel began by establishing a set of guiding principles that would help clarify the kinds of changes that should be made, as well as the urban qualities that should be maintained.

General Principles

- Improve the quality of life at Baileys Crossroads for residents, workers, and visitors.
- Through new development and improved transit, build on and enhance the unique character and identity of Baileys Crossroads.
- Plan changes to minimize impacts on neighborhoods outside the Baileys Crossroads community business center.
- Establish unified policies and practices among the county's agencies.

Land Use and Transportation Policies

- Balance future growth and density with improved multimodal transportation.
- Enact land use policies that bring uses closer together and link land uses with public transportation.
- Place a higher priority on the human environment over that of the automobile.
- Create physical beauty at Baileys Crossroads in architecture and landscape architecture, in the creation of open space, and in the creation of cultural and educational opportunities.
- Create both passive and active parks.
- Create financial tools and strategies that support and stimulate development in areas where development is desired.
- Establish links in residential neighborhoods and commercial districts to a regional transportation network.
- Provide exclusive transit rights-of-way wherever feasible and facilitate convenient transit-transfer opportunities.
- Improve pedestrian safety by calming traffic on regional roadways and establishing safe pedestrian crossings.

Overview and Summary of Recommendations

Following an intensive work week of site visits, interviews, and presentations, the panel devised a strategy for redeveloping Baileys Crossroads that follows a more urban model. The panel particularly focused on the proposed Columbia Pike Streetcar project and what it would mean for the future of Baileys Crossroads and urban design issues.

Positive Climate for Redevelopment

Baileys Crossroads sits in one of the most accomplished and recognized counties in the United States, in terms of economic development, growth, prosperity, and quality of life. Further, local leaders have gained the trust and respect of business leaders and the community.

The panel believes that great development opportunities exist for Baileys Crossroads and that a long-term outlook is necessary to revitalize the commercial areas. Given Baileys Crossroads' location, the Rosslyn–Ballston corridor serves as an excellent example of the scale and timing of development that could occur. Further, the Rosslyn–Ballston corridor will near buildout in the next decade or so, affording Baileys Crossroads the opportunity to become the next development node along the transit corridor.

Baileys Crossroads can become a major new commercial center with the potential for another 3.5 million square feet of office space, 400,000 square feet of urban retail, and 3,000 housing units. It will be critical that mass transit be provided to Baileys Crossroads. While the first phase is to provide the new light rail, the county can also begin to guide any new development into a more urban scale and form.

Planning and Design

Baileys Crossroads has an urban location that needs an urban character. Transportation should be an

integral part of the plan, and the focus should be on transit and pedestrian access rather than vehicular traffic. The first step is to embrace current development opportunities, such as the proposed Weissberg, Camden, and Fairfield projects and the Goodwin House expansion. They are all appropriate to the scale and character of an urban Baileys Crossroads.

The transportation system should define the community. The panel mapped the proposed streetcar line and delineated the quarter-mile radius (a five-to-ten-minute walk) around each of the stops, around which neighborhoods were defined. From this exercise, distinct neighborhoods started to emerge that function more logically and are of a more human and walkable scale than the quadrant divisions that exist today. The panel identified five distinct neighborhoods:

Skyline. Skyline is an existing development of high-rise residential and office “towers in the park.” The streetcar line will include a stop at Skyline, which should be integrated into the development with ground-level shops and services. Aesthetically, Skyline needs connections at the street level to the rest of Baileys Crossroads.

Urban Square. Right at the crossroads, this district offers the greatest opportunities for urbanizing. It is the largest district and will be well served by the Columbia Pike Streetcar project. It should become the downtown for Baileys Crossroads, including neighborhood-serving retail, residential, and office facilities, with public parks and community-serving culture and entertainment venues. Development should generally be ground-floor retail with upper floors of office and residential space.

Village Center. The Village Center is a smaller district, south of the Leesburg Pike and Columbia Pike interchange. Older buildings, such as those along Center Lane, should be maintained for historical continuity and context, but the area should



The panel recommends a denser, more urban character for Baileys Crossroads.

be redeveloped as a pedestrian-oriented block of shops and restaurants. The Weissberg development proposal should be encouraged as a start to the redevelopment.

Community Core. The Community Core is the small area to the north and west of the crossroads. This district should be maintained as a retail core but redesigned for better aesthetics, access, and connections, for both pedestrians and vehicular traffic.

Neighborhood Boulevard. The fringe areas of Baileys Crossroads along Leesburg Pike are lined with shallow-depth parcels abutting residential neighborhoods, and ownership is fragmented. This district should remain essentially as is, preserving unique, small-scale, locally owned shops, services, and restaurants.

Transportation

A comprehensive transportation system is essential to any successful urban community, and enhancements to the current network are crucial for the future of Baileys Crossroads. The package for the community must include the full complement of transportation modes: rail, buses, roadways, and sidewalks. The most important need is to improve the transit services that connect the core of Baileys Crossroads to the Pentagon and to the Metrorail lines.

It is crucial that Fairfax County commit to funding and implementing its portion of the proposed Columbia Pike Streetcar project. The proposed line begins south of Leesburg Pike in Baileys Crossroads, proceeds north along Jefferson Street to Columbia Pike, and then turns east to Pentagon City in Arlington. The panel recommends a number of modifications to the current proposal, including moving a station and the maintenance facility, reconfiguring bus routes, and adding commuter parking.

Over the longer term, the panel believes that the streetcar line should be extended to the north to one of the Metrorail stations in Falls Church, and to Tysons Corner. To best accommodate the transit extension, it will be necessary to widen the section of Leesburg Pike west of the Baileys Crossroads interchange from four to six lanes. A southern extension to Alexandria should also be evaluated as a longer-term project.

Community circulator buses should be added to supplement the regular Metrobus routes. Such a service would connect to transit and provide access to local employment sites, the nearby community college, shopping, and personal services.

A number of roadway improvements are recommended. Center Lane should be upgraded and renamed to become part of Seminary Road. The current interchange of Leesburg Pike and Columbia Pike would be difficult to improve without causing unintended negative consequences. Therefore, the panel recommends that instead only aesthetic upgrades be made, including plantings in the green space created by the cloverleaf, installation of pedestrian walkways, and an architectural treatment of the overpass.

Pedestrian safety is a serious problem, and sidewalks and better crosswalks are needed throughout the community. Along Leesburg Pike, the panel recommends slowing traffic speeds and protecting sidewalks by adding landscaped planting strips. Traffic lanes can be narrowed from their current width to improve pedestrian safety without impeding traffic. Another option is to add landscaping that prevents pedestrians from crossing mid-block.

Implementation

The panel strongly recommends the creation of a Community Development Authority (CDA) with its own staff. The CDA should take a long-term approach to the revitalization of Baileys Crossroads, creating a vision to be implemented over the next 50 years. Tax increment financing (TIF) funding should be instituted as a way to finance many of the upgrades. Funding could come from other sources, as well.

Market Potential

First developed as a bedroom community in the 1940s and 1950s, Baileys Crossroads now has a population approaching the urban densities found in inner Arlington and parts of Alexandria. More than 36,000 people (13,000 households) live within one mile of the intersection of Leesburg Pike and Columbia Pike and almost 239,000 people (108,000 households) live within three miles.

Baileys Crossroads is also a very diverse community. The panel's demographic review showed that all the major ethnic groups are represented, with greater shares of Hispanic and Asian residents than in the overall region. These broad categories do not accurately portray the area's ethnic variety, arising from the many Central and South American and Asian countries represented by those who live and work in Baileys Crossroads.

Like ethnicity, incomes in Baileys Crossroads are quite diverse. Given the area's older urban character, it is not surprising that the average household income in the immediate area is notably lower than in the region as a whole. According to ISITE, a demographic data provider, the average household income in Baileys Crossroads in 2006 was \$67,600, compared with \$97,100 for the Washington, D.C., region.

Again, this basic demographic measure does not adequately portray the real mix of households that coexist in the area. As shown in figure 2, the Baileys Crossroads community comprises both lower-income and more affluent neighborhoods living in very close proximity.

Income is only one gauge for assessing local area dynamics. Another, often more useful, tool used to look at the combination of factors that contribute to an area's identity and outlook is lifestyle segmentation.

In Baileys Crossroads, the dominant lifestyles that influence the area include "affluent suburbia," "upscale America," "aspiring contemporaries," "metro fringe," and "struggling societies":

- Affluent suburbia: predominantly white, college-educated, high incomes;
- Upscale America: mostly white, college-educated executives and professionals;
- Aspiring contemporaries: age 18–34, ethnically diverse, solidly middle class;
- Metro fringe: racially mixed, young singles and couples, blue-collar; and
- Struggling societies: low-income, uneducated, young, minorities, single parents.

These diverse segments are all well mixed within the three-mile ring of Baileys Crossroads. Although the higher-income segments of "affluent suburbia" and "upscale America" are more dominant on the perimeter, significant pockets of affluence lie within the core area of Baileys Crossroads. Likewise, even though incomes are lower than the regional average in the one-mile ring, a significant concentration of households falls into the "aspiring contemporaries" segment. As such, even though the incomes are lower than average, they appear to be more upwardly mobile. The challenge is the high concentration of households that fall into the lower-income segments of "struggling societies" and "metro fringe." In many ways, although the mixing of these diverse households represents a challenge, this variety has given Baileys Crossroads a unique local and regional identity.

It is clear that the area is at a literal crossroads in its evolution. The intensive road network and strip retail and big-box centers that characterize the area are a legacy from the 1950s. Today, however, Baileys Crossroads is no longer a distant

bedroom suburb of Washington, D.C. Instead, it is a densely populated close-in first-ring suburb, essentially built out in its current form of strip retail and expansive parking lots.

Based on the market review, the panelists believe a greater development opportunity for Baileys Crossroads exists. Customarily, the market potential analysis conducted by an advisory panel focuses on identifying and capitalizing on near-to mid-term opportunities. In Baileys Crossroads, however, the panel believes a longer-term outlook is necessary to revitalize the established and successful commercial areas. As such, the best approach to assessing the market potential is to look at analogs of development that have occurred in the region, rather than to quantify recent market statistics.

Given Baileys Crossroads' close-in location and excellent regional road access, we believe that the Rosslyn–Ballston corridor is an excellent example for the scale and timing of development that could occur. From the long-term development history of the corridor two lessons can be learned: Rosslyn–Ballston demonstrates the long-term success of an urban-scale development model, and Metro-rail allowed Arlington County to create defined residential and commercial development nodes around the stations. Another lesson is that the Rosslyn–Ballston corridor will near buildout in the next decade or so. The panel's review of Arlington County development data found that almost 22 million square feet of office space has been developed in the corridor, along with more than 2.5 million square feet of retail space, 3,400 hotel rooms, and 24,000 housing units.

Arlington County Economic Development estimates that 8.6 million square feet of office space remains to be developed in the Rosslyn–Ballston corridor, as well as 900,000 square feet of retail space, 840 hotel rooms, and 15,500 residential units. Although this is a significant quantity of new space, as buildout occurs, fewer prime sites will be available and land prices will likely increase. In the panel's view, this could position Baileys Crossroads as the next close-in urban employment center—potentially on par with the present scale of a hybrid of Ballston and Clarendon.

Figure 1
Demographic Snapshot

Ethnic Group	1 Mile	3 Miles	D.C. Metro
White	52%	60%	60%
African American	12%	214%	26%
Asian	17%	12%	9%
Hispanic	42%	23%	11%

Note: Totals do not add up to 100% due to overlap.

Source: ISITE.

Figure 2
Household Income Snapshot

Household Income	1 Mile	3 Miles	D.C. Metro
Average	\$67,600	\$79,000	\$97,100
Under \$35,000	30%	23%	21%
Over \$100,000	18%	26%	31%

Source: ISITE.

Figure 3
Rosslyn–Ballston Corridor Development Summary

Rosslyn–Ballston Buildout	Existing/ Under Construction	To Be Built
Office (Square Feet)	21,822,000	8,553,000
Retail (Square Feet)	2,541,000	898,000
Hotel (Rooms)	3,410	840
Housing (Units)	24,100	15,480

Source: Arlington County Economic Development.

**Figure 4
Detailed Baileys Crossroads Development Plan**

Development Component	Rooms/ Dwelling	Total Space (Square Feet)	Average Annual Absorption (Square Feet Per Unit)	Development Horizon (Years)
Office	–	3,500,000	250,000	14.0
Retail	–	250,000	150,000	1.7
Hotel	350	350,000	250	1.4
Civic/Institutional	–	250,000	125,000	2.0
Residential	3,000	3,000,000	200	15.0
Total	–	7,350,000	–	–

As can be noted in figure 4, there is great potential for Baileys Crossroads to become a major new employment center in northern Virginia. In addition to the existing Skyline development and the newer retail centers east of the interchange, the panel envisions the potential to develop another 3.5 million square feet of office space, 400,000 square feet of urban retail, and 3,000 housing units.

Critical in achieving this potential is the provision of mass transit in Baileys Crossroads, in the form of the Columbia Pike Streetcar project. Without a mass transit hub as a catalyst, it will be impossible to alter the present land use configuration markedly. Once the streetcar project is completed, it may take another 20 years to completely redevelop Baileys Crossroads. Interestingly, a similar

time frame was required for the redevelopment of Ballston after Metrorail opened a station there.

Now is the time to begin to plan for the revitalization of Baileys Crossroads. Although the first stage is to provide the new light-rail access, which will take several years, Fairfax County can also begin to cultivate the location by guiding new development into a more urban scale (as in the proposed Fairfield and Weissberg projects). In addition, the county can seed the area by selectively adding office space for county uses that are presently required in the area, again choosing to advance urban-scale density.

**Comments
on Phasing**

To be developed incrementally over time with select single-tenant users and multitenant users. Initial phase likely occurs after transit improvements.

Retail to be included in an early urban mixed-use phase after transit improvements, to establish a sense of place and to serve as a catalyst for future phases.

Likely one or two properties. To be phased in in mid- to later stages of commercial development.

Developed to serve a variety of county functions. Delivered as an initial phase in one or two structures to seed future commercial and employment uses.

Rentals and for-sale units delivered in a variety of urban product types. Can be phased with commercial uses during the development horizon. Can serve as a catalyst in early stages.

Planning and Design

The overarching design goal is to create a more up-to-date, urban character for Baileys Crossroads, by increasing density, mixing uses, and improving the transportation network.

Urban Design

Baileys Crossroads is a sprawling, automobile-dominated district of wide arterials and unconnected local streets. Pedestrians proceed at their own peril, with little infrastructure to protect them from traffic, let alone to create a pleasant environment for walking and biking. This character may have worked when Baileys Crossroads was a more suburban region far from downtown. But it is not suitable to the urban condition that is now appropriate and sought for this close-in community. It is necessary to tame traffic and encourage pedestrian street life. This can be accomplished by increasing development densities and creating a network of narrower streets with shorter blocks, in a more connected urban pattern. Better connections between commercial areas and residential neighborhoods are also needed. Not only is a connected street grid better for pedestrians, it is also better for vehicular traffic, which gains more options, thus reducing pressure on arterials.

The community suffers from an incoherent form and inefficient use of land, characterized by scattered buildings surrounded by large expanses of asphalt. There is little sense of place and it is difficult to get from one location to another without driving, which further exacerbates traffic problems.

The panel proposes that Baileys Crossroads become not just another urban core but a unique one with a historical sense of place. A primary consideration for the urban design component of Baileys Crossroads' renewal is its urban context. The area has an urban location; now it needs to become more urban in character by growing up, not out. Trans-

portation should be an integral part of the plan and the focus should be on reducing reliance on personal vehicles in favor of transit—both bus and rail—and improved access for pedestrians. Instituting a connected, urban-style street grid should be a primary goal. The plan should also encourage more urban building forms and uses by rewriting local zoning codes.

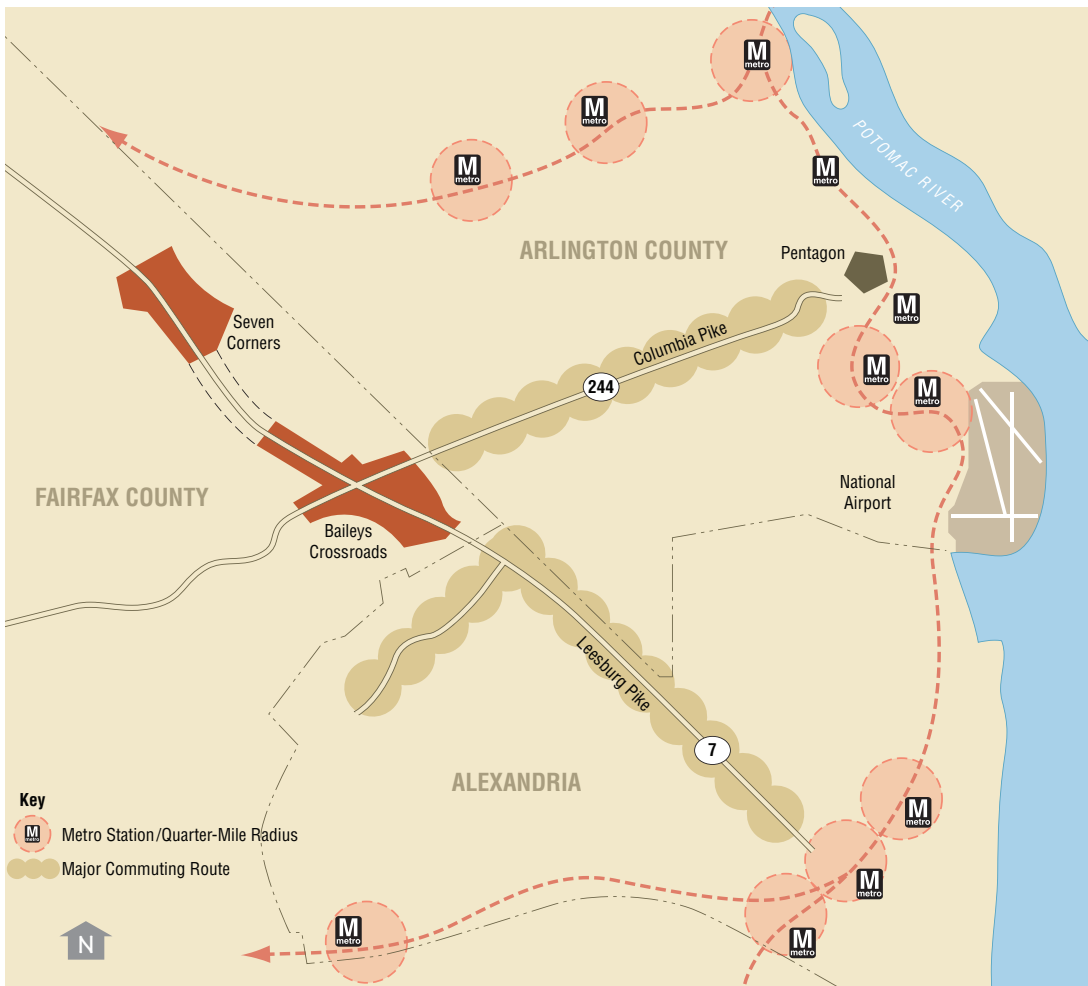
The panel recommends that the community take advantage of development opportunities, including the proposed Weissberg, Camden, and Fairfield projects, as well as the Goodwin House expansion. These are all good projects, appropriate to the scale and character of an urban Baileys Crossroads. They should be integrated into the plan and encouraged to move forward.

Baileys Crossroads is sorely in need of usable open space. The panel recommends a plan that introduces a series of linked open spaces that include passive and active parks and urban squares. Such open spaces will become gathering places and will enhance the pedestrian environment, while balancing the increasing density of development that is recommended and helping to build a sense of place.

In sum, Baileys Crossroads could benefit greatly from a design program that emphasizes the following features:

- More efficient land use;
- A clear hierarchy of neighborhoods;
- More human- rather than auto-oriented scale;
- Places to stroll;
- Linked open spaces;
- More sustainable and permeable surfaces; and
- Links to transit.

Context diagram.



Strategic Location

In terms of urban design, the panel looked at the regional context of Baileys Crossroads and realized that it should be developed as an urban node within the county. Fairfax County's growth should be concentrated in centers, and Baileys Crossroads is positioned to be one of the centers of growth because of the following characteristics:

- Its close-in location;
- Its history as the first commercial area outside Arlington;
- Its position at the junction of two urban corridors—Leesburg Pike and Columbia Pike; and
- The fact that Metrorail is essentially built out. A lot of new growth will depend on good loca-

tions with access to a secondary transit system. The proposed Columbia Pike Streetcar project is a prototype for this kind of system and development.

The panel's interactions with community and business representatives confirm that nearly everyone is in agreement on the need to urbanize Baileys Crossroads, making the fulfillment of that need not only desirable but essential. Great design is not an optional luxury. It is important for creating a sense of place and because there will be no community buy-in without it.

Baileys Crossroads is one of the nodes closest to Washington, D.C., at a crossroads of two urban corridors. Leesburg Pike and Columbia Pike are the two transportation arterials that link Baileys

Crossroads to major regional employment centers. The area lies in a crook between the edges of Arlington County and the city of Alexandria, both of which are relatively urban in character.

In many ways, Baileys Crossroads is the next logical node for development. Both Arlington County and the city of Alexandria will be essentially built out within a decade. With the implementation of the proposed Columbia Pike Streetcar project, the transportation facilities will likely be in place to enable movement into and through Baileys Crossroads, and the district needs to be ready in other ways as well.

Urban Character: the Five Cs

In interviews with local stakeholders, the panel observed that every stakeholder agrees that the future for Baileys Crossroads is an urban one. So the design team took a step back and asked, “What are the qualities that make a place urban rather than suburban?” The answer can be summarized as “the five Cs.” The five Cs are about the overarching concepts that make a place urban: cohesion, continuity, connection, coordination, and choices.

Cohesion. Looking at the current buildings in Baileys Crossroads, one can see the area is fragmented, both horizontally and vertically. The four quadrants are separated. They are also fragmented vertically. The panel felt the need to take a systematic approach to the spatial organization and the functional system in the area to create cohesion.

Continuity. Continuity has two connotations, economic and historical. Economic continuity can be accomplished by preserving the big-box developments that provide vibrancy and serve as an economic base for the community. Historic continuity is needed to ensure that Baileys Crossroads becomes something unique, not just like every other town center. Shopping centers are a major part of Baileys Crossroads’ history and thus are an important component in its future.

Connection. Baileys Crossroads is missing connections. It has been both physically and visually divided by a highway interchange. Creating a pedestrian bridge to connect the commercial areas would help correct that division. A bridge would also serve as a gateway to Baileys Crossroads and

a landmark for the community. Visual connection leads your eye to beautiful things. Again, a systematic approach is needed to make connections. The panel decided to address ways to extend the pavement to the street at major points for pedestrian flow. The panel proposes a Skyline Bridge to give pedestrians a way to move across Leesburg Pike and to provide an iconic landmark identifying Baileys Crossroads.

Coordination. Coordination is needed to prevent cut-through traffic in residential areas and to create better access between neighborhoods and commercial areas. Coordination of vehicular and pedestrian movement is necessary to improve safety and convenience for both. The need also exists to coordinate the various uses of community areas: the public and everyday use, the leisure use, and the ceremonial use.

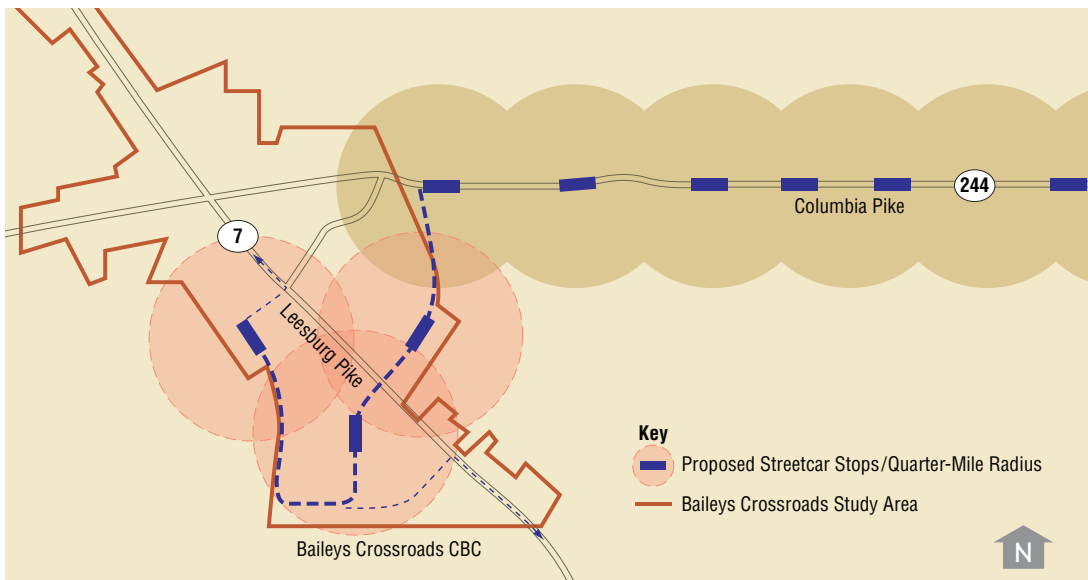
Choices. The primary difference between suburban and urban areas is that urban areas offer more choices. For Baileys Crossroads that includes choices to shop at small boutiques as well as big-box stores. It means the choice between experiencing paved, developed areas and green, open space. Choices are offered in housing arrangements, including whether to live in a high-rise condominium, an apartment over a store, a townhouse, or a single-family home on a quiet street near a park. Transportation choices include driving, walking, and using public transit.

Transportation Nodes Determine Urban Design

It is impossible to study urban design without looking at transportation. Creating a functional transportation system is a key challenge in moving from suburban to urban development patterns. Transit links and new expectations about density are the only reasonable responses to a wide range of issues. Although it will not be easy, the county must begin to give people options for getting around other than personal vehicles. Baileys Crossroads will become a more urban place by virtue of the proposed streetcar line.

The panel mapped the proposed streetcar line and delineated the quarter-mile radius around each stop. Those locations became the focal points around which districts or neighborhoods were defined. One quarter-mile is typically a five- to

Baileys Crossroads transit diagram.



ten-minute walk for most people. This walking distance constitutes a neighborhood. From this exercise, distinct neighborhood districts started to emerge. These districts are more logical in the way they function and are of a more human and walkable scale. They will enable the community to function better than it does with the quadrant divisions that resulted from the highway system.

The panel recommends a concept for future development based on five distinct districts linked by boulevards. The districts, created around streetcar stops, will have the following characteristics:

- Quarter-mile radius;
- Unique character; and
- Streets that can be links within districts rather than dividers of quadrants.

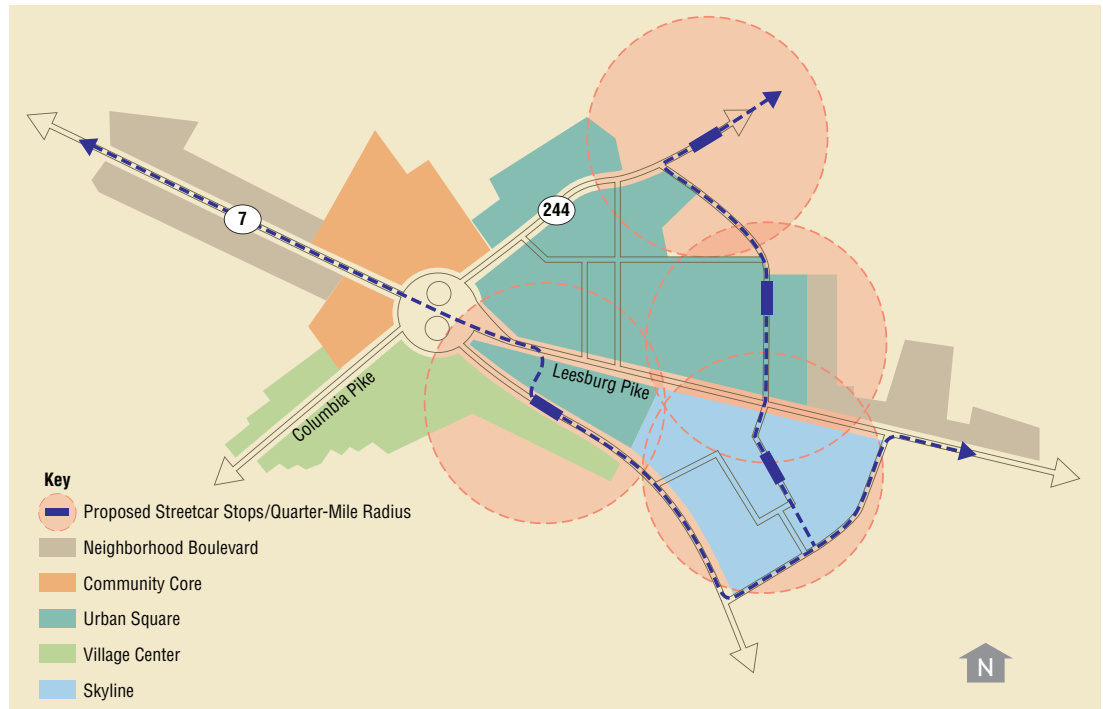
Concept Plan: Neighborhood Districts

Each neighborhood district will have its own character and scale. Streets will become connectors linking districts rather than barriers between them, as is currently the case. The panel’s proposal is a suggestion of how Baileys Crossroads can evolve into an urban place. Ultimately, the community will have to create, review, and refine its own scenario in order to get community buy-in and to ensure long-term success. The panel defined the five districts as follows:

Skyline. Skyline is an existing development of high-rise residential and office buildings. Built in the 1970s, it exemplifies the “tower in the park” planning concept of the era. Today, that type of development is viewed as isolating and sterile. The panel believes that Skyline is essentially built out and will not change in significant ways. However, there are opportunities to improve it in terms of both function and aesthetics. The proposed Columbia Pike Streetcar project will include a stop at Skyline, bringing transit to hundreds of riders. The stop should be integrated into the development with ground-level shops and services for riders, employees, and residents. Aesthetically, it is important to connect Skyline at the street level to the rest of Baileys Crossroads.

Urban Square. Formed by the angle where Leesburg Pike crosses Columbia Pike, this district offers the greatest opportunities for urbanizing over the mid to long term. At more than 100 acres, it is the largest district and encompasses the least efficient land use in the study area. This district is home to many old, obsolete buildings, and broad swaths of paved surface parking lots. It also has the most consolidated land ownership, meaning that redevelopment can occur in a more coordinated and cooperative way. And it will be well served by the Columbia Pike Streetcar project.

Concept recommendations.



Plans for this district should aim to create a dense and compact downtown for Baileys Crossroads. This district should be developed with neighborhood-serving retail, residential, and office facilities, with public parks and community-serving culture and entertainment to enhance and anchor the district. It should generally be characterized by ground-floor retail and services with upper floors of office and residential space.

Baileys Crossroads needs more usable open space for livability and breathing room and a sense of place. New parks and other open space will also mitigate the intensity of proposed development. Both passive and active open space, in the form of urban-style parks and squares, should be created in the Urban Square district. Creating and enhancing urban street life should be a major goal.

Centrally located parking garages should be included in the plan to reduce the need for so much surface parking. Parking structures do not have to be ugly. They can be “wrapped” with commercial uses to keep the streetscape attractive and functional, or they can be designed as attractive buildings in themselves. Blocks that accommodate parking garages must be larger than those in

other parts of the plan. In terms of zoning, the county should encourage new urban development by revising zoning to increase allowable floor/area ratios. A floor/area ratio of 2.0 to 3.0 is suggested.

Village Center. The Village Center is a smaller district located at the southwestern part of Baileys Crossroads, south of the Leesburg Pike–Columbia Pike interchange. Currently, it contains the most interesting buildings, including those along Center Lane. Those buildings should be maintained for historical continuity and context. It may be possible to retain the buildings but update the public space to create a pedestrian-oriented block of shops and restaurants, with broad, tree-lined sidewalks replacing the current paved areas. The panel suggests adding a well-designed transportation center, including a “park and ride” facility in the Village Center.

This district would be developed at a somewhat lower density than the Urban Square and Community Core districts. New uses should be integrated into old, increasing densities and expanding economic viability. The Weissberg development proposal should be encouraged as a start to the Village Center’s redevelopment. This project

would add economically diverse housing, county offices and public services, and local-serving retail, all of which reflect the vision for this district.

The community should expect incremental change in this district and should pay attention to the impact of change on adjacent properties, such as Center Lane. This district will have a unique character because of its interesting existing buildings.

Community Core. The Community Core is the small area to the north and west of Baileys Crossroads, where a commercial center already exists. It is essential to maintain this area as a retail core. Currently, it is mostly occupied by new buildings that house very successful businesses that serve the community well. The panel recommends that this district be treated as the primary shopping district for Baileys Crossroads, serving both the community and the larger region, mostly with big-box stores, as it does currently. But it should be redesigned for better access and connections, for both pedestrians and vehicular traffic.

Aesthetically, this district cries out for landscaping and pedestrian links, and a comprehensive design plan should be implemented for both. The panel considered dismantling the overpass at the interchange of Leesburg and Columbia pikes and ultimately rejected the idea for several reasons, discussed in the Highway, Street, and Block Patterns section.

Neighborhood Boulevard. The fringe areas of Baileys Crossroads along Leesburg Pike offer the least opportunity, and the least necessity, for radical change. The street is lined with parcels of shallow depth abutting residential neighborhoods, and ownership is fragmented. But why change too much? This district reflects the vibrant, eclectic community that is Baileys Crossroads. It offers a unique shopping draw in a chain-store world. These portions of Leesburg Pike should remain largely as is, to preserve unique, small-scale, locally owned shops, services, and restaurants. Therefore, the panel proposes only small, incremental changes here.

For this district, the panel recommends minor aesthetic changes, such as façade and landscaping improvements. Over time, parking should be

relocated to the rear of stores to improve the streetscape and create a buffer for the residential neighborhoods that back up to the stores. Boulevards can be improved with landscaping and better alignment of curb cuts.

Highway, Street, and Block Patterns

The most prominent feature of the roadways in the study area is the two-leaf clover and overpass that form the interchange of Leesburg Pike and Columbia Pike. The panel considered dismantling the interchange but rejected the idea. This interchange is needed to accommodate traffic. If it were to be rebuilt, current regulations would require that it occupy an even larger right-of-way, further splitting the community and eroding the amount of developable land. So the panel suggests creating an iconic design with landmark lighting and pedestrian walkways, reinventing the overpass as a beautiful bridge that can become a symbol for the neighborhood.

The street pattern in Baileys Crossroads currently comprises not just large blocks, but megablocks. There is a lack of connectivity, and pedestrian navigation is severely limited and dangerous. Pedestrian accidents—even fatalities—are a serious problem. For Baileys Crossroads to operate as a more urban place, it needs both shorter, more pedestrian-scaled blocks and greater connectivity.

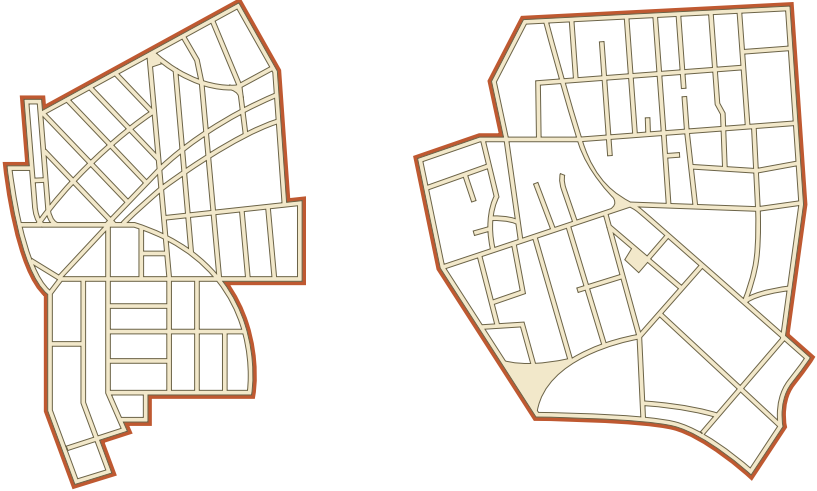
A grid street pattern that is properly scaled for urban conditions would facilitate pedestrian movement. It would also help disperse traffic more efficiently by removing demand from the arterials, especially during peak times. The panel suggests a network of blocks similar in size and character to those of Ballston and Clarendon. The block comparison graphic (page 22) shows the current conditions at Baileys Crossroads and the scale that would result from inserting streets to form connections and reduce block size. The graphic also shows the block patterns at Ballston and Clarendon as examples of the network of shorter blocks that is recommended.

Character of Development and Massing of Buildings

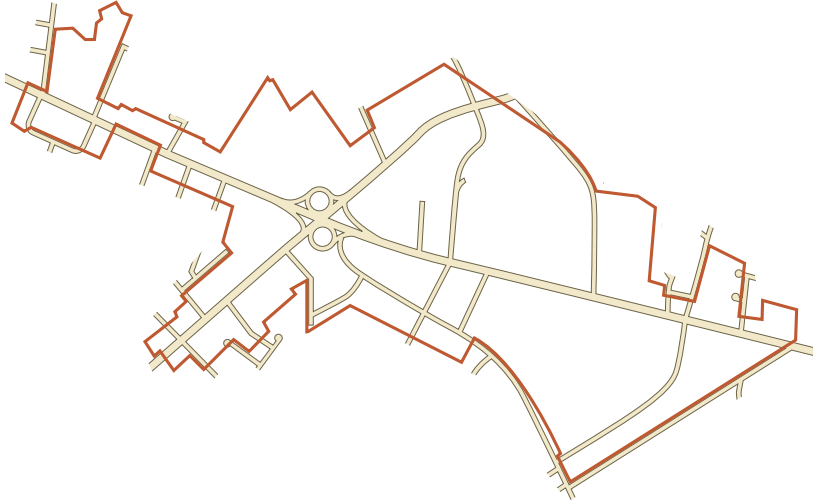
Land is used inefficiently in Baileys Crossroads. Other than the high rises at Skyline, buildings are

Comparative block structure.
(All diagrams are at the same scale.)

Clarendon (left) and Ballston (right) are good examples of pedestrian-scaled blocks.

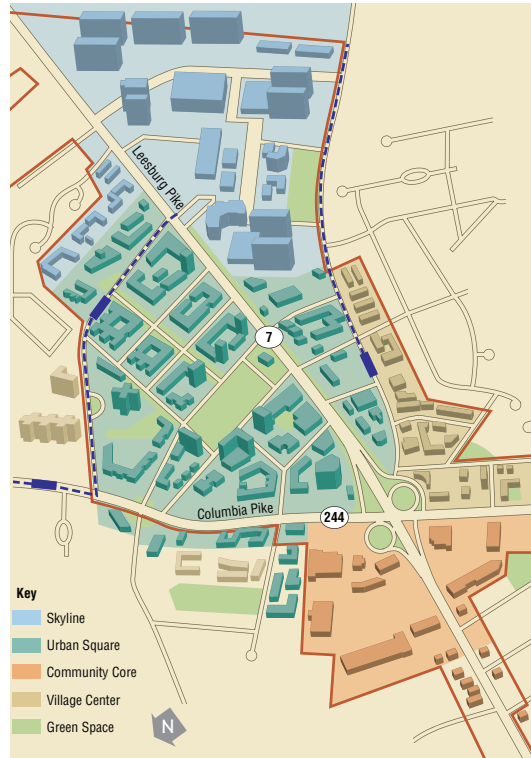


Existing block structure in Baileys Crossroads.



Recommended block structure in Baileys Crossroads.





Existing massing diagram (far left).

Potential massing diagram (left).

generally single-story height and surrounded by significant swaths of asphalt. There is no coherent form or sense of place. The panel envisions a plan that, through infill and redevelopment, would increase density. It would eliminate wasted space while creating usable open space. It would humanize scale, improve links, and be more sustainable over time. In contrast to the existing form, this plan would provide urban character and massing. A hierarchy of building height and mass can be established by using the neighborhood districts. The potential massing diagram shows the lowest to highest building mass, with the lowest in the fringe Neighborhood Boulevard district, stepping

up to the Community Core and Village Center, then up more in the Urban Square, then finally to the highest building mass in Skyline.

The panel finds that Baileys Crossroads is positioned for change, with its ideal location for capturing regional growth and its land that is ready for redevelopment. The county should embrace opportunities here, including several development proposals now on the table. It should establish higher goals, be bold, and build on the community's potential and assets to create a truly great place.

Transportation

A comprehensive, unified transportation system is essential for a successful urban community, and enhancements to the current network are crucial for the future of Baileys Crossroads. The transportation package for the community must include the full complement of transportation modes: rail, buses, roadways, and sidewalks. The most important of these needs is the improvement of the transit services that connect the core of Baileys Crossroads to the Pentagon and to the Metrorail lines. Other issues include motor vehicle network improvements, walkability, neighborhood connectivity, pedestrian safety, and community bus services. Many of the areas bordering Baileys Crossroads will benefit from such improvements as well.

The findings of the 2005 Focus Group on the revitalization of Baileys Crossroads established a variety of transportation values that maintain a sense of community and place. The panel agreed with these values and proposes several other principles:

- Create transportation connectors between quadrants or districts.
- Develop a walkable street network within districts.
- Improve the safety of pedestrian crossings and transit stations.
- Extend the proposed Columbia Pike Streetcar services to Metrorail and Tysons Corner.
- Add a community bus service that links nearby residents to the proposed transit system and provides short-distance personal trip service.
- Create landscaped boulevards on Leesburg Pike without reducing the motor vehicle capacity of that street.
- Ensure adequate parking for business districts to prevent parking infiltration into neighborhoods.

Streetcar Project Initiative

In July 2005, the Washington Metro Area Transit Authority (WMATA) recognized the potential of the emerging market for light rail and, in conjunction with Arlington and Fairfax counties, completed the analysis of possible transit capacity increases along the Columbia Pike corridor between Arlington Cemetery and Baileys Crossroads. The study recognized the need to facilitate mobility and spur economic development in the corridor. The report described “the preferred alternative for Columbia Pike” as “a small-scale project that could be developed through local sponsorship and minimum federal participation.” It further stated, “The Pike Transit Initiative study recommends that the Modified Streetcar Alternative be carried forward as the preferred alternative.” Both Arlington and Fairfax counties approved the preferred alternative in 2006 but the approvals were without funding.

Because the proposed vision for Baileys Crossroads will generate new travel demands and because the capacity of the roadway network within the area is relatively fixed, it is strategically important that Fairfax County commit to the Columbia Pike Streetcar project as soon as the financing package is finalized. The proposed development vision is predicated on the assumption that a large percentage of the new traffic demand generated in Baileys Crossroads by future developments will be captured by the streetcar system.

Since approximately 80 percent of phase I of the streetcar project will be in Arlington County, this component of the project should cost Fairfax County only approximately 20 percent of the \$125 million estimated as the total project cost. This local share could be generated from TIF proceeds from the proposed Baileys Crossroads CDA (see Implementation section) or applicable developer commitments. It is a relatively small investment, given the projected magnitude of the

estimated public sector tax revenue from the proposed redevelopment.

One advantage of the streetcar project is that it will be the first use of a relatively low-cost transit operation in the region (buses and light-rail vehicles operating in mixed traffic in curb lanes). Hence, the opportunity exists to promote this prototype project internationally, which will provide Baileys Crossroads with a progressive image that should be extremely helpful in marketing it to developers and prospective tenants. Also, this investment will provide Baileys Crossroads with future transportation security if energy-related issues affect the use of autos for commuting.

Current Proposal

The modified streetcar line would begin south of Leesburg Pike in Baileys Crossroads, proceed north along Jefferson Street to Columbia Pike, then turn east to Pentagon City. The system would operate seven days per week in mixed traffic, at street level, within the existing rights-of-way. Electrically powered trains, 66 feet long, would be used for most of the day and would be operated with headways of six minutes along Columbia Pike. This operation would be supplemented by buses in the peak hours (5:30 a.m. until 9:00 a.m. and 3:00 p.m. until 7:00 p.m.) in order to provide three-minute headways.

The alignment is approximately six miles long, with one mile in Fairfax County and five miles in Arlington County. There are 17 possible stations which, with the recommendations from this report, could increase to 18 or 19.

Panel Recommendations

The need for the streetcar line does not end with the termination of the present alignment at Pentagon City. The panel therefore recommends a number of modifications to the current proposal.

Phase I

- Move the Seminary Road station further west, beyond the Carlin Springs Road intersection, near the former airplane hangar. Establish a multimodal transportation center at this proposed station. This transportation center should include a parking garage and an appropriately sized bus transfer facility. It is

recommended that as many bus routes serving Baileys Crossroads as feasible be adjusted to serve this Seminary Road station, to facilitate both bus-to-bus (thus eliminating the unsafe cross-street pedestrian movements) and bus-to-streetcar transfers.

- Minimize the number of bus routes serving the proposed Jefferson Road station so as not to conflict with proposed Urban Square district developments.
- If public parking garages are provided within the Urban Square district, consider locating one of these garages near the Jefferson Road station to accommodate park-and-ride users.
- The operation of the system in phase I may require trolley vehicle storage at each end of the line, so consider using the hangar building for this storage.
- The maintenance facility for Fairfax County proposed in the Seminary Road area would not be compatible with the development vision for the Village Center district. Since most of the system in phase I will operate in Arlington County, the panel recommends that the proposed maintenance facility be located in Arlington County.

Phase II

- To maximize the use of transit to and from Baileys Crossroads as redevelopment is implemented, Fairfax County should take a leadership role in promoting the extension of the streetcar system west along Leesburg Pike to Seven Corners, one of the Falls Church Metrorail stations, and Tysons Corner. This extension would have a variety of obvious transportation benefits, including the capture of multifamily residential trips that already exist in that corridor, the connection of the two communities and employment nodes, and an alternate way to access Metrorail.
- To achieve phase II, it will be necessary to widen the section of Leesburg Pike west of the Baileys Crossroads interchange from four to six lanes so the buses and light-rail vehicles can operate in separate lanes. The design of



Community buses should wind through neighborhoods, taking residents to shopping and services.

this unfunded future improvement should be evaluated to find a way to add exclusive transit lanes while maintaining six lanes of motor vehicle service. An exclusive-lane design will allow users to save time over commuting by personal vehicles, thus increasing patronage and service.

- If demand justifies it, consideration should be given during the phase II planning and design process to operating bus rapid transit in exclusive lanes during peak hours along Leesburg Pike.

Phase III

- As development intensifies within Baileys Crossroads, serious consideration should be given to extending the system to Alexandria to complete the loop with the existing Metro system to the east. An extension to Annandale might also be warranted. However, these two extensions would require significant study to justify undertaking them and making them part of the transportation element of the comprehensive plan for the jurisdictions.

The need for and importance of extending the streetcar line to Metrorail is well documented. The line was part of the transit network suggested for this area in WMATA's 1999 Transit Service Expansion Plan as well as by the Northern Virginia

Transportation Coordinating Council in the new Northern Virginia 2020 Transportation Plan.

The Baileys Crossroads development plan accommodates several geometric alternatives for the extension of transit to the west. The most efficient alternative would be to continue the line at the south terminal station located east of Columbia Pike and south of Leesburg Pike. This would allow a continuous alignment rather than the merging and diverging geometrics required by a west-end extension that began further north.

Community Buses

The streetcar is only one part of a comprehensive transportation package. Community buses should be added to supplement the regular Metrobus routes. Routes should circulate within the neighborhoods of Baileys Crossroads and some nearby areas at frequent intervals. The service would offer connection to transit and access to local employment sites, the nearby community college, shopping, and personal services. Such a service is vitally important to elderly and low-income residents, who often depend on transit. Community buses would provide these residents with the ability to shop and access medical facilities, churches, and other important elements of daily life.

The community buses would be smaller vehicles that can navigate residential streets more easily and less obtrusively than large city buses. They should seat 20 to 25 passengers. They should be of an attractive design that appeals to the community. The interior should be clean, efficiently designed, and convenient to use. Seats might be configured along the sides, facing each other, so neighbors can talk. Signage at stops should be well designed and themed to augment the community's identity. Service must be reliable, clean, and friendly. The service could be operated as "dial-a-ride" transport during off-peak hours.

Automobiles and Pedestrians

U.S. Census data from 2000 (see figure 5) show that 78.5 percent of commuters in Baileys Crossroads used automobiles, either driving alone (59.0 percent) or carpooling (19.5 percent). These percentages will certainly decline once the proposed

streetcar line is in place. Nevertheless, about 60 to 70 percent of commuters will continue to drive. This means that automobiles will continue to dominate the transportation network. To maintain any travel quality of life, improvements in transit must be made concurrently with improvements in automobile carrying capacity. The following subsections describe initiatives recommended to improve the transportation network.

Roadway Improvements

The following improvements are recommended to upgrade the roadway network in Baileys Crossroads.

Seminary Road. The current western termination of Seminary Road needs to be modified to make it more supportive of the development vision for Baileys Crossroads. The panel recommends upgrading Center Lane and making it the first section of a new Seminary Road. Upgrades should continue through the end of Center Lane, proceeding north on Williams Lane, then west (behind the proposed Weissberg Project) until a connection can be made with Moncure Avenue. This new roadway should all be named Seminary Road. Such an upgrade will directly support the development vision for the Village Center district. The interchange for Seminary Road is substandard, but it works well enough and would be expensive to replace. A long-range solution would be to put a landmark on the interchange and landscape the areas around the interchange. This would create an identity, letting drivers know that they have entered Baileys Crossroads.

Leesburg Pike–Columbia Pike Interchange. The interchange where Leesburg Pike (Route 7) and Columbia Pike (Route 244) intersect was built many years ago and does not meet current interchange standards. However, during most periods of the day it operates quite well, and there does not appear to be any feasible way to replace this structure without using valuable land for which redevelopment is envisioned. Therefore, the panel recommends instead that this structural icon be beautified to provide a more positive physical image for the area. This beautification could include colorful plantings in the four quadrants of green space created by the cloverleaf. Within at least one quadrant, the plantings could spell out

**Figure 5
Commuter Profile**

Transportation Mode	Percent
Drove alone	59.0
Car pooled	19.5
Public transportation*	12.7
Walked	4.2
Other	2.7
Worked at home	1.9

* Includes taxicab.

Source: 2000 U.S. Census.

“Baileys Crossroads.” Colorful banners could be attached to the railings of the interchange to give it a festive image and identity.

Local Street Grids. Because of the desire to create a more urbanized environment for the area, it is recommended that a new grid street system of shorter, pedestrian-scaled blocks be established within each district wherever feasible. Examples of the recommended scale are illustrated in the Urban Design section of this report. Implementation of these street grids will be the primary way of improving internal circulation within each district.

Better Aesthetics and Pedestrian Safety

Pedestrian safety is a serious problem in Baileys Crossroads. Walking along the streets, crossing at intersections, and accessing transit are all difficult and dangerous for those on foot. Sidewalks are needed everywhere. One danger is that pedestrians cross mid-block. A certain number of people will always cross streets illegally and unsafely, but this practice can be discouraged through design. For example, landscaping can be used as a “fence” along sidewalks or median strips to prevent crossing between intersections.

Pedestrian crossings should be designed to protect people from traffic and to minimize trips and falls. Curbing that juts out into the crosswalk is a hazard. Uneven surfaces can cause falls. Although brick crosswalks are popular, they are not the best paving solution. They can be uneven and difficult



Traffic calming and more sidewalks and crosswalks will create a safer environment for pedestrians.

for many people to navigate. Also, the bricks fade into the background pavement and are not visible to drivers, especially at night. A better solution is wide, white striping with bright pavement lighting. There are also electronic safety features. One is the newer traffic signal that shows a flashing hand and a countdown of seconds remaining before the light changes. Another good example:

pavement lights that detect an approaching pedestrian and start flashing to warn drivers of the pedestrian's presence. This device is used on Columbia Pike and could be used elsewhere.

Leesburg Pike will have to maintain motor vehicle capacity but must change in character. The panel recommends slowing traffic speeds and protecting sidewalks by adding landscaped planting strips, with street trees for shade and separation from the road. Such landscaping will also visually soften the edges, making the roadway more attractive for pedestrians and drivers alike. Further, although it is necessary to keep enough lanes for traffic, the lanes can be narrowed from their current width, minimizing the visual impact of so many roadways and making it easier for pedestrians to cross. Intersection improvements should create a narrower feel, slow turns, and eliminate free-flowing movement of traffic, thereby improving safety for motorists and pedestrians.

Implementation Strategies

Baileys Crossroads began as a suburban, postwar bedroom community benefiting from its proximity to Washington, D.C., and nearby military and governmental institutions. Over the years, the area has been significantly affected in negative ways by the continued expansion of the Washington, D.C., metropolitan area and its need for ever-increasing road capacity and by the development of auto-oriented retail strip centers. Although quality developments are scattered throughout the greater region, the older residential and commercial developments at the main intersections in Baileys Crossroads seem to have prevented any evolving vision or rejuvenation of the community.

With its close-in location and the creation of a modified streetcar connection to link Baileys Crossroads to Arlington, the district is now on the verge of a development renaissance. How this renewal is managed not only will affect the immediate future of Baileys Crossroads itself, but perhaps more important, will likely make Baileys Crossroads a model for renewals. Its management will directly affect the type and quality of future redevelopments.

Organization and Leadership Issues

The strong civic leadership of Baileys Crossroads should be active and visible, using its influence to persuade both the private and the public sectors to cooperate in creating and implementing a common plan for the next 50 years of development. The panel strongly recommends the creation of a CDA that will bring focus to the issues and dynamics discussed here. Such an authority is permitted under local and state laws.

There are many stakeholders in the area who will participate, along with the CDA, the state, the county, and neighboring communities, all of whom must cooperate in a variety of ways to successfully move forward. One example of where im-

proved cooperation is needed is with the Northern Virginia Community College branch located south of Skyline. This facility should be served by the streetcar, and organizational cooperation will be the key to the successful undertaking of this venture.

The CDA will need its own dedicated staff. It should include someone with real estate development experience and a finance background. Additional staffing needs might be contracted out.

The Vision

The Baileys Crossroads community should not think in terms of just the next few years. Now is the time to look ahead to the challenge of creating a ten-, 20-, and even 50-year vision that encompasses some of the ideas agreed on by local stakeholders. A long-term vision is critical for achieving the goals the community sets for itself. It might be the vision of creating a “global marketplace” as some residents suggest, or something totally different, but a plan is needed that has the input and support of the broad community.

Transportation: The Streetcar

The automobile has dictated the growth of Fairfax County for many, many years. It would be foolish to think it can be eliminated, so the panel’s strategy is to live with it—but in a way that makes Baileys Crossroads more pedestrian-friendly and less intimidating to walkers, bikers, and transit users.

The plan for a streetcar line is now in place. The proposed Columbia Pike Streetcar project is slated to connect Arlington, Baileys Crossroads, and possibly other areas of the county as well. The plan has wide support; in fact, the panel heard no dissenting voices at all. Now is the time to move forward, first ensuring that the streetcar plan complements the vision for Baileys Crossroads. Care should be taken to locate the transit station



Housing in Baileys Crossroads includes a wide range of types. Affordable housing is an important part of the mix.

within Baileys Crossroads so that it meets land use and development goals. Also important is exploring financing options, including government sources and private sector funding—an increasingly popular way to fund such projects.

This transportation system will take approximately ten to 20 years to implement fully. It is therefore crucial that the first steps be taken immediately. The county should lead this effort and put together the required funding. A management entity will also be required and should be put in place by the county.

Connectivity

Currently, the highway and the overpass split Baileys Crossroads apart. Pedestrians cannot navigate the area, and vehicular travel is somewhat impeded as well. There is a lack of connection between Baileys Crossroads and both other neighborhoods and Metro. The panel explored ways to provide links: better road and street connections, more effective public transit, including linking the proposed streetcar to Metro, and increased pedestrian access and safety.

Economic Development

The county has a vast array of tools for economic development, from Economic Development Zones to bonds to TIF. (TIF is not a new tax, but a way of using existing taxes to fund capital improve-

ments and operations.) Funding for Baileys Crossroads might come from new sources as well. Officials should explore other strategies and types of partnerships that have been used successfully by communities in other parts of the country.

For example, the city of Pasadena, California, used publicly funded parking structures as the impetus to spur new downtown mixed-use development. Not only did the creation of publicly owned parking garages enable successful rehabilitation and redevelopment, but it also fostered pedestrian movement, giving further vitality to Old Pasadena. Since the garages were built, retail sales in the redevelopment district have increased dramatically and property tax values and other indicators of economic health have outpaced those of both the city of Pasadena and Los Angeles County.

In addition to the public sector players, Baileys Crossroads has an excellent cast of private developers ready to help explore the opportunities for public-private ventures in many shapes and forms. The county should seek out such partnerships.

Housing Development

The housing issue needs to be addressed continuously and many groups in Fairfax County, both public and private, are currently quite engaged in doing this. Creating and maintaining affordable housing is a never-ending process. Programs need to be measured against other programs around the country as a way to learn about creative new ideas that can be brought to the local area. The incredibly diverse housing market that exists in Baileys Crossroads is an asset that needs to be protected. The panel believes that affordable housing is an important part of the mix and that there are positive ways to move forward to maintain such diversity.

Conclusion

The panel was impressed by Baileys Crossroads' many assets. It has an excellent location in terms of opportunities for growth and revitalization. It benefits from excellent local leadership and a highly successful business community. And the diversity of cultures represented makes Baileys Crossroads an interesting and truly wonderful place.

The community and its leaders realize that they need to move Baileys Crossroads forward to keep it from going backward. Baileys Crossroads must become more urban in character. This means higher densities, more mixed-use development, and better transit connectivity. At the same time, issues of housing affordability, small business retention, and preservation of community identity must be priorities.

The Columbia Pike Streetcar will be the first step in urbanizing Baileys Crossroads. It will enable residents to connect to regional transit. It will bring shoppers from around the region into Baileys Crossroads. And it will help Baileys Crossroads become a denser, more urban commercial node. The streetcar stops should be used to define neighborhoods, with a quarter-mile walking distance used to delineate boundaries.

The panel has suggested five neighborhoods that might be created, each with its own character and identity. Where the existing quadrants divide Baileys Crossroads into separate, hard-to-navigate

pieces, the new neighborhoods would be linked with transit and safe, convenient pedestrian ways.

Although the current land use plan is characterized by low-density development surrounded by wide-open paved spaces, much of the open space is wasted. The higher-density plan would call for usable parks and squares, enhancing aesthetics and livability.

The panel sees a prosperous future for Baileys Crossroads, a future as an important and clearly urban center. The panel has made recommendations regarding public transportation. It has suggested that Baileys Crossroads be seen as a group of districts or neighborhoods rather than quadrants, and it has proposed a plan that takes the area from its current suburban form to a more intimate and human-scaled urban center. Some strategies for implementing these changes have been proposed. The panel emphasizes that the timeline for these proposals stretches well into the future—15 to 20 years, or perhaps longer. There is little doubt that Baileys Crossroads will get bigger. The challenge is to see that it gets better as it gets bigger.

About the Panel

Wayne Ratkovich

*Panel Chair
Los Angeles, California*

Ratkovich is the founder and president of The Ratkovich Company, a Los Angeles development firm specializing in urban infill and rehabilitation projects. The mission statement of his company is “to profitably produce developments that improve the quality of urban life.” His company’s work has ranged from large-scale urban planning and entitlement endeavors to retail, office, entertainment, and mixed-use projects. His company engages in both new development and the imaginative reuse of existing buildings, including eight historic landmark buildings.

The company’s work has been awarded on a number of occasions including by the City of Los Angeles, the Los Angeles Conservancy, the University of California Los Angeles, the University of Southern California, and several civic organizations. The firm is the developer of The Alhambra, a 45-acre, 1.5 million-square-foot urban community in Alhambra, California. Its current projects include 800 Wilshire, a 230,000-square-foot office building in downtown Los Angeles; The Town Homes at Orange Grove Circle, a 14-building, 64-unit apartment complex in Pasadena, California; and 5900 Wilshire, a 490,000-square-foot, 31-story tower opposite the Los Angeles County Museum of Art.

Ratkovich has served as a trustee for the Urban Land Institute for more than 12 years. He is currently a vice chairman, a member of ULI’s Executive Committee, and a governor of the Urban Land Foundation. He has been a member of 11 ULI committees, chairman of the ULI Awards of Excellence jury on three occasions, and chairman of an Urban Development/Mixed-Use Council. On behalf of the ULI Advisory Services program, Ratkovich has chaired seven expert panels formed to tackle many of the country’s most difficult and now successfully met urban development chal-

lenges. ULI recognized his service on behalf of the Advisory Services program in 2002 with the Robert O’Donnell Award. Ratkovich is also an emeritus trustee of the National Trust for Historic Preservation.

Walter S. Bialas

Pittsburgh, Pennsylvania

Bialas joined PNC Bank in 1993 to establish an internal market research group. As vice president of the research group, his main role is to provide market research due diligence in support of the bank’s commercial underwriting process. Bialas provides custom research to evaluate unique market dynamics, assess location issues, evaluate the impact of competitive projects, and test the reasonableness of pro forma assumptions. Projects evaluated at PNC Bank range across the entire country and cover all property types. His particular analytic strengths include retail and affordable housing.

Before joining PNC Bank, Bialas spent ten years with the national consulting practice of GA Partners-Arthur Andersen in Washington, D.C. While a senior manager there, he advised clients on the market and financial feasibility of proposed projects across the United States.

Bialas received his bachelor’s degree in urban studies from Albright College and his master’s degree in city and regional planning degree from Catholic University. He is a member of the International Council of Shopping Centers’ Research Task Force.

Sean Culmen

San Francisco, California

Culmen is the principal of Solutions, an architecture and planning firm specializing in high-performance green and sustainable design. As an archi-

tect and planner, his practice has evolved with his understanding of context. He was initially inspired by the idea that we shape our spaces and then these spaces shape us. His practice progressed from a focus on space and expanded to include place.

As a collaborator with prominent leaders in sustainable design, he uses an integrative and dynamic design process to analyze, iterate, synthesize, and develop appropriate and practical possibilities. These charrettes include master plans for residential development, manufacturing plants, and municipal facilities, as well as designs for residential, community, and commercial buildings. He recently was a facilitator for the Urban Land Institute at the Central Maryland Reality Check Plus charrette.

Culman received a master's degree in architecture from the Yale School of Architecture and a bachelor's degree from Williams College.

David N. Goss

Hertford, North Carolina

In 2005, Goss retired and moved to North Carolina where he is presently a part-time economic development consultant to Perquimans County. Before retiring, Goss was the senior director of transportation and infrastructure for the Greater Cleveland Partnership. In this capacity he managed a regional development and transportation program that identified, prioritized, and facilitated strategic regional infrastructure investments that supported Northeast Ohio's physical development agenda.

Goss has also served as the vice president of economic development for the Gateway Economic Development Corporation—the not-for-profit entity responsible for the construction of Jacobs Field and the Gund Arena—and the executive director of CLINITEC, Inc.—a wholly owned, for-profit subsidiary of the Cleveland Clinic Foundation, where he managed the Cleveland Clinic's real estate interests, identified and pursued new health care business opportunities, and provided general management for the clinic's for-profit ventures and technology transfer programs.

Goss also has 11 years of management experience in the public transit industry and was an original member of the Transportation Review Advisory Council of the Ohio Department of Transportation.

Robert W. Nilsson

Stephensville, Maryland

Nilsson is an independent consultant with his own firm, Whatsreallyhappening.com. He is currently consulting with Turner Construction, Skanska, Halcrow, and Gensler. Before founding his firm, he held senior management positions with Phillip Holzmann International, Bovis South America, and Turner Steiner International, where he served as president and chief executive officer.

Nilsson has established joint ventures and partnerships in South America, Asia, the Middle East, and Europe. These projects have ranged in value from \$100 million to \$6.5 billion. He also has a broad range of experience in global project marketing.

Nilsson helped develop an e-commerce trading company called Industry to Industry for the development, engineering, and construction sector. In this capacity, he advised companies such as Skidmore Owings and Merrill, Consolidated Construction Company, and Dick Construction in understanding how technology will affect their business and how they can expand services in this new sector.

Nilsson received a bachelor of science degree in chemical engineering from Rensselaer Polytechnic University in 1963 and a graduate degree from Dartmouth's Amos Tuck School Executive Management Program.

David S. Plummer

Coral Gables, Florida

Plummer founded David Plummer and Associates in 1978. The firm provides a wide variety of engineering services with emphasis on traffic and roadway design. His engineering career spans more than 35 years and includes some of the most significant projects in Florida.

Plummer's public engineering experience involves local, county, and state jurisdictions where he pioneered studies of street protection systems to reduce crime and traffic. He was affiliated with the Criminal Justice Institute in south Florida and promotes close cooperation between law enforcement and traffic engineering.

In 2004, Plummer founded the Transportation Exchange at Florida Atlantic University, which he now administers. The exchange provides training in a variety of transportation subjects for practicing engineers and planners.

The programs include transit, traffic operations, and transportation planning. The programs are creditable toward the continuing educational requirements of Florida's Registered Engineers license and the Institute of Transportation Engineers' Professional Traffic Operation Engineers License.

Formerly, he was the assistant director of engineering at the Traffic Institute at Northwestern University. While in that position he developed and published materials related to capital improvements for transit, guidelines for driveway design, intersection capacity analysis, and traffic accident reconstruction.

Plummer has also worked at the California Department of Transportation and the Illinois Department of Transportation. He was a graduate of the training programs of both public organizations. This training included planning, traffic engineering, design, material testing, and construction.

Plummer was a member of the Coral Gables Planning and Zoning Board, Dade County Impact Fee Committee, and NW Dade/SW Broward Planning Committee. In Florida he has been involved in the Florida Supreme Court Transportation Training, the Criminal Justice Institute, and committees of the Florida Department of Community Affairs.

Alan Pullman

Long Beach, California

As the director of Studio One Eleven, Pullman leads the design team on urban design and mixed-use projects. A native of New York, where he

learned to love cities, he brings with him more than 16 years of extensive national experience in architectural and urban design with a focus on mixed-use projects. Skilled in directing both urban design and community business revitalizations, his broad experience includes partnering with urban designers, civic groups, and artists within the field.

Pullman has been the recipient of various awards. Recently, he was awarded the *Los Angeles Business Journal's* 2002 Real Estate Award for Best Design, Architecture for Zelman Development Company's Burbank Empire Center. In 2001, he received the award for Professional Achievement in Planning for Gresham Station from the Oregon chapter of the American Planning Association. In 1988, he earned the Design Award of Honor from the Society of American Registered Architects.

Pullman began his career in 1985 as a project director with Brennan Beer Gorman Architects in New York. Before joining Perkowitz + Ruth Architects, he was design director at MCG Architecture in Beverly Hills, California. A registered architect and a member of the American Institute of Architects, Pullman is also an active member of the Urban Land Institute and serves as an adviser to the Long Beach Village Arts District. He received his bachelor of architecture degree from Syracuse University and has participated in continuing education courses at the Art Students League NY, Art Center Pasadena, and Harvard University Graduate School of Design.

Bing Wang

Cambridge, Massachusetts

Wang teaches design and development courses at the Graduate School of Design. She also holds a three-year appointment as visiting professor in the Urban Planning and Property Development program at the School of the Built Environment, University of Ulster in the United Kingdom. Wang is a design partner of HyperBina, Inc., a Boston-based design/planning firm; and a principal and managing partner of the China Real Estate Investment Company in Shanghai.

Wang received her bachelor's degree in architecture from Tsinghua University and her master's of architecture in urban design and doctorate of design from Harvard University. Wang's academic research focuses on the interplay between formal representations of a society and its underlying economic driving force and social structure. Her research has been published in the *Journal of Real Estate Portfolio Management* and *Urban Land Asia* and she has written working papers for the Lincoln Institute of Land Policy. Her forthcoming book, *The Structuring of the Architectural Profession in Modern China*, based on her doctoral dissertation, is scheduled to be published in 2007.

Wang worked as an investment consultant for Lehman Brothers' Global Commercial Real Estate Group and Principal Transaction Group in their Tokyo headquarters. Her focus has been on large-scale real estate investment projects in Asia.

Wang's design firm, HyperBina, Inc., has consulted on design and community planning for Boston real estate firms and governmental entities in China. As a professional designer, Wang has been involved in the design projects of residential complexes in Beijing, a library for Beijing University, an indoor stadium for the Rochester Institute of Technology in New York, and single-family houses in Weston, Massachusetts. Her firm is currently undertaking urban design and master planning of a 461-acre project on a series of islands in Dianshan Lake near Shanghai.



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1025 Thomas Jefferson Street, N.W.

Suite 500 West

Washington, D.C. 20007-5201