

Rosslyn Sector Plan Implementation – Zoning Ordinance Amendments

ZOCO Meeting
May 25, 2016



Agenda

- Staff Presentation
 - Background
 - Key Issues
 - Approach to Building Height and Step-Backs
 - Landscaped Open Space
 - Density above 10.0 FAR
 - Clarification of Relationship between Density and Building Height Provisions
 - Discussion

Background

July 2015

County Board adopted the Rosslyn Sector Plan

-Recommended updates to “C-O Rosslyn”

-Included County Board resolution

February 24, 2016

Joint LRPC/ZOCO meeting to review GLUP and MTP amendments and conceptual zoning framework for building height and step-backs

April 12, 2016

ZOCO meeting to review preliminary draft zoning text

May 25, 2016

Updated draft zoning text

Fall 2016

Request to Advertise and Final Consideration₃

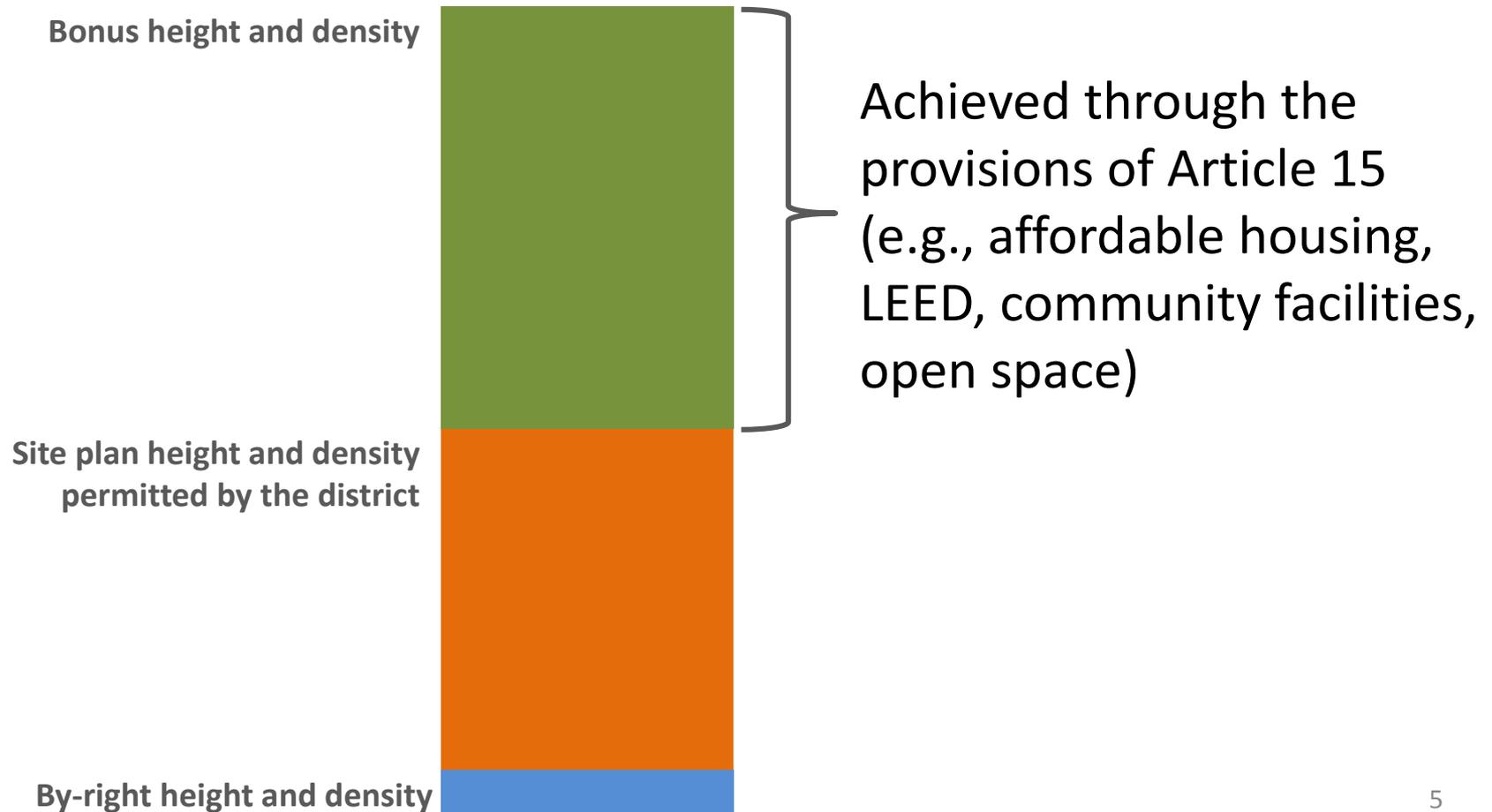
Background: Incentive Zoning

Incentive Zoning & Site Plans in Arlington

- By-right development options
- Many districts include the Site Plan as an optional, discretionary process to achieve additional density and height consistent with the County's plans and policies

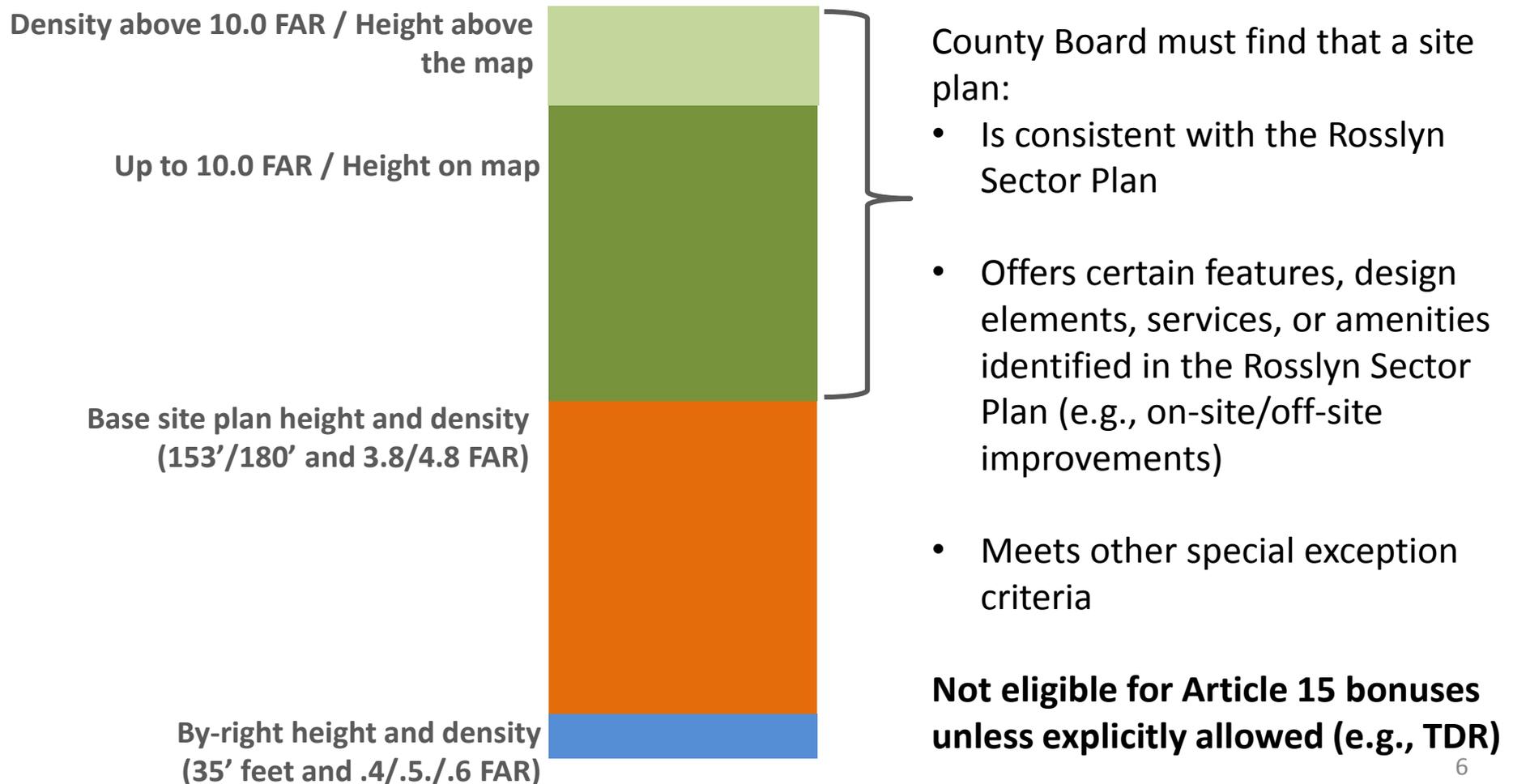
Background: Incentive Zoning

- **Typical site plans use the provisions of the district and Article 15**



Background: “C-O Rosslyn” Zoning

- “C-O Rosslyn Zoning” – additional density and height provisions built into the district



Approach to Building Height and Step-backs

February 24 LRPC/ZOCO – Staff Presentation

- Guidance in the Plan
- Preliminary considerations with which to evaluate the approaches
- Range of conceptual approaches to amending “C-O Rosslyn”

Approach to Building Height and Step-backs

February 24 LRPC/ZOCO – Preliminary Considerations

Considerations

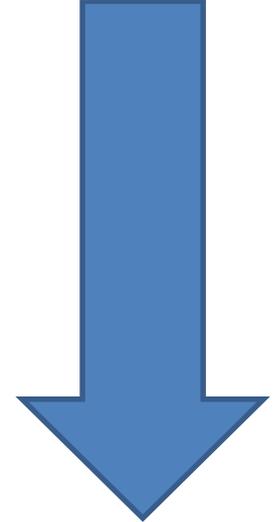
- ✓ Upholds the vision, goals and recommendations of the Plan
- ✓ Provide predictability and clarity for developers and community members
- ✓ Ability to address site-specific conditions

Approach to Building Height and Step-backs

February 24 LRPC/ZOCO – Three Conceptual Approaches

1. Codify a **building height map** and step-backs and allow for **modifications for single-tower sites** below 300 feet;
 2. Codify a **building height map** and step-backs and allow for **modifications for all sites**; and
 3. Codify only an overall **maximum building height for the district** (390' above average site elevation).
- Based on further analysis, any of these approaches could be deemed inappropriate, combined, or tailored to better meet the considerations

Least Flexible



Most Flexible

Approach to Building Height and Step-backs

What We Heard: February 24 LRPC/ZOCO

- Majority preferred **less flexibility, codifying the Building Height Map, and allowing modifications based on strong findings**
- Ensure **Plan goals are upheld**, including **neighborhood transitions** and other goals of the **peaks and valleys** approach
- Burden to **justify a variation** from the Plan should be **on the applicant rather than the SPRC**
- A minority preferred **more flexibility** to allow the County Board to **consider site- and project-specific circumstances** and **allow creative solutions** that meet the intent of the Plan.

Approach to Building Height and Step-backs

Analysis of conceptual approaches

Approach #1:

Codify a **building height map** and step-backs and allow for **modifications for single-tower sites** below 300 feet

Staff analysis:

- County Board resolution gave guidance that **all projects should be able to offer creative alternative solutions**
- Only allowing modification for single-tower sites below 300' would be **inconsistent with Board's resolution guidance**

Sites Modeled as Single-Tower Sites below 300'



Based on modeling during the sector plan process, the sites in green would be considered single-tower sites below 300.' Additional sites could be identified during the site plan process based on specifics of the proposal.

Approach to Building Height and Step-backs

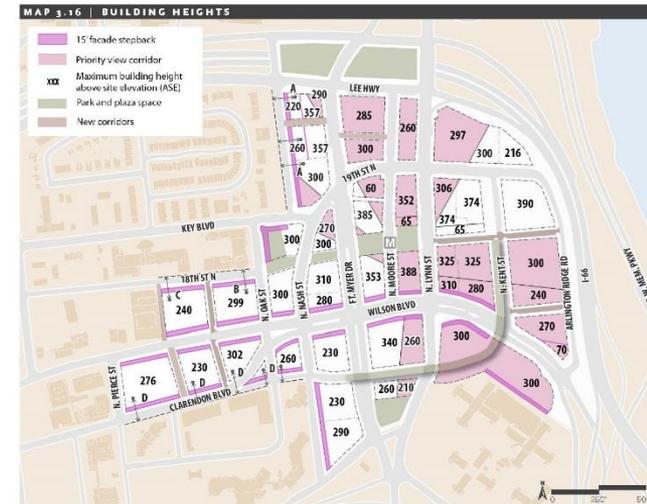
Analysis of conceptual approaches

Approach #2:

Codify a **building height map** and step-backs and allow for **modifications for all sites**

Staff analysis:

- County Board resolution gave guidance that **all projects should be able to offer creative alternative solutions**; therefore, map would need to be **modifiable**
- Could be potentially **misleading** to codify map and **allow it to be fully modifiable**; could lead to misinterpretation of the role of map
- Where map is codified in **other districts**, modifications are limited or prohibited



Approach to Building Height and Step-backs

Analysis of conceptual approaches

Approach #3:

Codify only an **overall maximum building height** for the district (390' above average site elevation)

Staff analysis:

- **More consistent** with the guidance from the Plan and County Board resolution and with other zoning precedents
- However, having a **maximum height without findings** would **not emphasize** the importance of **evaluating projects against the goals** of the Plan
- Given Board's resolution guidance, **findings should be based on Plan goals and policies** rather than a specific list of unique/challenging conditions

Approach to Building Height and Step-backs

Preliminary Staff Proposal (April 12 ZOCO)

- As presented April 12 ZOCO, staff proposes the approach should include:
 - A **strong reference to the Buildings Heights Map**
 - **Findings** that must be met in order to achieve **heights up to and above those on the map**
- Approach **best upholds** and **reinforces Plan policies** while providing the County Board the **discretion to consider building height and step-backs** that **reasonably vary** from the Building Heights Map.
- Approach more clearly reflects the **policy** role of the map

Approach to Building Height and Step-backs

Comments/Refined Staff Proposal (Tonight's ZOCO)

- **Comment:** Many participants commented that map should be included in the Zoning Ordinance and staff should still consider this alternative approach
- **Response:**
 - Staff has provided the analysis included in the memo to better explain the rationale for the proposed draft
 - Staff still recommends that the map be referenced, but not included, in the Zoning Ordinance

Approach to Building Height and Step-backs

Comments/Refined Staff Proposal (Tonight's ZOCO)

- ***Comment:*** Strengthen reference to map
- ***Proposed Change:*** Revised draft includes an explicit reference to the Building Heights Map in the text (lines 94—98 & lines 113-122)

Approach to Building Height and Step-backs

Comments/Refined Staff Proposal (Tonight's ZOCO)

- **Comment:** All of the Plan's policies and goals not captured by findings for considering additional height
- **Proposed Change:** Revised findings to better reflect policy and goals related to the Building Heights Map (lines 99-112)

Approach to Building Height and Step-backs

Building Height Findings (lines 99-112)

- a) The development project is consistent with the vision and policy guidance of the Rosslyn Sector Plan;
- b) Priority view corridors **from the public observation deck** are preserved;
- c) The development project contributes to a distinctive skyline with varied heights and **architectural expression**;
- d) The development project provides a transition in scale and height to surrounding lower density neighborhoods;
- e) The increase in building height is **sensitive** to the impact on daylight for public parks and open spaces envisioned in the Rosslyn Sector Plan;
- f) The development project provides an **appealing**, pedestrian-scaled street environment and **ground level view corridors**; and
- g) **The development project is sensitive to the impact on adjacent buildings.**

Approach to Building Height and Step-backs

Comments/Refined Staff Proposal (Tonight's ZOCO)

- **Comment:** Strike “equally” from additional finding for height above the Building Heights Map; development projects should have to better meet the findings
- **Proposed Change:**
 - May be instances where additional height is warranted and has no adverse impact (not necessarily better)
 - Revised language: the County Board may approve a variation from the map when the “variation is warranted, as determined by the County Board, based on site specific considerations, and the development project is otherwise consistent with the findings...” (lines 113-122)

Landscaped Open Space

Comments

- At April 12 meeting, participants raised concerns that eliminating the requirement for 20% landscaped open space would hinder the ability to achieve the Plan's recommended public open spaces, particularly contributions for off-site open spaces

Landscaped Open Space

Landscaped Open Space

- Not defined in the Zoning Ordinance
- Not required to be public open space
- Not required to have a certain amount of green space
- Has been provided in a variety of ways
 - Public open space
 - Rooftop amenity space
 - Private amenity space
 - Hardscape areas



Landscaped Open Space

- **Rosslyn Sector Plan**

- Discourages provision of small on-site spaces when they detract from urban design vision, including a more continuous street edge, and do not meaningfully contribute to Rosslyn's park and open space network

- **Staff proposal**

- Maintaining the requirement may inadvertently encourage small on-site open spaces that do not meet the Plan's recommendation
- County and Plan policies are effective tools for implementation
- Recommend removing the requirement

Contribution for Parks and Open Space

• **Rosslyn Sector Plan**

- Provides guidance on community benefits, including provision of public open space (pages 192-195)
- Recommends strategically using community benefits based on timing and priorities

Site Plan Improvements Associated with Density above 3.8 / 4.8 FAR (Extraordinary)

- Provision of pedestrian and bicycle trails, such as the esplanade, the bicycle-pedestrian underpass at Lee Highway and Lynn Street, and the bicycle-pedestrian bridge from 18th Street towards the river/Mt. Vernon Trail
- Transit network improvements
- Premium improvements to new and existing public open spaces as set forth in Sector Plan (additional site improvements County would recommend to ensure the space is attractive and encourages public use)
- Provision of the 18th Street Corridor and the Arlington Ridge Road connection to the plaza level
- Public Facilities
- Affordable Housing*
- LEED/Community Energy Plan elements
- Public Art*
- TDM and Parking measures*
- Off-site park and transportation improvements identified in the plan
- Other

Contribution for Parks and Open Space

Staff proposal

- Do not recommended requiring a contribution for public open space. This would not be consistent with the Plan's guidance and would remove the ability to make strategic decisions at the time of site plan approval.

Comments

- At April 12 meeting, some participants suggested that the provisions for additional density above 10.0 FAR should apply more broadly to other on-site or off-site improvements
- Some participants suggested that the provision apply more broadly to other on-site or off-site improvements

Rosslyn Sector Plan

Recommends considerations for density above 10.0 FAR in two instances:

- Transformational infrastructure
- Transfer of Development Rights

For April 12 meeting, staff proposed to define transformational infrastructure as 18th Street, consistent with discussions during the planning process

Refined Staff Proposal

- Provision is not intended as mechanism to achieve additional contributions for off-site improvements
- Agree that second Metro station is similar to 18th Street as a transformational infrastructure improvement that may require redevelopment to be located on a site
- Revised text would permit density above 10.0 FAR for where necessary to accommodate either a segment of 18th Street or a second Metro station on-site (lines 77-82)

Comments/Refined Staff Proposal

- **Comments:** At April 12 meeting, participants suggested the text should be revised to clarify how the density and building height provisions work together
- **Proposed change:** Text has been revised to address these comments by:
 - Stating that all projects above 10.0 FAR shall be consistent with the Plan's height and form guidelines (lines 74-75)
 - Reiterating that additional height above the map cannot be granted for purposes of achieving density above 10.0 FAR for 18th Street or the second Metro station (lines 80-82)

Other Changes/Comments

- Other minor changes were made to improve clarity
- Comment-response matrix included with the memo

Discussion/Questions