

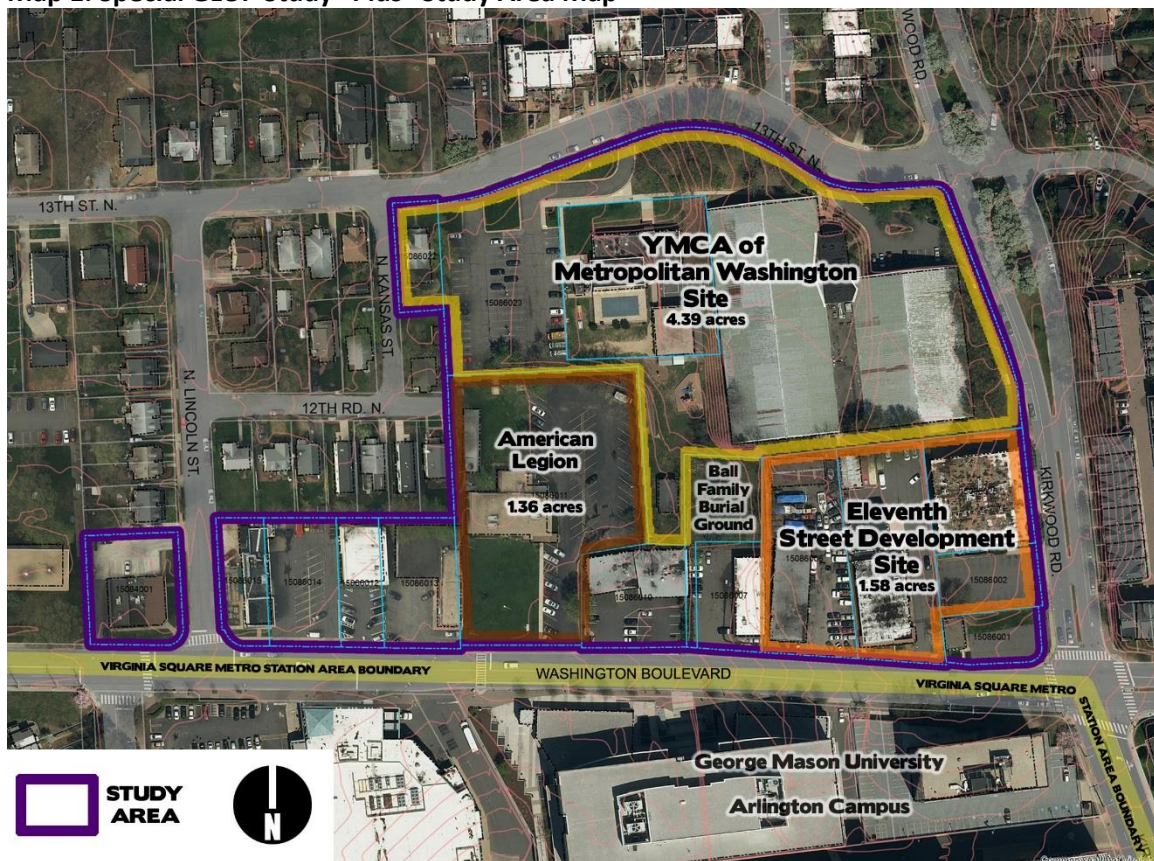
# DRAFT Washington Boulevard and Kirkwood Road Special General Land Use Plan (GLUP) Study "Plus" Scoping Document

## **BACKGROUND**

### **Applications**

In June 2016, Eleventh Street Development, LLC, submitted to the Arlington County Zoning Office a formal application for a Special General Land Use Plan (GLUP) Study for an assemblage of land parcels fronting Washington Boulevard and Kirkwood Road, located outside and immediately north of the Virginia Square Metro Station Area. In September 2016, the YMCA of Washington, submitted to the Arlington County Zoning Office a formal application for a Special General Land Use Plan (GLUP) Study for properties associated with its Arlington Campus, fronting 13<sup>th</sup> Street North and Kirkwood Road. In December 2016, the Arlington Partnership for Affordable Housing (APAH) submitted to the Arlington County Zoning Office a formal application for a General Land Use Plan (GLUP) Study for the American Legion property fronting Washington Boulevard. The location and extent of these sites are depicted on the Study Area Map below.

**Map 1. Special GLUP Study "Plus" Study Area Map**



**Table 1. GLUP Amendment Application Subject Sites Characteristics**

|                                       | <b>Eleventh Street Development, LLC Site</b>  | <b>YMCA of Washington Site</b>   | <b>American Legion Site</b>   |
|---------------------------------------|---|--|---|
| <b>Property Address</b>               | 3415 and 3421 Washington Blvd., and 1122 N. Kirkwood Road   | 3400, 3422, 3444 13 <sup>th</sup> Street North   | 3445 Washington Boulevard   |
| <b>RPC #s</b>                         | 15-086-002, -005, -006, -025  | 15-086-022, -023, -024   | 15-086-011  |
| <b>Site Area</b>                      | 68,842 square feet (1.58 acres)   | 191,415 square feet (4.39 acres)   | 56,092 square feet (1.29 acres)   |
| <b>Current GLUP Designation</b>       | "Service Commercial" ( <i>Personal and Business Services. Generally one to four stories.</i> )  | "Semi-Public" ( <i>Country clubs and semi-public recreational facilities. Churches, private schools and private cemeteries.</i> )      | "Service Commercial" and "Semi-Public"  |
| <b>Proposed GLUP Designation</b>      | "Medium" Office-Apartment-Hotel ( <i>Up to 2.5 FAR Office; Up to 115 units/acre Residential; Up to 180 units/acre Hotel.</i> )                                    | "Medium" Residential ( <i>Up to 37-72 units per acre.</i> )  | "Medium" Office-Apartment-Hotel ( <i>Up to 2.5 FAR Office; Up to 115 units/acre Residential; Up to 180 units/acre Hotel.</i> )                        |
| <b>Current Zoning</b>                 | "C-2" Service Commercial-Community Business District  | "R-5" One-Family and Restricted Two-Family Dwelling District   | "C-2" Service Commercial-Community Business District and "R-5" One-Family and Restricted Two-Family Dwelling District                                 |
| <b>Proposed Zoning</b>                | "C-O-2.5" Mixed-Use District  | Not specified  | "C-O-2.5" Mixed-Use District  |
| <b>Conceptual Development Program</b> | Approximately 220 multifamily residential units in a six-story building, with a two-level underground parking garage as well as private open space and amenities. | New community and athletic facility of up to 100,000 square feet, as well as new residential uses of up to 72 dwelling units per acre. | A mid-rise affordable housing project of 161 residential units with 8,000 square feet of ground floor space for an American Legion Post 139 facility. |

## **STUDY OBJECTIVE**

The main objective of the study is to determine whether the County Board should consider advertising amendments to the GLUP for these properties. To address this, staff will analyze the subject sites and expanded study area in the context of the surrounding area and obtain feedback from the Long Range Planning Committee of the Planning Commission (LRPC) on the appropriateness of the requested GLUP designations, or possibly other GLUP designations that may be appropriate for these sites. With this input, staff will develop a recommendation to the County Board regarding the potential advertisement of a GLUP amendments for this area.

## **STUDY AREA**

For this study, potential GLUP designations will be analyzed for the land assemblages that are the subject of the Special GLUP Study Applications that have been filed with the Arlington County Zoning Office. In addition, the study area has been expanded to include a broader area comprising the remaining properties designated “Service Commercial” along the northern frontage of Washington Boulevard west of Kirkwood Road. The surrounding area will be included in the study for contextual purposes to help inform any GLUP or related recommendations for the study area as illustrated in Map 1.

## **SCOPE OF STUDY**

There is currently no established sector or area plan guidance to inform a County Board decision on the requested GLUP changes. Consistent with the Board’s resolution adopted in 2008, staff will lead a special study to evaluate the requests, working with the Long Range Planning Committee (LRPC) of the Planning Commission to do so. The primary purpose of the study is to determine whether the County Board should consider advertising the requested GLUP designations, or other GLUP designations that may be appropriate. Given that the geographic scope involves several properties in an area much larger than has been typical of Special GLUP Studies to date, this study will include a slightly expanded scope than has been considered in previous Special GLUP Studies, and therefore will be considered as Special GLUP Study “Plus”.

The scope of work for this study will address the following, at a minimum:

- History of GLUP and Zoning designations for the study site and surrounding area;
- Existing GLUP and Zoning designations for the study site and surrounding area;
- Existing environmental and topographical features, land uses, densities, building heights for study site and surrounding area;
- Recommendations of County plans and policies, as applicable;
- Allowable uses, densities, building heights, etc. for requested GLUP designation and other GLUP designations to be studied;
- 3-D computer modeling of the study site’s existing conditions, and various scenarios reflecting requested GLUP designation and other GLUP designations to be studied;
- Preliminary transportation analysis for the study site and surrounding area, including recommendations for improvements such as new streets and walkways, etc.;
- Parks, open space, and recreation considerations, as appropriate; and
- Identification of any historic preservation issues requiring further due diligence related to the abutting Ball Family Burial Ground, such as delineating the cemetery’s exact boundaries and potential impacts on access.

**Potential 3-D Modeling Scenarios** – In addition to existing conditions, staff will generate 3-D computer modeling for up to five potential development scenarios for the study area reflecting a range of GLUP designations. The GLUP designations that could be modeled, along with maximum planned densities and building heights, are listed in Table 2 below. Additionally, Table 2 notes the basis or rationale for including each of these GLUP designations in the modeling scenarios. The modeling scenarios could include scenarios with one GLUP designation across the entire study area, as well as scenarios that reflect several different GLUP designations across the study area. The 3-D modeling will generally consider development consistent with GLUP/zoning maximums, provision of appropriate amounts of parking spaces, and development forms that

are compatible with surrounding development and reflect sound urban design principles. In some cases, the modeling may achieve planned maximum densities for GLUP designations in building heights lower than the maximums permitted by associated zoning districts.

**Table 2. GLUP Designation Development Scenarios to be Modeled**

| GLUP Designation Scenario       | Typical Zoning District | Density (maximum) |          |          | Building Height (maximum)                      | Basis for Study  |
|---------------------------------|-------------------------|-------------------|----------|----------|--|--|
|                                 |                         | Office            | Res.     | Hotel    |  |  |
| "Medium" Office-Apartment-Hotel | C-O-2.5                 | 2.5 FAR           | 115 u/ac | 180 u/ac | 12 stories (office)<br>16 stories (res./hotel) | Requested GLUP (11 <sup>th</sup> Street, LLC)  |
| "Service Commercial"            | C-2                     | 1.5 FAR           | 7 u/ac   | 72 u/ac  | 45 feet  | Existing GLUP (11 <sup>th</sup> Street, LLC)   |
| "Low-Medium" Residential        | RA8-18                  | ---               | 36 u/ac  | ---      | 40 feet  | Consistent with GLUP further east and west along Washington Blvd.                    |
| "Medium" Residential            | RA6-15                  | ---               | 48 u/ac  | ---      | 60 feet  | Requested GLUP (YMCA); Generally highest density GLUP outside of Metro Station Areas |
|                                 | RA-H                    | ---               | 72 u/ac  | 72 r/ac  | 125 feet (res./hotel)<br>95 feet (other)       |  |
| "Low" Office-Apartment-Hotel    | C-O-1.5                 | 1.5 FAR           | 72 u/ac  | 110 r/ac | 8 stories (office)<br>10 stories (res./hotel)  | Consistent with GLUP across south side of Washington Blvd.                           |
| "Semi-Public"                   | S-3A                    | -                 | -        | -        | 45 feet  | Existing GLUP (YMCA)   |
| "Low" Residential               | R15-30T                 | -                 | 30 u/ac  | -        | 45 feet  | Matches designations to the east of the YMCA   |

*\*Of the districts listed above, only the C-2 District has standards for landscaping set forth in the Zoning Ordinance, as follows: "10 percent of total site area is required to be landscaped open space in accordance with the requirements of §14.2, Landscaping."*

## **LRPC REVIEW PROCESS**

County staff will lead this process, which will include LRPC Members as the main forum for conversation, with expanded participation to include:

- Property owners/developers involved with the requested GLUP changes;
- Representatives of affected civic associations;
- Representatives of other advisory commissions as appropriate; and
- County Staff, at a minimum representing:
  - Community Planning, Housing and Development (CPHD);
  - Department of Environmental Services (DES); and
  - Department of Parks and Recreation (DPR).

Barring any unforeseen issues, this study is anticipated to entail up to four to five LRPC meetings over the course of six to nine months, beginning in October 2016. Notification of the LRPC meetings will be provided on the County website, and staff will work with commission liaisons and local civic association leadership to request they electronically distribute information to their member listservs.

While the specific agenda for each meeting will be established jointly between staff and the chair of the LRPC (or assignee for this study), the main subject and objectives of each meeting could reflect the following approach as outlined in Table 3.

**Table 3. Tentative LRPC Meeting Agenda Items** *(Subject to Change)*

| Meeting                               | Potential Topics   |
|---------------------------------------|--|
| Meeting #1<br><i>(Oct. 20, 2016)</i>  | <ul style="list-style-type: none"> <li>▪ Overview of the Special GLUP Study "Plus" process;</li> <li>▪ Background information on the site;</li> <li>▪ Preliminary site analysis;</li> <li>▪ Discussion and refinement of process and scope (study boundary, modeling scenarios, etc.)</li> </ul> |
| Meeting #2<br><i>(Nov.-Dec. 2016)</i> | <ul style="list-style-type: none"> <li>▪ Additional transportation and open space considerations, as applicable;</li> <li>▪ Presentation of initial 3-D modeling;</li> <li>▪ LRPC discussion and direction</li> </ul>  |
| Meeting #3<br><i>(Jan.-Feb. 2017)</i> | <ul style="list-style-type: none"> <li>▪ Staff responses to questions raised at previous meetings;</li> <li>▪ Presentation of refined scenario(s);</li> <li>▪ Emerging guiding principles</li> <li>▪ LRPC discussion and direction</li> </ul>  |
| Meeting #4<br><i>(Mar.-Apr. 2017)</i> | <ul style="list-style-type: none"> <li>▪ Presentation of final modeling scenario (if applicable);</li> <li>▪ Presentation of Draft Special GLUP Study "Plus" Document</li> <li>▪ LRPC discussion and direction</li> </ul>  |
| Meeting #5<br><i>(May 2017)</i>       | <ul style="list-style-type: none"> <li>▪ Presentation of Final Draft Special GLUP Study "Plus" Document</li> <li>▪ LRPC discussion and direction</li> </ul>  |

## **STUDY OUTPUT**

The product of this study will be a Special GLUP Study "Plus" Document, produced by staff and informed by LRPC input, that captures the planning highlights of the analysis and process discussions. This Special GLUP Study "Plus" Document will also serve as a foundation for any future staff reports and associated recommendations regarding which GLUP category or categories may be most appropriate for the sites. Should any site plan applications be filed subsequently for this site, the County Board will be presented with a staff report, informed by and referencing the Special GLUP Study "Plus" Document, recommending or not recommending advertisement of the requested GLUP amendments.

A potential **product** for this study could include a study document that primarily consists of the following elements *(subject to change)*:

- Narrative text providing introduction, background, and other key features of the study.
- Guiding Planning Principles.
- Concept Map(s) providing recommendations potentially addressing topics such as land use, density, building heights, transportation, and parks.
- Summary of findings, with recommendations on what GLUP Designations could be appropriate within the study area.