2401 Wilson Boulevard General Land Use Plan Amendment Study

Compendium of Staff Analysis

October 2, 2009

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Department of Community Planning, Housing and Development

Amendment/Rezoning Request

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- GLUP amendment request from "Service Commercial" and "Low" Residential to "Medium" Office-Apartment Hotel
- Request in conjunction with a site plan application for a hotel development and a rezoning request from "C-2" and "R-6" to "C-O-2.5"

Addition to #35

GLUP Amendment Policy

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- "Policy for Consideration of General Land Use Plan Amendments Unanticipated by Previous Planning Efforts" adopted in 2008
- Policy states that "…a proposed GLUP amendment for any site not identified in a County Board adopted planning study as appropriate for such a GLUP amendment will not be considered until such a planning study or analysis has been completed…"

Study Process

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OBJECTIVE: Analyze the site in the context of the surrounding area and obtain feedback from LRPC on the appropriateness of the proposed amendment. Develop a recommendation to the County Board.

SCOPE:

- History of GLUP and Zoning designations
- Existing GLUP and Zoning designations
- Recommendations of the Courthouse Sector Plan Addendum
- Recommendations of other relevant plans and policies
- Proposed GLUP amendment request – uses; density; heights; etc.
- 3-D modeling of existing conditions and what the proposed GLUP designation would allow
- Preliminary transportation analysis

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Background Information

Location on Metro Corridor

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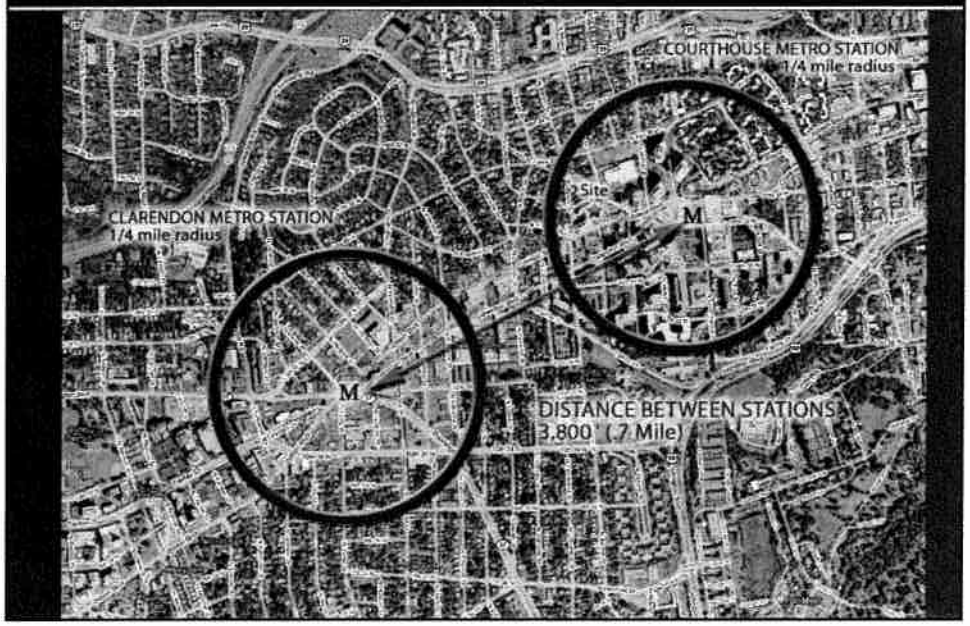

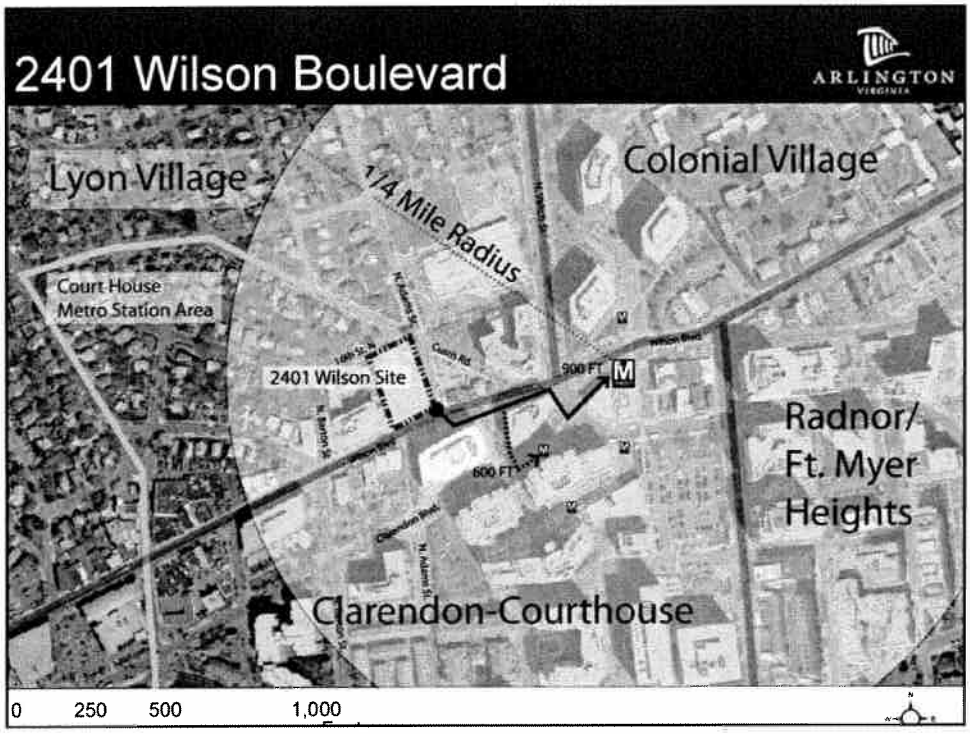
2401 Wilson Boulevard
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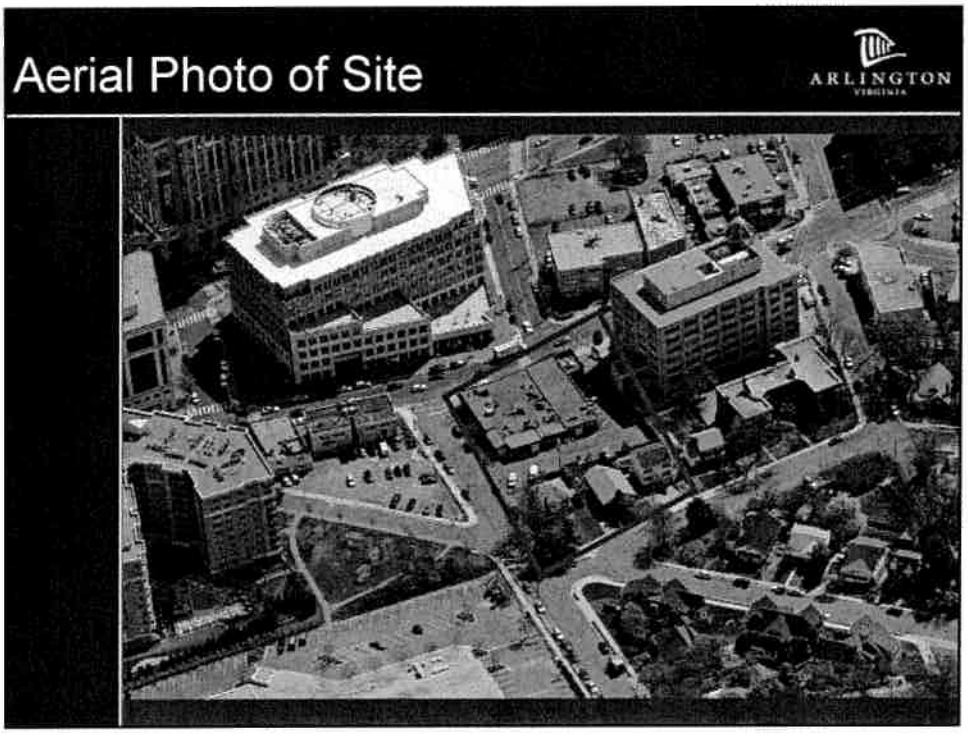
Lyon Village
1/4 Mile Radius
Colonial Village
Court House
Metro Station Area
2401 Wilson Site
900 FT
600 FT
Radnor/
Ft. Myer
Heights
Clarendon-Courthouse
0
250
500
1,000


Aerial Photo of Site
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Site Photos

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Site Photos

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Approved Demar Office Building to the East of the Proposed Site

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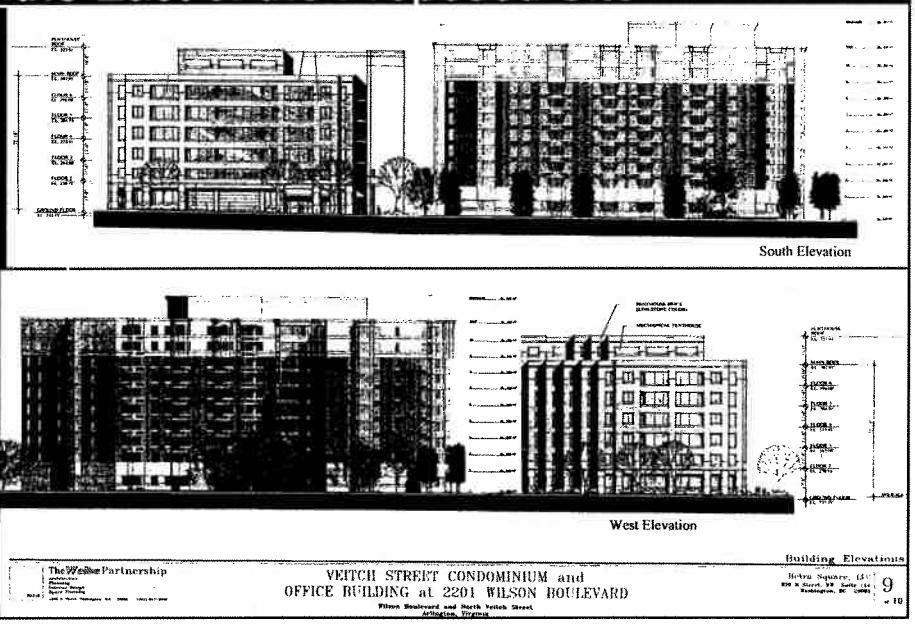

GLUP Designations

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Existing

- "Service Commercial" (Personal and business services, generally 1-4 stories, max. 1.5 FAR)
- "Low" Residential (1-10 units/acre)

Proposed

- "Medium" Office-Apartment-Hotel (up to 2.5 FAR office; up to 115 units/acre apartment; up to 180 units/acre hotel)

GLUP Map with Orientation Labels

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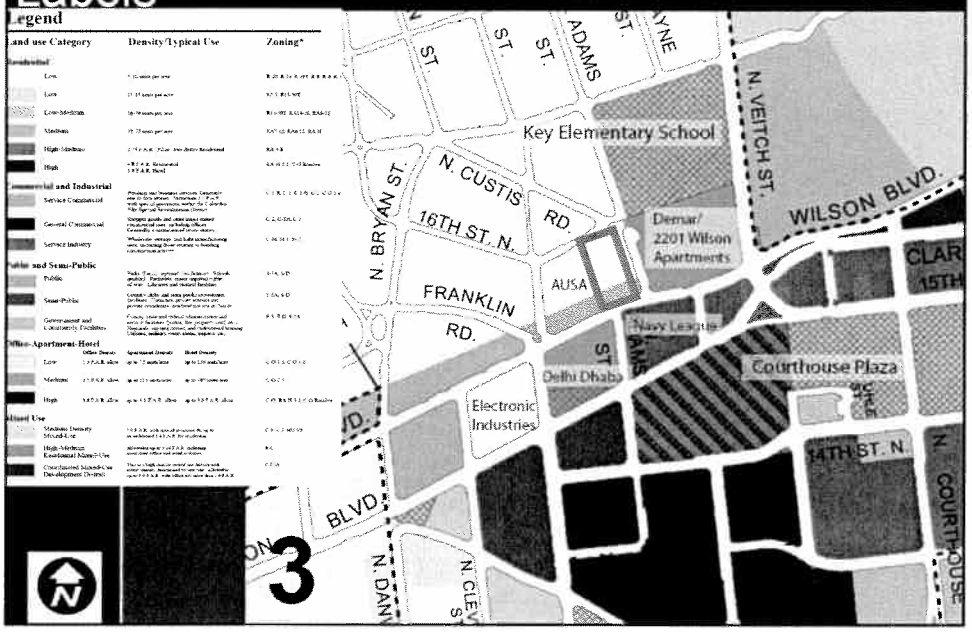

GLUP History of Site

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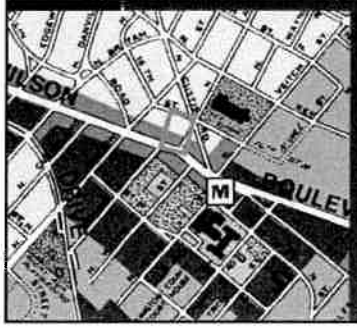

1961 -"General Business" along southern half of property along Wilson Boulevard and "Unplanned Uses" along northern half of property along 16th Street North

1975 - "Service Commercial" (Personal and business services, generally 1-3 stories, maximum 1.0 FAR) along southern half of property along Wilson Boulevard and "Low" Residential (1-10 u/a) along northern half of property along 16th Street North

1987- "Service Commercial" redefined as "Personal and business services, generally 1-4 stories, maximum of 1.5 FAR"

No subsequent changes to GLUP designation for site

Zoning Designations

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Existing

- "C-2" (Service Commercial – Community Business Districts)
- "R-6" (One-Family Dwelling Districts)

Proposed

- "C-O-2.5" (Commercial Office Building, Hotel and Apartment Districts)

Zoning Map

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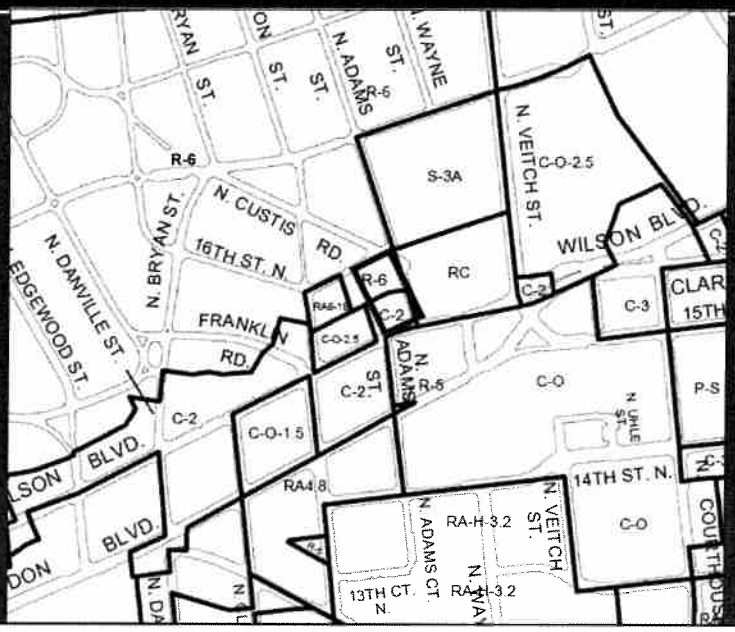

Existing Zoning Designations

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Zoning District	Use	Height	Density
C-2	residential	45' max	residential - as permitted in R-6
	hotel		hotel – min. 600 sq. ft. lot area per room (72.6 u/a)
	commercial; office; retail		other uses – max. 1.5 FAR
C-2 UC/MUD	commercial; retail; residential	45' max	max. 2.0 FAR commercial/retail with residential or max. 1.5 FAR commercial only
R-6	single family	35' max	min. lot size 6,000 sq. ft. (7.26 u/a)
	use permit – 2 family dwellings		
	site plan - doctor/dentist offices		

Proposed Zoning Designation

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Zoning District	Use	Height	Density
C-O-2.5	by-right: residential; limited professional office	by-right: 35'	as permitted in R-6
	site plan: apartment; hotel; commercial and office	site plan: 12 stories office	site plan: 2.5 FAR office/commercial
		16 stories apartment/hotel	115 u/a apartment; 180 u/a hotel

Development Potential of Site

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Zoning District	Site Area	Maximum Potential Development
C-2	19,098 square feet	commercial: 28,647 square feet (1.5 FAR)
R-6	19,002 square feet	residential: 3 dwelling units (7.26 u/a)
C-O-2.5	38,100 square feet	office: 95,250 square feet (2.5 FAR) apartment: 100 dwelling units (115 u/a) hotel: 157 rooms (180 u/a)

Zoning History of AUSA Site to the West of the Proposed Site

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1949	Survey plat shows site developed with gas station and "auto laundry"
1960	Rezoned from C-2 to C-3 (Z-1451-59-1)
1964	Approved site plan #36 for a 7-story office building – Rezoned from C-3 (General Commercial District) to C-O (Office Building District) (Z-1759-64-2)
1974	Rezoned from C-O (Office Building District) to C-O-2.5 (Z-2017-73-5)
1995	Site plan amendment for 6-story addition to the west side of the existing office building consisting of approximately 24,000 square feet and other minor modifications

Currently zoned C-O-2.5 (Commercial Office Building, Hotel and Apartment Districts) – Total GFA approximately 76,000 square feet – Height approximately 86'

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Analysis of Relevant Planning Documents and Policies

Courthouse Sector Plan Addendum

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Concept Plan - calls for "Service Commercial" with a transition to a "Neighborhood Conservation" area

Illustrative Plan - shows landscaped as transition between commercial and residential properties

Concept Plan | Illustrative Plan

Courthouse Sector Plan Addendum

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Site Design

- "Development on these sites should be located at the back of the sidewalk respecting a build-to line along Wilson Blvd.."
- "Building heights and mass should be consolidated along main street and should taper down towards Lyon Village."
- "Open space should be consolidated at the back of the properties providing a linear open space feature as a transition to the single-family residential areas abutting directly to the site."

Courthouse Sector Plan Addendum

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Transitions

- "Transitions should be provided between commercial and residential uses. This transition can be achieved through the use of extensive landscaping and brick walls."

Transportation

- "Surface parking should be screened from the street. Vehicular access/egress points should be consolidated along Wilson Blvd.."

Master Transportation Plan

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Wilson Boulevard - Type A Primary Retail Oriented Mixed-Use
2 to 4 travel lanes; bike lane; restrict/limit driveway access; on-street parking priority High; 10-16' sidewalks; 6' furniture zone or tree pits

16th Street North - Non Arterial - Neighborhood
2 travel lanes; shared lane: no driveway access restriction; on-street parking priority High; 4-6' sidewalk; 2-4' green strip

North Adams Street - Non Arterial - Urban Center Local
2 travel lanes; bike lane/shared lane; no driveway access restriction; on-street parking priority High; 6-8' sidewalk; 5-6' green strip

North Barton Street - Non Arterial - Urban Center Local
2 travel lanes; bike lane/shared lane; no driveway access restriction; on-street parking priority High; 6-8' sidewalk; 5-6' green strip

National Register District

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- Lyon Village National Historic District added to the National Register of Historic Places in 2002
- Subject site located within district boundaries
- Two of the three single-family buildings on site considered "contributing"

GLUP and Neighborhood Consolidation Policies

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GLUP – "Preserve and enhance existing single-family and apartment neighborhoods."

"Resolution on Neighborhood Consolidations for Sale to Developers" (1985) – "Now therefore be it resolved, that the County Board declares as its general policy the discouragement of neighborhood consolidations that anticipate land uses incompatible with the GLUP, the several area sector plans, and other County land use plans, goals and policies."

"Low" Residential GLUP Amendments

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Past 15 years - approximately 69 GLUP amendment requests - approximately 8 involved the re-planning of "Low" Residential properties - 2 denied and 6 approved

GLUP Amendments Consistent with an Adopted Plan

1995 - Townhouses of 4100 Block of Lee Highway in Cherrydale- Low Res. (1-10) to Low-Med. Res. - Cherrydale Revit. Plan

1999 – Market Common in Clarendon – Low Res. (11-15) to Low-Med. Res. – East Clarendon Plan

GLUP Amendments Not Recommended in an Adopted Plan

1993 - Former Kirby Dodge Site (902 N. Fillmore) in Clarendon – Low Res. (1-10) to Low-Med. Res.

1995 – DMV Site (510 S. Glebe) in Arlington Heights - Low Res. (1-10) to Low-Med. Res.

2002 - Palmer Site in East Falls Church– Low Res. (1-10) to Low Res. (11-15)

2003 - Alcova Heights Townhouses on Columbia Pike – Low Res. (1-10) to Low Res. (11-15)

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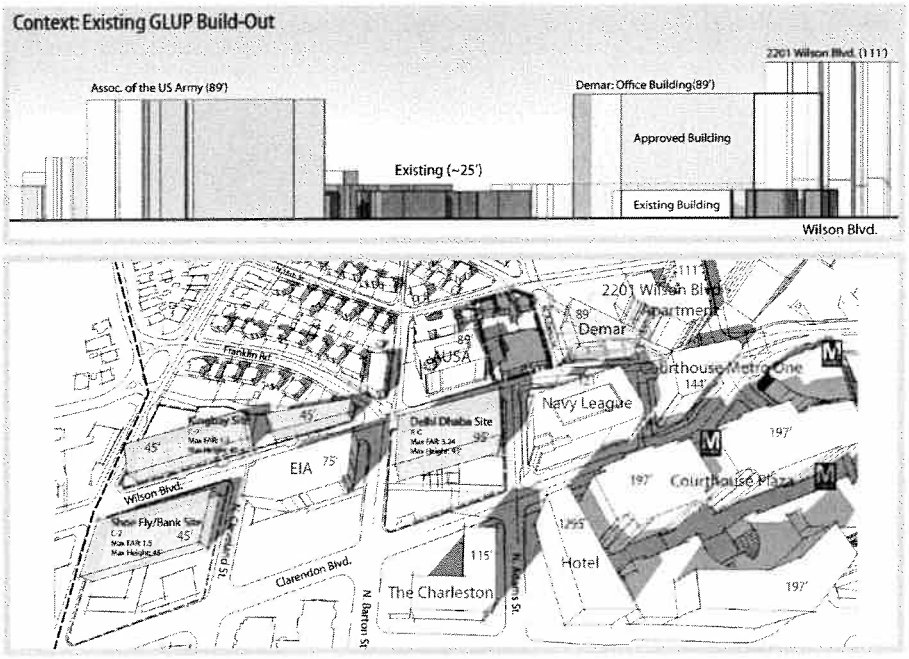
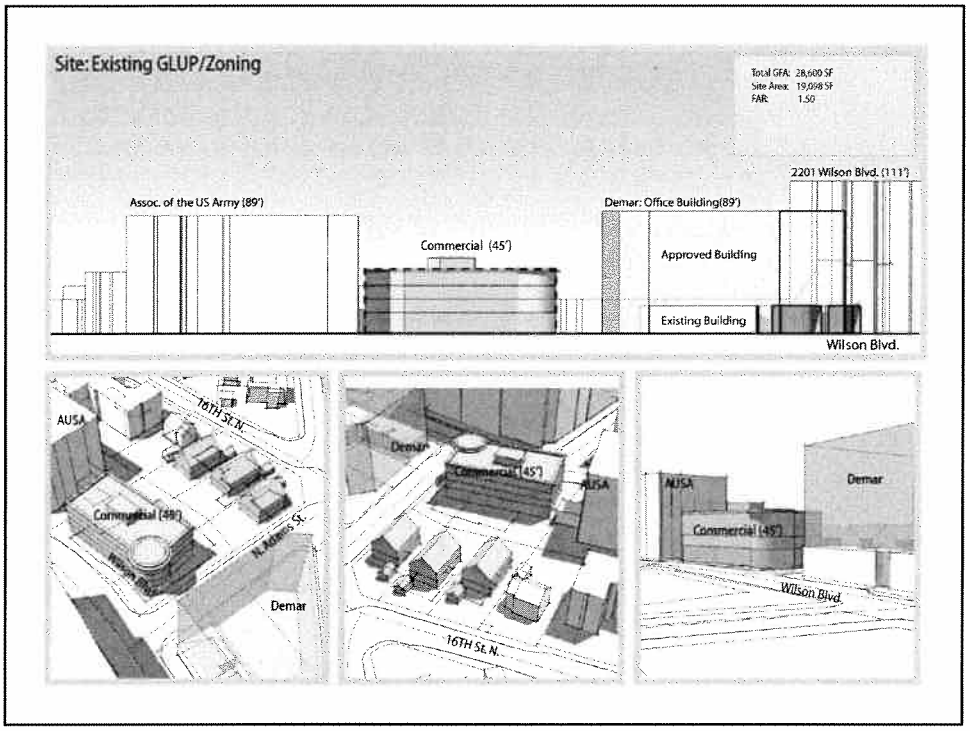
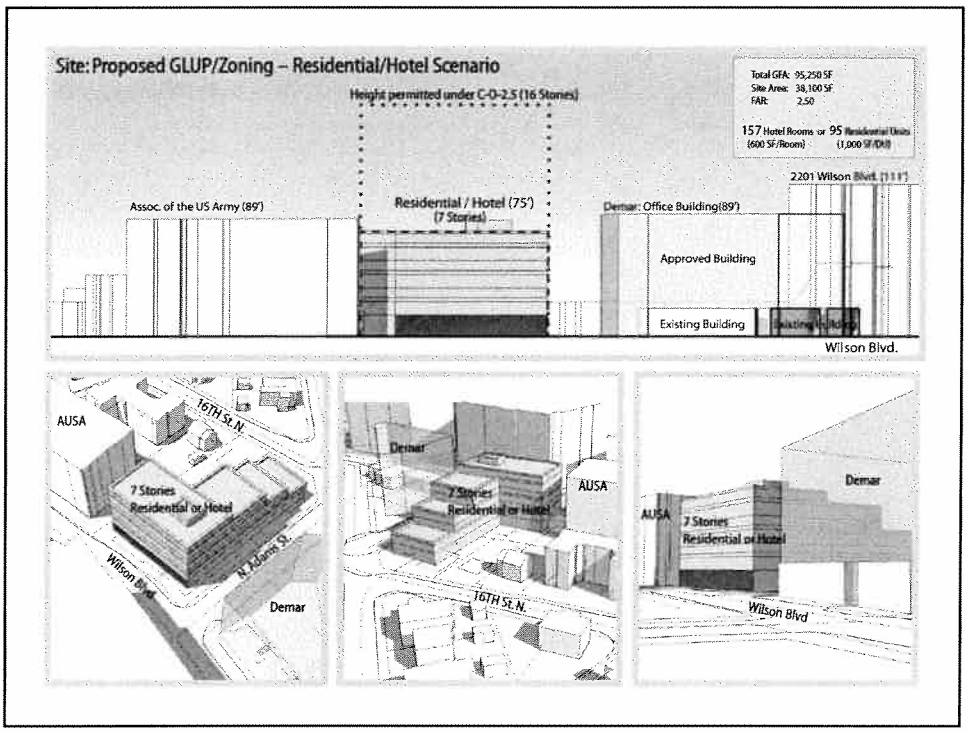
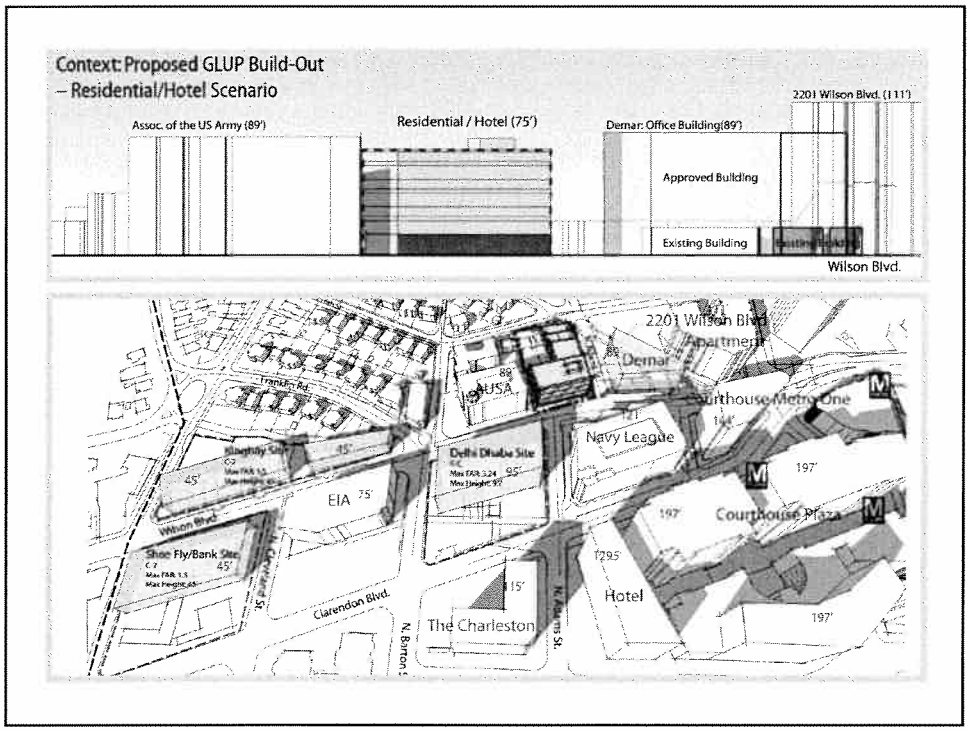
Three-Dimensional Modeling of Existing and Proposed GLUP Designations

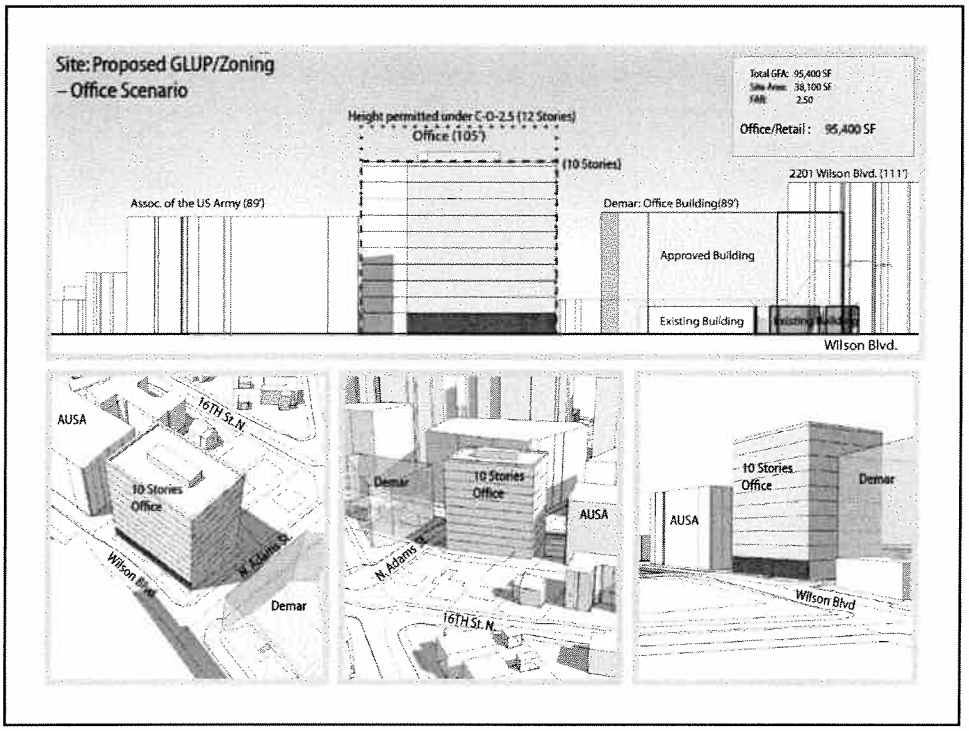
NB: The following models are not intended to represent staff's recommended development of the site, but to represent illustrative examples of a multitude of options.

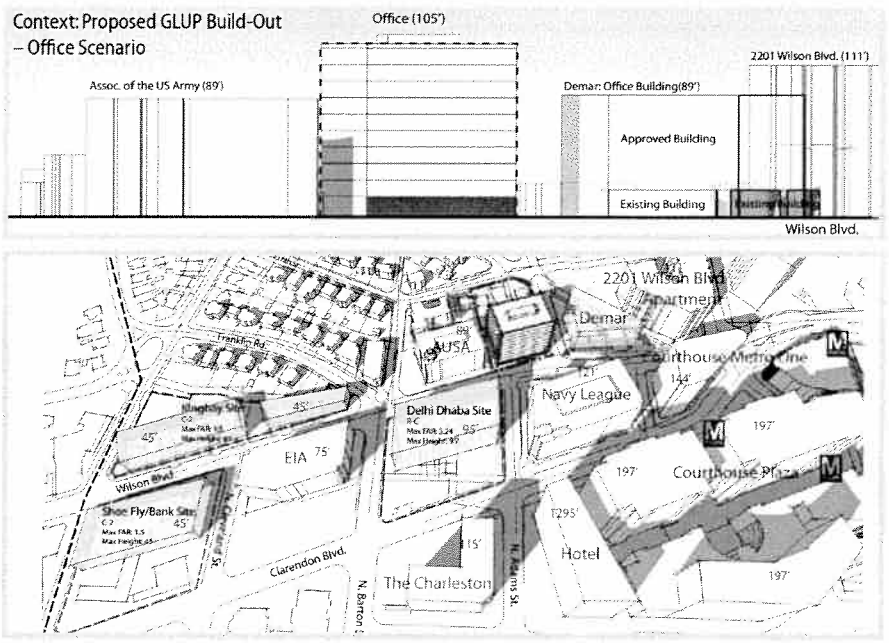


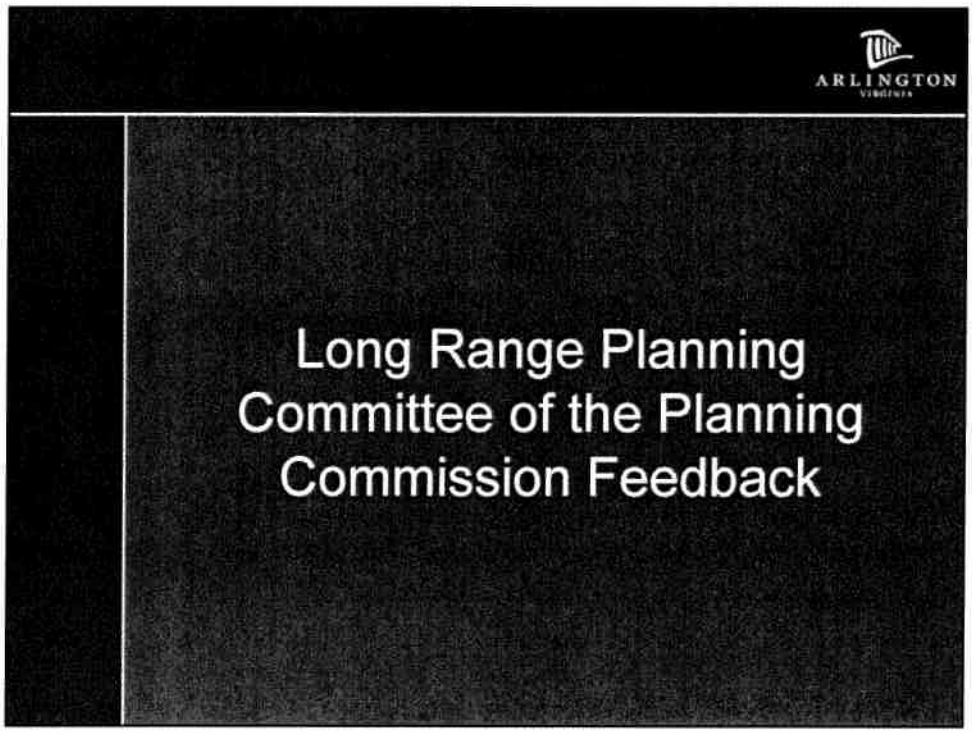

Site: Existing GLUP/Zoning
Total GFA: 28,600 SF
Site Area: 19,098 SF
FAR: 1.50
2201 Wilson Blvd. (111')
Assoc. of the US Army (89')
Demar: Office Building(89')
Commercial (45')
Approved Building
Existing Building
Wilson Blvd.
AUSA
16TH St. N.
Commercial (49')
N. Adams St.
Demar
Commercial (45')
AUSA
16TH St. N.
AUSA
Demar
Commercial (45')
Wilson Blvd.


Site: Proposed GLUP/Zoning – Residential/Hotel Scenario
Height permitted under C-O-2.5 (16 Stories)
Total GFA: 95,250 SF
Site Area: 38,100 SF
FAR: 2.50
157 Hotel Rooms or 95 Residential Units
(600 SF/Room) (1,000 SF/Dwl)
2201 Wilson Blvd. (111')
Assoc. of the US Army (89')
Residential / Hotel (75')
(7 Stories)
Demar: Office Building(89')
Approved Building
Existing Building
Wilson Blvd.
AUSA
16TH St. N.
7 Stories
Residential or Hotel
N. Adams St.
Demar
Demar
7 Stories
Residential or Hotel
AUSA
16TH St. N.
Demar
AUSA
7 Stories
Residential or Hotel
Wilson Blvd


Context: Proposed GLUP Build-Out
– Residential/Hotel Scenario
Assoc. of the US Army (89')
Residential / Hotel (75')
Demar: Office Building(89')
2201 Wilson Blvd. (111')
Approved Building
Existing Building
Wilson Blvd.
2201 Wilson Blvd
Apartment
Demar
AUSA
Courthouse Metro One
Navy League
Delhi Dhaba Site
EIA
Courthouse Plaza
Shoe Fly/Bank Site
Clarendon Blvd.
The Charleston
Hotel
N. Adams St.
N. Barton St.
Wilson Blvd.


Site: Proposed GLUP/Zoning
– Office Scenario
Total GFA: 95,400 SF
Site Area: 38,100 SF
FAR: 2.50
Office/Retail: 95,400 SF
Height permitted under C-O-2.5 (12 Stories)
Office (105')
(10 Stories)
Assoc. of the US Army (89')
Demar: Office Building(89')
2201 Wilson Blvd. (111')
Approved Building
Existing Building
Wilson Blvd.
AUSA
16TH St. N.
10 Stories Office
N. Adams St.
Wilson Blvd
Demar
Demar
10 Stories Office
AUSA
N. Adams St.
16TH St. N.
10 Stories Office
Demar
AUSA
Wilson Blvd


Context: Proposed GLUP Build-Out
– Office Scenario
Office (105')
Assoc. of the US Army (89')
2201 Wilson Blvd. (111')
Demar: Office Building(89')
Approved Building
Existing Building
Wilson Blvd.
2201 Wilson Blvd
Demar
USA
Navy League
Delhi Dhaba Site
EIA
Wilson Blvd
Shoe Fly/Bank Site
Clarendon Blvd.
The Charleston
Hotel
Courthouse Plaza
197'
295'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Long Range Planning
Committee of the Planning
Commission Feedback

LRPC Feedback

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- General consensus that "Medium" Office-Apartment-Hotel is not appropriate designation for entire site
- Most commissioners stated that the "Low Residential (1-10 u/a) portion of the site should be maintained as such
- Some stated that "Service Commercial," "Low" Office-Apartment-Hotel or "Medium" Office-Apartment-Hotel might be appropriate for the commercial portion of the site
- Concern regarding the precedent of changing the "Low" Residential (1-10 u/a) designation
- Concern regarding what might happen to other "Service Commercial" blocks west towards Clarendon

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Transportation Analysis

Historic Daily Traffic Volumes

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24-Hour Traffic Volumes

Street	2006	2008	2009
Wilson Boulevard (westbound) – East of Veitch Street	12,467	11,427	11,505
Clarendon Boulevard (eastbound) – East of Veitch Street	10,468	10,027	9,881

Source: Arlington County Department of Environmental Services

Metrorail Use

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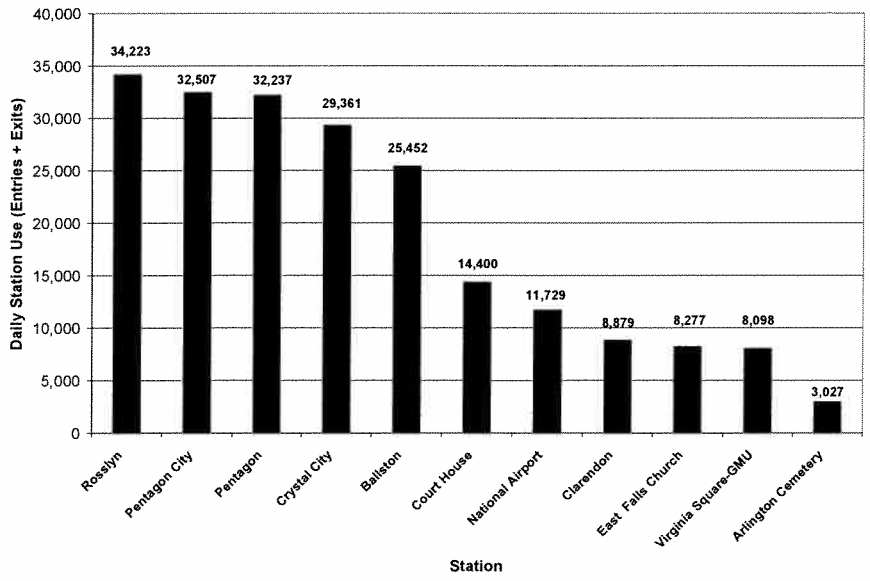
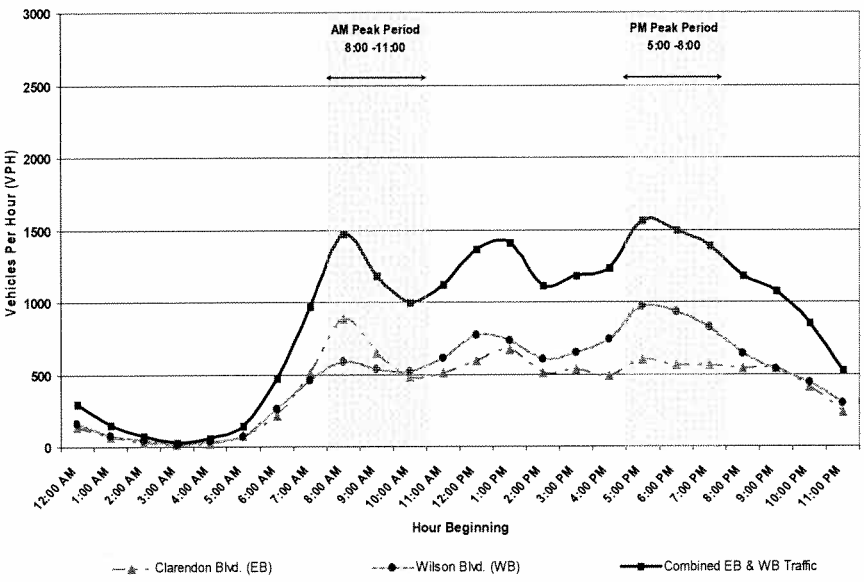
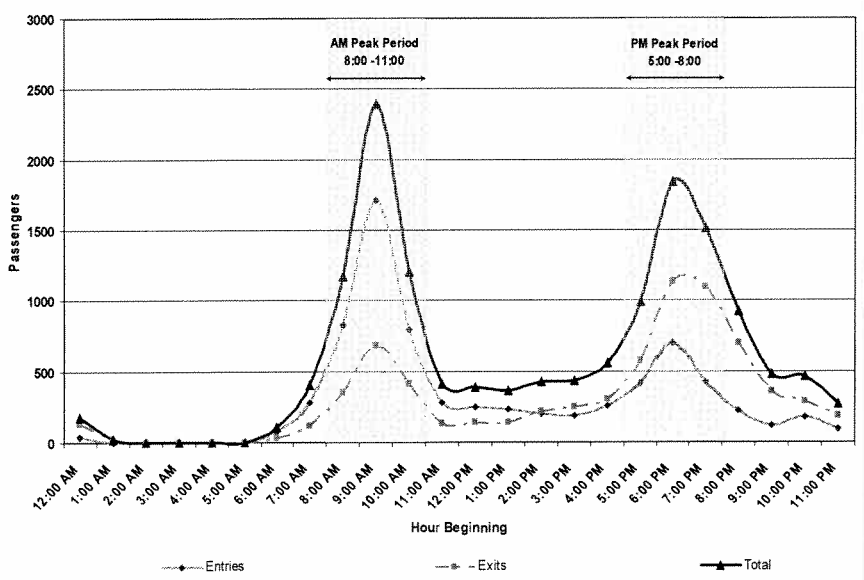


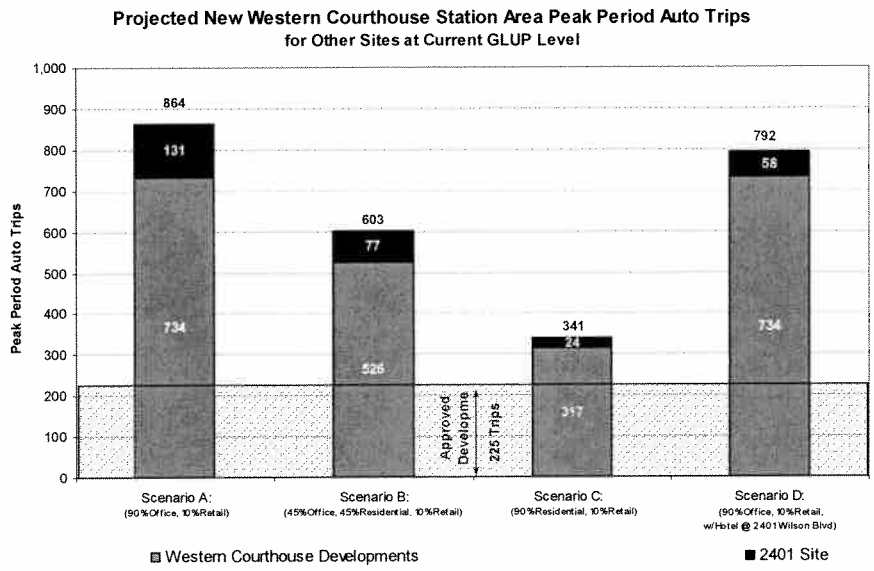
Peak Period Analysis – Vehicle Traffic (Wilson & Clarendon Blvds.)



Peak Period Analysis – Courthouse Metro Station

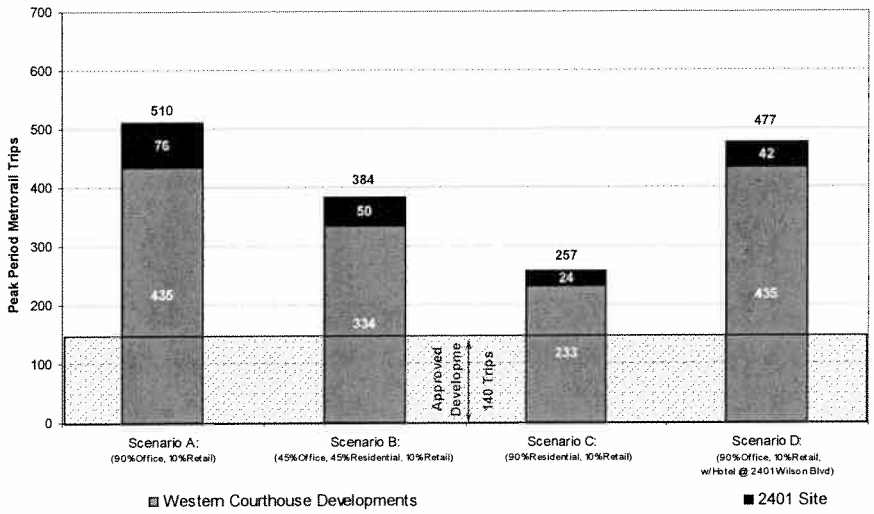


Western Courthouse New Trip Projections – Autos



Note: Trip estimates do not include retail trips since all scenarios assume 10% retail development

Western Courthouse New Trip Projections – Metro



Note: Trip estimates do not include retail trips since all scenarios assume 10% retail development

Transportation Findings

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- Site located approximately 500' from Courthouse Metro Station and is well-served by Metrobus and ART Bus
- Number of trips generated by this site if redeveloped at proposed GLUP level would be relatively low
- Even with build-out of the western Courthouse Station at current GLUP levels, impacts to the transportation system should be manageable
- The County is working to reach the following performance measures per the MTP: Improve access at the Metrorail stations so that at least two elevators are in operation at all stations by the year 2030; Increase the percentage of eight-car trains operating on the Orange and Blue lines during peak hour periods.

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Staff Analysis and Recommendations

Staff Recommendation

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- Staff does not recommend advertisement of the proposed GLUP amendment

- "Medium" Office-Apartment-Hotel is not an appropriate designation for the entire site

- Staff continues to support the guidance of the Courthouse Sector Plan Addendum and the County's policies regarding the preservation of existing single-family neighborhoods.

- Only in rare instances has the County changed the GLUP designation of "Low" Residential properties to a higher designation.

- Addendum calls for a transition and landscaped buffer on this site, not open space as proposed by applicant. Additionally, the Public Spaces Master Plan does not call for a park in this location.

- Two of three houses on subject site are considered "contributing" to the Lyon Village National Historic District.