



ARLINGTON COUNTY, VIRGINIA

County Board Agenda Item Meeting of April 16, 2011

DATE: April 6, 2011

- SUBJECTS:**
- A. Master Transportation Plan (MTP) Map amendment to add a new Urban Center Local Street in the block bordered by South Glebe Road and South Monroe Street to connect the planned 11th Street South and planned 12th Street South.
 - B. ZOA-FBC-13 Zoning Ordinance Amendment to Section 20 (Appendix A) "CP-FBC," Columbia Pike Form Based Code Districts Section, III.C. Regulating Plans to include a new street between the planned 11th Street South and planned 12th Street South on the Town Center Regulating Plan, establish the placement of Required Building Lines with a width of the street space of 65 feet from face-of-building to face-of-building, and designate the frontages as Local. The proposed street would divide the existing block bounded by Glebe Road to the east and South Monroe Street to the west into two blocks and establish new street frontages for future development.

C. M. RECOMMENDATION:

1. Amend the Master Transportation Plan (MTP) Map to add a new Urban Center Local street in the block bordered by South Glebe Road and South Monroe Street to connect the planned 11th Street South and planned 12th Street South (see Attachment A).
2. Adopt the attached ordinance to amend, reenact, and recodify the Arlington County Zoning Ordinance, Section 20 "CP-FBC" Columbia Pike Form Based Code Districts, Section III.C. Regulating Plans to include a new north/south street between the planned 11th Street South and planned 12th Street South on the Town Center Regulating Plan, establish the placement of Required Building Lines with a width of the street space of 65 feet from face-of-building to face-of-building, and designate the frontages as Local (see Attachment B).

County Manager:

BMD/GA

County Attorney:

[Signature] *[Signature]*

Staff: Matt Mattauszek and Jennifer Smith, DCPHD, Planning
Richard Hartman, DES, Transportation

19.

ISSUES: These are amendments to the Master Transportation Plan Map and the Columbia Pike Special Revitalization District Form Based Code to add a new street in the block bordered by South Glebe Road, South Monroe Street, and planned 11th Street South and 12th Street South. The proposed amendment has been reviewed by the Form Based Code Advisory Working Group, the Zoning Committee of the Planning Commission and the Transportation Commission. No issues have been raised.

SUMMARY: Staff is recommending that the MTP Map be amended to add a new street segment between 11th Street South and 12th Street South. This new north/south street would become a new street in the Columbia Pike Form Based Code (the Code or “FBC”)Town Center Regulating Plan, designated “Local” with associated Required Building Lines. The new street would facilitate improved site circulation to and from the redevelopment planned for this block, allow for an urban arrangement of townhouse buildings and open spaces, and would promote good urban design principles envisioned in the Code. Therefore, it is recommended that the County Board adopt the proposed amendments to the MTP Map and FBC Regulating Plan.

BACKGROUND: In March 2002, the *Columbia Pike Initiative-A Revitalization Plan* was adopted by the County Board followed by adoption of the Columbia Pike Form Based Code (the Code). The Code includes the Regulating Plan for the Town Center development node. The Regulating Plan, among other things, locates Required Building Lines (RBLs) for new development along existing or proposed new streets.

Periodically, staff has initiated amendments to the Form Based Code to clarify the intent of the Code and facilitate redevelopment in accordance with the vision for revitalization of the Columbia Pike corridor. Staff has also initiated amendments to the Master Transportation Plan to make it consistent with the FBC Regulating Plan. Issues pertaining to the subject of this report were first discussed several years ago when staff began analyzing the potential development opportunities for this area in response to developer interest. During those discussions, it was observed that, in the absence of another street, traffic and pedestrian circulation to and from the planned development in the block bordered by South Glebe Road, South Monroe Street, Columbia Pike and 12th Street South (“south block” of the Rosenthal property) would be difficult with respect to site access and connectivity. Also, it was observed that the existing Required Building Lines shown for the south block of the property would produce a ring of townhouses around the perimeter of the block and would result in underutilized land in the middle of the block (see Figure 1). Staff anticipated that the remaining space would likely be used for surface parking. Therefore, staff has evaluated whether the introduction of a new north/south street into the MTP would improve circulation options to enter and exit the development planned for this area, and whether the planned new street would offer an improved building layout to better match the urban form of development envisioned by the Code.

DISCUSSION: Through examination of the street and traffic patterns in this part of Columbia Pike as well as the allowable building form following the existing FBC, it became apparent that adding a street to the Form Based Code Regulating Plan would be beneficial for future development envisioned for this site, a two-block area. The site is situated between Columbia

Pike, South Glebe Road, South Monroe Street, and planned 12th Street South. A future street, 11th Street South, is planned to bisect the site, creating two blocks.

Access to and from this site is difficult due to several circumstances:

- While the site's adjacency to South Glebe Road is advantageous for visibility, the high traffic volumes approaching this intersection on both Columbia Pike and Glebe Road place limitations on where access can occur and how turning movements into and exiting the site can be accommodated.
- Access to and from future 11th Street South at South Glebe Road is limited by a center median and it is uncertain whether this median would be removed due to the stacking distance needed for the left turning lane for westbound traffic onto Columbia Pike. South Glebe Road is a Virginia Department of Transportation (VDOT) road and it is not likely that full access could be provided at this intersection.
- It is uncertain whether the entire site would redevelop at one time. Over the past several years, the Rosenthal property owner has been seeking interested parties for the redevelopment of its property. No plans for consolidation of the adjacent bank property (Capital One bank) have evolved, nor has staff received any inquiries about redevelopment of the bank property to date. Without consolidation of the Rosenthal and the bank properties, or action by the County to acquire a portion of the bank property, the planned 11th Street South would not connect through to South Monroe Street in the foreseeable future. This adds another constraint to circulation around the Rosenthal property should redevelopment be pursued for this site only.
- A full intersection and traffic signal exists at 12th Street South and South Glebe Road, which, if 12th Street South is allowed full vehicular access, could offer additional circulation for development planned at this site. Currently, however, the United States Postal Service (USPS) has a long-term lease on the 12th Street South right-of-way. This lease was established in 1995 when the USPS facility was approved by special exception site plan in order to facilitate vehicular traffic solely coming to and from the post office. The lease allows the County to maintain bicycle and pedestrian access from Glebe Road to South Monroe Street and for public utilities so long as they do not unreasonably interfere with USPS' use of the property. The lease term expires in 2035, with renewal provisions at ten year intervals. The County is discussing lease termination with the USPS in order to return this street to a fully operational street and a parallel path for pedestrian and bicycle circulation.

In addition to the access and circulation challenges, the development planned for the south block between 11th Street South and 12th Street South under the current FBC may not fully meet the desired urban form. Had this site been more fully studied when the FBC was created, a new north/south street would have been shown on the Regulating Plan.

The existing FBC Regulating Plan for the south block includes Required Building Lines (RBLs) around only the block perimeter (see Figure 1). While this would result in a predictable building form with new townhouses at the back of sidewalks framing each street frontage, the outcome would result in an underutilization of the land in the middle of the block, which would likely be used for surface parking. Also, this arrangement of RBLs facing 12th Street would limit

flexibility in the building orientation along the southern edge of the property by requiring those buildings to face the Post Office parking entrances and loading docks. While this might not be problematic if the Post Office were to redevelop, no plans for redevelopment of the facility are envisioned for the foreseeable future and staff does not consider it to be an optimal condition for townhouse units to overlook the existing loading dock. Adding a new north/south street would provide some flexibility for the orientation of townhouse units. Lastly, this layout would likely channel traffic to and from 11th and 12th Streets via the required alleys instead of a formal street which could place more traffic on narrower alleys than otherwise intended.

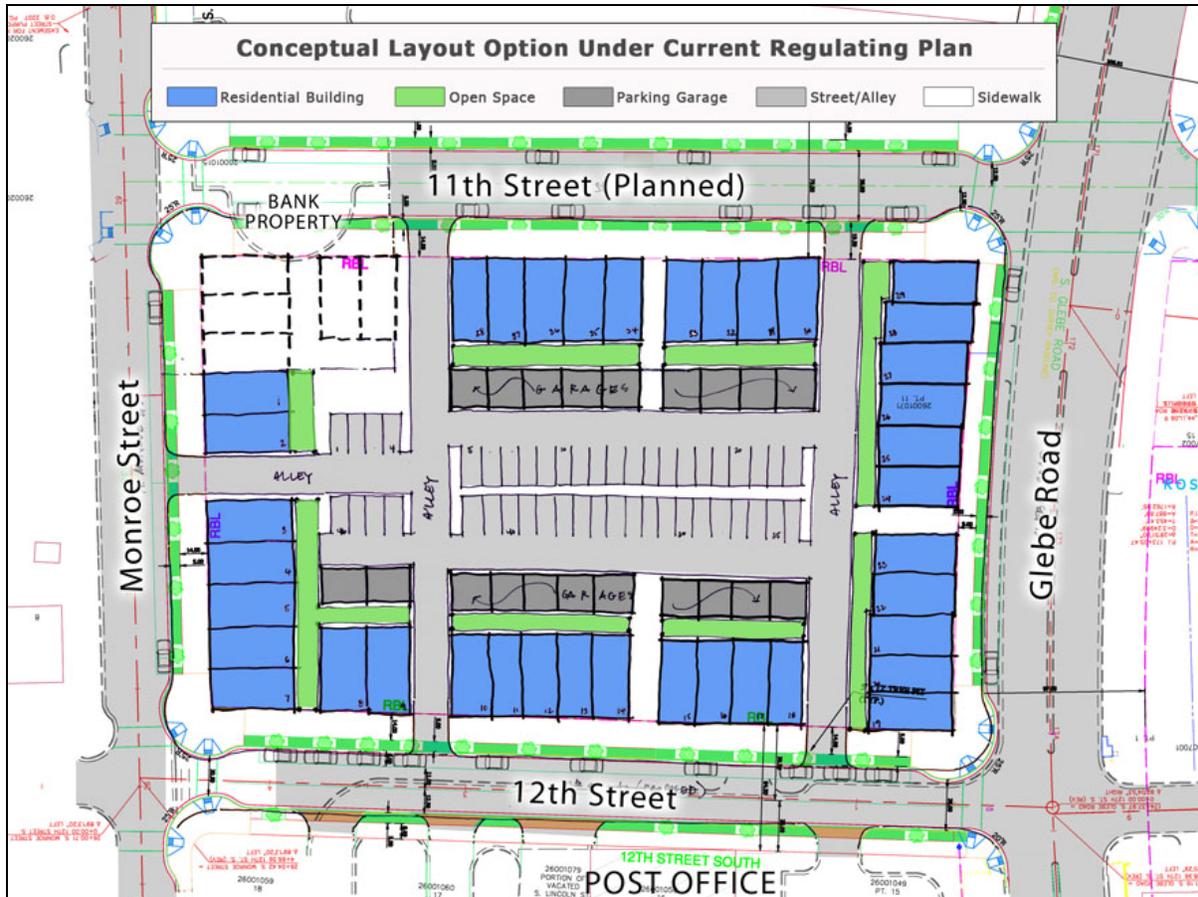


Figure 1. Potential Site Layout for South Block under Existing Conditions

The introduction of a new street connection would divide the block into a more urban form of development that is preferred for Local frontages in the Columbia Pike Special Revitalization District (see Figure 2). The new street would provide a finer-grained street pattern and allow for compact arrangement of primary buildings, open spaces, and detached garages. The street would also create a formal connection to the south block units and development planned for the north block, which would support traffic more appropriately than relying solely on alleys for vehicular traffic between the north and south blocks. Dividing the block with a new street reinforces an emphasis on the public realm as well as the desired urban form.



Figure 2. Potential Site Layout for South Block with new street

MTP Amendment: In order to introduce a new street into the transportation network, a Master Transportation Plan amendment is needed. After analyzing the proposed street location and its adjacent uses, staff has determined that the proposed street cross section should be consistent with the “Urban Center Local” street designation. The Urban Center Local designation calls for two travel lanes and one or two parking lanes with a curb-to-curb dimension of 28’-30’ or 34’-36’, respectively. Urban Center Local streets are neighborhood (non-arterial) streets located in a medium or high-density residential, commercial or mixed-use area and typically provide primary access routes for vehicles and pedestrians. These streets can also provide service, utility and emergency access to alleys, loading docks and building areas for loading and unloading goods, recyclables, and refuse. Therefore, staff is recommending that the MTP Map be amended to reflect these changes by adding a new street (shown in Attachment A). The street name does not have to be formally determined at this time.

FBC Amendment: To designate a new street under the FBC, the street location, street width and frontage type designation have to be determined. After analyzing the site and surrounding conditions, staff recommends the following conditions which are consistent with the proposed MTP amendment:

- *Street Location:* Staff evaluated options for placement of the proposed new north/south street. After evaluating options to achieve the desired street elements (travel and parking lanes and sidewalks) and alternative building and open space layouts which would meet the FBC requirements, staff determined that a slightly off-center placement of the new north/south street within the block would offer a feasible and reasonable development that would meet the circulation purposes and meet FBC requirements. This new location would also allow for a south facing vista along the new street towards the existing Post Office building, rather than the existing loading dock had the south block been divided evenly. For these reasons, staff recommends offsetting the placement of the new street, as shown in Attachment C.
- *Street Widths and Required Building Lines (RBL):* The proposed width of the street space from RBL to RBL is 65 feet which includes a 34' curb to curb dimension (see Attachment D). Most side streets in the FBC Regulating Plan have a width of 75 or 65 feet. As part of the site analysis, various cross sections and resulting development areas on either side of the street were examined to determine the most appropriate street width. It was determined that a reasonable layout of buildings and open spaces could occur on either side of the proposed street if the minimum street width of 65 feet could be achieved. Within this cross section, two 10-ft wide travel lanes, two 7-ft wide parking lanes, and two 15.5-ft wide sidewalks would occur. The 15.5-ft wide sidewalks allow space for a 6-ft wide clear sidewalk, 5-ft wide tree pits plus a 6" curb, and a 4-ft wide stoop zone adjacent to the building. The 65 foot wide street is appropriate in this location because it accommodates development on both sides of the block, the adjacent residential uses do not require additional sidewalk width, the street is a short block without open vistas on either end, and the street primarily serves the development of the north and south blocks of the Rosenthal site. As a result, a more intimate scale block is created, which in this case is appropriate for the Local street frontage recommended on this block.
- *Building Envelope Standards Designation:* The Regulating Plan currently designates the streets around the south block as Local Live/Work along 11th Street South, South Glebe Road, and 12th Street South, while South Monroe Street is designated "Local" (see Attachment E). Local Live/Work allows a townhouse form of development from 2 to 3-1/2 stories, but allows either commercial or residential uses on the ground floor. Local frontage allows the same form of development as Local Live/Work, however, residential uses are required for the ground floor with some limited opportunities for home office uses. Based on the interior location of the proposed street, staff recommends mirroring the South Monroe Street designation and applying the Local frontage type (see Attachment B). This designation allows for residential uses in the townhouse form. It is not anticipated that commercial uses would be proposed in this interior location as those uses would be more appropriate along the perimeter streets. Therefore, Local Live/Work is not proposed here.

For context, the current Regulating Plan envisions 12th Street South as an operational street with Required Building Lines along the north edge. This street is located at the edge of the Revitalization District and redevelopment of the Post Office site is not planned or envisioned by

the USPS in the foreseeable future. Based on knowledge that the Post Office facility is planned to remain, staff analyzed whether any adjustment to the existing RBL on the north side would be needed in order to achieve an operational street and meet the FBC requirements, including those for streetscape elements. The space provided from the existing Post Office building and the planned RBL along the north edge of 12th Street South is 64.5 feet. Through staff's analysis, this existing space is sufficient to meet the pedestrian, bicycle and vehicular circulation needs of this area (see Attachment F). Therefore, staff finds that the RBL along the north edge of 12th Street South at the Rosenthal property does not need to be shifted as part of this FBC amendment. In addition, 12th Street South is already included on the Master Transportation Plan as a planned street. Arlington County currently owns the right-of-way for 12th Street South between South Glebe Road and South Monroe Street, although the street right-of-way is currently developed as a driveway for the Post Office and as well as a bicycle and pedestrian trail.

It is expected that staff will continue the design analysis for 12th Street as discussions with the USPS and a possible developer of the Rosenthal site proceed, and reach a preferred layout that can be constructed in advance or concurrently with redevelopment of the Rosenthal site. Staff will review alternative design solutions to determine how the north edge of 12th Street and its associated streetscape and future intersections with the proposed "South Lincoln Street" and alleys in the south block should occur during the interim period in order to allow any potential redevelopment plans for the Rosenthal property to move forward, as well as to determine how best to accommodate pedestrian and bicycle circulation through the block.

Community Process: This amendment was discussed with the Form Based Code Advisory Working Group (AWG) and Zoning Committee of the Planning Commission (ZOCO) and the Transportation Commission prior to its advertisement. Through those discussions, general support was expressed for the introduction of the proposed street, its location and proposed cross section. One of the Transportation Commissioners asked if 9-foot travel lanes could be used instead to minimize the street width. Staff explained that this was a typical cross section used within the Columbia Pike corridor and it accommodates on-street parking along both edges, which would mitigate potential concerns from surrounding neighborhoods with regards to visitor parking. It also accommodates truck circulation between 12th Street South and 11th Street South.

The Transportation Commission heard these amendments on March 31, 2011 and unanimously voted to approve staff recommendations.

The Planning Commission heard this amendment on April 4, 2011 and voted, 7 – 3, to approve the item. During this discussion, several points of clarification were made related to the location and designation of the proposed street. Staff informed the Commission that the urban setting within a residential area of the Columbia Pike corridor resulted in the selection of the Urban Center Local designation for the proposed street. Like other new streets created by the FBC, this proposed street is anticipated to be public and dedicated to the County. Staff also commented that should a future redevelopment proposal be submitted with a slightly different street location, such project could request a FBC modification to adjust the placement of the FBC Required Building Lines (RBL), thus eliminating the need to amend the MTP or the FBC again in the

future. One Commissioner raised a question of interim conditions for the proposed street in the event this site would redevelop prior to 12th Street being re-acquired from the Post Office. Staff confirmed that a hammerhead condition would exist at the south end of the street in the interim condition, allowing vehicles to turn around. Staff would envision that the hammerhead's design would also allow for a connection to 12th Street but limited to emergency vehicles only. Staff reiterated that the timing of this amendment is intended to get ahead of any future redevelopment for the Rosenthal property to ensure an appropriate urban form and adequate circulation resulting from the addition of the new street on the south block. A Commissioner questioned whether an alternative design treatment such as a "green" street was considered to which staff commented that the proposal is consistent with prior recommendations made for new streets along Columbia Pike and appropriate for the type of circulation envisioned.

Indirect to the proposal, several members of ZOCO, Transportation Commission and Planning Commission reiterated the desire to open the vehicular street connections to S. Monroe Street adjacent to this site. Although staff agrees that a full street grid is consistent with the vision of the MTP Street Element and the FBC Regulating Plan, at this time there are no plans to consolidate the Rosenthal Site with the bank property located on Columbia Pike and Monroe Street and through which planned 11th Street South would intersect. Additionally, the community is not supportive of opening up the 12th Street South and South Monroe Street intersection as they believe it may increase cut-through traffic within that neighborhood and that over speeding may result from this change. At this time, the community prefers to maintain this segment of 12th Street South as a pedestrian and bicycle connection only. Staff affirmed that it will continue monitoring the intersection connection at South Monroe Street and work diligently to pursue a new connection at 11th Street South to further improve access within this area. Furthermore, staff considers the addition of a new north/south street as an important addition to the existing street grid.

CONCLUSION: Staff concludes that this new north/south street will improve the overall circulation options in this area of the Columbia Pike Special Revitalization District and it will facilitate an improved form of revitalization envisioned by the FBC which is missing from the current Regulating Plan. As it is an existing public street right-of-way no amendments are needed to the Master Transportation Plan or the FBC for 12th Street South.

Therefore, staff recommends that the County Board adopt the attached amendment to the Master Transportation Plan Map to add a new north/south Urban Center Local street in the block between South Glebe Road and South Monroe Street connecting the planned 11th Street South and planned 12th Street South, and the attached ordinance to amend, reenact, and recodify the Arlington County Zoning Ordinance, Section 20. "CP-FBC" Columbia Pike Form Based Code Districts, Section III.C. Regulating Plans to show a new street segment between 11th Street South and 12th Street South on the Town Center Regulating Plan, to establish the placement of Required Building Lines with a width of the street space of 65 feet from face-of-building to face-of-building, and to designate those frontages as Local, which will serve to facilitate the creation of a convenient, attractive and harmonious community; and to encourage economic development activities that provide desirable employment and enlarge the tax base.

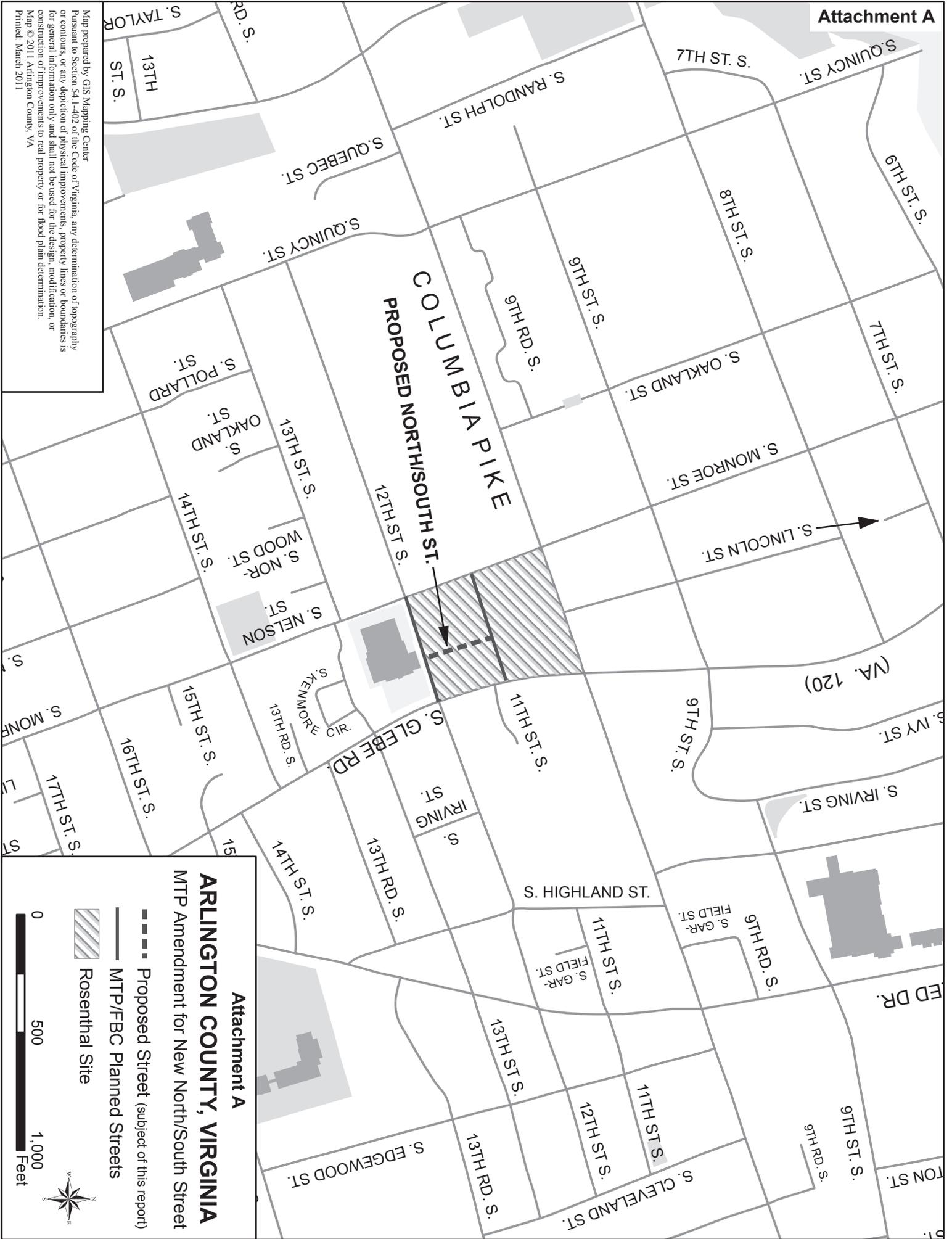
Form Base Code Amendment Ordinance
ZOA-FBC-13

AN ORDINANCE TO AMEND, REENACT, AND RECODIFY THE ARLINGTON COUNTY ZONING ORDINANCE, SECTION 20. “CP-FBC” COLUMBIA PIKE FORM BASED CODE DISTRICTS (APPENDIX A) TO MODIFY SECTION III. REGULATING PLANS FOR PROPERTIES LOCATED IN THE TOWN CENTER TO SHOW A NEW NORTH/SOUTH STREET BETWEEN THE PLANNED 11TH STREET SOUTH AND PLANNED 12TH STREET SOUTH ON THE TOWN CENTER REGULATING PLAN, ESTABLISH THE PLACEMENT OF REQUIRED BUILDING LINES WITH A WIDTH OF THE STREET SPACE OF 65 FEET FROM FACE-OF-BUILDING TO FACE-OF-BUILDING, AND DESIGNATE THE FRONTAGES AS LOCAL, TO PRESERVE AND PROMOTE MIXED-USE RETAIL AND OTHER COMMERCIAL ACTIVITY WITHIN COMMERCIAL DISTRICTS; AND FOR OTHER REASONS REQUIRED BY THE PUBLIC NECESSITY, CONVENIENCE AND GENERAL WELFARE AND GOOD ZONING PRACTICE; AS WELL AS TO FACILITATE THE CREATION OF A CONVENIENT, ATTRACTIVE AND HARMONIOUS COMMUNITY;; AND TO ENCOURAGE ECONOMIC DEVELOPMENT ACTIVITIES THAT PROVIDE DESIRABLE EMPLOYMENT AND ENLARGE THE TAX BASE.

BE IT ORDAINED that the Arlington County Zoning Ordinance provisions in Section 20, “CP-FBC” Columbia Pike Form Based Code District (Appendix A)Section III. Regulating Plans are hereby amended, reenacted, and recodified as set forth below in order to show a new north/south street between the planned 11th Street South and planned 12th Street South on the Town Center Regulating Plan, establish the placement of Required Building Lines with a width of the street space of 65 feet from face-of-building to face-of-building, and designate the frontages as Local, to preserve and promote mixed-use retail and other commercial activity within commercial districts; and for other reasons required by the public necessity, convenience and general welfare and good zoning practice; as well as to facilitate the creation of a convenient, attractive and harmonious community; and to encourage economic development activities that provide desirable employment and enlarge the tax base.

* * *

1. Replace the Columbia Pike Regulating Plan for the Town Center with the revised version that is Attachment B hereto.



Map prepared by GIS Mapping Center
 Pursuant to Section 54.1-402 of the Code of Virginia, any determination of topography or contours, or any depiction of physical improvements, property lines or boundaries is for general information only and shall not be used for the design, modification, or construction of improvements to real property or for flood plain determination.
 Map © 2011 Arlington County, VA
 Printed: March 2011

Attachment A

ARLINGTON COUNTY, VIRGINIA

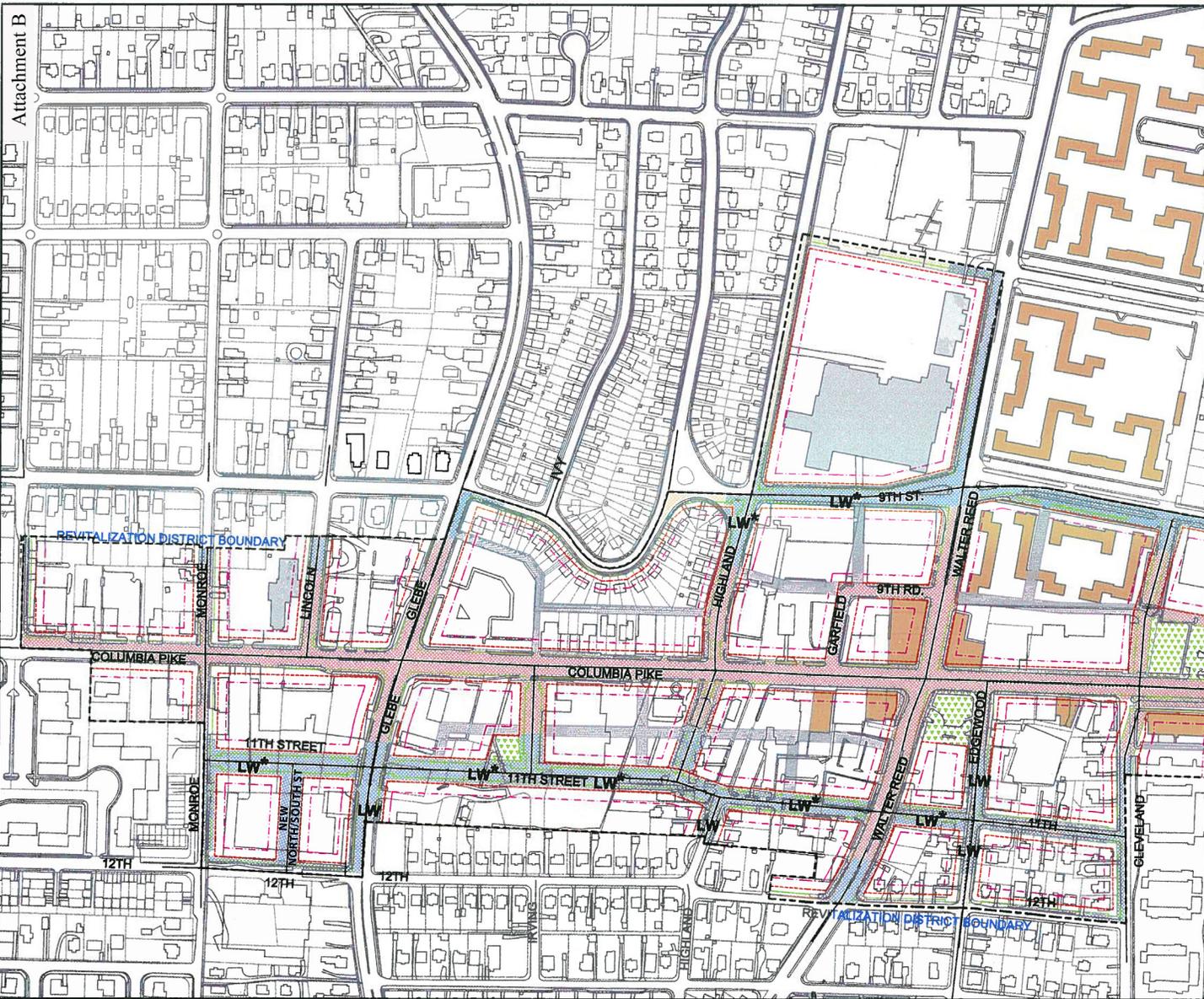
MTP Amendment for New North/South Street

-  Proposed Street (subject of this report)
-  MTP/FBC Planned Streets
-  Rosenthal Site



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Feet



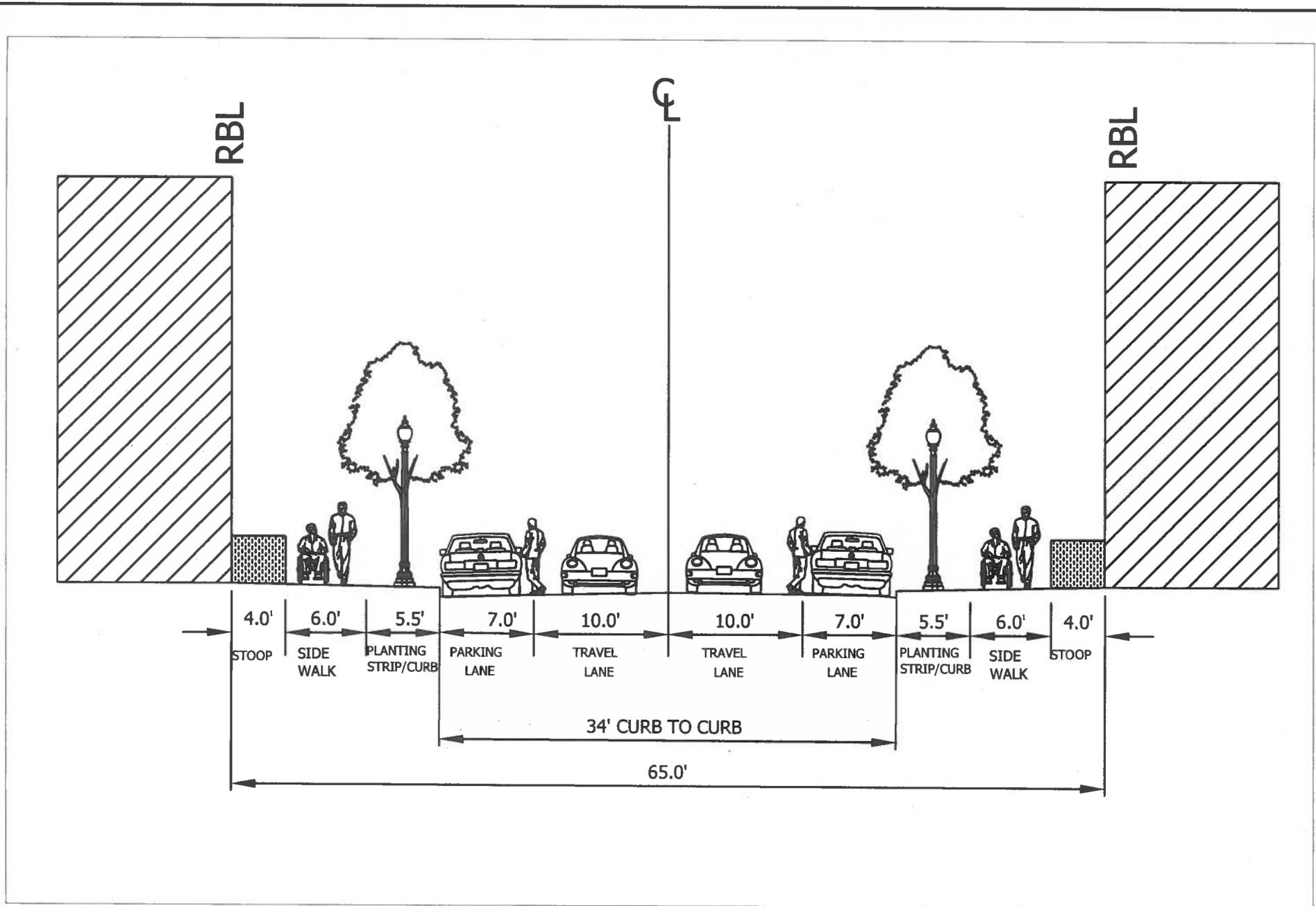


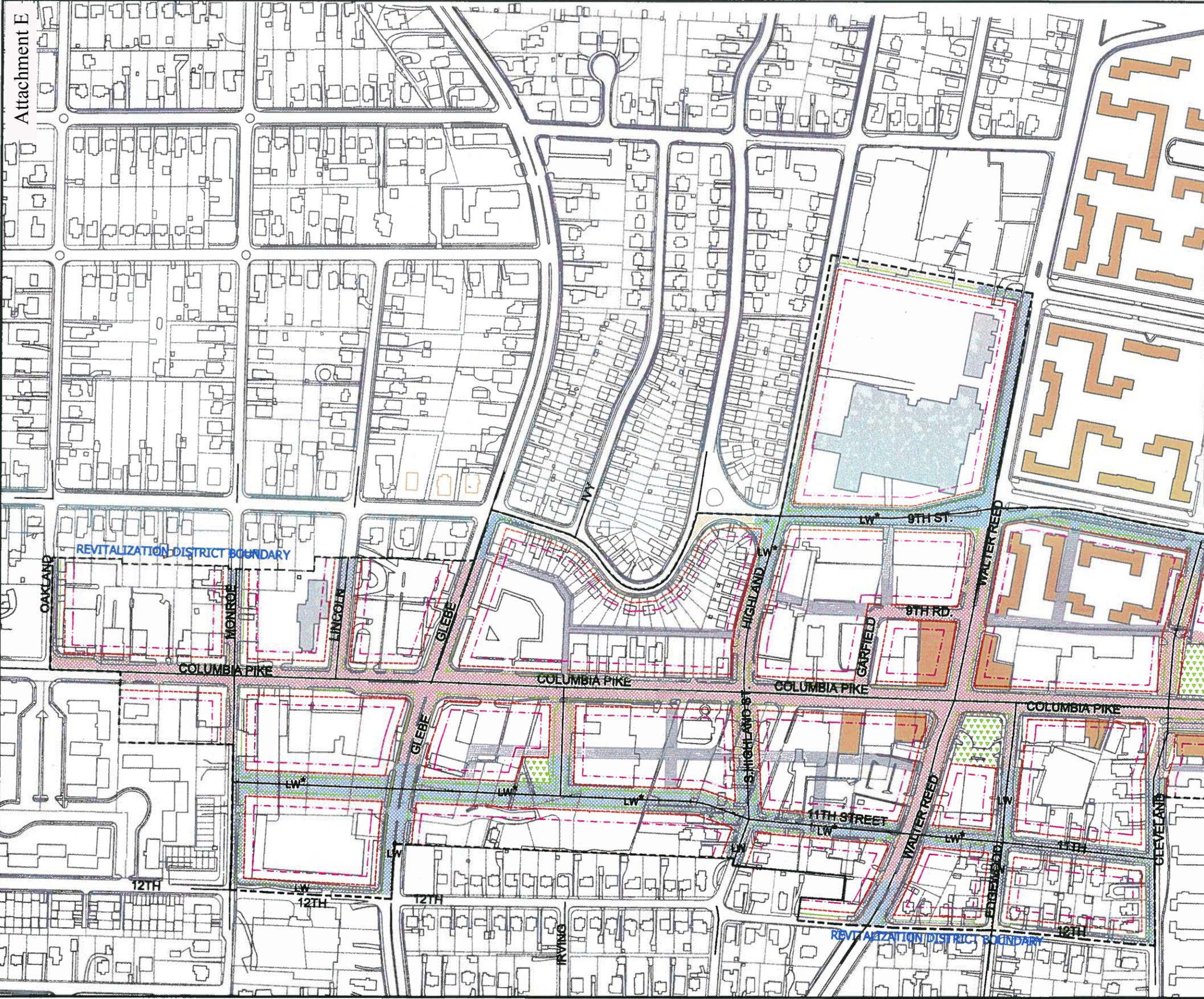
UNDERSTANDING THE REGULATING PLAN

- REQUIRED BUILDING LINE (RBL)**
The red dashed line indicates the RBL for your site. The Building shall be **BUILT-TO** the RBL.
- PARKING SETBACK LINE**
Vehicle Parking (except basement level) not allowed forward of this line.
- BUILDING ENVELOPE STANDARD DESIGNATION HATCH** (see below)
- PROPERTY LINE**
- STREET TREE ALIGNMENT LINE**

<ul style="list-style-type: none"> Main Street Frontage Avenue Frontage Local Frontage Neighborhood Frontage 	<ul style="list-style-type: none"> Historic Buildings Square Park Civic Buildings Alley (Locations may be adjusted)
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NOTES:
 LW * : 4 stories plus attic story, live-work with retail permitted on ground floor at north side of 11th Street, east side of Highland Street, and south side of 9th Street, where indicated.



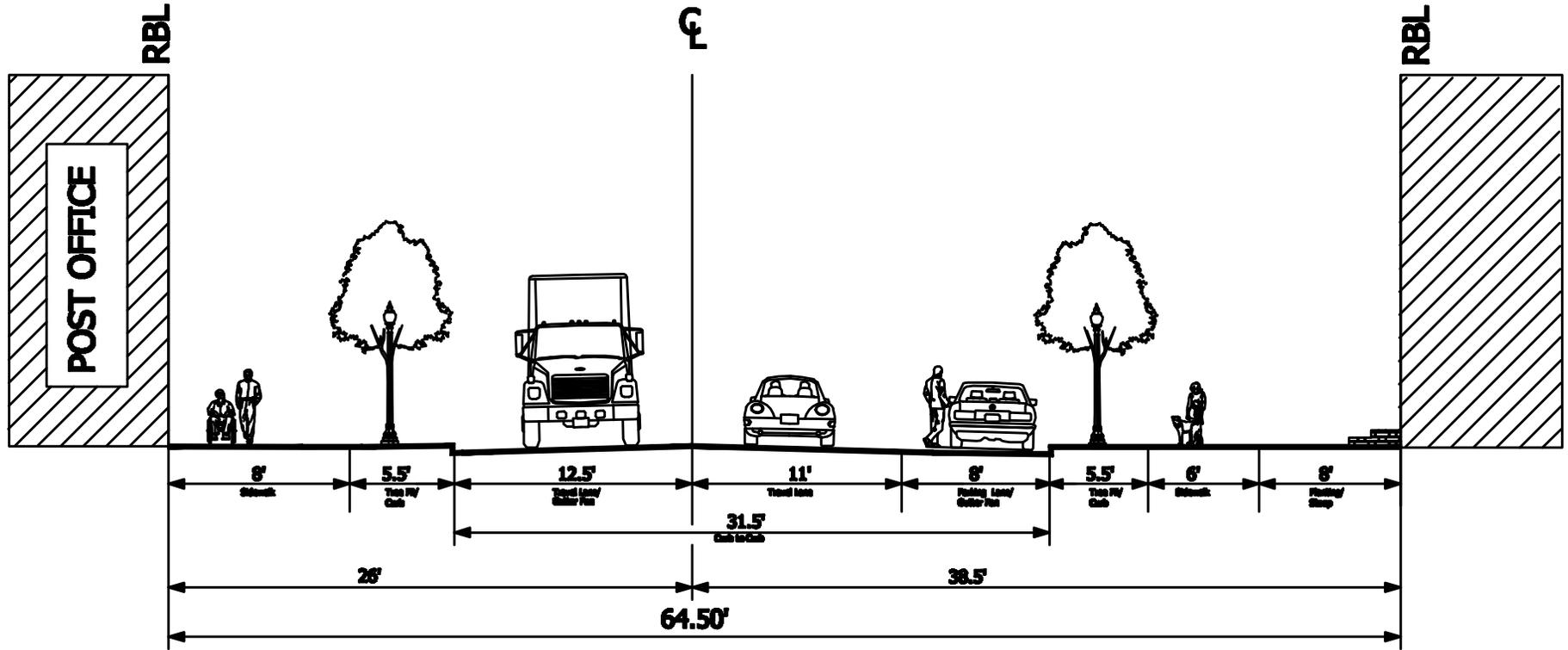


UNDERSTANDING THE REGULATING PLAN

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Vehicle Parking (except basement level) not allowed forward of this line.
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12th STREET SOUTH Cross Section

NOT TO SCALE