



## ARLINGTON COUNTY, VIRGINIA

County Board Agenda Item  
Meeting of September 17, 2011

**DATE:** September 9, 2011

**SUBJECT:** Request to Advertise Public Hearings by the Planning Commission and the County Board on a General Land Use Plan Amendment from “Low-Medium” Residential (16-36 units/acre) to “Low” Office-Apartment-Hotel (up to 1.5 FAR office; up to 72 units/acre residential; up to 110 units/acre hotel) for the property known as 2114, 2188, 2122 20<sup>th</sup> Street North, 2145 and 2147 Lee Highway and North Uhle Street which encompasses the two (2) blocks bounded by Lee Highway, North Veitch Street, 20<sup>th</sup> Street North and the VDOT right-of-way for Interstate 66.

### **C. M. RECOMMENDATION:**

Authorize the advertisement of public hearings to consider amending the General Land Use Plan for the property known as 2114, 2188, 2122 20<sup>th</sup> Street North, 2145 and 2147 Lee Highway and North Uhle Street which encompasses the two (2) blocks bounded by Lee Highway, North Veitch Street, 20<sup>th</sup> Street North and the VDOT right-of-way for Interstate 66 from “Low-Medium” Residential (16-36 units/acre) to “Low” Office-Apartment-Hotel (up to 1.5 FAR office; up to 72 units/acre residential; up to 110 units/acre hotel) to a date concurrent with future public hearings by the Planning Commission and County Board for appropriate associated rezoning and site plan applications. (see attached map)

**ISSUES:** As called for in the adopted “Policy for Consideration of General Land Use Plan (GLUP) Amendments Unanticipated by Previous Planning Efforts,” a special planning study was undertaken in response to a GLUP amendment request filed for the subject site. The proposed advertisement is consistent with the conclusions of the special study and no issues have been identified.

**SUMMARY:** A Special GLUP Study per the County’s “Policy for Consideration of General Land Use Plan Amendments Unanticipated by Previous Planning Efforts” was originated in response to a proposed GLUP amendment request submitted to change the land use for the

County Manager:

*BMD/GA*

County Attorney:

*CRW*

Staff: Margaret T. Rhodes, DCPHD

PLA-5988

45.

subject site from “Low-Medium” Residential (16-36 units/acre) to one (1) of the following three (3) options:

- (1) “Low” Office-Apartment-Hotel (up to 1.5 FAR office; up to 72 units/acre residential; up to 110 units/acre hotel) with a GLUP note designating both blocks as a “Special Grocery Store Revitalization District;” or
- (2) “Low” Office-Apartment-Hotel for the western block and “Medium” Residential (37-72 units/acre) for the eastern block with a GLUP note designating both blocks as a “Special Grocery Store Revitalization District;” or
- (3) “Medium” Residential for both blocks with striping of the western block 80% “Medium” Residential and 20% “Low” Office Apartment Hotel and a note designating both blocks as a “Special Grocery Store Revitalization District.”

The objective of the Special GLUP Study was to analyze the site in the context of the surrounding area and to obtain feedback from the Long Range Planning Committee (“LRPC”) of the Planning Commission on the appropriateness of the requested GLUP change and to evaluate whether other GLUP categories may also be appropriate. Based on staff’s analysis of the relevant planning documents and adopted policies and the input provided by the LRPC through a special review process involving three (3) meetings, staff has concluded that a GLUP amendment from “Low-Medium” Residential to “Low” Office-Apartment-Hotel could be appropriate for the study area due to various reasons enumerated further in this report, including the ability to create mixed-use development with ground floor retail compatible with nearby development. However, staff does not recommend that the associated “Special Grocery Store Revitalization District” note, also included with the development proposal, be added to the GLUP for this site. (see attached memorandum for additional detail)

**BACKGROUND:** In 2008, the County Board adopted a new policy regarding GLUP amendments. The “Policy for Consideration of General Land Use Plan Amendments Unanticipated by Previous Planning Efforts” calls for a community review process in those instances where a requested land use change is inconsistent with an adopted plan or when the request is in an area without an adopted plan. The policy includes the following language: “...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 and presented to the County Board.” In this instance, there is no relevant adopted sector plan for this area.

**DISCUSSION:** A request was filed to amend the GLUP designation for the site to “Low” Office-Apartment-Hotel (up to 1.5 FAR office; up to 72 units/acre residential; up to 110 units/acre hotel) and to add a note designating the site as a “Special Grocery Store Revitalization District” concurrent with a rezoning application to “C-O-1.5” (Commercial Office Building, Hotel and Apartment Districts) and a preliminary proposal for a one (1)-story, freestanding grocery store with associated retail space and a 10-story apartment building. The 88,063 square foot site is currently developed with one (1) commercial building constructed by-right in c. 1960

that was operated until recently by Bergmann's Cleaning as a drycleaning plant and six (6) single-family houses, including four (4) foursquares, one (1) bungalow and one (1) gambrel-roof house, built between c. 1900 and c. 1930. The proposed "Low" Office-Apartment-Hotel GLUP designation, which corresponds to the "C-O-1.5" zoning district, would allow for up to 1.5 FAR for office development, up to 72 units per acre for apartment development or up to 110 units/acre for hotel development. The height limit for "C-O-1.5" is eight (8) stories for office development and ten (10) stories for apartment or hotel development.

As required under the aforementioned policy, staff initiated a review process led by the LRPC. Three (3) meetings were held; one (1) on February 24, 2011, one (1) on March 10, 2011 and one (1) on May 18, 2011. At these meetings, staff presented its GLUP analysis and received input from the LRPC and representatives from the North Highlands Civic Association, where the site is located, and the Lyon Village Citizens Association, which is located nearby the site, who were invited to participate in the discussions. Representatives from the Colonial Village Civic Association were contacted and invited to participate in the LRPC process, but did not participate. As previously stated, the objective of the special study was to analyze the site in the context of the surrounding area and to obtain feedback from the LRPC on the appropriateness of the requested GLUP change and to evaluate whether other GLUP categories may also be appropriate. The scope of the study included the history of the GLUP and zoning designations for the subject site and surrounding area; an analysis of the existing GLUP and zoning designations for the subject site and surrounding area, including uses, density, heights, and the like; a summary of the recommendations of relevant plans and adopted policies; an analysis of the proposed GLUP amendment request and other GLUP categories such as "Service Commercial," including uses, density, heights, and the like; three (3)-dimensional modeling of the existing conditions and what the proposed GLUP designation would theoretically allow; a grocery store analysis; and a preliminary transportation analysis.

Community Review Process - To summarize the feedback received through the process, there was general support from both commissioners and community representatives for providing for mixed-use development on this site with neighborhood-serving ground floor retail and some residential development. There appeared to be general support for an amendment to "Low" Office-Apartment-Hotel, though there were concerns about the associated heights. Concerns also were expressed on the part of both commissioners and community representatives about how this site could redevelop by-right as opposed to through the site plan process. There was no support among commissioners present for the addition of a Special Grocery Store Revitalization District note on the GLUP, as proposed by the applicant.

The North Highlands Civic Association ("NHCA") held a vote on the following question, which it posed on its own initiative to its members: "Would you support a future General Land Use Plan (GLUP) Amendment, as proposed by McCaffery Interests with respect to the Bergmann's property, with the understanding that the NHCA neighborhood's final decision regarding whether to support a GLUP Amendment would be subject to the NHCA community's support of an accompanying site plan/development plan that is consistent with the community's goals for the site and the neighborhood?" According to the North Highland's co-president, by a vote of 31 to 11, the North Highland Civic Association's position is to support the proposed GLUP

amendment, with the understanding that a final decision on whether to support a GLUP amendment is subject to the community's support of an accompanying site plan/development plan that is consistent with the community's goals for the site and the neighborhood. There were also three (3) additional civic association members who notified the civic association presidents of their support of the proposed GLUP amendment, but because they could not attend either of the meetings, their positions were not included in the final vote count. With respect to the question of how the community would like to see the GLUP amended amongst the three (3) options proposed by the developer, or whether there was no preference, the co-president reported that the "votes were evenly divided between them (no preference; both blocks designated as 'Low' Office-Apartment-Hotel, the western block designated as 'Low' Office-Apartment-Hotel and the eastern block designated as "Medium" Residential; both blocks designated as "Medium" Residential, with a striping on the western block as 'Low' Office-Apartment-Hotel)." With regards to the proposed "Special Grocery Store Revitalization District," the community voted in favor of such a note by a vote of 10 to 4. The Lyon Village Citizens Association representative indicated that building height is a concern for his community, but that generally his association will defer to North Highlands on this matter.

As a result of process refinements agreed to by the LRPC, staff's memorandum documenting the findings of the study was brought to the Planning Commission as an action item, as opposed to an informational item, as was done with the previous Special GLUP Study. At the June 27, 2011 Planning Commission meeting, after hearing staff's presentation and public testimony, the commissioners voted five (5) to one (1) in support of staff's recommendation that "Low" Office-Apartment-Hotel is a potentially appropriate designation for this site. The commissioners did not support the applicant's proposed "Special Grocery Store Revitalization District" note. In terms of additional guidance, one (1) commissioner indicated that he could support heights of up to eight (8) stories on this site, however the other commissioners did not provide specific feedback regarding what heights may be most appropriate for the site. The commissioners did indicate that building height, transitions and tapering are concerns that should be carefully addressed through the site plan review process. There was also some discussion of the question of precedent and whether or not this site is unique. One (1) commissioner advised staff to review the UC/MUD provisions to ensure that it is a viable tool. Other commissioners recommended that staff commence a corridor-wide study of Lee Highway. Staff continues to reaffirm its recommendations, which are addressed below in greater detail.

Staff Recommendations - Staff concurs with the input received during the process from the LRPC and the Planning Commission regarding whether or not a "Special Grocery Store Revitalization District" note is appropriate for this site. Staff also concurs with the input of the Planning Commission and representatives of the affected civic associations regarding which GLUP categories could be appropriate. As a result of its extensive analysis and informed by the input from the Planning Commission and the community, staff recommends the following:

- The "Special Grocery Store Revitalization District" note, which is requested by the applicant, is not recommended for consideration. There is no such district currently on the GLUP and staff does not recommend that one be considered for this site. The Grocery Store Policy, which was adopted by the County Board in 1986, supports grocery store development in the

County and provides a basis for flexibility to modify policies and/or regulations that would otherwise inhibit the development of grocery stores.

- A GLUP amendment to a designation such as “Low” Office-Apartment-Hotel could be appropriate for several reasons. With the appropriate uses, heights, tapering and transitions, which can be addressed through the site plan process, “Low” Office-Apartment-Hotel and the associated “C-O-1.5” zoning district could allow for the type of mixed-use project with ground floor retail and the possibility of residential uses that the community and some members of the LRPC recommended for this site. Such a combination of GLUP and zoning for a site of this size, separated as it is from other nearby sites by an interstate, a major arterial and North Veitch Street, could provide for potential placemaking and the development of a neighborhood-oriented center which would allow the residents of this area to access neighborhood-serving retail on foot or by bicycle. Staff’s economic development analysis concluded that some retail uses, which could include a grocery store or neighborhood-serving retail, could be viable in this location. A GLUP designation of this nature would also be consistent with and in keeping with good planning principles that encourage smart growth and sustainable, walkable development close to Metrorail corridors.

In terms of implications, each and every request to amend a site to a different GLUP category is carefully evaluated with respect to all relevant adopted plans, the surrounding context and the input of the community and relevant commissions. Should a GLUP amendment be proposed for a site, where the proposal, like this one, is inconsistent with the relevant adopted plan or for a site that is not within a planned area, a Special GLUP Study would be initiated. All Special GLUP Study processes involve extensive LRPC review and there are public hearings at the County Board prior to the issuance of any report recommending or not recommending advertisement of such a GLUP change. All amendment requests are carefully scrutinized on an individual basis, except when they are the recommendations of a broader public planning process, such as a sector or small area planning process.

There are six (6) sites (see attached maps) in the County that are designated “Low-Medium” Residential on the GLUP, are zoned “C-2” and are located within a half mile of a Metrorail station. These sites are:

1. the subject site;
2. the Colony House site located on Lee Highway near North Quinn Street in the Rosslyn Sector Plan area;
3. the commercial and residential properties on the north side of Lee Highway near the Bergmann’s site between North Adams and North Daniel Streets;
4. two (2) sites on the east side of Glebe Road near the intersection with Washington Boulevard in the Ballston Sector Plan area;
5. three (3) sites on the south side of Wilson Boulevard near North Piedmont Street in the Virginia Square Sector Plan area; and
6. a site on Wilson Boulevard near the intersection with Quinn Street, which is included in the Colonial Village site plan, and is located in both the Courthouse Sector Plan area and the Colonial Village Coordinated Preservation and Development District.

Although these six (6) sites are similar based on the characteristics listed above, the Bergmann's site can be distinguished from the others primarily for the following reason: the Bergmann's site is separated from the rest of the surrounding neighborhood by local and arterial streets as well as an interstate highway. The other sites listed above do not share this characteristic.

In summary, the staff recommendations for the subject site are based on the unique characteristics of the site. The appropriateness of a potential land use designation change for any of the other sites listed above that have similar land use and zoning designations would have to be analyzed and discussed on an individual basis, in the context of the surrounding uses for each site, as well as the specific requested land use change. The recommendations for this site do not predetermine the potential future designations in these other locations.

Advertisement Process - The GLUP is the primary policy guide for the future development of the County. Since its original adoption in 1961, the GLUP has been updated and periodically amended to more clearly reflect the intended use for a particular area. The GLUP may be amended either as part of a long-term planning process for a designated area or as a result of an individual request for a specific change. While the applicant has not yet filed a site plan application, staff recommends advertising the potential GLUP change, as this is consistent with the recommendations of the Special GLUP Study process. The request to advertise is the first step in the GLUP amendment process. Authorizing the advertisement of an amendment would not imply that the County Board supports the proposed change, but that it is in the realm of consideration.

**CONCLUSION:** Based on staff's analysis of the relevant planning documents and adopted County policies and the general support of the Planning Commission, the Long Range Planning Committee of the Planning Commission and the North Highlands Civic Association, staff found in its memorandum documenting the Special GLUP Study process that "Low" Office-Apartment-Hotel is a potentially appropriate designation for this site due to the various reasons enumerated above, including the ability to create mixed-use development with ground floor retail compatible with nearby development. Consistent with the findings of the memorandum, staff recommends that the County Board authorize advertisement of public hearings on a General Land Use Plan amendment from "Low-Medium" Residential to "Low" Office-Apartment-Hotel for the subject site to a date concurrent with future public hearings by the Planning Commission and County Board for appropriate associated rezoning and site plan applications.

**RESOLUTION TO AUTHORIZE ADVERTISEMENT OF PUBLIC HEARINGS BY THE PLANNING COMMISSION AND COUNTY BOARD ON THE FOLLOWING:**

GENERAL LAND USE PLAN AMENDMENT TO CHANGE THE LAND USE DESIGNATION FOR A PROPERTY KNOWN AS 2114, 2188, 2122 20<sup>TH</sup> STREET NORTH, 2145 AND 2147 LEE HIGHWAY AND NORTH UHLE STREET WHICH ENCOMPASSES THE TWO (2) BLOCKS BOUNDED BY LEE HIGHWAY, NORTH VEITCH STREET, 20<sup>TH</sup> STREET NORTH AND THE VDOT RIGHT-OF-WAY FOR INTERSTATE 66 FROM “LOW-MEDIUM” RESIDENTIAL (16-36 UNITS/ACRE) TO “LOW” OFFICE-APARTMENT-HOTEL (UP TO 1.5 FAR OFFICE; UP TO 72 UNITS/ACRE RESIDENTIAL; UP TO 110 UNITS/ACRE HOTEL).

Whereas the Applicant has requested a rezoning of the subject site that is inconsistent with the current designation of the property on the General Land Use Plan; and

Whereas the County staff has, pursuant to County policy, studied the property, and the County’s Policies and goals and has studied relevant Zoning and Planning purposes that apply to this Property; and

Whereas, the proposed General Land Use Plan amendments would be consistent with the County’s policies to preserve residential neighborhoods and would accomplish the harmonious development of the County or promote the health, safety, morals, order, convenience, prosperity and general welfare of the inhabitants as set forth in the General Land Use Plan booklet; and

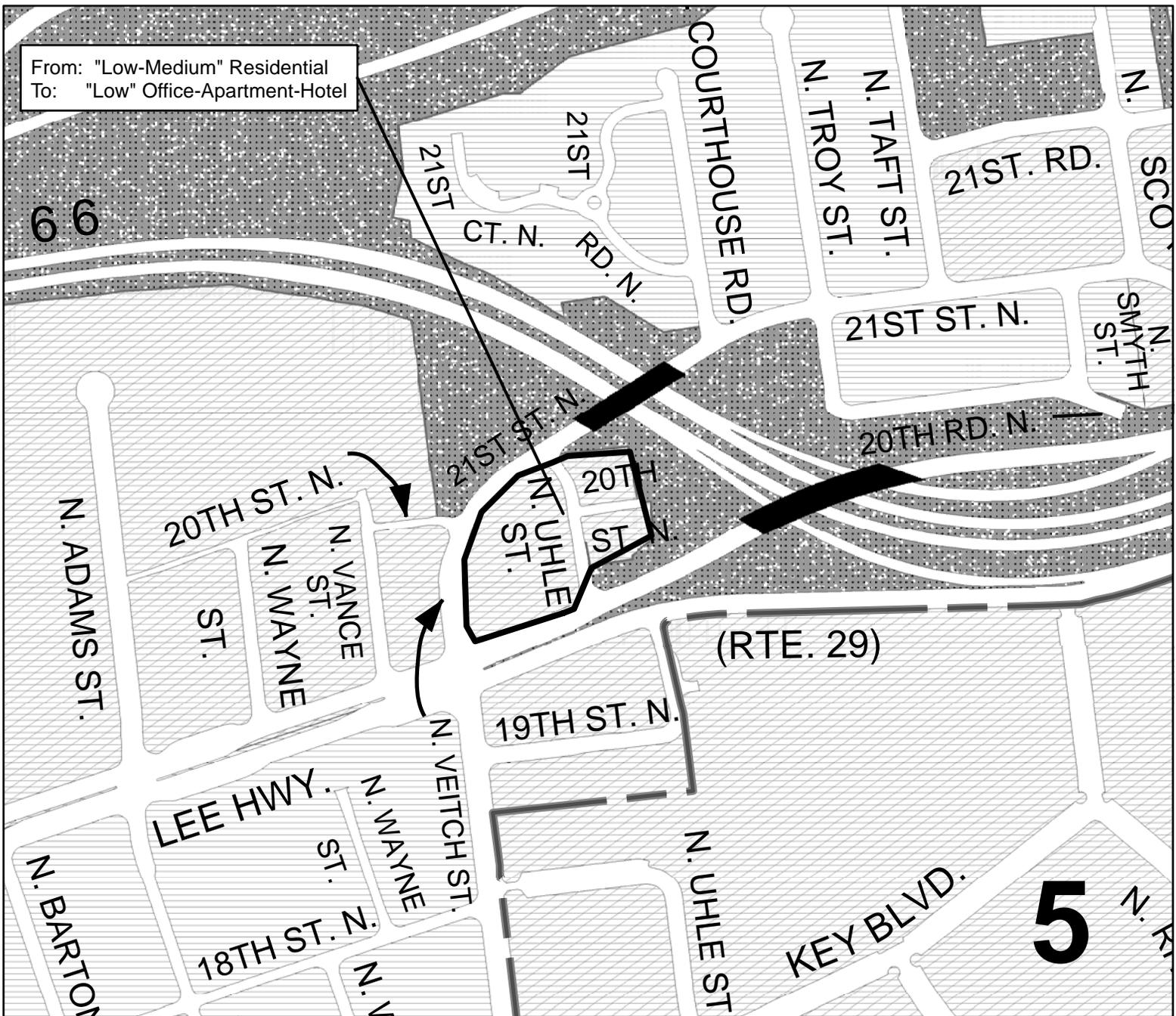
Whereas, the County Board of Arlington desires to consider whether the subject General Land Use Plan amendment is appropriate for the Property.

*Therefore, the County Board of Arlington hereby resolves to authorize advertisement of public hearings by the Planning Commission and County Board for dates concurrent with future public hearings by the Planning Commission and County Board for appropriate associated rezoning and site plan applications on the following:*

- (A) *General Land Use Plan amendment to change the land use designation for the property known as 2114, 2188, 2122 20<sup>th</sup> Street North, 2145 and 2147 Lee Highway and North Uhle Street which encompasses the two (2) blocks bounded by Lee Highway, North Veitch Street, 20<sup>th</sup> Street North and the VDOT right-of-way for Interstate 66 from “Low-Medium” Residential (16-36 units/acre) to “Low” Office-Apartment-Hotel (up to 1.5 FAR office; up to 72 units/acre residential; up to 110 units/acre hotel).*

**PREVIOUS COUNTY BOARD ACTIONS:**

<b>1961</b>	“Undetermined Uses”
<b>1975</b>	“Low Medium” Residential (16-30 units/acre)
<b>1987</b>	“Low Medium” Residential redefined as “16-36 units/acre”



**Request to Advertise: General Land Use Amendment**

**Legend**

**Land Use Category**

**Residential**

-  Low: 1-10 U/A
-  Low-Medium: up to 16-36 U/A

**Public Ownership**

-  Background Shading will Vary
- Public and Semi-Public**
-  Public



0 300 Feet

**Notes:**

5. This area was designated a "Coordinated Preservation and Development District" on 4/23/77.



**ARLINGTON**  
VIRGINIA

Map prepared by Arlington County  
CPHD  
This is not a legal document.  
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# BERGMANN'S SITE – GLUP AMENDMENT ANALYSIS

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**BACKGROUND:** A General Land Use Plan (GLUP) amendment request has been submitted to change the two blocks bounded by Lee Highway, North Veitch Street, 20<sup>th</sup> Street North and the VDOT right-of-way for Interstate 66 from “Low-Medium” Residential (16-36 units/acre) to one of three options:

- (1) “Low” Office-Apartment-Hotel (up to 1.5 FAR office; up to 72 units/acre residential; up to 110 units/acre hotel) with a GLUP note designating both blocks as a “Special Grocery Store Revitalization District;” or
- (2) “Low” Office-Apartment-Hotel for the western block and “Medium” Residential (37-72 units/acre) for the eastern block with a GLUP note designating both blocks as a “Special Grocery Store Revitalization District;” or
- (3) “Medium” Residential for both blocks with striping of the western block 80% “Medium” Residential and 20% “Low” Office Apartment Hotel and a note designating both blocks as a “Special Grocery Store Revitalization District.”

The proposed GLUP amendment is in conjunction with a preliminary site plan development application and rezoning request from “C-2” (Service Commercial - Community Business Districts) and “R-5” (One-Family Dwelling Districts) to “C-O-1.5” (Commercial Office Building, Hotel and Apartment Districts), consistent with GLUP amendment option 1, but inconsistent with options 2 and 3, as “C-O-1.5” does not correspond to “Medium” Residential on the GLUP.

There are no County Board adopted plans for this area. Consistent with the “Policy for Consideration of General Land Use Plan Amendments Unanticipated by Previous Planning Efforts” adopted by the County Board in 2008, a community review process is needed in those instances where a requested land use change is proposed for an unplanned area. Below is a description of the scope and process to analyze the proposed GLUP amendment.

**OBJECTIVE:** The objective is to analyze the site in the context of the surrounding area and obtain feedback from LRPC on the appropriateness of the requested change. With this input, staff will develop a recommendation to the County Board regarding this GLUP amendment request and what GLUP category or categories may be appropriate for this site.

**SCOPE:** Planning meetings will be led by the Long Range Planning Committee (LRPC) of the Planning Commission (see LRPC meeting process below for more information). The scope of the study includes the following:

- History of GLUP and Zoning designations for the subject site and surrounding area
- Existing GLUP and Zoning designations for the subject site and surrounding area – uses; density; heights; etc.
- Recommendations of other relevant plans and policies
- Proposed GLUP amendment request – allowable uses; density; heights; etc.
- 3-D modeling of existing conditions and what the proposed GLUP designation would allow
- Preliminary transportation analysis for site

**LRPC MEETING PROCESS:** This planning process is anticipated to comprise approximately two LRPC meetings. Additional meetings could be added if necessary. The LRPC may identify additional groups to participate. The meetings will include:

**Meeting #1:** (February 24)

- General background information
- Discussion of and refinement of scope and process

Meeting #2: (March 10)

- Staff analysis and 3-D modeling
- LRPC discussion and direction

**END PRODUCT:** This process will generate an analysis that will provide a basis for discussion and recommendations in a report stating the findings of the study, which could include guidance regarding height, density, uses, tapering and the like. This report will also provide staff's recommendations regarding which GLUP category or categories may be most appropriate for this site. Should a site plan application be filed for this site, a staff report, informed by the study report, recommending or not recommending advertisement for the requested GLUP amendment would be provided to the County Board.



DEPARTMENT OF COMMUNITY PLANNING, HOUSING AND DEVELOPMENT  
Planning Division

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## MEMORANDUM

TO: Barbara Donnellan, County Manager

FROM: Tom Miller, Planning Division Chief  
(CPHD)

DATE: August 4, 2011

SUBJECT: Bergmann's Special General Land Use Plan Study  
S-GLUP-2-11

**OVERVIEW:** This memorandum will serve to record the findings of the recently conducted Special General Land Use Plan ("GLUP") Study for the two blocks bounded by Lee Highway, North Veitch Street, 20<sup>th</sup> Street North and the VDOT right-of-way for Interstate 66. The study was originated in response to a proposed GLUP amendment request submitted to change the land use from "Low-Medium" Residential (16-36 units/acre) to one (1) of three (3) options:

- (1) "Low" Office-Apartment-Hotel (up to 1.5 FAR office; up to 72 units/acre residential; up to 110 units/acre hotel) with a GLUP note designating both blocks as a "Special Grocery Store Revitalization District;" or
- (2) "Low" Office-Apartment-Hotel for the western block and "Medium" Residential (37-72 units/acre) for the eastern block with a GLUP note designating both blocks as a "Special Grocery Store Revitalization District;" or
- (3) "Medium" Residential for both blocks with striping of the western block 80% "Medium" Residential and 20% "Low" Office Apartment Hotel and a note designating both blocks as a "Special Grocery Store Revitalization District."

The objective of the special study was to analyze the site in the context of the surrounding area and to obtain feedback from the LRPC on the appropriateness of the requested GLUP change and to evaluate whether other GLUP categories may also be appropriate. Based on staff's analysis of the relevant planning documents and adopted policies and the input provided by the Long Range Planning Committee ("LRPC") of the Planning Commission through a special review process involving three (3) meetings, staff has concluded that a GLUP amendment from "Low-Medium" Residential to "Low" Office-Apartment-Hotel could be appropriate for the study area due to various reasons

enumerated further in this memorandum, including the ability to create mixed-use development with ground floor retail compatible with nearby development. However, staff does not recommend that the associated “Special Grocery Store Revitalization District” note, proposed by the applicant, be added to the GLUP for this site.

No action by the County Board is recommended at this time. However, a “Request to Advertise” County Board report will be brought forward in the near future by staff to give the County Board an opportunity to fully consider whether or not the GLUP should be amended for this site.

The North Highlands Citizens Association, in which the site is located, additionally expressed support for amending the GLUP for this site to a denser GLUP category and rezoning the site to C-O-1.5 and the Lyon Village Civic Association, which is adjacent to the site across Lee Highway, indicated that it would largely defer to the North Highlands Citizens Association.

In conjunction with a GLUP amendment request the applicant has submitted a preliminary site plan development application and rezoning request from “C-2” (Service Commercial - Community Business Districts) and “R-5” (One-Family Dwelling Districts) to “C-O-1.5” (Commercial Office Building, Hotel and Apartment Districts). This zoning would be consistent with GLUP amendment option 1, but inconsistent with options 2 and 3, as "C-O-1.5" does not correspond to "Medium" Residential on the GLUP.

The other proposed options studied, including “Medium” Residential and a blend of “Medium” Residential and “Low” Office-Apartment-Hotel are not considered appropriate for the site because of the limited zoning tools available to achieve mixed-use development at an appropriate density level, as explained further in this document. The remainder of this memorandum will therefore focus on the first of the three (3) proposed options

**BACKGROUND:** In 2008, the County Board adopted a new policy regarding GLUP amendments. The “Policy for Consideration of General Land Use Plan Amendments Unanticipated by Previous Planning Efforts” calls for a community review process in those instances where a requested land use change is inconsistent with an adopted plan or when the request is in an area without an adopted plan. The policy includes the following language: “...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 and presented to the County Board.” In this instance, there is no relevant adopted sector plan for this area.

#### GLUP Study

As required under the aforementioned policy, staff initiated a review process led by the LRPC (see attached process outline). The applicant submitted its request in January 2011 and subsequently three (3) meetings were held; one (1) in February, one (1) in March and one (1) in May of 2011. At these meetings, staff presented its analysis of the GLUP

amendment request and the LRPC and community representatives discussed this and other related issues.

As stated before, the objective of the special study was to analyze the site in the context of the surrounding area and to obtain feedback from the LRPC on the appropriateness of the requested GLUP change and to evaluate whether other GLUP categories may also be appropriate. The scope of the study included the history of the GLUP and zoning designations for the subject site and surrounding area; an analysis of the existing GLUP and zoning designations for the subject site and surrounding area, including uses, density, heights, and the like; a summary of the recommendations of relevant plans and adopted policies; an analysis of the proposed GLUP amendment request and other GLUP categories such as “Service Commercial,” including uses, density, heights, and the like; three (3)-dimensional modeling of the existing conditions and what the proposed GLUP designation would theoretically allow; a grocery store analysis; and a preliminary transportation analysis.

Development Proposal

The applicant is seeking to amend the GLUP designation for the site to “Low” Office-Apartment-Hotel (up to 1.5 FAR office; up to 72 units/acre residential; up to 110 units/acre hotel) and to add a note designating the site as a “Special Grocery Store Revitalization District” concurrent with a rezoning application to “C-O-1.5” (Commercial Office Building, Hotel and Apartment Districts) and a preliminary proposal for a one (1)-story, freestanding grocery store with associated retail space and a 10-story apartment building. The 88,063 square foot site is currently developed with one (1) commercial building constructed by-right in c. 1960 that was operated until recently by Bergmann’s Cleaning as a drycleaning plant and six (6) single-family houses, including four (4) foursquares, one (1) bungalow and one (1) gambrel-roof house, built between c. 1900 and c. 1930. The proposed “Low” Office-Apartment-Hotel GLUP designation, which corresponds to the C-O-1.5 zoning district, would allow for up to 1.5 FAR for office development, up to 72 units per acre for apartment development or up to 110 units/acre for hotel development. The height limit for C-O-1.5 is eight (8) stories for office development and ten (10) stories for apartment or hotel development.

<b>GLUP Designation</b>	<b>Density/Typical Use</b>	<b>Maximum Potential Development under Corresponding Zoning Districts</b>
<b>Existing:</b> <b>“Low-Medium” Residential</b> (approximately 88,063 square feet – includes 10,790 square feet of vacated streets)	16-36 units per acre.	“RA8-18”: 72 residential units.

<p><b>Proposed:</b>  <b>“Low” Office-Apartment-Hotel</b>          (approximately 88,063 square feet – includes 10,790 square feet of vacated streets)</p>	<p>Up to 1.5 FAR office density; up to 72 units/acre apartment density; up to 110 units/acre hotel density.</p>	<p>“C-O-1.5”: Up to 132,095 square feet of office density; 145 residential units; or 222 hotel rooms.</p>
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**ANALYSIS:** The following is a summary of staff’s analysis of existing land use and zoning patterns, relevant planning documents and adopted policies for the subject site.

History of the Site

On the County’s first GLUP map, which dates to 1961, the site was shown as “Undetermined Uses.” There were no changes on the 1964 and 1966 GLUP maps. The 1975 GLUP shows the site as “Low Medium” Residential (16-30 units/acre). There were no changes on the 1979 and 1983 GLUP maps. In 1987, “Low Medium” Residential was redefined as 16-36 units/acre. There have been no changes for this property on the 1990, 1996 or 2004 GLUP maps.

Relevant Plans

The site is located in an area without an adopted sector, small area or revitalization area plan. The Courthouse Sector Plan Addendum, adopted in 1993, supersedes the 1981 Courthouse Sector Plan, and addresses the area to the south of the site across Lee Highway, but not the area in which the site itself is located.

Land Use and Zoning

The GLUP, which is the primary policy guide for the future development of the County, designates the site as “Low-Medium” Residential (16-36 units/acre). The area surrounding the site is also primarily “Low-Medium” Residential. To the east of the site is treed right-of-way and Interstate 66. To the west of the site all the way to Spout Run Parkway, the area is designated “Low-Medium” Residential (1-10 unit/acre). This is a residential neighborhood located within the North Highlands Civic Association boundaries and is primarily characterized by single-family houses, townhouses and apartments. To the north of the site is McCoy Park, which is designated on the GLUP as “Public” (Parks [*Local, regional, and federal*]. Schools [*public*]. Parkways, major unpaved rights-of-way. Libraries and cultural facilities.). The area directly south of the site, across Lee Highway, is designated “Low-Medium” Residential, and is within the Colonial Village Civic Association boundaries and is developed largely with garden-style condominium and rental units. The area to the southwest of the site across Lee Highway is designated “Low” Residential (1-10 units/acre), is within the Lyon Village Citizens Association boundaries and is characterized primarily by single-family houses.

There is an inconsistency between the GLUP and zoning designations for each of the blocks that comprise the subject site. The Bergmann’s block is zoned C-2 (Service

Commercial – Community Business Districts), which typically corresponds to a “Service Commercial” (Personal and business services. Generally one to four stories, with special provisions within the Columbia Pike Special Revitalization District) GLUP designation. R15-30T (Residential Town House Dwelling Districts), RA14-26 (Apartment Dwelling Districts) and RA8-18 (Apartment Dwelling Districts), which are the zoning categories that would typically correspond to the site’s “Low-Medium” Residential GLUP designation. The adjacent block, developed with single-family houses, is zoned R-5 (One-Family Dwelling District), which typically corresponds to a “Low” Residential (1-10 units/acre) GLUP designation. The reasons for the inconsistencies on this site are that the Bergmann’s facility and the single-family houses were all constructed prior to the site being designated “Low-Medium” Residential and, at least in the case of the houses, prior to the development of the County’s first GLUP map. Because the site was never redeveloped, it was never rezoned to correspond to the planned land use.

The current GLUP designation of “Low-Medium” Residential and its associated R15-30T, RA14-26 and RA8-18 zoning designations provide primarily for townhouse and apartment uses respectively. Mixed-use and ground floor retail would not be possible. Likewise, a “Service Commercial” GLUP designation, which would correspond to the existing C-2 zoning on the Bergmann’s block and which was recommended for this block by some Planning Commissioners, would not likely result in mixed-use development. By-right, C-2 provides for residential development as permitted in R-6 (One-Family Dwelling Districts), or hotel development at approximately 72 units/acre or commercial uses at 1.5 FAR. C-2 site plan options are only available in special revitalization districts and this site is not located in such a district. There is a mixed use option available under the C-2 Unified Commercial Mixed-Use Development (“UC/MUD”) option, which allows for a maximum of 2.0 FAR of commercial or retail development with residential development or a maximum of 1.5 FAR for commercial-only development. However, it is unlikely that the site would develop under this option, as only six (6) UC/MUD projects have been approved in the County and only the three (3) located in the Nauck Village Center Special Revitalization District, where more flexible provisions are provided, either have been constructed or are under construction. In addition, neither the by-right nor UC/MUD options under C-2 allow for the heights up to six (6) stories that certain LRPC members envisioned, as both zoning options limit heights to 45’

When considering a rezoning, it is the County’s practice to ensure a correspondence between the GLUP and zoning. Staff recommends that if the appropriate mix of uses and level of development for this site could be achieved with a “C-O-1.5” zoning designation, that the first of the three (3) proposed GLUP options, which provides for the corresponding “Low” Office-Apartment-Hotel designation, would be the most appropriate.

It should be noted that by site plan C-O-1.5 also allows for the same commercial density as C-2, but by-right allows for even less density than C-2. By right, C-O-1.5 only allows for residential development as under R-6 and commercial development of .4 to .6 FAR based on site size. By site plan, C-O-1.5 also allows for 72 units/acre of apartment or 110 units/acre for hotel, therefore providing for a mix of uses. By-right development under C-2 is a real possibility for the subject site, and a concern expressed by the adjacent

neighborhoods, as half of this substantial site has an existing heavy commercial use and underlying C-2 zoning. Theoretically, up to a 82,676 square foot four (4)-story commercial development could be built by-right on the Bergmann's block.

With regards to concerns about the potential uses and heights permitted by the zoning district which corresponds to the "Low" Office-Apartment-Hotel GLUP designation, C-O-1.5, these can be addressed through the site plan process. From an urban design perspective and based on the input of certain LRPC members, however, this GLUP and zoning combination is recommended, as it would allow for building heights above 45'. Staff recommends that heights, transitions and tapering be carefully evaluated through the site plan review process, based on the comments expressed by both LRPC members and the community and in light of the topography of the site.

### Transportation

Staff analyzed the recommendations of the Master Transportation Plan and other relevant transportation policies as part of this special study. The site is located approximately .43 miles from the Courthouse Metrorail Station, which is a part of the Rosslyn-Ballston Orange Line Metrorail Corridor. The site is also served by both Metrobus and ART Bus. Metrobuses 3A-E, 3Y and 15L run every 15 to 30 minutes during peak hours and every 30 to 60 minutes during non-peak hours. ART Buses 61 and 62 run every 20 to 25 minutes during peak hours and every 30 minutes to an hour during non-peak hours. The site is also located adjacent to the Custis Trail which links to the Mount Vernon and Washington & Old Dominion Trails. In terms of the surrounding road network, the Master Transportation Plan classifies Lee Highway as a "Type D Arterial Primary" and North Uhle Street, 21<sup>st</sup> Street North, North Veitch Street and 20<sup>th</sup> Street North as "Non-Arterial Urban Center Local Streets."

Staff analyzed the potential transportation impact of the development of this site and evaluated a grocery store use, as such a use is the subject of the applicant's proposed GLUP note. In general, office development generates more trips per 1,000 square feet than residential development and grocery stores generate more trips per 1,000 square feet than office development. Residential uses on this site are expected to have a higher non-single-occupancy vehicle mode split than office or commercial uses on the site. Most patrons of a grocery store located at this site would likely access the store by car, though some would access the store on foot or by bicycle. Grocery stores can be traffic-intensive uses, but the traffic is generally generated from customers in the surrounding or adjacent neighborhoods. A grocery store may add more trips in and out of the site, but not increase the total number of trips made in the community. In fact, for some neighbors, vehicle miles traveled may actually decrease because they would be in closer proximity to a grocery. From a transportation perspective, grocery stores have less of an impact on neighborhoods when they are located on more high-intensity roadways, such as major arterials. Lee Highway is a major arterial and there is more capacity in this section of Lee Highway than elsewhere.

If the site was developed by-right under the existing GLUP category of "Low-Medium" Residential and the existing zoning designation of C-2 for the western block and a presumed RA8-18 zoning designation for the eastern block, there would be approximately 230 vehicle trips during the peak period of 4pm to 7pm. If the site was

redeveloped as purely residential under “Low” Office-Apartment-Hotel and C-O-1.5, the estimated trips would be approximately 50. Should the site be redeveloped under those same GLUP and zoning categories, but include an approximately 20,000 square foot grocery store, around 470 trips may be generated.

Nevertheless, in terms of transportation impacts, staff believes that this site could accommodate additional density. It is located under a half mile, or 10-minute walk, to the Courthouse Metrorail Station and is served by several regular bus routes. The site is also located along a major arterial, Lee Highway, and is adjacent to the Custis Trail. It therefore has good transit, vehicular, bicycle and pedestrian connectivity

### Grocery Store

The applicant is requesting that this site be designated a “Special Grocery Store Revitalization District.” The County does not have any such type of district on the GLUP. The County does, however, have a Grocery Store Policy which was adopted by the County Board in 1985. This policy recognizes that grocery stores, both independent operators and major chains, have varying needs and requirements that must be balanced with the location of such stores in the commercial and residential neighborhoods of Arlington. The policy encourages interested parties to bring forward proposals for a grocery store, and if there is support for the proposal, allows for the consideration of modifications of County policies and regulations. The goal of the policy is “to support the retention and expansion of existing grocery facilities in Arlington, and to support the construction of new grocery facilities where feasible, appropriate, and in accordance with the County’s general land use policies.” In furtherance of this goal, the policy cites the following approaches, among others, as examples of actions that could be taken: “1. To seriously consider any reasonable suggestion for modification of County policies and regulations (such as those pertaining to zoning, site plan, and parking standards) that would support the retention, expansion, or establishment of grocery stores. 2. To strongly encourage grocery operators and landlords ... to include grocery facilities in their new development projects. 3. To weigh, as part of any land use, zoning or site plan decision, the impact of that decision on the community’s grocery shopping needs.”

Staff analyzed this site as a potential location for a grocery store. Staff found that there are approximately 142 grocery stores in Arlington, of which two-thirds are convenience and specialty/ethnic markets. Traditional supermarkets<sup>1</sup> account for 13.4 percent of the inventory, but 488,450 square feet of the total 986,190 square feet of food retail space in the County. Sixty-four percent of all grocery stores are located outside of the Metrorail corridors and over 80 percent are located on arterials, such as Lee Highway, as defined by the Master Transportation Plan. Within approximately one (1) mile of the subject site, there are five (5) grocery store options: the Cherrydale Safeway (approximately 40,723

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<sup>1</sup> AED has defined traditional supermarkets as community and neighborhood grocery stores. A community grocery store is approximately 40,000 square feet or larger and serves a trade area of approximately three (3) to six (6) miles (in Arlington, the average community store is 45,471 square feet). Community grocery stores in Arlington are destinations. A neighborhood grocery store generally offers a similar product line as community stores, but are less than 40,000 square feet and serves a smaller trade area of approximately one (1) to three (3) miles (in Arlington the average neighborhood store is 17,611 square feet). A neighborhood grocery store is not a destination.

square feet), the Spout Run Giant (approximately 22,891 square feet); the Clarendon Whole Foods (approximately 39,090 square feet), the Rosslyn Safeway (approximately 16,868 square feet) and the approved, but not yet open, Clarendon Trader Joe's (approximately 12,300 square feet).

A "Special Grocery Store Revitalization District" note is not needed for this site. Currently, there is no such district on the GLUP. However, Arlington has seen successful grocery store development and the County's Grocery Store Policy has been used with flexibility in the past to encourage the development of grocery stores. Staff believes that a grocery store with neighborhood-service retail could be viable at this location. There are, however, other locations that could also serve this demand.

## **COMMUNITY PROCESS:**

### Long Range Planning Committee Input

The purpose of the initial LRPC meeting on February 24, 2011 was for staff to provide background information to allow the LRPC to discuss and refine the process and scope for the proposed study. Staff began with a presentation providing information on the site and the surrounding area, as well as the "Consideration of General Land Use Plan Amendments Unanticipated by Previous Planning Efforts" policy adopted by the County Board in 2008, which is the genesis for the special study. The LRPC and the representatives from the North Highlands Civic Association and the Lyon Village Citizens Association, who were invited to participate in the discussions, then discussed the process and scope of the study and identified what additional information they would like at the next meeting.

Comments and questions included the following:

- Request for information on the number and location of full-service grocery stores in the County for the next meeting.
- Request for a link to the "Arlington Economic Development's Grocery Store Trends and Opportunities in Arlington, Virginia" study.
- Question regarding the impacts of grocery stores with a neighborhood versus a non-neighborhood orientation.
- Request for additional transportation information including transit and traffic impacts at the next meeting.
- The North Highlands Civic Association co-president indicated that the neighborhood has mixed feelings regarding a large grocery store in this location. Concerns include traffic congestion and parking issues.
- The Lyon Village Citizens Association representative indicated that the neighborhood is concerned about building height and the potential precedent for other sites on Lee Highway.

The purpose of the second LRPC meeting on March 10, 2011 was for staff to provide additional background information and three (3)-dimensional modeling of various potential scenarios to allow the LRPC to evaluate and provide feedback to staff on the proposal. The LRPC members present and the representatives from the North

Highlands Civic Association and the Lyon Village Citizens Association, who were invited to sit at the table, then discussed the materials presented and identified what additional information they would like at the next meeting.

Comments and questions included the following:

- No support among commissioners present for the addition of a Special Grocery Store Revitalization District note on the GLUP, as proposed by the applicant.
- Both civic association representatives said that their communities would like to see development other than a drycleaner on the site. They also expressed concern regarding building height and the potential for increased traffic.
- The question of whether or not a grocery store might be built here by-right was raised. AED staff responded that it is likely that the site would redevelop by-right, but it is highly unlikely that a grocery store would be built by-right because the financial margins on grocery stores are so low that developers often need substantial associated residential or other development to make the provision of grocery stores viable.
- There was a request that local Target stores selling groceries be added to the grocery store location map prepared by staff.
- A question was posed to the civic association representatives as to whether or not people from the area near Bergmann's regularly walk to Metro and the response was affirmative.
- The commissioners present advocated for mixed-use development on this site, and two (2) specifically favored residential, retail and grocery development, as opposed to office development.
- There was a request to look at other similar sites along Lee Highway to see how they could potentially be impacted by the requested change on this site. One (1) commissioner noted, however, that this is a reasonably unique site in terms of its location and characteristics.
- There was a request for modeling which shows the topography of the site and immediate surrounding area.
- Some commissioners expressed concerns regarding the proposed heights and one (1) recommended that heights of six (6) to eight (8), versus 10, stories be considered further, while another commissioner was potentially comfortable with the proposed 10-story height.
- Some commissioners expressed concerns about what might happen to this site if it was to redevelop by-right versus through the site plan process.

The purpose of the third and final LRPC meeting on May 18, 2011 was for staff to receive additional feedback from the LRPC as to whether or not the current GLUP designation should be maintained or whether or not amending the GLUP to one of the proposed categories or to another category is within the realm of consideration. At this meeting staff also presented a three (3)-dimensional model of generally what the applicant is proposing, in addition to the three (3)-dimensional models presented at the previous meeting. The LRPC members present and the representatives from the North Highlands Civic Association and the Lyon Village Citizens Association then discussed the question of amending the GLUP for this site.

Comments and questions included the following:

- There was a question regarding precedent and staff responded that a change here would not establish a precedent Countywide. Another commissioner agreed that this was a unique site.
- One (1) commissioner stated that consideration of a GLUP change does not necessarily imply support for a grocery store on this site, as is proposed by the applicant. Staff said that this was correct, but that if one supports a mixed-use GLUP designation, one is indicating support for a mix of different uses. However, through the site plan process commissioners can weigh in on specific uses.
- Two (2) commissioners expressed support for considering Service Commercial and a C-2 Unified Commercial Mixed-Use Development (“UC/MUD”) option for the Bergmann’s block, which is currently designated as “Low-Medium” Residential and zoned C-2. They recommended that the other block, also currently designated “Low-Medium” Residential, but zoned R-5, remain “Low-Medium” Residential, and redevelop at RA8-18 by site plan. They expressed concern that the transportation network could not handle additional density here and that ground floor retail would be unlikely to survive in this location. Staff indicated that no UC/MUD projects have been constructed or are under construction in the County, except for three (3) in Nauck, where there are more flexible provisions. Three (3) additional UC/MUD projects have been approved, but none have been constructed. Staff also noted that it is extremely unlikely that any developer would elect to develop under the RA8-18 site plan option, as there is no increase in density offered over what is permitted by-right.
- Other commissioners said that they wanted to see mixed-use development on both blocks with neighborhood-serving, ground floor retail and some residential development. They pointed out that “Service Commercial” and the associated C-2 and UC/MUD options do not really allow for this type of development and for heights of up to six (6) stories, as the height limit for both zoning options is 45’. When staff was asked what GLUP category corresponded to this vision, staff responded that “Low” Office-Apartment-Hotel could provide for these uses and heights, and that higher heights could be addressed through the site plan process.
- Some commissioners were opposed to the idea of a grocery store in this location, saying that there are already several groceries on Lee Highway, and that groceries are better sited in downtown, walkable locations, such as central Rosslyn. Some commissioners added that Lee Highway does not have the kind of high-density traffic system needed to support such additional density. Other commissioners noted that area residents are already driving to grocery stores on Lee Highway, so it might be better if there was a grocery store closer to the neighborhood. These commissioners also said that Lee Highway is not that busy, especially during non-rush hours and given the significant number of residential units in this area, many residents would walk to a grocery store in this location.
- The North Highlands Civic Association representative said that her association has approximately 1,800 households and that many people live in this neighborhood because it is walking distance to Metro. She said that a grocery

store would be a good community use. She expressed concern that if the GLUP designation remained “Low-Medium” Residential, there would be no opportunities for retail, which is something the community would like to see. She also mentioned that the community was not interested in having a purely commercial GLUP designation on this site to match the zoning on the Bergmann’s block, as she said that the community is interested in mixed-use development. She also stated that if the site was to be redeveloped only with commercial uses, the developers could do a surface clean-up of the site, whereas if there was a residential component, full environmental remediation would be required. She indicated that the neighborhood is very concerned that by-right development would generate more traffic than site plan development.

- The Lyon Village Citizens Association representative said that the community does not want to see big box, by-right development after fighting off a big box development in Clarendon. He added that what is currently on this site is not what the community wants to see in the future, but that the applicant’s proposed heights are an issue. He concluded by saying that Lyon Village will generally defer to North Highlands on this proposal.
- With regards to the question of by-right development, AED staff pointed out that C-O-1.5 actually allows less by-right than C-2.
- Some commissioners stated that a site plan could expire leaving the community without the grocery store promised by the developers and more dense GLUP and zoning designations.

#### Community Input

The subject site is located within the North Highlands Civic Association boundaries and is adjacent to the Lyon Village Citizens Association and the Colonial Village Civic Association. As indicated above in the summary of the LRPC feedback, representatives of both the North Highlands Civic Association and the Lyon Village Citizens Association participated fully in the LRPC discussions. Representatives of the Colonial Village Civic Association were contacted and invited to participate in the LRPC process, but did not participate.

The North Highlands Civic Association (“NHCA”) held a vote on the following question: "Would you support a future General Land Use Plan (GLUP) Amendment, as proposed by McCaffery Interests with respect to the Bergmann's property, with the understanding that the NHCA neighborhood's final decision regarding whether to support a GLUP Amendment would be subject to the NHCA community's support of an accompanying site plan/development plan that is consistent with the community's goals for the site and the neighborhood?" According to the North Highland’s co-president, by a vote of 31 to 11, the North Highland Civic Association’s position is to support the proposed GLUP amendment, with the understanding that a final decision on whether to support a GLUP amendment is subject to the community’s support of an accompanying site plan/development plan that is consistent with the community’s goals for the site and the neighborhood. There were also three (3) additional civic association members who notified the civic association presidents of their support of the proposed GLUP amendment, but because they could not attend either of the meetings, their positions were not included in the final vote count. With respect to the question of how the community would like to see the GLUP amended amongst the three (3) options

proposed by the developer, or whether there was no preference, the co-president reported that the “votes were evenly divided between them (no preference; both blocks designated as ‘Low’ Office-Apartment-Hotel, the western block designated as ‘Low’ Office-Apartment-Hotel and the eastern block designated as “Medium” Residential; both blocks designated as “Medium” Residential, with a striping on the western block as ‘Low’ Office-Apartment-Hotel).” With regards to the proposed “Special Grocery Store Revitalization District,” the community voted in favor of such a note by a vote of 10 to 4. The Lyon Village Citizens Association representative indicated that building height is a concern for his community, but that generally his association will defer to North Highlands on this matter.

#### Planning Commission Input

At the June 27, 2011 Planning Commission meeting, after hearing staff’s presentation and public testimony, the commissioners voted five (5) to one (1) in support of staff’s recommendation that “Low” Office-Apartment-Hotel is a potentially appropriate designation for this site. The commissioners did not support the applicant’s proposed “Special Grocery Store Revitalization District” note. In terms of additional guidance, one (1) commissioner indicated that he could support heights of up to eight (8) stories on this site, however the other commissioners did not provide specific feedback regarding what heights may be most appropriate for the site. The commissioners did indicate that building height, transitions and tapering are concerns that should be carefully addressed through the site plan review process. There was also some discussion of the question of precedent and whether or not this site is unique. One (1) commissioner advised staff to review the UC/MUD provisions to ensure that it is a viable tool. Other commissioners recommended that staff commence a corridor-wide study of Lee Highway.

**STAFF RECOMMENDATION:** Staff concurs with the input received during the process from the LRPC and the full Planning Commission regarding whether or not a “Special Grocery Store Revitalization District” note is appropriate for this site. Staff also concurs with the input of the Planning Commission and members of the community regarding which GLUP categories could be appropriate. As a result of its extensive analysis and informed by the aforementioned input from the Planning Commissioners and the community, staff therefore recommends the following:

- The “Special Grocery Store Revitalization District” note, which is requested by the applicant, is not recommended. There is no such district currently on the GLUP and staff does not recommend that one be considered for this site. The Grocery Store Policy, which was adopted by the County Board in 1986, supports grocery store development in the County and provides a basis for flexibility to modify policies and/or regulations that would otherwise inhibit the development of grocery stores.
- A GLUP amendment to a designation such as “Low” Office-Apartment-Hotel could be appropriate for several reasons. With the appropriate uses, heights, tapering and transitions, which can be addressed through the site plan process, “Low” Office-Apartment-Hotel and the associated C-O-1.5 zoning district could allow for the type

of mixed-use project with ground floor retail and the possibility of residential uses that the community and some members of the LRPC recommended for this site. Such a combination of GLUP and zoning for a site of this size, separated as it is from other nearby sites by an interstate, a major arterial and North Veitch Street, could provide for potential placemaking and the development of a neighborhood-oriented center which would allow the residents of this area to access neighborhood-serving retail on foot or by bicycle. Staff's economic development analysis concluded that some retail uses, which could include a grocery store or neighborhood-serving retail, could be viable in this location. A GLUP designation of this nature would also be consistent with and in keeping with good planning principles that encourage smart growth and sustainable, walkable development close to Metrorail corridors.

In terms of precedent, each and every request to amend a site to a different GLUP category is carefully evaluated with respect to all relevant adopted plans, the surrounding context and the input of the community and relevant commissions. Should a GLUP amendment be proposed for a site, where the proposal, like this one, is inconsistent with the relevant adopted plan or for a site that is not within a planned area, a Special GLUP Study would be initiated. All Special GLUP Study processes involve extensive LRPC review and there are public hearings at the Planning Commission and County Board prior to the issuance of any report recommending or not recommending advertisement of such a GLUP change. Any potential amendment to this "Low-Medium" Residential site designation, then, should in no way be construed as a precedent setting change for other "Low-Medium" Residential sites in this immediate area or, indeed, for other "Low-Medium" Residential sites in the County. All amendment requests are carefully scrutinized on an individual basis, except when they are the recommendations of a broader public planning process, such as a sector or small area planning process.

There are six (6) sites (see attached graphics) in the County that are designated "Low-Medium" Residential on the GLUP, are zoned C-2 and are located within a half mile of a Metrorail station. These sites are:

1. the subject site;
2. the Colony House site located on Lee Highway near North Quinn Street in the Rosslyn Sector Plan area;
3. the commercial and residential properties on the north side of Lee Highway near the Bergmann's site between North Adams and North Daniel Streets;
4. two (2) sites on the east side of Glebe Road near the intersection with Washington Boulevard in the Ballston Sector Plan area;
5. three (3) sites on the south side of Wilson Boulevard near North Piedmont Street in the Virginia Square Sector Plan area; and
6. a site on Wilson Boulevard near the intersection with Quinn Street, which is included in the Colonial Village site plan, and is located in both the Courthouse Sector Plan area and the Colonial Village Coordinated Preservation and Development District.

Although these six sites are similar based on the characteristics listed above, the Bergmann's site can be distinguished from the others primarily for the following reason: the Bergmann's site is separated from the rest of the surrounding neighborhood by local and arterial streets as well as an interstate highway. The other sites listed above do not have this characteristic.

In summary, the staff recommendations for the subject site are based on the unique characteristics of the site. The appropriateness of a potential land use designation change for any of the other sites listed above that have similar land use and zoning designations would have to be analyzed and discussed on an individual basis, in the context of the surrounding uses for each site, as well as the specific requested land use change. The recommendations for this site do not predetermine the potential future designations in these other locations.

**CONCLUSION:** Based on staff's analysis of the relevant planning documents and adopted County policies and the feedback staff received from the Long Range Planning Committee of the Planning Commission and the community, staff finds that "Low" Office-Apartment-Hotel is a potentially appropriate designation for this site and that creation and/or adoption of a new "Special Grocery Store Revitalization District" on the GLUP is not appropriate. Staff will forward this memorandum, which includes a summary of the Planning Commission's guidance, to the County Board, along with a copy of the Planning Commission letter regarding this site. A "Request to Advertise" County Board report will be brought forward in the near future by staff to give the County Board an opportunity to fully consider the GLUP amendment request. This report recommending or not recommending advertisement would be the subject of public hearings by both the Planning Commission and the County Board. Authorizing the advertisement of an amendment would not imply that the County Board supports the proposed change, but that it is within the realm of consideration.

## BERGMANN'S SITE – GLUP AMENDMENT ANALYSIS

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**BACKGROUND:** A General Land Use Plan (GLUP) amendment request has been submitted to change the two blocks bounded by Lee Highway, North Veitch Street, 20<sup>th</sup> Street North and the VDOT right-of-way for Interstate 66 from “Low-Medium” Residential (16-36 units/acre) to one of three options:

- (4) “Low” Office-Apartment-Hotel (up to 1.5 FAR office; up to 72 units/acre residential; up to 110 units/acre hotel) with a GLUP note designating both blocks as a “Special Grocery Store Revitalization District;” or
- (5) “Low” Office-Apartment-Hotel for the western block and “Medium” Residential (37-72 units/acre) for the eastern block with a GLUP note designating both blocks as a “Special Grocery Store Revitalization District;” or
- (6) “Medium” Residential for both blocks with striping of the western block 80% “Medium” Residential and 20% “Low” Office Apartment Hotel and a note designating both blocks as a “Special Grocery Store Revitalization District.”

The proposed GLUP amendment is in conjunction with a preliminary site plan development application and rezoning request from “C-2” (Service Commercial - Community Business Districts) and “R-5” (One-Family Dwelling Districts) to “C-O-1.5” (Commercial Office Building, Hotel and Apartment Districts), consistent with GLUP amendment option 1, but inconsistent with options 2 and 3, as "C-O-1.5" does not correspond to "Medium" Residential on the GLUP.

There are no County Board adopted plans for this area. Consistent with the “Policy for Consideration of General Land Use Plan Amendments Unanticipated by Previous Planning Efforts” adopted by the County Board in 2008, a community review process is needed in those instances where a requested land use change is proposed for an unplanned area. Below is a description of the scope and process to analyze the proposed GLUP amendment.

**OBJECTIVE:** The objective is to analyze the site in the context of the surrounding area and obtain feedback from LRPC on the appropriateness of the requested change. With this input, staff will develop a recommendation to the County Board regarding this GLUP amendment request and what GLUP category or categories may be appropriate for this site.

**SCOPE:** Planning meetings will be led by the Long Range Planning Committee (LRPC) of the Planning Commission (see LRPC meeting process below for more information). The scope of the study includes the following:

- History of GLUP and Zoning designations for the subject site and surrounding area
- Existing GLUP and Zoning designations for the subject site and surrounding area – uses; density; heights; etc.
- Recommendations of other relevant plans and policies
- Proposed GLUP amendment request – allowable uses; density; heights; etc.
- 3-D modeling of existing conditions and what the proposed GLUP designation would allow
- Preliminary transportation analysis for site

**LRPC MEETING PROCESS:** This planning process is anticipated to comprise approximately two LRPC meetings. Additional meetings could be added if necessary. The LRPC may identify additional groups to participate. The meetings will include:

Meeting #1: (February 24)

- General background information
- Discussion of and refinement of scope and process

Meeting #2: (March 10)

- Staff analysis and 3-D modeling
- LRPC discussion and direction

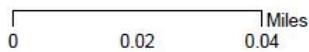
**END PRODUCT:** This process will generate an analysis that will provide a basis for discussion and recommendations in a report stating the findings of the study, which could include guidance regarding height, density, uses, tapering and the like. This report will also provide staff's recommendations regarding which GLUP category or categories may be most appropriate for this site. Should a site plan application be filed for this site, a staff report, informed by the study report, recommending or not recommending advertisement for the requested GLUP amendment would be provided to the County Board.

# 1 Bergmann's Site GLUP Study

Low-Medium Residential Within  
1/2 Mile of Metrorail Stations with C-2 Zoning

## Legend

-  C-2 Zoning
-  Low-Medium Residential Within Half Mile of Metro



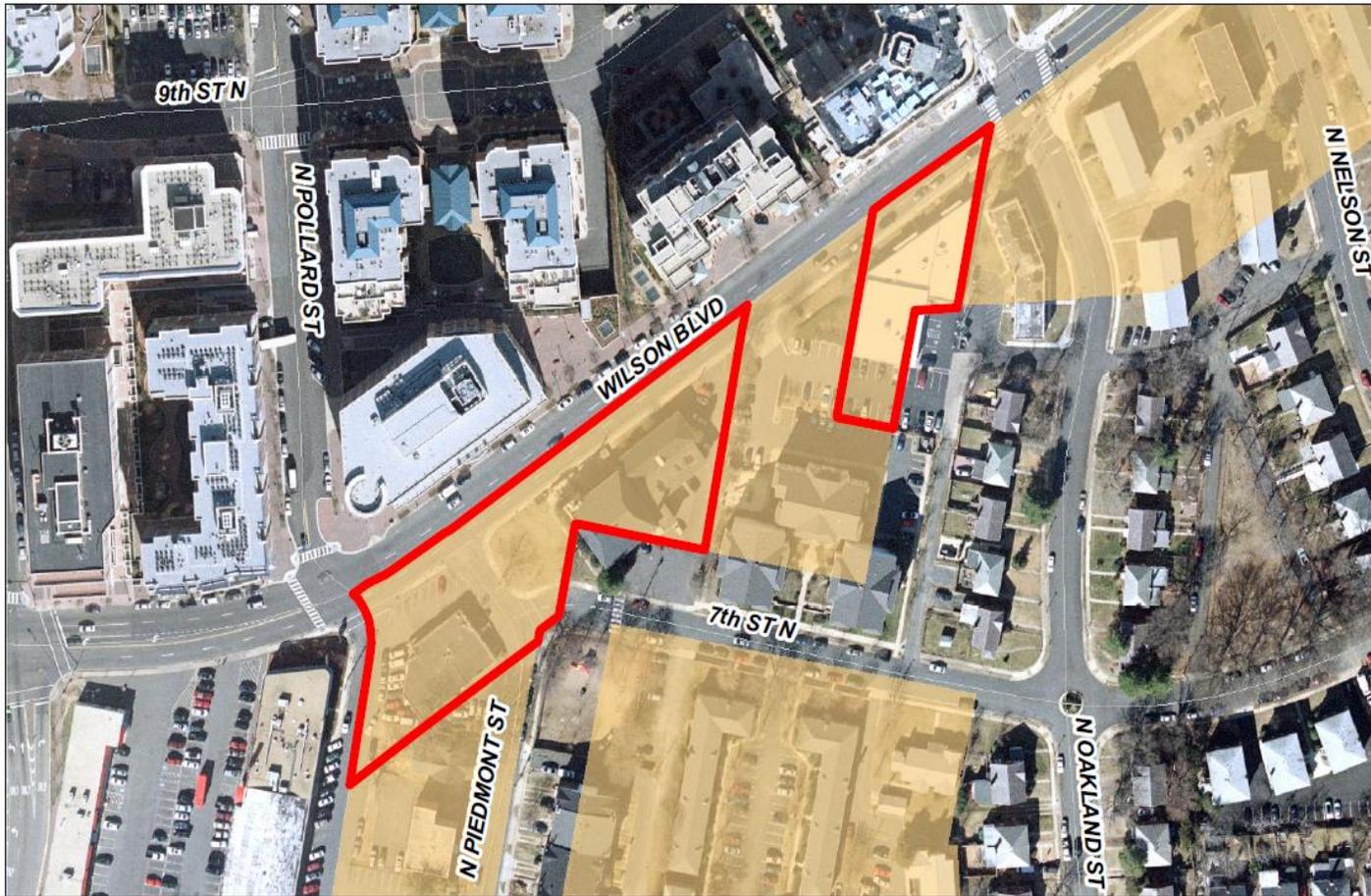
# 2 Bergmann's Site GLUP Study

Low-Medium Residential Within  
1/2 Mile of Metrorail Stations with C-2 Zoning

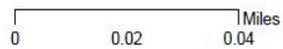
### Legend

 C-2 Zoning

 Low-Medium Residential Within Half Mile of Metro



DEPARTMENT OF COMMUNITY PLANNING,  
HOUSING AND DEVELOPMENT



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.

# 3 Bergmann's Site GLUP Study

Low-Medium Residential Within  
1/2 Mile of Metrorail Stations with C-2 Zoning

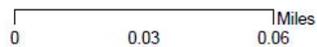
## Legend

 C-2 Zoning

 Low-Medium Residential Within Half Mile of Metro



DEPARTMENT OF COMMUNITY PLANNING,  
HOUSING AND DEVELOPMENT



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# 4 Bergmann's Site GLUP Study

Low-Medium Residential Within  
1/2 Mile of Metrorail Stations with C-2 Zoning

## Legend

 C-2 Zoning

 Low-Medium Residential Within Half Mile of Metro



DEPARTMENT OF COMMUNITY PLANNING,  
HOUSING AND DEVELOPMENT



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# 5 Bergmann's Site GLUP Study

Low-Medium Residential Within  
1/2 Mile of Metrorail Stations with C-2 Zoning

## Legend

-  C-2 Zoning
-  Low-Medium Residential Within Half Mile of Metro



DEPARTMENT OF COMMUNITY PLANNING,  
HOUSING AND DEVELOPMENT



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# 6 Bergmann's Site GLUP Study

Low-Medium Residential Within  
1/2 Mile of Metrorail Stations with C-2 Zoning

## Legend

 C-2 Zoning

 Low-Medium Residential Within Half Mile of Metro



DEPARTMENT OF COMMUNITY PLANNING,  
HOUSING AND DEVELOPMENT



0 0.02 0.04 Miles

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# Bergmann's Site General Land Use Plan Special Study

Long Range Planning Committee  
Meeting Presentation Compendium

June 9, 2011

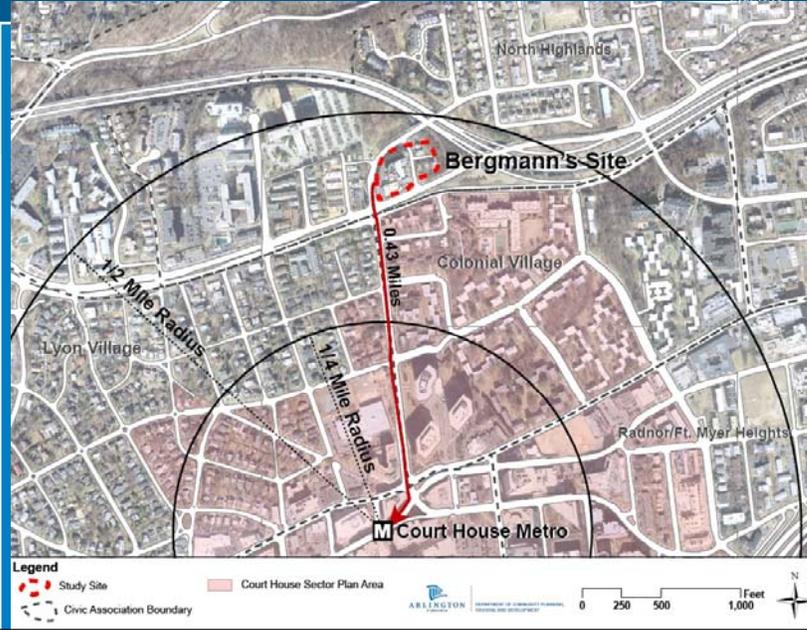


Department of Community Planning, Housing and  
Development



## Background Information

# Bergmann's Site



## Amendment/Rezoning Request

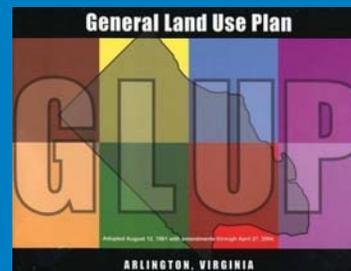


- GLUP amendment request from “Low-Medium” Residential to either:
  - “Low” Office-Apartment Hotel; or
  - “Medium” Residential on the eastern block and “Low” Office-Apartment-Hotel on the western block; or
  - “Medium” Residential on both blocks with 20% “Low” Office-Apartment-Hotel striping on the western block
- A “Special Grocery Store Revitalization District” GLUP Note is proposed for both blocks in each scenario
- Request in conjunction with a rezoning proposed from “C-2” and “R-5” to “C-O-1.5” for each scenario

## GLUP Amendment Policy



- “Policy for Consideration of General Land Use Plan Amendments Unanticipated by Previous Planning Efforts” adopted in 2008
- Calls for a community review process in those instances where there is no relevant adopted plan to provide guidance



# GLUP Designations

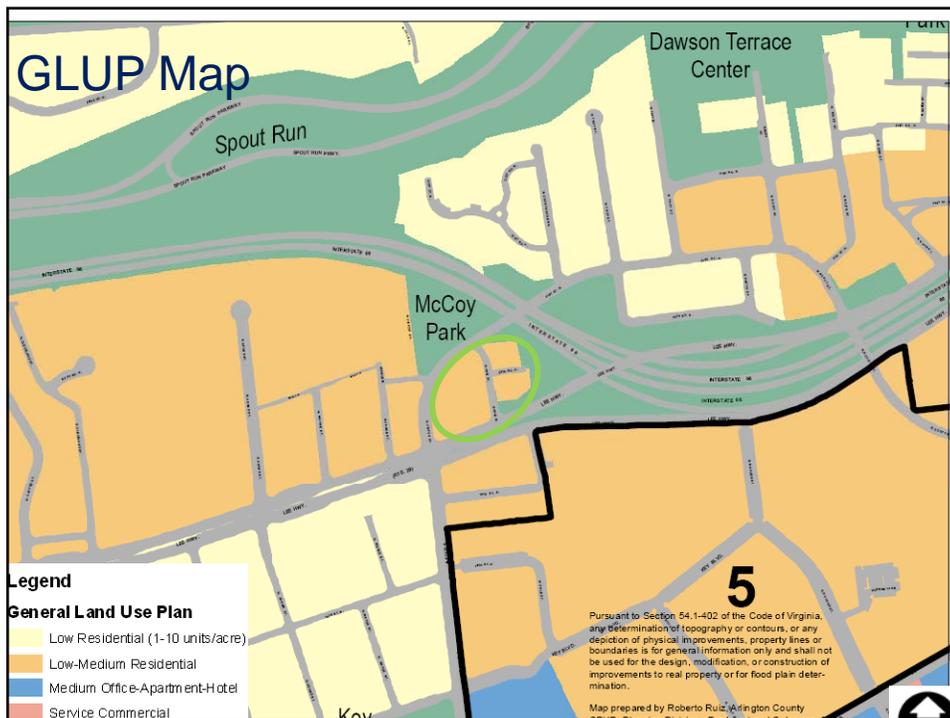


## Existing GLUP Category

- “Low-Medium” Residential (16-36 units per acre)

## Proposed GLUP Categories

- “Low” Office-Apartment-Hotel (up to 1.5 FAR office; up to 72 units/acre apartment; up to 110 units/acre hotel)
- “Medium” Residential (37-72 units/acre)



## GLUP History of Site



- 1961 – “Undetermined Uses”
- 1964, 1966 – No Change
- 1975– “Low Medium” Residential (16-30 u/a)
- 1979, 1983 - No change
- 1987 – “Low Medium” Residential redefined (16-36 u/a)
- 1990, 1996, 2004 – No Change

## Zoning Designations



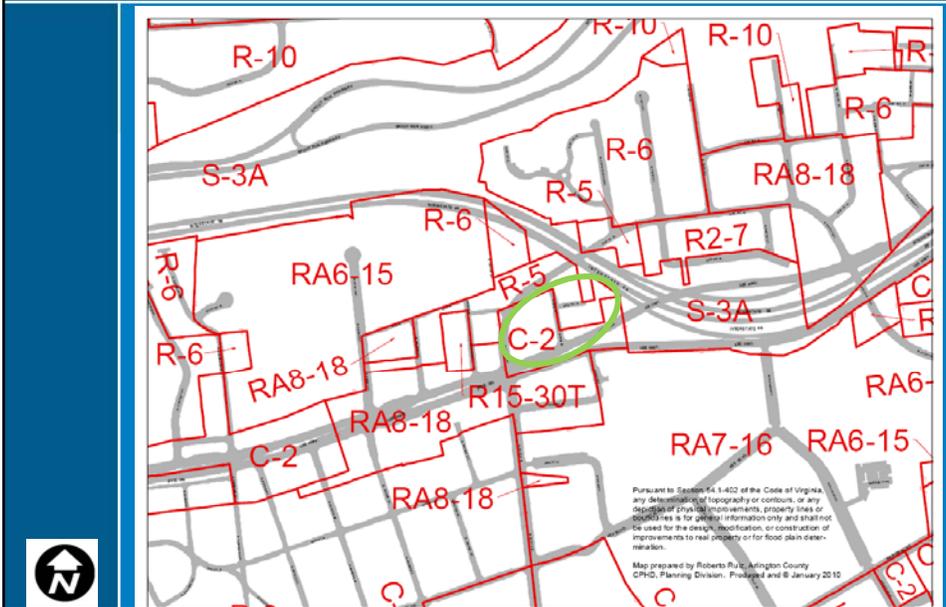
### Existing

- “C-2” (Service Commercial – Community Business Districts)
- “R-5” (One-Family Dwelling Districts)

### Proposed

- “C-O-1.5” (Commercial Office Building, Hotel and Apartment Districts)

# Zoning Map



# Existing Zoning Designations



Zoning District	Use	Height	Density
C-2	residential  hotel  commercial; office; retail	45' max	residential - as permitted in R-6  hotel – min. 600 sq. ft. lot area per room (72.6 u/a)  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-5	single family  use permit – 2 family dwellings  site plan - doctor/dentist offices	35' max	min. lot size 5,000 sq. ft. (8.7 u/a)

## Zoning Designations Corresponding to Current “Low-Medium” Residential



Zoning District	Use	Height	Density
R15-30T	single-family residential	35' max	8 u/a (5,000 sf per lot)
	site plan – two family; townhouse	45' max	15 u/a if GLUP is “Low” Residential (11-15 u/a); 30 u/a if GLUP is “Low Medium” Residential
RA14-26	single-family residential	35' max	8 u/a (5,000 sf per lot)
	apartment, townhouse		24 u/a
	site plan – apartment	6 stories/ 60' max	24 u/a
RA8-18	single -family residential	35' max	8 u/a (5,000 sf per lot)
	apartment, townhouse	40'; 8 stories/ 75' by site plan	36 u/a

## Applicant’s Proposed Zoning Designation



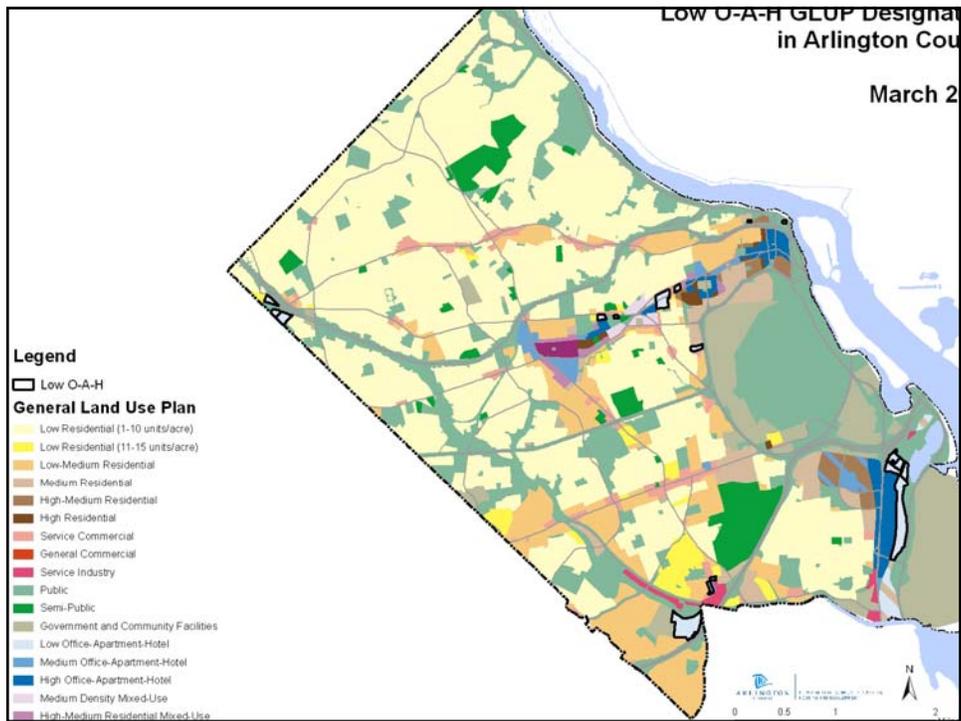
Zoning District	Use	Height	Density
C-O-1.5	by-right: residential; limited professional office	by-right: 35'	as permitted in R-6
	site plan: apartment; hotel; commercial and office	site plan: 8 stories office	site plan: 1.5 FAR office/commercial
		10 stories apartment/hotel	72 u/a apartment; 110 u/a hotel

Zoning Designations Corresponding to Proposed “Medium” Residential			
Zoning District	Use	Height	Density
RA7-16	apartment	35' max by right; 9 stories or 95' by site plan	residential - 24 u/a by right; 43 u/a by site plan
RA6-15	single family	35' max	8 u/a
	2-family dwelling units	35' max	12 u/a
	apartment; townhouse	60' max; 12 stories or 125' by site plan	48 u/a
RA-H	apartment, hotel	35' by right; 12 stories or 125' max by site plan	residential – 24 u/a by right; residential/hotel - 72 u/a by site plan



# Evaluating the Proposed GLUP Amendment

## Three-Dimensional Modeling of Illustrative Scenarios



## Modeling Assumptions



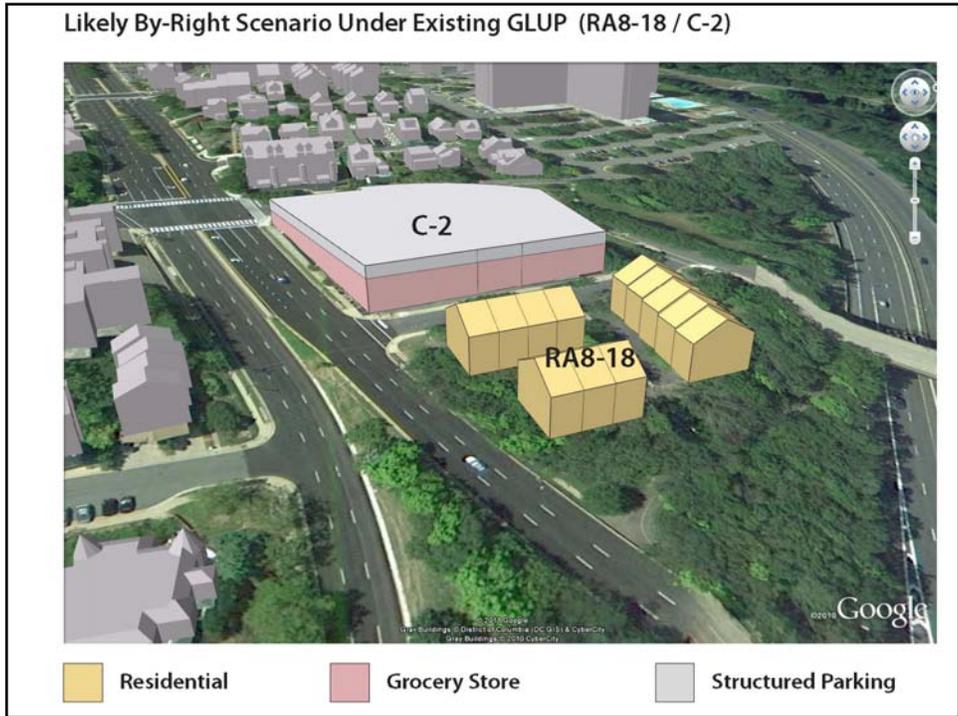
- Respect typical GLUP/Zoning category correspondence
  - I.e., C-O-1.5 corresponds to “Low” Office-Apartment-Hotel, not “Medium” Residential
- Incorporate appropriate transitions to surrounding context
- Model the maximum potential density
- Use the density from Uhle Street and 20<sup>th</sup> Street; keep Uhle Street open, but build over 20<sup>th</sup> Street in the site plan options, per the applicant’s proposal (N.B.: this is not necessarily an endorsement of this approach, but is for modeling/comparison purposes)
- Parking can be accommodated in different ways, including surface, structured and underground

# Existing and Proposed Development Potential of Site



Zoning District	Site Area	Maximum Potential Development
C-2 (existing)	55,117 sf	commercial: 82,676 sf (1.5 FAR)
R-5 (existing)	22,096 sf	residential: 4 dwelling units (8.7 u/a)
C-O-1.5 (proposed)	88,063 sf (includes 10,790 sf of vacated streets)	office: 132,095 sf (1.5 FAR) apartment: 145 dwelling units (72 u/a) hotel: 222 rooms (110 u/a)









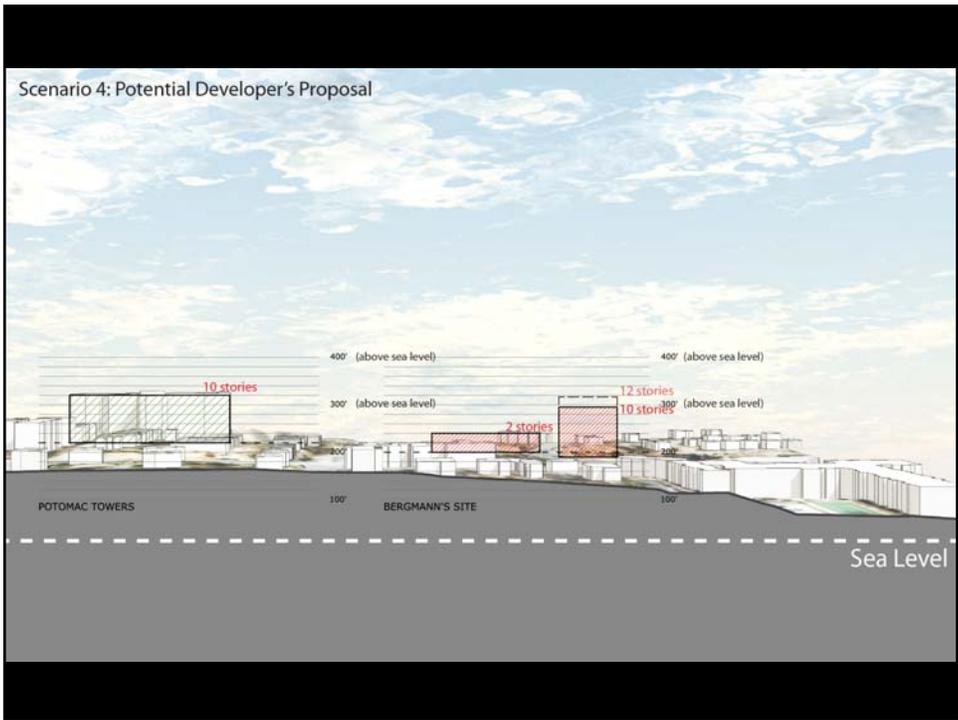




### Scenario 4: Potential Developer Proposal

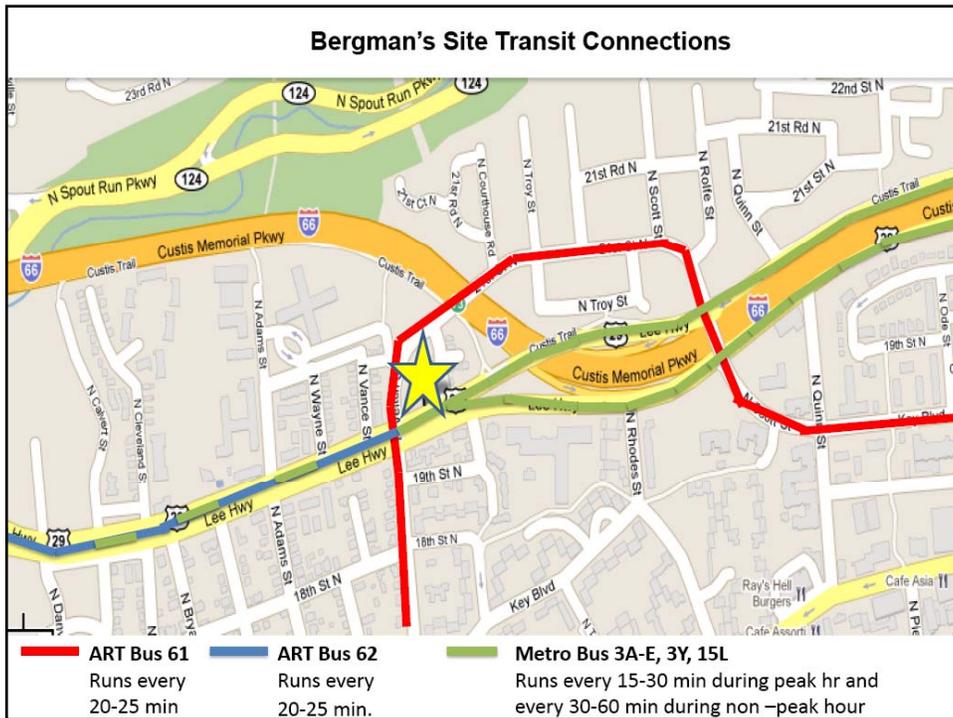


- Residential
- Grocery Store
- Structured Parking



# Evaluating the Transportation Impacts of the Proposed Amendments





## Street Typologies, Etc.



Street Name	Street Typology	Travel Lanes	Bike Accommodations	Restricted Access	On-Street Parking	Pedestrian Way	Existing S/W Widths
N. Uhle Street	Non-Arterial - Urban Center Local	2	Bike/Shared Lane	No	Yes	6-8 ft s/w 4-6 ft green strip	6-8 ft
21 <sup>st</sup> Street N.	Non-Arterial - Urban Center Local	2	Bike/Shared Lane	No	Yes	6-8 ft s/w 4-6 ft green strip	11-13 ft
N. Veitch Street	Non-Arterial - Urban Center Local	2	Bike/Shared Lane	No	Yes	6-8 ft s/w 4-6 ft green strip	11-13 ft
20 <sup>th</sup> Street N.	Non-Arterial - Urban Center Local	2	Bike/Shared Lane	No	Yes	6-8 ft s/w 4-6 ft green strip	4-6 ft
Lee Hwy (Rt. 29)	Type D Arterial Primary Garden Apts. & Townhouse Neighborhoods	2-4+ Turning	Bike Lane	No	Yes	6-8 ft s/w 5-6 ft green strip w/ breaks	12-13 ft

## Transportation Findings



### Trip generation by land use:

- In general, office and commercial development generate more trips per 1,000 sf than residential.
- A grocery use generates far more trips per 1,000 sf than office.

### Mode splits by land use:

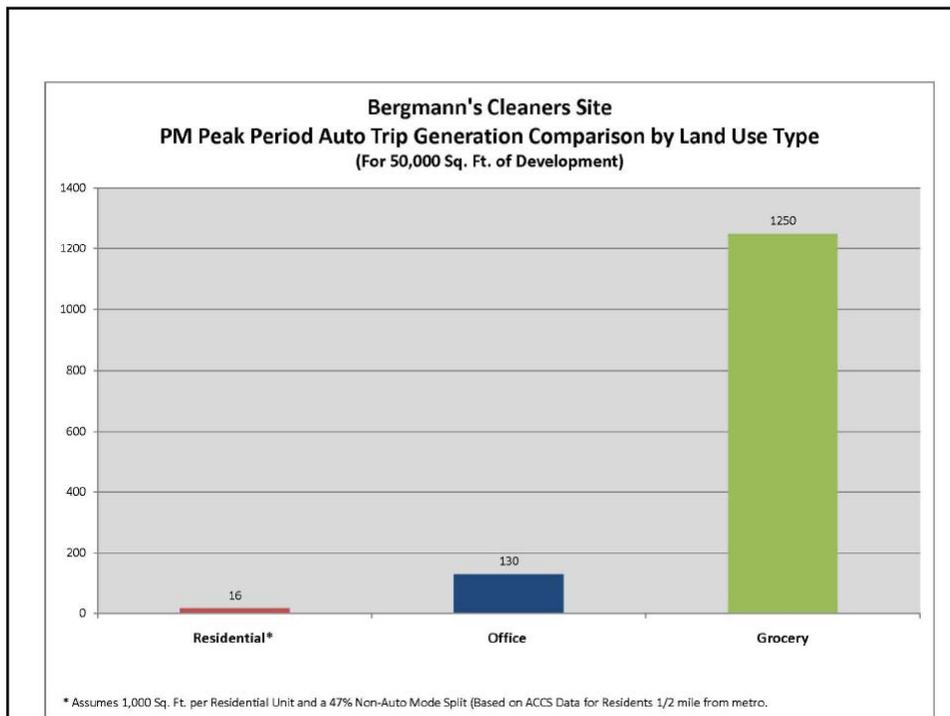
- Residential uses on the site are expected to have a higher non-SOV mode split than office or commercial uses on the site.
- Most patrons of a grocery located at this site would likely access the store by car, with some foot traffic.
- Analysis assumed: Residential: 57% SOV; Office: 80% SOV; Grocery: 100% SOV

# Transportation Findings



## Grocery Trips:

- Grocery stores can be traffic intensive uses, but the traffic is generally generated from customers in the surrounding or adjacent neighborhoods.
- A grocery may add more trips in/out of the site, but it may not increase the total number of trips made in the community.
- For some neighbors, vehicle miles traveled (VMT) may actually decrease because they will be in closer proximity to a grocery.
- From a transportation perspective, grocery stores are best located on major arterials to limit the impact within neighborhoods and the Bergmann's site may be a good location from this perspective.



## Evaluating the Proposed “Grocery Store Special Revitalization District” Note

### Grocery Store Policy

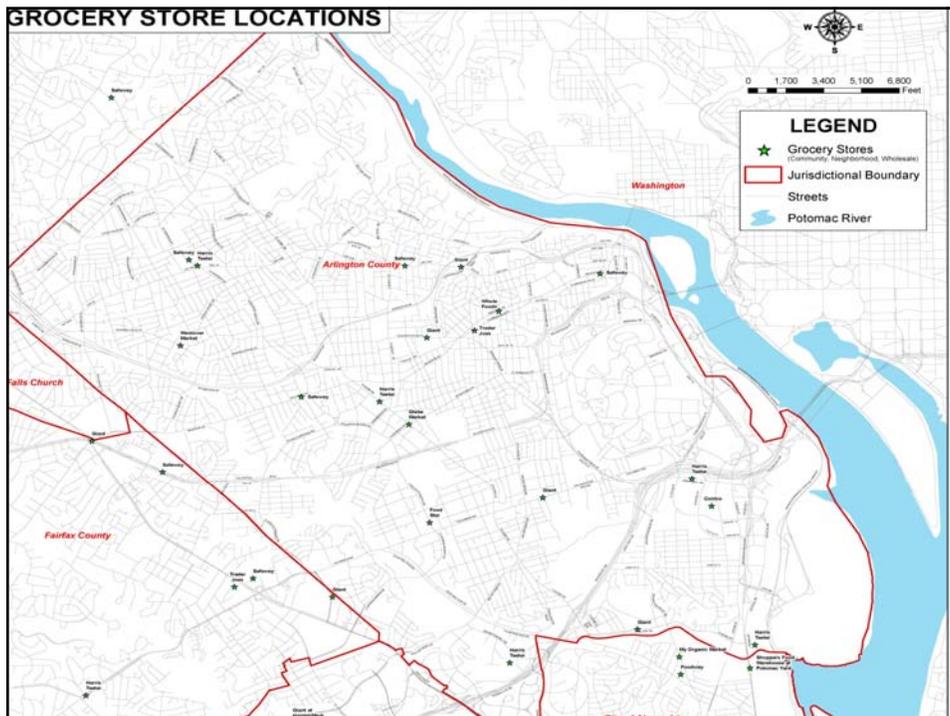
...to support the retention and expansion of existing grocery facilities in Arlington, and to support the construction of new grocery facilities where feasible, appropriate...

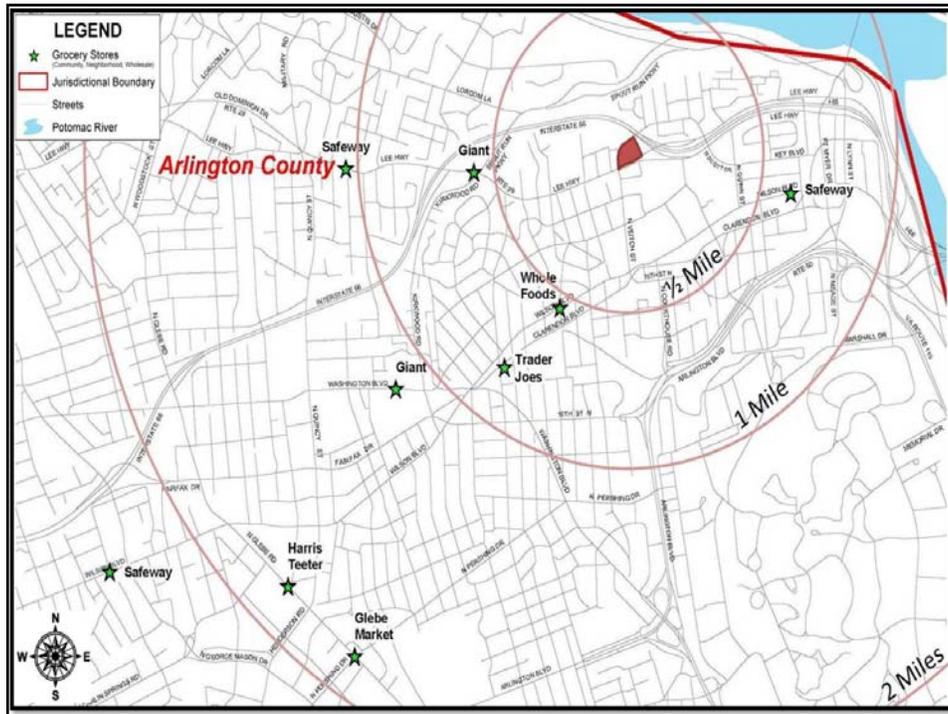
1. To seriously consider any reasonable suggestion for modification of County policies and regulations, (such as those pertaining to zoning, site plan, and parking standards) that would support the retention, expansion, or establishment of grocery stores.
2. To strongly encourage grocery operators and landlords ... to include grocery facilities in their new development projects.
3. To weigh, as part of any land use, zoning, or site plan decision, the impact of that decision on the community's grocery shopping needs. ...

## Grocery Stores



- 142 grocery stores in Arlington, of which 2/3 are convenience and specialty/ethnic markets
- Traditional supermarkets account for 13.4 percent of the inventory, but 488,450 sf of the total 986,190 sf of food retail space in the County
- 64% of all grocery stores are located outside of the metro corridors





## Grocery Store Note



- A “Special Grocery Store Revitalization District” note is not needed
- There is no such district currently and Arlington has successfully gotten grocery store development in the past
- The Grocery Store Policy has been used with flexibility in the past to encourage the provision of grocery stores
- A grocery store could be viable at this location
- AED would support a grocery store in this location, however there are other locations that could also serve this demand

### LRPC Discussion

Should the current GLUP designation be maintained or is amending the GLUP to one of the proposed categories or to another category within the realm of consideration?

## Things to Keep in Mind

- County priorities include mixed-use development; walkable , pedestrian-friendly communities; smart growth; green infrastructure; sustainability; etc.
- Each and every request to amend a site to a different GLUP category is carefully evaluated with respect to all relevant adopted plans, the surrounding context and the input of the community, etc.
- All Special GLUP Study processes involve extensive LRPC review and public hearings at the Planning Commission and County Board prior to issuance of any report recommending/not recommending advertisement
- All amendment requests for unplanned areas are carefully scrutinized on an individual basis

## Evaluating the GLUP



**Context – including surrounding GLUP and zoning; compatible uses; transitions; appropriate form; etc.**

- *GLUPed “Low-Medium” Residential and surrounded by “Low-Medium” Residential*
- *Zoned half commercial (C-2) and half residential (R-5)*
- *Located in an area without a sector or small area plan*

**Transportation Impacts – proximity to transit; proximity to transportation corridors or major arterials**

- *Located under a half mile to Metro*
- *Located on a major arterial*

## Evaluating the GLUP



**Is there a need to create more of a place here?**

- *Interest in mixed-use?*
- *Other uses that would benefit the surrounding community?*

**Would amending the GLUP further County goals?**

- *Mixed-use development*
- *Walkable, pedestrian-friendly communities*
- *Smart growth, green infrastructure and sustainability*
- *Commercial revitalization*

## Evaluating the GLUP



### If there is an interest in amending the GLUP ...

- What use or uses may be appropriate?
- What height may be appropriate?
- What density may be appropriate?
- What form/transition/tapering may be appropriate?



End of Presentation