



# ARLINGTON COUNTY, VIRGINIA

**County Board Agenda Item  
Meeting of January 27, 2007**

**DATE:** January 24, 2007

- SUBJECTS:**
- A. GP-304-05-1 GENERAL LAND USE PLAN AMENDMENT from “Public” (Parks: local, regional, and federal. Public Schools. Parkways, major unpaved rights-of-way. Libraries and cultural facilities.) to “Medium” Office-Apartment-Hotel (2.5 F.A.R. Office Density, up to 115 units/acre Apartment Density, up to 180 units/acre Hotel Density), for property known as 1101 Lee Hwy., generally located north of old unbuilt Lee Highway just east of the intersection with North Lynn Street.
  - B. Z-2521-05-1 REZONING (CARRY-OVER) from “S-3A” Special District to “C-O-2.5” Commercial Office Building, Hotel and Apartment District; premises known as 1101 Lee Highway (RPC #16-018-009)
  - C. SP #394 SITE PLAN (CARRY-OVER) for approximately 70 dwelling units; premises known as 1101 Lee Hwy (RPC #16-018-009)

**Applicant:**  
 1101 Lee Highway Associates, LLC  
 c/o The Holladay Corporation  
 3400 Idaho Avenue, NW, Suite 500  
 Washington, DC 20016

**By:**  
 Timothy Sampson, Attorney  
 Walsh, Colucci, Lubeley, Emrich & Walsh  
 2200 Clarendon Boulevard, 13th Floor  
 Arlington, Virginia 22201

**C.M. RECOMMENDATIONS:**

1. Adopt the attached resolution to approve a General Land Use Plan amendment from “Public” to “Low” Office-Apartment-Hotel.

County Manager: \_\_\_\_\_

County Attorney: \_\_\_\_\_

Staff: Freida Wray, DCPHD  
 Jennifer Smith, DCPHD  
 David L. Robinson, DPW

PLA-4592

2. Adopt the attached resolution to approve a rezoning from “S-3A” to “C-O-1.0.”
3. Deny the proposed site plan for a 70-unit residential building.

**ISSUES:** Should the General Land Use Plan designation and zoning district for this location be changed, and if so, is the proposed land use designation, zoning, and site plan appropriate for the site? The adverse transportation impacts resulting from the proposed project density and the conflicts caused by the proposed intersection modifications that would allow access to the site threaten the life and safety of pedestrians and cyclists at the critical intersection of North Lynn Street and the Lee Highway access drive. Additionally, the proposed building heights exceed the heights envisioned by the County as described in the Special Urban Design and Land Use Study prepared by staff in 2002.

**SUMMARY:** The subject property is currently designated on the General Land Use Plan (GLUP) as “Public” and zoned “S-3A.” In July 2004, the County Board denied previous GLUP amendment, rezoning and site plan requests to construct a 43-unit multi-family, 10-story, residential building. That proposed project was determined to be inconsistent with the preferred vision as expressed through a Special Land Use and Urban Design Study undertaken by the County in 2002 recommending several goals including a maximum building height matching the tree tops, approximately 60 feet. Subsequently, the applicant filed a lawsuit contesting the decision. Instead of pursuing the lawsuit, the applicant filed the current applications in an attempt to propose a project that is more acceptable to the County.

While the proposed bulk and height of the building is less with this proposal, the density has almost doubled resulting in significant transportation impacts caused by increased trip generation. In addition, the proposed modifications to the intersection of North Lynn Street and the Lee Highway access drive would increase the potential for vehicular, pedestrian and bicycle conflicts at this critical intersection. It is crucial that the site access be redesigned to enhance pedestrian and bicycle safety at the intersection of North Lynn Street and the Lee Highway access drive. Furthermore, the proposed site plan includes one (1) guest suite, which should be considered a unit and thus calculated as density. With the addition of the guest suite, the total number of units is 71, resulting in a density of 116.5 units per acre. The proposed density exceeds the 115 units per acre density permitted under the proposed “C-O-2.5” zoning.

In light of these issues, staff does not consider the current proposal appropriate for the site and maintains that the proposal remains inconsistent with the earlier Special Land Use and Urban Design Study. Therefore, staff does not recommend approval of the site plan or the proposed GLUP amendment and rezoning. However, since neither the County nor any other public entity has any intention of acquiring this property for public use, staff has analyzed potential land use and zoning districts that could be appropriate for this site to accommodate private redevelopment. At this time, it is recommended that the GLUP designation for this site be changed from “Public” to “Low” Office-Apartment-Hotel and be rezoned from “S-3A” to “C-O-1.0.” The “Low” Office-Apartment-Hotel designation and “C-O-1.0” zoning classification are compatible with one another and are most closely consistent with the form described in the preferred concept in the Special Land Use and Urban Design Study. These proposed

recommendations also provide the applicant with the opportunity to develop its property with additional private uses other than what are currently allowed under “S-3A,” which is consistent with other goals expressed through the special study. With any future proposal, the applicant would still be required to develop a site access plan that addresses staff and VDOT’s concerns regarding pedestrian and bicyclist safety.

**BACKGROUND AND HISTORY:** On December 11, 1963, the property was taken through condemnation by the Commonwealth of Virginia for the construction of I-66 and its connections. During the period in which this site was under consideration for acquisition by the State, a rezoning of the property, on the County Board’s Own Motion, from “M-2” to “RA7-16,” was pending. In December, 1963, VDOT acquired the site as part of the right-of-way needs for I-66 and connections. As a result of this acquisition, the County Board, on February 6, 1964, denied the request to rezone the property to “RA7-16”, and authorized on their own motion advertisement of the parcel to the “S-3A” zoning classification. Consistent with County Board policy of zoning publicly-owned lands to “S-3A,” the County Board approved the rezoning of the site to “S-3A” on April 4, 1964.

At the request of the original property owner, the property was reconveyed from VDOT to an assignee of the original property owner in December, 1998. At that time, the assignee was an entity of the JBG Companies, and the property was being considered as a part of the community benefits package for the Waterview Site Plan. When an agreement on value could not be reached, the property was withdrawn from consideration. The property is now in private ownership in an entity that includes the family that owned the property when it was first taken by the Commonwealth of Virginia in 1963.

In August 2001, the property owner filed requests for a site plan, rezoning and GLUP amendment. The requests were later revised to include a site plan for a 10-story (146.41’ to top of penthouse screen; 119.41’ to main roof), 43-unit residential building; a rezoning from “S-3A” to “C-O-1.5”; and a GLUP amendment from Public to “Low” Office-Apartment-Hotel. The County Board denied all three requests on July 13, 2004, because it was determined that the site plan was inappropriate for the site, incompatible with the preferred concept of the Special Land Use and Urban Design Study, and did not conform to many approved County standards, practices and policies. As a consequence, the proposed GLUP change and rezoning were also denied.

Subsequent to the County Board action, the applicant filed a lawsuit contesting the County Board’s decision. Instead of pursuing the lawsuit, the applicant filed the current applications in an attempt to propose a project that is more acceptable to the County. The current application includes the following requests:

- A GLUP amendment from “Public” to “Medium” Office-Apartment-Hotel (2.5 FAR office allow. Up to 115 units/acre. Up to 180 units/acre.).
- A rezoning request from “S-3A” to “C-O-2.5” Commercial Office Building, Hotel and Apartment Districts.
- A site plan proposal for a 70-unit development with a total overall height of 110 feet. This

proposal also includes one (1) guest suite, for a total of 71 units within the development.

**The following provides additional information about the site and location:**

Site: The .61 acre site is located approximately 330 feet east of North Lynn Street, between the I-66 ramp and Martha Custis Bike and Pedestrian Trail to the south and the Key Bridge/George Washington Memorial Parkway ramp to the north. It is immediately bounded by undeveloped land owned by the U.S. Government/National Park Service to the north, east and west; and by Arlington County and State of Virginia Department of Transportation right-of-way to the south. All of the properties surrounding the site are zoned "S-3A" Special Districts and designated "Public" on the GLUP. The Rosslyn Circle is located west of the site across North Lynn Street.

Zoning: The site is currently zoned "S-3A" Special Districts.

Land Use: The site is currently designated "Public" on the GLUP.

Neighborhood: The site is located just outside the boundaries of the North Rosslyn Civic Association, Rosslyn Renaissance, Rosslyn Sector Plan area and the "Rosslyn Coordinated Redevelopment District."

**Proposed GLUP and Rezoning:** The applicant proposes to amend the GLUP from "Public" to "Medium" Office-Apartment-Hotel and to rezone the site from "S-3A" to "C-O-2.5." Since the original adoption of the GLUP in 1961, the subject property has been designated "Public", which generally provides for public, semi-public and private institutional buildings and uses. The following table summarizes the maximum development permitted under the existing and proposed GLUP designations.

|   | <b>Density Allowed</b>  | <b>Maximum Development</b>  |
|---|---|---|
| <b>Existing GLUP:<br/>"Public"</b>                        | No Limit.   | No Limit.   |
| <b>Proposed GLUP:<br/>"Medium" Office-Apartment-Hotel</b> | 2.5 FAR (office), up to 115 u/a (residential), up to 180 u/a (hotel) (general site area of 26, 555 sq. ft.) | 66,388 sq. ft. (office) or 70 units (residential) or 109 units (hotel). |

The site is currently zoned "S-3A" Special District, which does not have a density limit but permits only limited uses and a maximum height of 45 feet. The applicant proposes to rezone the site to "C-O-2.5" Commercial Office Building, Hotel and Apartment Districts, which would permit a maximum density of 2.5 FAR, 115 residential units per acre, and 180 hotel units per acre. The proposed zoning district is consistent with the proposed "Medium" Office-Apartment-Hotel GLUP designation.

The table below compares the by-right development potential with the proposed development. It also includes the development potential of “C-O-1.5” and “C-O-1.0” zoning.

|  | <b>Uses/Density Allowed</b>   | <b>Maximum Development</b>  |
|--|---|---|
| <b>Existing Zoning:<br/>“S-3A”<br/>(26,555 sf)</b>                         | Public & semi-public parks, recreation areas, etc.; public buildings, country clubs, cemeteries, churches, public/private arboretums – no density limit, maximum height of 45 feet. Single-family dwellings on 3-acre lots – maximum height of 35 feet. | Public & semi-public parks, recreation areas, etc.; public buildings, country clubs, cemeteries, churches, public/private arboretums – no density limit, maximum height of 45 feet. |
| <b>Proposed Zoning<br/>(September 2006):<br/>“C-O-2.5”<br/>(26,555 sf)</b> | By-right: 0.6 office FAR (“C-1-O”); or 7 units/acre (“R-6”).<br><br>By site plan: 2.5 office FAR; 115 residential units/acre; or 180 hotel units/acre.  | By-right: 15,933 sf office; or 4 units.<br><br>By site plan: 66,387.5 sf office; 70 residential units; or 109 hotel units.  |
| <b>Alternative Zoning:<br/>“C-O-1.5”<br/>(26,555 sf)</b>                   | By-right: 0.6 office FAR (“C-1-O”); or 7 units/acre (“R-6”).<br><br>By site plan: 1.5 office FAR; 72 residential units/acre; or 110 hotel units/acre.   | By-right: 15,933 sf office; or 4 units.<br><br>By site plan: 39,833 sf office; 43 residential units; or 67 hotel units.   |
| <b>Alternative Zoning:<br/>“C-O-1.0”<br/>(26,555 sf)</b>                   | By-right: 0.6 office FAR (“C-1-O”); or 7 units/acre (“R-6”).<br><br>By site plan: 1.0 office FAR; 40 residential units/acre; or 60 hotel units/acre.  | By-right: 15,933 sf office; or 4 units.<br><br>By site plan: 26,555 sf office; 24 residential units; or 36 hotel units.   |

**Proposed Development:** The table on the following page sets forth the statistical summary for the proposed development, comparing the previous proposal with the current proposal. It also includes the standards under the “C-O-1.5” and “C-O-1.0” zoning districts.

|  | <b>July 2004</b>              | <b>September 2006</b>         |
|--|-------------------------------|-------------------------------|
| <b>SITE AREA</b>                             | 26,555 SF (0.6096 acres)      | 26,555 SF (0.6096 acres)      |
| <b>Density</b>                               |                               |                               |
| Residential G.F.A.                           | 129,029 sf                    | 112,767 sf                    |
| Residential Units                            | 43 units                      | 70 units                      |
| <b>"C-O-2.5" Permitted Units (site plan)</b> | -                             | <b>71 units<sup>1</sup></b>   |
| <b>"C-O-1.5" Permitted Units (site plan)</b> | <b>43 units</b>               | <b>43 units</b>               |
| <b>"C-O-1.0" Permitted Units (site plan)</b> | <b>24 units</b>               | <b>24 units</b>               |
| Residential Density                          | 70.5 units/acre               | 116.5 units/acre              |
| <b>"C-O-2.5" Permitted Density</b>           | -                             | <b>115 units/acre</b>         |
| <b>"C-O-1.5" Permitted Density</b>           | <b>72 units/acre</b>          | <b>72 units/acre</b>          |
| <b>"C-O-1.0" Permitted Density</b>           | <b>40 units/acre</b>          | <b>40 units/acre</b>          |
| <b>Building Height</b>                       |                               |                               |
| Average Site Elevation                       | 27.59 feet                    | 27.59 feet                    |
| Main Roof Elevation                          | 147 feet                      | 134.34 feet <sup>2</sup>      |
| Main Roof Height                             | 119.41 feet                   | 106.75 feet                   |
| Penthouse Roof Elevation                     | 165 feet                      | -                             |
| Penthouse/Mechanical Screen Elevation        | 174 feet                      | 137.67 feet                   |
| Building Height to Top of Screen             | 146.41 feet                   | 110.08 feet                   |
| Number of stories                            | 10 stories                    | 9 stories <sup>2</sup>        |
| <b>"C-O-2.5" Permitted Height</b>            | -                             | <b>16 stories + penthouse</b> |
| <b>"C-O-1.5" Permitted Height</b>            | <b>10 stories + penthouse</b> | <b>10 stories + penthouse</b> |
| <b>"C-O-1.0" Permitted Height</b>            | <b>6 stories + penthouse</b>  | <b>6 stories + penthouse</b>  |
| <b>Parking</b>                               |                               |                               |
| Standard                                     | 69 spaces                     | 92 spaces                     |
| Compact                                      | 11 spaces                     | 14 spaces                     |
| Tandem                                       | 31 spaces                     | 29 spaces                     |
| Total Parking with Tandem Spaces             | 111 spaces                    | 135 spaces                    |
| Total Parking without Tandem Spaces          | 80 spaces                     | 106 spaces                    |
| Residential Parking Ratio with Tandem        | 2.58 spaces/unit              | 1.9 spaces/unit               |
| Residential Parking Ratio w/o Tandem         | 1.86 spaces/unit              | 1.5 spaces/unit               |
| Compact Parking Ratio (non-tandem spaces)    | 13.75%                        | 13.2%                         |
| <b>"C-O-2.5" Required Parking</b>            | -                             | <b>79 spaces</b>              |
| <b>"C-O-2.5" Required Parking Ratio</b>      | -                             | <b>1.125 spaces/unit</b>      |
| <b>"C-O-1.5" Required Parking</b>            | <b>48 spaces</b>              | <b>48 spaces</b>              |
| <b>"C-O-1.5" Required Parking Ratio</b>      | <b>1.125 spaces/unit</b>      | <b>1.125 spaces/unit</b>      |
| <b>"C-O-1.0" Required Parking</b>            | <b>27 spaces</b>              | <b>27 spaces</b>              |
| <b>"C-O-1.0" Required Parking Ratio</b>      | <b>1.125 spaces/unit</b>      | <b>1.125 spaces/unit</b>      |
| <b>Coverage</b>                              | 86%                           | 66%                           |
| <b>LEED Score</b>                            | <b>13 points</b>              | <b>15 points</b>              |

**Density and Uses:** The applicant has revised the building since the County Board's action in 2004. The size of the building has reduced by 16,262 square feet, from 129,029 square feet to

<sup>1</sup> This includes one (1) 332-square foot guest suite which is considered a unit and calculated as residential density.

<sup>2</sup> Because the penthouse level contains both mechanical equipment and living space, it is considered the building's 9<sup>th</sup> floor with a main roof elevation and height. There is no separate penthouse elevation and height.

112,767 square feet, and now has an effective FAR of 4.25, down from 4.85 FAR with the previous proposal. While the size of the building has gotten smaller, the number of units has increased by 28, from 43 units to 71 units (including one guest suite), and the density has increased accordingly from 72 units per acre to 116.5 units per acre.

In the current building, the residential units range in size from 634 square feet to 3,186 square feet. The unit mix includes 23 one-bedroom units, 39 two-bedroom units, 8 three-bedroom units, and one (1) guest suite (332 square feet). A fitness center (839 square feet) would be located on the first floor and a party room (612 square feet) would be located on the third floor. The penthouse level contains both mechanical equipment and second-floor living space for five (5) 2-story units that are accessed from the 8<sup>th</sup> floor. Because of the presence of living space, from a zoning perspective the penthouse is considered the 9<sup>th</sup> floor.

The current building contains four (4) levels of structured parking. Due to the slope of the site, the upper two levels of the garage would be exposed and have been designed to be screened by residential units along the east elevation. The garage contains a total of 135 parking spaces, 29 of which are tandem spaces. The total parking ratio, including the tandem spaces, is 1.9 spaces per unit. For direct access spaces, the parking ratio is 1.5 spaces per unit. The garage is accessed from a 23-foot portion of the original right-of-way of Lee Highway, at the intersection of North Lynn Street.

**Site and Design:** The proposed building would be fabricated of aluminum window and terracotta and metal panel systems with glass balconies. While the predominance of the building's bulk and mass continues to be oriented to the front of the site adjacent to the west property line and the Lee Highway access drive, the current proposed building is lower in height than the previous proposal. The proposed building's total overall height would be approximately 110 feet to the top of the penthouse screen, down from 146.4 feet with the previous proposal. The proposed building form is elliptical in shape, with nine stories in the front and four stories at the rear adjacent to the GWM Parkway. From the rear, the building has the appearance of 11 stories. The rear four-story base contains two (2) stories of garage screened by residential units (levels G1 and G2) and two (2) stories of residential units above (floors 1 and 2). The building tower extends upward an additional seven (7) stories. The building tower is set back approximately 61 to 66 feet from the edge of the base. This area has been designed as a landscaped terrace which is accessed from the party room located on the third floor. It also contains private terraces for several third floor units. A circular vehicular court, providing vehicular drop-off and access for loading and parking, would be located in the front of the building. The loading berth ranges in length from 17 feet to 25 feet, which neither conforms to the Zoning Ordinance standard of 25 feet or the site plan standard of 30 feet. The building would be constructed to overhang a portion of the vehicular court, beginning at the third floor.

At the closest points, the building and exposed garage structure would be setback two (2) feet from the north property line, 5.6 feet from the west property line, five (5) feet from the east property line, and six (6) feet from the south property line. From the northeast and southwest corners, the building is sited 27 feet and approximately 51 feet (at the building overhang), respectively, from the property lines. The underground garage structure would generally follow

the lines of the building wall and entry court. Because of the narrow setbacks, issues have been identified regarding impacts on storm water management and run-off onto the adjacent NPS property, location for construction staging, and disturbance of adjacent NPS land during construction. In addition, the Special Land Use and Urban Design Study recommended a building form that would be setback 20 feet from the property lines to minimize the site coverage and any impacts to the surrounding environment.

Vehicular access to the site would be from the original right-of-way of Lee Highway, dedicated as Hume Avenue, at the intersection of North Lynn Street. It would require that the Custis Trail be slightly shifted to the south. The Lee Highway access drive measures 23 feet in width, with a five feet wide sidewalk on the south side of the driveway. Street trees and street lights would be installed in the VDOT right-of-way adjacent to the sidewalk, pending approval from VDOT.

A 26-foot asphalt fire lane is proposed to be constructed contiguous to the south property line, on undeveloped County right-of-way originally dedicated as Hume Avenue. The cross-section for the fire lane incorporates some of the circular vehicular court. A two-story notch was cut out of the building adjacent to the fire lane to provide a turn-around for emergency vehicles. The Fire Marshal has indicated that while the cross-section and treatment of the fire lane and emergency vehicle turn-around meet the standards of the fire code, access to the building is not being provided consistent with the fire code for approximately 44 feet of building length adjacent to the north-east property line and therefore authorization from the building official is required for an exception to the fire code.

**LEED Scorecard:** The proposed LEED score is 15 points, with an additional 11 points identified as potential. Recent site plan approvals for residential development have included a minimum of 26 definitive LEED points, as well as the provision of Energy Star appliances and fixtures.

**Community Benefits Proposal:** The applicant's current community benefits proposal includes a total contribution of \$675,000 toward a County-identified public amenity, which may be directed to development of a boathouse facility in the vicinity of the subject site. The previous proposal included a community benefits package totaling \$1,179,029, which specifically designated \$1 million toward the boathouse facility, \$129,029 toward the Housing Reserve Fund, and \$50,000 toward the Utility Undergrounding Fund.

**Transportation:** The Master Transportation Plan – Part 1 classifies the George Washington Memorial Parkway and Interstate 66 as controlled access facilities and North Lynn Street as a principal arterial street. Other arterial streets in the area include Lee Highway, Ft. Myer Drive, Wilson and Clarendon Boulevards (principal arterials), and North Quinn and Nash Streets (minor arterials). Adjacent to the site frontage, North Lynn Street operates one-way in the northbound direction and provides two travel lanes for accessing Rosslyn Circle and the on-ramp to the George Washington Memorial Parkway (northbound) and three lanes onto Key Bridge. Ft. Myer Drive, west of Rosslyn Circle provides the complimentary southbound movement to North Lynn Street. Adjacent to the site, Interstate 66 and the westbound exit ramp are owned by the U.S Government and regulated by the Virginia Department of Transportation (VDOT). A

portion of North Lynn Street adjacent to the Lee Highway right of way is owned by Arlington County and regulated by the VDOT by a limited access easement line. North Lynn Street to the north of the site is also owned by the U.S. Government and regulated by the District of Columbia.

The Rosslyn Station area is well served by several transportation systems that provide access to the area from Northern Virginia, Maryland and the District of Columbia, including principal arterial streets and controlled access facilities, the Metrorail System, commuter bus operations and bike trails. Arterial and controlled access facilities serving Rosslyn include Lee Highway, the Wilson/Clarendon Boulevard one-way pair system, Arlington Boulevard, Interstate 66 (I-66), Route 110, and the George Washington Memorial Parkway. Access to Rosslyn from the District of Columbia is available from two Potomac River bridges: Key Bridge with direct access at Rosslyn Circle and Roosevelt Bridge via Arlington Boulevard and I-66.

The Rosslyn area experiences traffic congestion related to its close proximity to the Potomac River bridges, the number of major intersecting streets in the Rosslyn Circle area, and to some extent the concentration of office workers in the Rosslyn area itself. The Rosslyn street system’s level of service can be significantly affected by incidents in the District of Columbia which reduce traffic flow across Key Bridge, resulting in backups within Rosslyn.

Several intersections in Rosslyn currently provide an unacceptable level of service during the morning and evening peak hours for certain turning or through movements. Additional vehicle trips generated by the proposed development are anticipated to worsen existing levels of service at critical intersections, such as Lee Highway and Ft. Myer Drive and Lee Highway and Lynn Street. With the street system already full at critical locations during peak hours, and few practical choices for improving the street network to accommodate more traffic, the preferred strategy to accommodate a greater activity level is to manage traffic better, enhance the pedestrian environment and implement TDM strategies to encourage non-auto travel.

As shown below traffic volumes for North Lynn Street adjacent to the subject site have fluctuated over the nine year period between 1997 and 2006 for which data were available. Regional long-range traffic forecasts anticipate that traffic volumes are expected to increase in the future as further redevelopment occurs in the District of Columbia and the Rosslyn-Ballston Corridor.

**24-Hour Traffic Volumes  
North Lynn Street  
North of EB Lee Highway**

| 1997   | 2001   | 2003   | 2005 | 2006   |
|--------|--------|--------|------|--------|
| 33,397 | 31,893 | 33,733 | n.a. | 30,320 |

Source: Arlington County, Department of Environmental Services, Division of Transportation (n.a. – not available)

Public Transportation: The Rosslyn Station area is well served by public transportation, including Metrorail, Metrobus and other regional commuter bus systems. The subject site is located approximately one-third of a mile to the north of the Rosslyn Metrorail Station which is served by the Orange and Blue Metrorail Lines. Metrobus service is available on North Moore Street adjacent to the Rosslyn Metrorail Station entrance and provides service between Seven Corners, Arlington Forest and Rosslyn (Route 4), between Tysons Corner and Annandale in Fairfax County and Rosslyn (Route 3) and between Ballston and Farragut Square in the District of Columbia (Route 38). Additional commuter bus service is available to the Rosslyn area from Loudoun and Fairfax Counties, and Georgetown.

Bicycle Access: Several County bicycle trails provide safe, convenient off-street facilities serving the Rosslyn Station area. The site is located immediately adjacent to the Custis Trail. The Custis Trail, which would be shifted slightly to the south as a result of the proposed development, provides access to the Washington and Old Dominion Trail to the west and the Mount Vernon Trail to the south. The impacts of this shift are discussed below in the Intersection Level of Service section. The Mount Vernon Trail provides connections to the south along the George Washington Memorial Parkway and to the District of Columbia via the Potomac River bridges. Bicycle trail improvements are proposed in the immediate vicinity of the subject site area and are discussed below in the Rosslyn Circle Crossing Study section.

Pedestrian Access: Several streetscape improvement projects have recently been completed in the Rosslyn Metro Station area to enhance pedestrian safety and mobility and to encourage mass transit use by residents and employees. Streetscape improvements were completed along Wilson Boulevard (between Lynn Street and North Oak Street), North Lynn Street (between Wilson Boulevard and 19<sup>th</sup> Street) and along North Moore Street and Fort Myer Drive (between Wilson Boulevard and 19<sup>th</sup> Street). Other improvements are also planned as elements of the Rosslyn Esplanade Study.

The Rosslyn Esplanade Study (2000) developed a concept to improve the pedestrian environment along North Lynn Street (between Key Bridge and 19<sup>th</sup> Street), and 19<sup>th</sup> Street (between Lynn Street and Arlington Ridge Road). Streetscape improvements include modifications to the Lynn Street bridge over I-66, a Key Bridge Overlook, narrowed travel lanes, bike lane, intersection nubs, wider sidewalks, special paving materials, street trees, pedestrian lighting, and street furniture. Many streetscape improvements are planned for the area around the proposed site access drive. These improvements will enhance pedestrian and cyclist safety and capacity at the intersection of North Lynn Street and the I-66 exit ramp, including intersection nub, enhanced pedestrian crosswalks, tighter curb return radii and wider sidewalk and trail facilities at the crossings. The introduction of the proposed site access drive would negate many of the planned improvements and hinder any efforts to enhance pedestrian and cyclist safety at this multi-modal intersection.

Rosslyn Circle Crossing Study: In 2000, Arlington County received a federal Transportation and Community and Systems Preservation (TCSP) Program grant for improving pedestrian, bicyclist and transit access for a transportation planning and engineering study to identify and develop bicycle and pedestrian safety improvements in the Rosslyn Circle area. BMI, a transportation

planning and traffic engineering consultant, was awarded a contract for the Rosslyn Circle Crossing Study.

The area known as Rosslyn Circle is one of the busiest multi-modal travel intersections in the Washington, D.C. region. In Rosslyn Circle, pedestrian, bicycle and motor vehicle traffic traveling between the Rosslyn and Georgetown centers, via the Key Bridge and on the Custis and Mount Vernon trails, intersects with a substantial amount of motor vehicle traffic traveling on Lee Highway, Interstate 66 and the George Washington Memorial Parkway. Vehicular turning movements are quite heavy, especially during the commute hours.

The confluence of the heavy motor vehicle traffic and the high volumes of pedestrian and bicycle travel that would be generated by this proposal would result in frequent conflicts between motor vehicles, bicyclists and pedestrians despite the above described Esplanade Study's planned improvements. The Rosslyn Circle area is the most frequent location of bicycle and pedestrian crashes in Arlington and is frequently cited as a safety concern by bicyclists and pedestrians. In recent years, both Arlington County and the National Park Service have undertaken projects to upgrade Rosslyn Circle and to improve the safety of the trail crossings. However, many of the problems remain and will require more extensive and innovative solutions.

The primary purpose of the Rosslyn Circle Crossing Study was to identify a broad range of measures that could be applied to correct the existing safety problems experienced by bicyclists and pedestrians while traveling on the Custis Trail through Rosslyn Circle. The study also looked at the existing sidewalk links between the Rosslyn commercial center and Key Bridge and recommend improvements that would make the sidewalks safer and more convenient for pedestrians.

The study was conducted in two phases and was completed in February 2004. Phase I involved the collection and evaluation of base information in the form of physical mapping, volumes and turning movements for motorized and non-motorized traffic, crash report data and public concerns. Phase II included a comprehensive identification of potential engineering solutions to address the problems documented in Phase I, and a systematic review, refinement and selection of preferred engineering treatments. The study recommended numerous improvements ranging from traffic signal timing changes, turn restrictions, narrow lane widths, fewer through lanes, curb extensions, tighter curb return radii, wider sidewalks and bike trail improvements. Staff is discussing several of the proposed recommendations previously mentioned with the Virginia Department of Transportation concerning proposed changes to State facilities.

Several of the Rosslyn Circle Crossing Study improvements have been incorporated into the Rosslyn Esplanade design plan which is currently in the preliminary engineering phase and under design review by the National Park Service. The proposed improvements in the vicinity of the site is attached to the report (Attachment A). The Rosslyn Circle Crossing Study investigated several alternative trail alignments and grade separations to reduce the number of pedestrian and cyclists conflicts with vehicular traffic to address cyclist safety at the Lynn Street/I-66/Lee Highway intersection. One of the options considered was a tunnel under Lynn Street linking the Custis Trail with the Mount Vernon Trail. From Rosslyn Circle the trail would

ramp down into a tunnel underneath Lynn Street and exit into the existing unimproved Lee Highway right of way (proposed for the access drive to the subject site) and connect with the existing Mount Vernon Trail that parallels the I-66 off-ramp. The tunnel proposal is a concept alternative that has not been endorsed by the County Board to date. The applicant's proposed intersection modifications to provide vehicular access from the site to Lee Highway would preclude essentially all of the proposed improvements at the intersection.

Parking: The applicant proposes to provide 135 parking spaces on four levels of structured below grade parking, including 29 tandem spaces. The total parking ratio exclusive of the tandem spaces is 1.5 parking spaces per unit. Including the tandem spaces the parking ratio increases to 1.9 spaces per unit. The proposed parking supply exceeds the Zoning Ordinance parking requirement for multi-family residential dwellings of 1.125 spaces per dwelling unit (79 spaces for a 71-unit development).

Site Access: Vehicular access to the project's parking garage and loading dock is proposed from an existing unimproved public right-of-way accessed from North Lynn Street, located approximately 15 feet north of the multi-modal intersection of North Lynn Street, the exit ramp from westbound I-66, the Custis Trail, and the North Lynn Street sidewalk. The site is located approximately 330 feet east of the driveway entrance at North Lynn Street. The access drive is located on the remaining portion of the original right-of-way of Lee Highway, dedicated as Hume Avenue. Hume Avenue was originally dedicated as a 60-foot wide right of way and provided access to a number of parcels located east of North Lynn Street. The Commonwealth of Virginia utilized a portion of the 60-foot dedication for the I-66 westbound off-ramp and the Custis Bike Trail. A limited access easement line currently encumbers approximately 45 feet of the 60-foot wide right of way adjacent to North Lynn Street, leaving approximately a 15-foot wide section to the north under Arlington County control.

The applicant has proposed to improve the Lee Highway right of way for vehicular access to the site. The improvements consist of a 23-foot wide travel way (two 10-foot wide travel lanes plus curb and gutter), a 5-foot wide sidewalk adjacent to the back of the curb and gutter along the south side of the travel way, street trees and street lights. A five-foot wide grass strip would be provided adjacent to the back of curb along the north side of the travel way to limit clearing and grading within the County right of way and would not require construction easements from the National Park Service which borders the property to the north. The access drive leads directly onto the site's vehicular turn-around and drop-off area located in front of the building which resembles a 40-foot radius cul-de-sac.

The applicant's proposed streetscape section of a 5-foot wide sidewalk adjacent to the back of curb is inconsistent with adopted streetscape standards of the Pedestrian Transportation Plan which recommend a four- to five-foot wide planting strip adjacent to the back of curb (to provide a buffer between moving vehicles and pedestrians) and a minimum 6-foot wide sidewalk for medium density development. Adequate space is available to flip the streetscape section to locate the planting strip adjacent to the curb and provide a minimum 6-foot wide sidewalk along the south side of the access drive.

Trip Generation: A Traffic Impact Analysis (TIA) was prepared for the applicant by a transportation consultant to evaluate the impacts of the site development on the adjacent street network. The consultant estimates the proposed 71-unit residential development to generate approximately 26 AM and 21 PM peak hour vehicle trips. The trip generation estimates are based on a WMATA Development Related Ridership Survey from 1989 and assumes a 48 percent transit modal share, generating a trip rate of 0.36/0.29 vehicle trips per dwelling unit for the AM/PM peak hours, respectively.

While the site is within walking distance of the Rosslyn Metrorail Station, given the unique location of the building and value of the units, assumed transit utilization may be quite generous, thus underestimating trips from the site. The ITE Trip Generation Manual also lists trip generation rates for Luxury Condominiums with trip generation rates ranging from 0.48 to 0.63 trips per dwelling unit that could generate upwards of 34 AM and 45 PM peak hour vehicle trips. The difference between luxury and other high density residential development in AM peak hour trips (8 vehicles) and PM peak hour trips (24 vehicles) could have a significant impact on intersection level of service and pedestrian and cyclist safety.

Staff does not support the applicant's proposed Transportation Demand Management (TDM) Plan which is not aggressive enough to discourage single occupant vehicle travel from the site and address other pedestrian and bicyclist safety concerns. The proposed TDM Plan does not propose funding for marketing or transit subsidies to encourage alternative modes of travel, nor does it provide any mitigation strategies for exceeding the estimated peak hour trip generation (as previously mentioned above) which could further degrade intersection safety.

Intersection Level of Service: The site access drive is located approximately 15 feet north of the intersection of North Lynn Street, Lee Highway, the I-66 exit ramp, the Custis Trail and the North Lynn Street sidewalk. Both North Lynn Street and the Lee Highway/I-66 exit ramp operate as one-way streets in the north- and west-bound directions, respectively. The Custis Trail also crosses North Lynn Street on the north side of the Lee Highway and North Lynn Street intersection. Adjacent to the site, the Custis Trail is located between the site access drive and the I-66 exit ramp. The intersection operates under traffic signal control with a two-phase signal plan. During the morning peak period the intersection level of service is greatly affected by traffic backed up across Key Bridge from M Street in Georgetown. Throughout the remainder of the day the intersection provides an acceptable level of service when the peak period traffic flow is in the southbound direction from Key Bridge to Ft. Myer Drive.

The applicant has developed a preferred and an alternate access plan for the site entrance from North Lynn Street. To facilitate egress from the site, the applicant has proposed to realign the site access drive at its intersection with North Lynn Street from a 90 degree right angle intersection, to an acute angled intersection to allow exiting vehicles to cross five lanes of traffic across North Lynn Street to directly access westbound Lee Highway. The applicant's alternate access plan is similar to the previous 2004 site access plan that maintained the right angled intersection which limited ingress and egress to right turns in and right turns out, exclusively. The alternate proposal requires exiting vehicles to cross four to five lanes of traffic within Rosslyn Circle to access either the George Washington Memorial Parkway for travel to the

northwest or Ft. Myer Drive for travel in the southbound direction and to access Lee Highway in the west bound direction.

In addition to realigning the site access drive, the applicant has proposed to signalize the driveway to mitigate conflicts and improve safety among vehicles, pedestrians, and bicyclists. Right-Turns-On-Red from the site driveway and the I-66 exit ramp would also be prohibited to improve pedestrian and bicyclist safety. The signal phase for the access drive approach would be activated by vehicle detection, minimizing the effect of the additional signal phase on intersection capacity. The traffic signal phasing control plan is proposed to be revised from a two-phase to a three-phase signal. Instituting the additional third phase to the signal plan requires a reallocation of the time previously allocated to North Lynn Street to the new phase. The consultant estimates that the new phase can be accommodated with as little as 9 seconds being taken from the North Lynn Street movement. After factoring in a start delay (vehicles begin moving), a clearance interval phase (yellow signal indication) and the all red phase, the number of vehicles that can safely exit the site is limited, especially if the back-up from Key Bridge is blocking the access drive exit onto North Lynn Street. During certain periods of the morning rush hour the driveway will have the right of way but may be unable to enter the traffic stream. The reallocation of green time from North Lynn Street to the site access drive is also quite significant, equaling a 15- to 17 percent reduction in green time.

Due to the safety implications for pedestrians, cyclists and vehicles exiting the site, staff generally agrees that the driveway should be signalized. The negative effects of the additional signal phase are generally limited to the AM peak hour. The magnitude of the impact is dependent on the volume of vehicles exiting the site which could be up to twice the consultant's estimate. Vehicles attempting to enter the traffic stream on North Lynn Street from the site access drive may likely encounter vehicles blocking the intersection. This increases the chances that the exiting vehicles, while waiting to turn or merge in with traffic, will block the North Lynn Street sidewalk, even under traffic signalization, especially if the trip generation rate is underestimated.

The applicant's proposal to realign the site access drive approach to the North Lynn Street/Lee Highway intersection creates additional challenges and safety conflicts with vehicular, bicycle and pedestrian traffic movements. The applicant proposes to mitigate those conflicts through traffic signalization and restrictive signage. While these measures could help to address some of the conflicts, staff believes that the site access drive is pedestrian unfriendly and can be confusing to motorists. Pedestrians and cyclists traveling along the North Lynn Street sidewalk currently must yield to westbound traffic exiting the I-66 off-ramp. The pedestrian crossing distance currently measures approximately 45 feet. Pedestrians and cyclists wait on the north side of the intersection on a median nose (approximately 20 feet wide) which is bounded by the existing access drive to the previous NPS maintenance building (which has been demolished) and the I-66 exit ramp, when the westbound I-66 exit ramp traffic moves through the intersection. The developer's proposal pulls the median nose back from the North Lynn Street right of way to improve right turns in to the site from North Lynn Street and to angle the site access drive approach towards Lee Highway to allow through movements out. The design significantly reduces the number of pedestrians and cyclists that can stage at the median nose to

either cross North Lynn Street to continue westbound on the Custis Trail or southbound on the North Lynn Street sidewalk towards Rosslyn. The applicant's previous 2004 proposal maintained a larger staging area at the median nose between the site access drive and the I-66 exit ramp.

The applicant's proposal provides about a 10-foot wide median nose that could appear to some as a divided one-way pair driveway entrance into the site. The close spacing to the interstate exit ramp can also be confusing to non-resident drivers on North Lynn Street attempting to turn right into the site who could possibly turn instead head-on into opposing I-66 westbound exit traffic.

**VDOT Access Requirements:** The applicant's proposed site access plan requires approval of an entrance permit to reconstruct the site access drive into the site from North Lynn Street, which is partially controlled by VDOT. The proposed site access plan also requires approval of several design exceptions from VDOT's Minimum Standards of Entrances to State Highways and from the U.S. Department of Transportation, Federal Highway Administration for the following:

- Revision to the limited access line: A limited access line was imposed on a portion of the Lee Highway right of way with the construction of the I-66 westbound exit ramp. The limited access control line restricts vehicular access from an adjacent property to the street to enhance safety and maintain corridor capacity. The Commonwealth Transportation Board of Virginia and the Federal Highway Administration would need to approve a revision to the line allowing for the approval of an entrance permit from VDOT. Requests for revisions are evaluated on their merits, taking into consideration affects on safety and capacity. The history of the site is unique and it is uncertain whether a revision would be approved.
- Approval of design exceptions for entrance permit standards: The applicant's proposed site access plan does not meet VDOT's Minimum Standards of Entrances to State Highways for street width and curb return radii. VDOT staff has taken into consideration Arlington's urban street standards for narrower travel lane widths and tighter curb return radii to improve pedestrian safety with previous development proposals requiring an entrance permit from the State. VDOT does not support the applicant's proposal to realign the site access drive approach to North Lynn Street to facilitate access to westbound Lee Highway which is consistent with staff's position.

**Utilities:** Adequate water and sanitary sewer system capacity and connections are available to serve the development. New storm sewer infrastructure would be required to be constructed between the site and North Lynn Street to provide an adequate outfall for the Stormwater Detention system. The applicant has proposed to release the detained storm water runoff to an existing catch basin in the Lee Highway right-of-way that empties to a swale on National Park Service (NPS) property. Surface runoff flows from the pipe at that point to a low point north of the subject site adjacent to the George Washington Memorial Parkway. Stormwater runoff collects there and is channelized through another pipe under the George Washington Memorial Parkway and is released into the Potomac River. Staff is concerned that the Stormwater management plan proposal may damage NPS property without off-site improvements that require construction easements from the NPS. If the NPS denies the construction easements the

developer may need to construct a storm sewer pumping system similar to the privately maintained sanitary sewer force main to pump the storm water up to North Lynn Street to a suitable publicly maintained storm sewer with adequate outfall capacity.

**DISCUSSION:**

**Adopted Plans, Ordinances and Policies:** The GLUP, Zoning Ordinance, Public Spaces Master Plan (PSMP), Rosslyn Plan Addendum, Potomac Palisades Task Force Final Report, and the Special Land Use and Urban Design Study guide development on this site.

General Land Use Plan and Zoning Ordinance: The site is currently designated "Public" on the GLUP. The typical uses identified under this designation include local, regional and federal parks; parkways and major unpaved rights-of-way; and libraries and cultural facilities. The applicant has requested to amend the GLUP to "Medium" Office-Apartment-Hotel. The "Public" designation is consistent with the surrounding areas adjacent to the Potomac River and Interstate 66. Different GLUP designations than "Public" may be appropriate if public uses are not on this now privately-owned property. Staff has concerns, however, regarding the proposed GLUP amendment to "Medium" Office-Apartment-Hotel due to the amount of possible density, maximum building heights, the significant transportation impacts that would be generated by the density level in the site plan proposal and other site plans consistent with the "Medium" Office-Apartment-Hotel designation, and the inconsistency of this designation with the findings from the Special Land Use and Urban Design Study. Although, since neither the County nor any other public entity has any intention of acquiring this property for public use, staff recommends instead a GLUP amendment to "Low" Office-Apartment-Hotel which allows viable private uses at lower densities and building heights. This designation would be more appropriate for this particular site and its juxtaposition to surrounding roadways and open space, and would provide a form of development which more closely resembles the vision indicated in the Special Land Use and Urban Design Study. The "Low" Office-Apartment-Hotel designation typically provides for lower scale mixed-use development, at lower heights and densities (up to 1.5 FAR for office, up to 72 units/acre of residential, and up to 110 units/acre for hotel).

The site is currently zoned "S-3A" and the applicant has proposed a rezoning to the "C-O-2.5" zoning district which would be consistent with the proposed "Medium" Office-Apartment-Hotel GLUP designation. At this time, staff does not support rezoning this property to "C-O-2.5" due to the level of density, the impacts to the surrounding transportation network, and the inconsistency with the form of development outlined in the Special Land Use and Urban Design Study. The Special Land Use and Urban Design Study recommends a preferred vision of less visual impact on the surrounding areas and uses. The "C-O-2.5" district provides for density within the proposed GLUP designation (up to 2.5 FAR of office, up to 115 units/acre of residential, and up to 180 units/acre of hotel) as well as heights up to sixteen (16) stories for apartment and hotel buildings.

In order to allow for private redevelopment of this site if public uses can not be achieved, either the "C-O-1.0" or "C-O-1.5" zoning districts would be more compatible with the staff proposed GLUP designation of "Low" Office-Apartment-Hotel. At this time, staff recommends that the site be rezoned to the "C-O-1.0" district, which is considered a compatible zoning district with

the vision expressed in the Special Land Use and Urban Design Study. The study recommends a preferred vision of less impact on surrounding areas and uses. The “C-O-1.0” district provides for a lower density of up to 1.0 FAR for office, up to 40 units/acre for residential, and up to 60 units/acre for hotel, and shorter buildings with a maximum of six (6) stories for apartment buildings. In contrast, the “C-O-1.5” district provides for density at the higher range of the GLUP designation (up to 1.5 FAR of office, up to 72 units/acre of residential, and up to 110 units/acre of hotel) as well as heights up to 10 stories for apartments and hotels.

Although there will be traffic and pedestrian impacts and possible access issues associated with any future development under the staff proposed GLUP and zoning, these impacts could be addressed through traffic signalization, restrictive signage, and waivers, as well as other conditions tailored to a specific proposal. Additionally, the “C-O-1.0” district provides the opportunity to develop the property with additional private uses other than what are currently allowed under “S-3A,” including residential, office, and hotel uses. The preferred concept in the special land use study also recommends potential public and private joint development that could include residential, office/commercial, or public uses. Although staff recommends a rezoning to “C-O-1.0,” staff would evaluate a future rezoning proposal to “C-O-1.5” coupled with a site plan proposal to determine if the proposal is consistent with the goals of the special study and to determine if the impacts on the surrounding area can be satisfactorily addressed. The following table summarizes the maximum development permitted under the “C-O-1.0” and “C-O-1.5” zoning districts:

| <b>Zoning</b>                    | <b>Uses/Density Allowed</b>   | <b>Maximum Development</b>   |
|----------------------------------|---|--|
| <b>“C-O-1.0”<br/>(26,555 sf)</b> | By-right: 0.6 office FAR (“C-1-O”);<br>or 7 units/acre (“R-6”).<br><br>By site plan: 1.0 office FAR; 40<br>residential units/acre; or 60 hotel<br>units/acre.     | By-right: 15,933 sf office; or 4 units.<br><br>By site plan: 26,555 sf office; 24 residential units;<br>or 36 hotel units. |
| <b>“C-O-1.5”<br/>(26,555 sf)</b> | By-right: 0.6 office FAR (“C-1-O”);<br>or<br>7 units/acre (“R-6”).<br><br>By site plan: 1.5 office FAR; 72<br>residential units/acre; or 110 hotel<br>units/acre. | By-right: 15,933 sf office; or 4 units.<br><br>By site plan: 39,833 sf office; 43 residential units;<br>or 67 hotel units. |

**Public Spaces Master Plan:** One of the recommendations (Recommendation 1.8 – Ensure River Access) of the Public Spaces Master Plan (PSMP) is to increase access to the Potomac River waterfront for the community, utilizing a variety of strategies and partnerships as necessary to accomplish this. Working with the National Park Service (NPS) to develop a boathouse facility in the general vicinity of the subject site was one of the amenities identified. Furthermore, acquisition of the NPS Maintenance Yard and the VDOT right-of-way located contiguous to the west and south of the subject site, respectively, would establish new open space in the area and facilitate development of a future boathouse facility.

The NPS has identified four (4) alternative sites for a boathouse facility in the Northern Virginia area, which are currently being reviewed as part of the NEPA study. The sites include Gravely

Point, the upper Rosslyn sites (VDOT and the subject site – 1101 Lee Highway), Dangerfield Island, and the lower Rosslyn site (waterfront edge). The NPS has not released the study or its recommendations.

While the subject site is not specifically identified in the PSMP, it is integral to achieving one of the recommendations of the PSMP for a boathouse facility. Any development on the site should be designed in such a way as to not preclude development of a boathouse facility in the general vicinity of the site.

Rosslyn Station Area Plan Addendum: The subject site is not identified in the Rosslyn Station Area Plan Addendum as a redevelopment site. The illustrative plan identifies this site and the area around it as open space. The objectives identified in the Plan Addendum to achieve the Rosslyn Vision include, among others:

- *Greatly improve access to the Potomac River and to nearby National Parks and Monuments both physically and visually.*
- *Enhance entries from both within and with out Arlington.*
- *Unify and improve parks, open spaces and cultural facilities.*

The proposed development of an approximately 110-foot tall building on the site would significantly impact and block the view corridors and vistas from Rosslyn to the Potomac River and the monumental city of Washington, D.C. The type of development that would be appropriate for the site has an overall building height of approximately 60 feet and would protect the view corridors and vistas from Rosslyn.

Rosslyn Esplanade Study/Waterview Site Plan: The Rosslyn Plan Addendum promoted the concept of an esplanade as an opportunity for Rosslyn to take advantage of its physical proximity to the Potomac River and the Washington skyline through the creation of a Washington D.C. overlook along its eastern edge. Several of the goals and principles recommended in the Rosslyn Esplanade Study conducted in 1999-2000, included:

- *Create the Rosslyn Esplanade as a pedestrian way connected to Freedom Park and Gateway Park, and connected to Key Bridge and Martha Custis Bike and Pedestrian Trail.*
- *Create pedestrian views from Rosslyn toward the Potomac River, Georgetown and Washington, D.C.*
- *Allow for pedestrian access to the Potomac River.*
- *Enhance and develop the Key Bridge connection and view toward the Potomac River.*

As indicated above in the Transportation section of this report, the streetscape and intersection improvements that are being planned for the intersection of Lynn Street and the I-66 ramp to enhance pedestrian and cyclist safety would be significantly impacted by the proposed site plan. In addition, the proposed site plan would adversely impact the visual access to the Potomac River that would be achieved through the approved esplanade plan. A site plan with lesser density and an overall building height not exceeding 60 feet would best protect the goals of the esplanade plan.

Potomac Palisades Task Force Final Report: The Potomac Palisades identified in this report

includes the area defined as the Potomac riverbank and bluffs, beginning immediately west of the Key Bridge Marriott Hotel site and continuing upstream to Fairfax County. The Report addresses the need for an area-wide approach to Palisades resource conservation. Although the subject site is located outside the area defined by the Report as the Potomac Palisades (located east of the Key Bridge Marriott Hotel and the Rosslyn Circle), its treatment has implications for and would significantly impact the conservation goals envisioned for the Potomac Palisades. While the focus of the Report was upstream from the subject site, the principles are relevant to areas east of, and have implications for, the Palisades. The vision for development of the former Greathouse Tract emphasized relatively inconspicuous buildings, limited building heights, landscaped screening and donation of significant site area for public open space. Staff believes these same principles should be applied to areas which approach the Palisades from the east. Maintenance of low-density zoning and development patterns in the area east of the designated Potomac Palisades conservation area and the Key Bridge Marriott Hotel would be in keeping with the goals of the Report. The density and height of the proposed development would significantly impact the conservation goals envisioned for the Potomac Palisades.

Special Land Use and Urban Design Study: During the summer and fall of 2002, staff worked with the Planning Commission and stakeholders to undertake a special form-impact based study to examine the appropriate building forms and uses for the site, and potential impacts on the surrounding uses and community. The participating stakeholders included the applicant, Arlington County, the Planning Commission, the Site Plan Review Committee, Rosslyn Renaissance, Arlington Boathouse Foundation, Virginia Department of Transportation, National Park Service, and the Radnor-Fort Myer Heights Civic Association. With input from the various stakeholders, staff developed a number of design options and conducted two community workshops to receive feedback on the design options. Although a full consensus was not reached, certain design elements were identified as most preferable by the majority of the stakeholders. The elements include:

- Public-private joint development and joint uses on this site;
- Building height no taller than the existing tree top – approximately 60 feet from the average site elevation;
- 20-foot setback or step-back;
- Building design of the highest architectural quality;
- Density at 1.0 to 1.5 FAR;
- Types of uses having the least traffic and cultural-historical impact possible on the surrounding land uses.

The Study recommends a preferred vision of less impact on surrounding areas and uses. The current proposal continues to be incompatible with the Study's preferred concept. The proposed building height of 110 feet exceeds the recommended 60 feet and the proposed effective density of 4.25 FAR exceeds the recommended range of 1.0 to 1.5 FAR. Furthermore, a less intense use may present fewer traffic challenges.

**Site Plan Related Issues:** While the current proposal includes a smaller building with less height and bulk than the previous proposal, it continues to be inconsistent with the aforementioned County plans and policies. The intersection of Lynn Street and Lee Highway at

the I-66 ramp presents significant challenges to vehicular, pedestrian and bicycle traffic. The additional vehicle trips that would be generated by the proposed development may worsen existing levels of service at this critical intersection and endanger pedestrians and bicyclists. Also, the redesign of the intersection to allow access into the development will exacerbate existing conflicting conditions. Improvements are being planned in this area through the Rosslyn Circle and Esplanade Studies to enhance pedestrian and cyclist safety. The proposed development with its intersection modifications would preclude the County's ability to make the needed improvements called for in these studies. Furthermore, the applicant's Transportation Demand Management plan does not adequately address ways to mitigate the transportation impacts. Finally, the current proposal has a number of other site plan related issues which are summarized below.

- The proposed density of 116.5 units per acre exceeds the maximum 115 units per acre permitted under the proposed "C-O-2.5" zoning district. Staff has determined that the one (1) guest suite should be counted towards the residential density, as it contributes to the increase in intensity and use of the site, as well as the traffic generation.
- Loading berth design: The length of the loading berth, which ranges from 17 feet to 25 feet, does not comply with the Zoning Ordinance standard of 25 feet or the site plan standard of 30 feet. The berth as currently designed will not function wholly within the interior of the building.
- Narrow setbacks: Building setbacks around the site at the closest points range from two (2) feet to six (6) feet. While the site is surrounded by undeveloped land owned by the NPS and VDOT, and zoned and planned for public and open space uses, the narrow setbacks do not conform to the guidance provided by the Special Land Use and Urban Design Study which recommends a building form setback 20 feet from property lines to minimize site coverage and impacts to the surrounding environment. Also, the narrow setbacks will result in significant impacts on storm water management and run-off onto the adjacent NPS property. The stormwater management plan proposed by the applicant may damage NPS property if the off-site improvements requiring construction easements from the NPS are not implemented. If the NPS denies the construction easements the developer may need to construct a storm sewer pumping system similar to the privately maintained sanitary sewer force main to pump the storm water up to North Lynn Street to a suitable publicly maintained storm sewer with adequate outfall capacity. The proposed development would adversely impact and disrupt the scenic and open space character of the areas surrounding the site and the gateway qualities of the historic George Washington Memorial Parkway. However, development that complies with the Special Land Use and Urban Design Study's recommendations on building form would be evaluated to determine the impacts on adjacent uses, and smaller setbacks could be considered.
- The LEED score: The proposed definitive LEED score of 15 points falls short of the current County objective of 26 points for residential buildings. Development of environmentally sustainable buildings is an important goal of the County.
- Lee Highway streetscape: The applicant proposes a 5-foot wide sidewalk adjacent to the south side of the Lee Highway right-of-way and street trees at the back of sidewalk on VDOT property. The proposed streetscape design is inconsistent with the Pedestrian Transportation Plan, which requires a 6-foot sidewalk plus street trees in a 5-foot planting

strip in front of the sidewalk adjacent to the back of curb.

**Community Process:** The following public meetings have been held on the current proposal:

- Site Plan Review Committee: Three (3) meetings were held on September 12 and 26, 2005, and on October 17, 2005.
- Transportation Commission: This proposal was considered at the Transportation Commission meeting on August 30, 2006. The Commission voted to deny the proposal because of the severely constrained site access and safety concerns for motorists, pedestrians, and cyclists at this location. The Commission had the following specific concerns:
  - Vehicular access from the property onto North Lynn Street will create conflicts with pedestrians and cyclists using the Custis Trail;
  - The traffic signal pole at the intersection of Lee Highway and North Lynn Street will impede use of the Custis Trail; and
  - Vehicles exiting the project will have to merge and cross three lanes of traffic on North Lynn Street to access Rosslyn Circle and Ft. Myer Drive, further exacerbating difficulties with the current traffic flow on North Lynn Street.
- Planning Commission: This proposal was considered at the Planning Commission meeting on January 16, 2007. The Commission voted to deny the proposed GLUP amendment, rezoning and site plan because they are inappropriate planning solutions for the site.
- County Board: The County Board considered the previous site plan proposal at its meeting on July 10, 2004, and voted to deny the proposed GLUP amendment, rezoning and site plan. The current requests have been deferred by the County Board a number of times.

**CONCLUSION:** Staff has concluded that the applicant's proposed General Land Use Plan amendment, rezoning, and site plan are inappropriate for this site and inconsistent with the County's goals for the area as envisioned in several County plans. Staff continues to maintain that development on this site must be lower in scale with heights no greater than 60 feet, and with densities that have the least traffic impacts. The proposed mass, scale and density of the proposed site plan contrast these goals. In addition, the proposed revised site plan continues to create transportation impacts that threaten the safety and welfare of pedestrians and cyclists at the critical intersection of North Lynn Street and the Lee Highway access drive, and if constructed will hinder the County's efforts to enhance the intersection with safety improvements. Finally, the proposed revised site plan does not conform to many County standards, policies and practices for site plan development. Therefore, staff recommends that the site plan be denied. However, in light of the private ownership, staff recommends that the County Board approve a GLUP amendment for this site from "Public" to "Low" Office-Apartment-Hotel and a rezoning from "S-3A" to "C-O-1.0." The "Low" Office-Apartment-Hotel designation and "C-O-1.0" zoning classification are compatible with one another and are most closely consistent with the form described in the preferred concept in the Special Land Use and Urban Design Study.

PREVIOUS COUNTY BOARD ACTIONS:

|                   |  |
|-------------------|--|
| November 18, 1961 | Authorized advertising on the County Board's Own Motion a rezoning from "M-2" to "RA7-16" (Z-1574-61-1), to be heard by the County Board on December 16, 1961. |
| December 16, 1961 | Deferred rezoning to the County Board meeting on October 4, 1962.  |
| October 4, 1962   | Deferred rezoning to the County Board meeting on February 7, 1963.   |
| February 7, 1963  | Deferred rezoning to the County Board meeting on February 8, 1964.   |
| February 8, 1964  | Denied rezoning to "RA7-16." Authorized advertising of rezoning to "S-3A" to be heard by the County Board on April 4, 1964.                                    |
| April 4, 1964     | Approved rezoning to "S-3A."   |
| October 13, 2001  | Authorized advertising of a General Land Use Plan Amendment to "Medium" Office-Apartment-Hotel to be heard by the County Board on November 17, 2001.           |
| November 17, 2001 | Deferred GLUP amendment to the County Board meeting on January 26, 2002.   |
| January 26, 2002  | Deferred GLUP amendment to the County Board meeting on March 9, 2002.  |
| March 9, 2002     | Deferred GLUP amendment to the County Board meeting on April 20, 2002.   |
| April 20, 2002    | Deferred GLUP amendment to the County Board meeting on July 20, 2002.  |
| July 20, 2002     | Deferred a GLUP amendment, rezoning and site plan request to the County Board meeting on October 19, 2002.   |

|                   |   |
|-------------------|---|
| October 19, 2002  | Deferred a GLUP amendment, rezoning and site plan request to the County Board meeting on December 7, 2002.  |
| December 7, 2002  | Deferred a GLUP amendment, rezoning and site plan request to the County Board meeting on February 8, 2003.  |
| February 8, 2003  | Deferred a GLUP amendment, rezoning and site plan request to the County Board meeting on April 26, 2003.  |
| April 26, 2003    | Deferred a GLUP amendment, rezoning and site plan request to the County Board meeting on July 19, 2003.   |
| July 19, 2003     | Deferred a GLUP amendment, rezoning and site plan request to the County Board meeting on December 6, 2003.  |
| December 6, 2003  | Deferred a GLUP amendment, rezoning and site plan request to the County Board meeting on March 13, 2004.  |
| March 13, 2004    | Deferred a GLUP amendment, rezoning and site plan request to the County Board meeting on May 15, 2004.  |
| May 15, 2004      | Deferred a GLUP amendment, rezoning and site plan request to the County Board meeting on July 10, 2004.   |
| July 13, 2004     | Denied GLUP amendment from Public to “Low” Office-Apartment-Hotel.<br>Denied rezoning from “S-3A” to “C-O-1.5”.<br>Denied site plan for a 10-story, 43-unit residential building.   |
| December 10, 2005 | Deferred GLUP amendment from Public to “Medium” Office-Apartment-Hotel, rezoning from “S-3A” to “C-O-2.5”, and site plan request for a 9-story, 70-unit residential building, to the County Board meeting on February 25, 2006. |

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| February 25, 2006  | Deferred GLUP amendment from Public to “Medium” Office-Apartment-Hotel, rezoning from “S-3A” to “C-O-2.5”, and site plan request for a 9-story, 70-unit residential building, to the County Board meeting on March 14, 2006.     |
| March 14, 2006     | Deferred GLUP amendment from Public to “Medium” Office-Apartment-Hotel, rezoning from “S-3A” to “C-O-2.5”, and site plan request for a 9-story, 70-unit residential building, to the County Board meeting on April 22, 2006.     |
| April 22, 2006     | Deferred GLUP amendment from Public to “Medium” Office-Apartment-Hotel, rezoning from “S-3A” to “C-O-2.5”, and site plan request for a 9-story, 70-unit residential building, to the County Board meeting on June 10, 2006.      |
| June 10, 2006      | Deferred GLUP amendment from Public to “Medium” Office-Apartment-Hotel, rezoning from “S-3A” to “C-O-2.5”, and site plan request for a 9-story, 70-unit residential building, to the County Board meeting on September 16, 2006. |
| September 16, 2006 | Deferred GLUP amendment from Public to “Medium” Office-Apartment-Hotel, rezoning from “S-3A” to “C-O-2.5”, and site plan request for a 9-story, 70-unit residential building, to the County Board meeting on October 14, 2006.   |
| October 14, 2006   | Deferred GLUP amendment from Public to “Medium” Office-Apartment-Hotel, rezoning from “S-3A” to “C-O-2.5”, and site plan request for a 9-story, 70-unit residential building, to the County Board meeting on November 14, 2006.  |
| November 14, 2006  | Deferred GLUP amendment from Public to “Medium” Office-Apartment-Hotel, rezoning from “S-3A” to “C-O-2.5”, and site plan request for a 9-story, 70-unit residential building, to the County Board meeting on December 9, 2006.   |
| December 9, 2006   | Deferred GLUP amendment from Public to “Medium” Office-Apartment-Hotel, rezoning from “S-3A” to “C-O-2.5”, and site plan request for a 9-  |

story, 70-unit residential building, to the County Board meeting on January 27, 2007.

## GENERAL LAND USE PLAN RESOLUTION

WHEREAS, the County Board of Arlington County (“County Board”) finds that the Holladay Corporation has requested a change in the General Land Use Plan designation for a site generally located between Interstate 66 and the George Washington Memorial Parkway, southeast of the exit ramp from southbound George Washington Memorial Parkway to North Lynn Street as shown on the attached map entitled GP-304-05-1 (“Property”) from “Public” to “Medium” Office-Apartment-Hotel; and

WHEREAS, on January 16, 2007, the Planning Commission recommended that the proposed change in the General Land Use Plan designation of the Property to “Medium” Office-Apartment-Hotel be denied; and

WHEREAS, the County Manager has recommended that the proposed change in the land use designation for the Property from “Public” to “Medium” Office-Apartment-Hotel be denied as it is inconsistent with the County’s goals and the Special Land Use and Urban Design Study for the site; and instead has recommended that a change in the land use designation for the Property from “Public” to “Low” Office-Apartment-Hotel be approved; and

WHEREAS, the County Board has considered the foregoing recommendation and the purposes of the General Land Use Plan and the Comprehensive Plan as set forth in those documents, the Arlington County Zoning Ordinance and the Code of Virginia; and

WHEREAS, the County Board finds that the proposed change in the General Land Use Plan designation of the Property from “Public” to “Low” Office-Apartment-Hotel is consistent with the Special Land Use and Urban Design Study; and

WHEREAS, the County Board held a duly advertised public hearing on the proposed General Land Use Plan amendment on January 27, 2007.

NOW, THEREFORE, be it resolved that, based on the aforementioned considerations, deliberations and all public comments, the County Board of Arlington County finds that the proposed change in the General Land Use Plan designation for the Property from “Public” to “Low” Office-Apartment-Hotel should be, and hereby is, approved.

## REZONING RESOLUTION

WHEREAS, the County Board of Arlington County (“County Board”) finds that the Holladay Corporation has requested a rezoning of a property located at 1101 Lee Highway, which is identified in the County Record as RPC #16-018-009 from “S-3A” to “C-O-2.5” Commercial Office Building, Hotel and Apartment Districts; and

WHEREAS, on January 16, 2007, the Planning Commission recommended that a rezoning to “C-O-2.5” be denied; and

WHEREAS, the County Manager has recommended that a rezoning from “S-3A” Special Districts to “C-O-2.5” Commercial Office Building, Hotel and Apartment Districts be denied as it is inconsistent with the General Land Use Plan and the Special Land Use and Urban Design Study, and instead that a rezoning from “S-3A” to “C-O-1.0” Commercial Office Building, Hotel and Apartment Districts be approved; and

WHEREAS, the County Board finds that the proposed rezoning to “C-O-1.0” is consistent with the General Land Use Plan and the Special Land Use and Urban Design Study for the site; and

WHEREAS, the County Board finds that the proposed rezoning to “C-O-1.0” is required by public necessity, convenience, general welfare, and good zoning practice; and

WHEREAS, the County Board held a duly advertised public hearing on the proposed rezoning on January 27, 2007.

NOW THEREFORE, be it resolved that, based on the aforementioned considerations, deliberations and all public comments, the County Board of Arlington does find that the proposed rezoning **FROM** “S-3A” Special Districts **TO** “C-O-1.0” Commercial Office Building, Hotel and Apartment Districts, for the property located at 1101 Lee Highway, and identified in the public record as RPC #16-018-009, should be, and is thereby, approved.