

**County Board Agenda Item  
Meeting of May 13, 2023**

**DATE:** May 3, 2023

**SUBJECT:** Request to advertise future public hearings by the Planning Commission and County Board to consider a General Land Use Plan (GLUP) amendment from "Low" Office-Apartment-Hotel to "Medium" Office-Apartment-Hotel for the block bounded by Clarendon and Wilson Boulevards and North Barton and North Cleveland Streets, following the 2500 Wilson Boulevard Tier I Special GLUP Study review.

**C. M. RECOMMENDATION:**

Adopt the Resolution to advertise future public hearings by the Planning Commission and County Board to consider a GLUP amendment from "Low" Office-Apartment-Hotel to "Medium" Office-Apartment-Hotel for the block bounded by Clarendon and Wilson Boulevards and North Barton and North Cleveland Streets.

**ISSUES:** The County recently conducted a Tier I Special GLUP Study process for the 2500 Wilson Boulevard block at the request of the applicant, TMG 2500 Wilson Boulevard LLC. This community engagement process, under the auspices of the Planning Commission's Long Range Planning Committee (LRPC), was completed in January 2023. There was general support for a GLUP amendment from "Low" Office-Apartment-Hotel to "Medium" Office-Apartment-Hotel among LRPC and community members in attendance. The LRPC consensus was that, given the guidance for this site outlined in the recently completed [Courthouse West Special GLUP Study Document](#), there was no need to conduct a Tier II Review. Instead, the LRPC recommended that this project advance to Site Plan Review in the near term and to study the area more broadly through an area or corridor analysis as part of a future, longer-term effort.

**SUMMARY:** On June 29, 2022, TMG 2500 Wilson Boulevard LLC submitted an application for a Special GLUP Study for the property located in the Courthouse Metro Station Area identified in Map 1. The applicant requested a GLUP amendment from "Low" Office-Apartment-Hotel to "High" Office-Apartment-Hotel with an associated rezoning from C-O-1.5 to C-O. On January 12, 2023, the applicant submitted a letter expressing interest in also exploring "Medium" Office-Apartment-Hotel and the associated zoning category of C-O-2.5.

As the site in question is located within the area addressed by the Courthouse Sector Plan (1981) and Courthouse Sector Plan Addendum (1993), but these plans offers little specific guidance for

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County Attorney:

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Staff: Margaret Rhodes, CPHD, Planning

this site, staff initiated a Special GLUP Study to address the requested GLUP amendment, as called for in the [\*"Policy for Consideration of General Land Use Plan \(GLUP\) Amendments Unanticipated by Previous Planning Efforts."\*](#) Given the guidance for this site outlined in the recently completed Courthouse West Special GLUP Study Document, staff and the LRPC determined that there was no need to conduct a Tier II Review and that a request to advertise a GLUP amendment could be brought to the County Board for its consideration. The requested GLUP change is listed in Table 1. If approved, it is anticipated that the applicant would, in the future, also propose an associated rezoning request to support a site plan special exception application to pursue redevelopment.

**Map 1. Study Area Map, 2500 Wilson Boulevard Tier I Special GLUP Study**



**Table 1. Description of GLUP Amendment Request, 2500 Wilson Boulevard Special GLUP Study**

	<b>2500 Wilson Boulevard</b>
<b>Property Location</b>	See Map 1
<b>RPC #s</b>	RPC #s 18-007-011, 18-007-030, 18007008, 18-007-009, 18-007-012, 18-007-022, 18-007-006, 18-007-010, 18-007-021, 18-007-029
<b>Site Area</b>	62,011 sf (1.42 acres)
<b>Current GLUP Designation</b>	"Low" Office-Apartment-Hotel ( <i>Up to 1.5 FAR Office; Up to 72 units/acre Residential; Up to 110 units/acre Hotel</i> )
<b>Proposed GLUP Designation</b>	"High" Office-Apartment-Hotel ( <i>Up to 3.8 FAR Office; Up to 4.8 FAR Residential; Up to 3.8 FAR Hotel</i> ) or "Medium" Office-Apartment-Hotel ( <i>Up to 2.5 FAR Office; Up to 115 units/acre Residential; Up to 180 units/acre Hotel</i> )
<b>Current Zoning</b>	C-O-1.5 Mixed-Use District
<b>Proposed Zoning</b>	C-O Mixed-Use District or C-O-2.5 Mixed-Use District

<b>Conceptual Development Program</b>	Replace the existing office building and surface parking lot with a residential building
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Based on its analysis of relevant planning documents, adopted policies, and input provided by the Long Range Planning Committee (LRPC) of the Planning Commission, other stakeholders and the broader community, staff is recommending the County Board authorize advertisement of future public hearings (concurrent with those held for associated site plan and rezoning applications) on the requested GLUP amendment to "Medium" Office-Apartment-Hotel.

**BACKGROUND:** In 2008, the County Board adopted the [\*"Policy for Consideration of General Land Use Plan \(GLUP\) Amendments Unanticipated by Previous Planning Efforts"\*](#) which calls for a community review process where a requested land use change is either proposed for an area without an adopted plan or is inconsistent with the guidance of the relevant adopted plan. A main goal of this policy was to ensure that unanticipated GLUP amendment requests are thoroughly reviewed to evaluate their appropriateness, prior to and independent of the review of a specifically defined site plan application. Staff undertook a Tier I Special GLUP Study to evaluate the applicant's request, as the study area has little specific plan guidance in either the Courthouse Sector Plan or the Courthouse Sector Plan Addendum. The main purposes of the study were to determine whether a Tier II Review was needed and whether the County Board should consider a future GLUP amendment for this site.

**DISCUSSION:** Led by staff from the Department of Community Planning, Housing and Development (DCPHD) Planning Division, an interdepartmental staff team initiated a review process, involving a Tier I Review under the auspices of the LRPC meeting as a primary forum for discussion. The Tier I meeting, which took place on January 31, 2023, included a staff presentation of research, analyses and related materials and a brief applicant presentation, followed by an LRPC discussion. LRPC members with additional commission and civic association representatives as noted in the engagement section of this staff report fully participated in the discussions. The LRPC meeting also included an opportunity for public comment.

#### Advertisement of the General Land Use Plan Amendment:

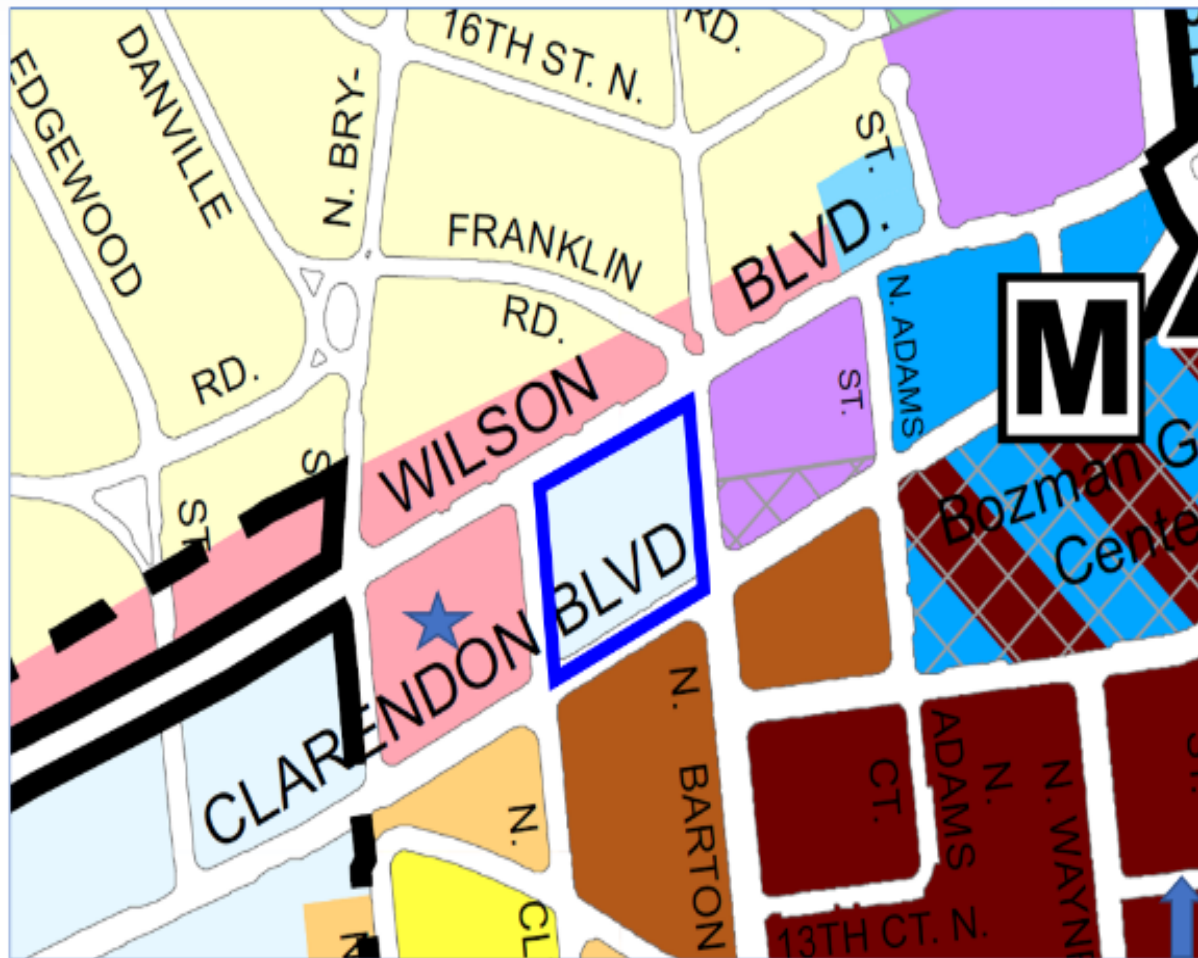
Since the completion of the first Special GLUP Study in 2011, the culmination of such studies has consisted of a staff recommendation to the County Board to either advertise, or not, future public hearings on the requested GLUP amendments in conjunction with associated site plan applications (and rezoning applications, where applicable). In this case, the recommended advertisement of the GLUP amendment will provide a foundation upon which to consider, with future development proposals, a GLUP amendment for the study area. Authorizing the advertisement of a GLUP amendment would not imply that the County Board would necessarily adopt the proposed change, but that it is within the realm of consideration.



#### Plan Guidance:

The GLUP provides guidance for sites such as this, indicating that higher density development is appropriate for Metrorail corridors and that a variety of housing types should be provided

throughout the County. The subject site is currently designated "Low" Office-Apartment-Hotel and zoned C-O-1.5. There are several different GLUP and zoning designations in the surrounding area, as shown in Maps 2 and 3. The most recent planning for this area was the recommendation as part of the 2022 Courthouse West Special GLUP Study that the block to the west, which is currently designated "Service Commercial" and zoned C-2, could be considered for "Medium" Office-Apartment-Hotel and C-O-2.5.

**Map 2. GLUP Map Excerpt, 2500 Wilson Boulevard Special GLUP Study**



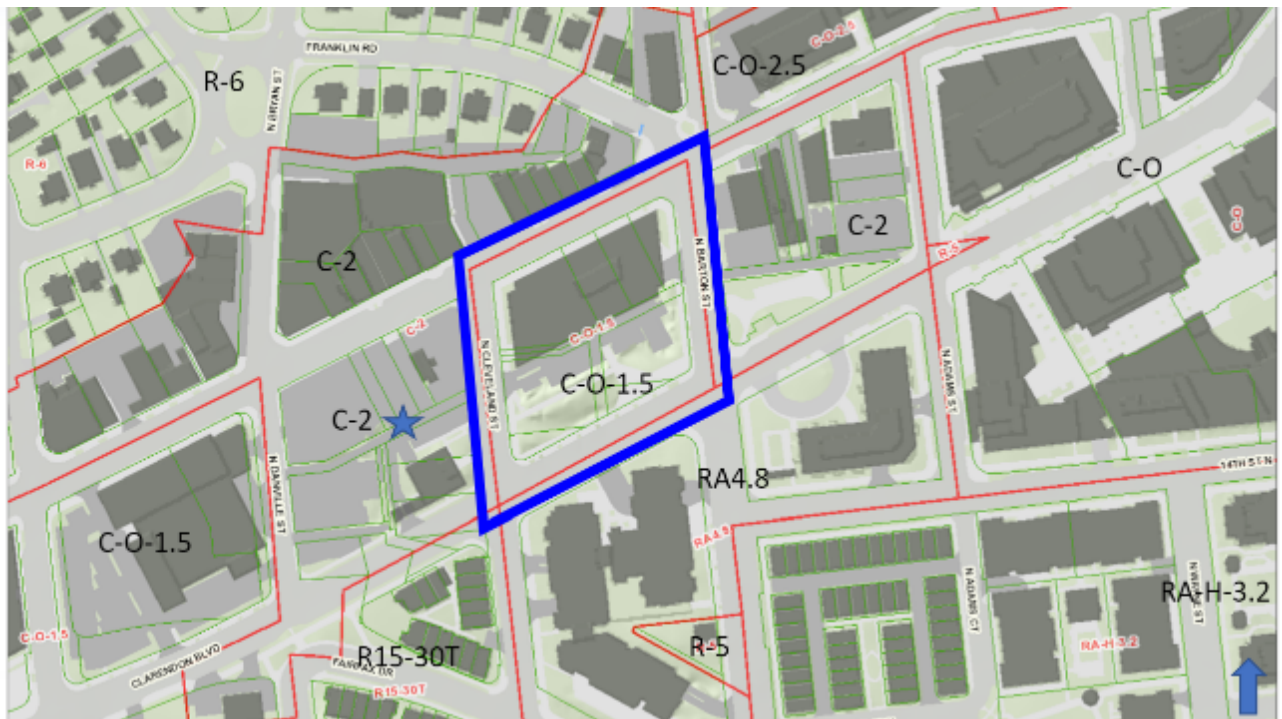
Land Use Designation*	Range of Density/Typical Use		Zoning**		
Residential					
	Low	1-10 units per acre	R-20, R-10, R-10T, R-8, R-6, R-5		
	Low	11-15 units per acre	R2-7, R15-30T		
	Low-Medium	16-36 units per acre	R15-30T, RA14-26, RA8-18		
	Medium	Up to 37-72 units per acre	RA7-16, RA6-15, RA-H		
	High-Medium	Up to 3.24 F.A.R. (Floor Area Ratio) Residential	RA-4.8		
	High	Up to 4.8 F.A.R. Residential Up to 3.8 F.A.R. Hotel	RA-H-3.2, C-O Rosslyn		
Commercial and Industrial					
	Service Commercial	Personal and business services. Generally one to four stories, with special provisions within the Columbia Pike Special Revitalization District.	C-1-R, C-1, C-1-O, C-2, C-O-1.0, C-TH		
	Service Industry	Wholesale, storage, and light manufacturing uses, including those relating to building construction activity.	CM, M-1, M-2		
Public and Semi-Public					
	Public	Parks (local, regional, and federal). Schools (public). Parkways, major unpaved rights-of-way. Libraries and cultural facilities.	S-3A, S-D		
	Semi-Public	Country clubs and semi-public recreational facilities. Churches, private schools and private cemeteries (predominant use on block).	S-3A, S-D		
	Government and Community Facilities	County, state and federal administration and service facilities (police, fire, property yard, etc.) Hospitals, nursing homes, and institutional housing. Utilities, military reservations, airports, etc.	P-S, S-D, S-3A		
Office-Apartment-Hotel					
		Office Density	Apartment Density	Hotel Density	
	Low	Up to 1.5 F.A.R.	Up to 72 units/acre	Up to 110 units/acre	C-O-1.5, C-O-1.0
	Medium	Up to 2.5 F.A.R.	Up to 115 units/acre	Up to 180 units/acre	C-O-2.5
	High	Up to 3.8 F.A.R.	Up to 4.8 F.A.R.	Up to 3.8 F.A.R.	C-O, C-O Crystal City, C-O Rosslyn, RA-H-3.2
Mixed Use					
	Medium Density Mixed-Use	Up to 3.0 F.A.R. with special provision for additional density within the "Clarendon Revitalization District" (See Note 1.2) and the "Special Coordinated Mixed Use District" for East End of Virginia Square (See Note 3)			C-R, C-3, MU-VS
	High-Medium Residential Mixed-Use	Up to 3.24 F.A.R. including associated office and retail activities.			R-C
	Coordinated Mixed-Use Development	This is a high density mixed-use district with actual density determined by site size. Up to 6.0 F.A.R. with office not more than 3.0 F.A.R.			C-O-A



Courthouse West Special GLUP Study recommends "Medium" Office-Apartment-Hotel for this block.



### Map 3. Zoning Map Excerpt, 2500 Wilson Boulevard Special GLUP Study



Courthouse West Special GLUP Study recommends C-O-2.5 for this block.

In addition to the guidance provided by the GLUP, the Courthouse Sector Plan (1981) offers limited recommendations for the subject site. The Courthouse Sector Plan focuses on the development around Government Center and the 2500 Wilson Boulevard block is located at the western edge of Courthouse Sector Plan area. The plan identifies this block as part of a “Commercial” area west of a “High Density Residential Development.”

In July 1984, a GLUP amendment, rezoning, and site plan were approved by the County Board. The GLUP was amended from "Service Commercial" to "Low" Office-Apartment-Hotel, and the site was rezoned from C-2 to C-O-1.5 and site plan #220 (Weissberg Development/EIA) was approved for a five-story office building with ground floor commercial retail space.

With the site recently redeveloped, the Courthouse Sector Plan Addendum (1993) did not recommend a change for this block. The Addendum calls for “Higher Density Commercial/Residential/Mixed-Use” for this area but does not specify a particular GLUP or zoning designation. Adjacent to the site on the north side of Wilson Boulevard is an area identified as "Service Commercial" on the Concept Plan.

More recently, in September 2022, the County Board adopted a resolution to advertise future public hearings by the Planning Commission and County Board to consider a GLUP amendment

from "Service Commercial" to "Medium" Office-Apartment-Hotel for the block to the west. This was accompanied by guidance recommending building heights of up to 14 stories in the center of the block, up to 4-6 stories at edges of the block and up to 4 stories along Clarendon Boulevard, Wilson Boulevard and the public space envisioned for the block, and that "Medium" Office-Apartment-Hotel could serve as a starting point for a future study or development review process for the adjacent 2500 Wilson Boulevard block, the subject area of this staff report.

While the applicant for the subject block was initially interested in pursuing an amendment to "High" Office-Apartment-Hotel, the guidance from the Courthouse West Special GLUP Study, staff's analysis and the LRPC discussion all indicate that "Medium" Office-Apartment-Hotel is a more appropriate designation, provided there is an appropriate accompanying site plan. At the January 2023 LRPC meeting, there was general consensus that the recommendations in the Courthouse West Special GLUP Study can inform further analysis of this block.

Given the level of transportation connectivity in this location, as discussed in greater depth in the Courthouse West Special GLUP Study, this site can accommodate additional density on the order of that associated with "Medium" Office-Apartment-Hotel. The site is located 0.25 miles from the Court House Metro Station and 0.4 miles from the Clarendon Metro Station. The site is also located near several Metrobus and ART Bus stops, as well as carshare, Capital Bikeshare and micro-mobility stations.

Although there were concerns raised by public commenters regarding building heights and density, the "Medium" Office-Apartment-Hotel GLUP category can provide for an appropriate and successful project with a compatible form of development, should the urban design and site plan details of a potential project merit approval. In order to ensure that any future building on this site respects the context, the recommended approach to building setback and tapering that was integral to the Courthouse West Special GLUP Study is also generally applicable here.

## **PUBLIC ENGAGEMENT:**

### *Level of Engagement:*

#### **Consult**

Consistent with other Special GLUP Studies, the Tier I Review included an LRPC meeting to review and discuss staff-generated materials. To ensure greater awareness and inclusion, staff also established a [project webpage](#) to support the LRPC process. The webpage provides a summary and brief background on the impetus for the study, while also providing full access to meeting materials, including staff presentations, analyses and meeting recordings. The webpage additionally provides access to pertinent written correspondence. The presence of the webpage is a means of making the process and study progress more accessible to those unable to attend the virtual meeting live.

### *Outreach Methods:*

The Tier I study was conducted by the LRPC at its January 31, 2023, meeting.

The composition of LRPC participants was expanded to include other stakeholders and representatives beyond just the Planning Commission and the relevant civic associations of Clarendon-Courthouse and Lyon Village. Participants represented at the LRPC meeting included:

- The LRPC;
- The Clarendon-Courthouse Civic Association;
- The Lyon Village Citizens Association; and
- The Park and Recreation Commission

Representatives of the Transportation Commission and the Housing Commission were also invited but did not attend the meeting.

The LRPC, which included representatives of the Clarendon-Courthouse Civic Association and the Lyon Village Citizens Association, as well as the Park & Recreation Commission, agreed that sufficient analysis and discussion had already occurred as part of the recently completed Courthouse West Special GLUP Study process, and that there was no need to conduct another full Tier II Review for this site on the heels of the Courthouse West study. Instead, the LRPC recommended that the applicant proceed with filing a site plan application to be reviewed through the Site Plan Review Committee (SPRC) process. The LRPC also recommended, however, that the area also be evaluated broadly and comprehensively through a future area or corridor study with the goal of further review of bulls-eye planning around the Rosslyn-Ballston Metro station areas.

Topics raised during the meeting for consideration during any future SPRC process included the importance of open space. There was a desire to have an open space on this block that would link with the open spaces on the two adjacent blocks between Clarendon and Wilson Boulevards. Building height was also discussed with a range of height preferences offered by LRPC participants. Concerns were also raised about the cumulative impacts of redevelopment in this area on open space, transportation and the like. One civic association representative indicated that there are no nearby community centers, swimming pools or pickleball courts. Concerns raised during the public comment period at the end of the meeting similarly included height, density, open space and livability.

The aforementioned concerns can be discussed and addressed during a future SPRC process and the "Medium" Office-Apartment-Hotel GLUP category can provide for an appropriate project with a compatible form of development. In addition to the staff review, the SPRC process can address tapering, setbacks and stepbacks to mitigate impacts potentially associated with the additional height permitted by C-O-2.5 versus the current C-O-1.5 zoning.



**CONCLUSION:** Based on staff's analysis and the pertinent LRPC and community input, staff recommends that the County Board authorize advertisement of future public hearings by the Planning Commission and County Board, to consider a General Land Use Plan Amendment from "Low " Office-Apartment-Hotel to "Medium" Office-Apartment-Hotel for the study area, at a time concurrent with consideration of associated site plan and rezoning 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 THE BLOCK BOUNDED BY CLARENDON AND WILSON BOULEVARDS AND NORTH BARTON AND NORTH CLEVELAND STREETS FROM “LOW” OFFICE-APARTMENT-HOTEL TO “MEDIUM” OFFICE-APARTMENT-HOTEL.

Whereas the County staff has, pursuant to County policy, studied the area, and the County’s Policies and Goals that apply to this area; and

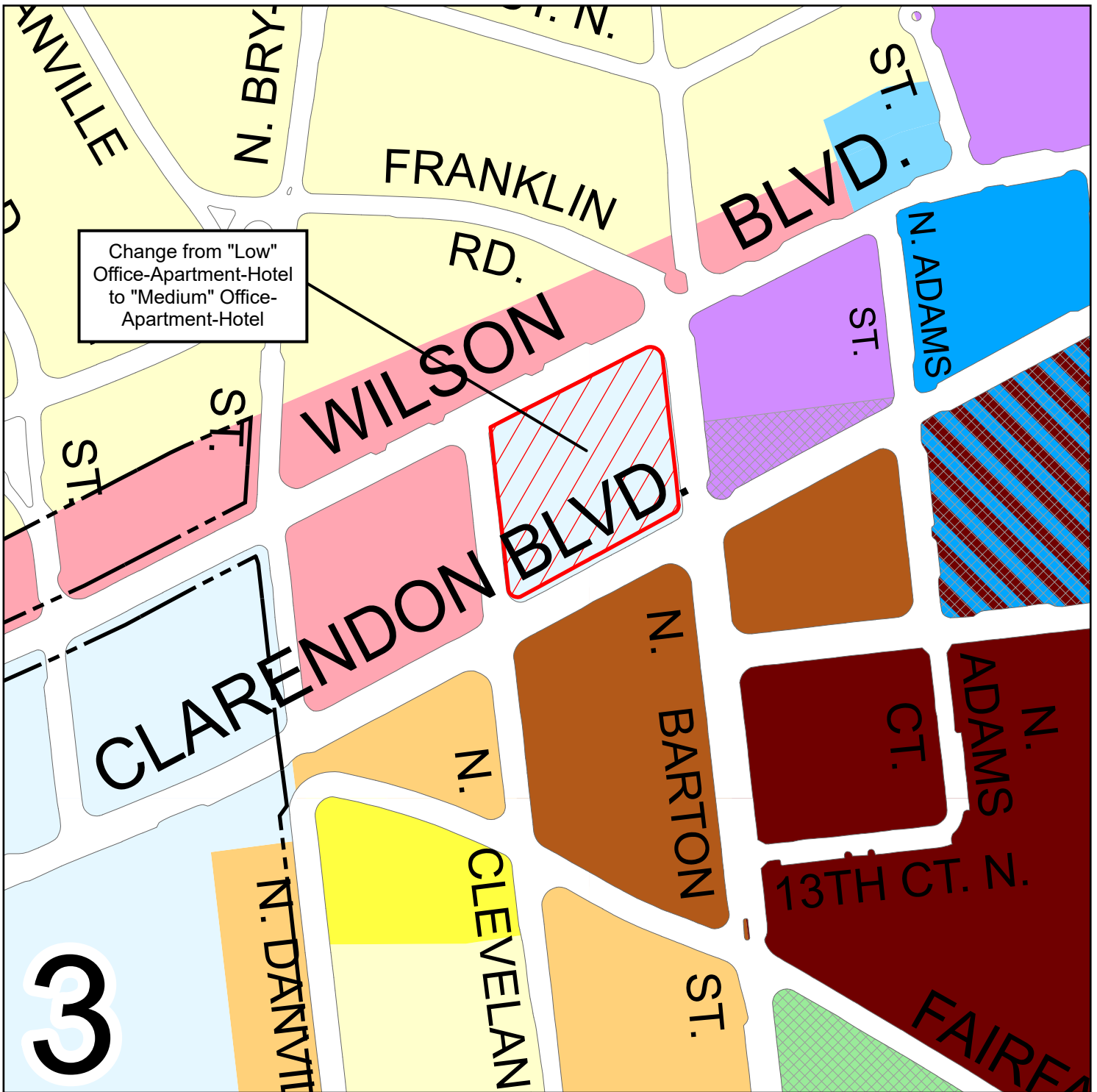
Whereas the proposed General Land Use Plan amendment would be consistent with the County’s development and growth goals stated in the General Land Use Plan, would promote high-density, mixed-use development within designated Metro Station Areas, and would accomplish the harmonious development of the County and 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 a full Tier II Special General Land Use Plan Study does not need to be conducted for this site due to the applicable guidance provided in the Courthouse West Special General Land Use Plan Study completed in 2022; and

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

*Therefore, the County Board of Arlington hereby authorizes 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 an appropriate associated site plan and rezoning application on the following:*

*General Land Use Plan amendment to change the land use designation for that area bounded by Clarendon and Wilson Boulevards and North Barton and North Cleveland Streets from “Low” Office-Apartment-Hotel to “Medium” Office-Apartment-Hotel.*



# Request to Advertise: General Land Use Plan Amendment 2500 Wilson Boulevard (Special GLUP Study)

## GLUP Legend

- Low Residential (1-10 units per acre)
- Low Residential (11-15 units per acre)
- Low-Medium Residential (16-36 units per acre)
- High-Medium Residential
- High Residential
- Service Commercial
- Public
- Low Office-Apartment-Hotel
- Medium Office-Apartment-Hotel
- High Office-Apartment-Hotel
- High-Medium Residential Mixed-Use
- High-Residential 1/2 and High Office-Apartment-Hotel 1/2
- Public Ownership

## Notes:

3. This area shall be part of a "Special Coordinated Mixed-Use District" (East Clarendon, 7/13/82), (George Mason University/Virginia Square Shopping Center, 8/7/82), (East End of Virginia Square, 6/14/03). The "Special Coordinated Mixed-Use District" designation was established for larger sites where redevelopment may result in significant changes within a Metro Station Area.

Development of the East Clarendon district bordered by Wilson Boulevard, North Danville Street, 11th Street North, and North Fillmore Street shall be consistent with the concept plan and design guidelines included in the East Clarendon: Special Coordinated Mixed-Use District Plan adopted by the County Board on 9/20/94.

In the George Mason University/Virginia Square Shopping Center district, the area designated "High" Office Apartment Hotel allows a base F.A.R. of 3.0 Office/Hotel; and up to a total of 4.3 F.A.R. in consideration of residential development, community services and cultural facilities (7/11/83). The area bordered by North Monroe Street, North Lincoln Street, Washington Boulevard, Kirkwood Road, and Fairfax Drive and designated "Public" is intended to accommodate existing facilities and future expansion of the George Mason University Arlington campus (7/28/01).

For the East End district of Virginia Square, designated as "Medium Density Mixed-Use" and bordered by Fairfax Drive, Wilson Boulevard, North Lincoln Street, and the intersection of 10th Street North/Wilson Boulevard/Fairfax Drive, shall be developed consistent with the Virginia Square Sector Plan adopted by the County Board on 12/7/02 and any adopted amendments thereto. Allow density up to 3.24 F.A.R. for properties east of North Kansas Street and up to 4.0 F.A.R. for properties west of North Kansas Street.



Map prepared by  
Arlington County, Va.  
GIS Mapping Center  
April 2023

Map Scale 1" = 200'