

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

**DATE:** May 4, 2023

**SUBJECT:** Consideration of the following actions pertaining to the 2000 North Glebe Road (Sunrise Senior Living) Special General Land Use Plan (GLUP) Study:

- A. Acceptance of the *2000 North Glebe Road (Sunrise Senior Living) Special General Land Use Plan Study Document*.
- B. Request to advertise future public hearings by the Planning Commission and County Board to consider a GLUP amendment from "Low" Residential (1-10 units/acre) to "Low-Medium" Residential for the area located at the northwestern corner of North Glebe Road and 20th Street North.

**C. M. RECOMMENDATION:**

- 1. Adopt the Resolution to accept the *2000 North Glebe Road (Sunrise Senior Living) Special General Land Use Plan Study Document*.
- 2. Adopt the Resolution to advertise future public hearings by the Planning Commission and County Board on dates concurrent with those for consideration of future site plan and rezoning applications to consider a GLUP amendment from "Low" Residential (1-10 units/acre) to "Low-Medium" Residential for the area located at the northwestern corner of North Glebe Road and 20<sup>th</sup> Street North.

**ISSUES:** The County recently conducted a Special GLUP Study process for the area located at the northwestern corner of North Glebe Road and 20<sup>th</sup> Street North at the request of the applicant, Sunrise Development, Inc. This community engagement process, under the auspices of the Planning Commission's Long Range Planning Committee (LRPC), was completed in January 2023. The LRPC and commission/committee members expressed general support for a potential GLUP amendment from "Low" Residential (1-10 units/acre) to "Low-Medium" Residential and for the identified guiding principles. Several community members expressed concerns about the Special GLUP Study process and the potential impacts of change in this location on the surrounding neighborhood, specifically the impacts of new development on viewsheds, traffic, parking, stormwater management, and tree canopy.

County Manager:

MJS/SFW

County Attorney:

MNC

CR Sanders

Staff: Margaret Rhodes, CPHD, Planning



**SUMMARY:** On June 28, 2021, the applicant, Sunrise Development, Inc., submitted a Special GLUP Study request for the 42,515 sf Sunrise Senior Living property located at 2000 North Glebe Road (RPC #07-006-344) and two adjacent lots on 20<sup>th</sup> Street North, an unnumbered and unimproved lot (RPC #07-006-345) of 995 sf and a 7,820 sf lot with a single-household dwelling at 4725 20<sup>th</sup> Street North (RPC #07-006-150). The total site is 51,330 sf (1.178 acres) and located on North Glebe Road several blocks south of the Langston Boulevard corridor northwest of the intersection of North Glebe Road and 20th Street North. The application requested a GLUP amendment from “Low” Residential to “Low-Medium” Residential with an envisioned associated future rezoning from R-6 to RA14-26 for purpose of rebuilding an expanded elder care facility. On July 29, 2021, the applicant submitted a revised application with the only change including a new requested zoning designation of RA8-18.

The existing Sunrise facility was originally approved as an institutional home in the R-6 zoning district via use permit in 1986 for a maximum of 50 residents. This use permit was later amended in 1989 to allow for a total of 57 residents. The 2013 Zoning Ordinance Reform process replaced the institutional home term with updated terminology and defined more specifically zoning districts where such uses were permitted. As a result, elder care facilities are no longer permitted in R districts (until such time that additional study is undertaken to assess the need for and/or to determine the appropriate density, scale, and other factors for this use in the lowest density residential districts). Existing uses, such as this facility, are legal, nonconforming uses and may continue operating in conformance with their original approval by the County Board. The nature of elder care facilities has changed considerably since such facilities were first addressed in the Zoning Ordinance and since the Sunrise facility was first approved, in terms of amenity space, as well as staffing and parking needs. The Special GLUP Study application calls for rebuilding the current facility with additional capacity and amenities.

The applicant, Sunrise Development Inc., is therefore requesting to amend the GLUP from “Low” Residential (1-10 units/acre) to “Low-Medium” Residential with an envisioned associated future rezoning from R-6 to RA8-18, a residential zoning district which permits the establishment of elder care facilities via site plan per Zoning Ordinance amendments adopted in 2019. The applicant is seeking to build a new three- to four-story assisted living facility comprising approximately 85 senior housing units and below-grade parking.

As the site in question is located outside of a planned area, 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.”\*](#) 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 special exception site plan application to pursue the envisioned redevelopment program.







actions are important as they will help to guide any future redevelopment of this site. As recommended by staff, these actions include:

- Acceptance of the *2000 North Glebe Road (Sunrise Senior Living) Special GLUP Study Document*, to provide supplemental guidance for the area; and
- Authorization of advertisement of future public hearings by the Planning Commission and County Board to consider a GLUP amendment for the subject site area, concurrent with consideration of appropriate site plan and rezoning applications.

Finally, regarding Special GLUP Studies more broadly, staff conducted the study for 2000 North Glebe Road in a manner that applies several refinements to address feedback on recent studies. For the most recently completed Special GLUP Studies, concerns have commonly been raised on two primary points: 1) development of very detailed, and graphically illustrated planning and site design guidance for these studies is both very time-intensive and may be more detailed than necessary to inform a future site plan review process, and 2) the establishment of this planning guidance as policy through County Board adoption of the Special GLUP Study document may also be unnecessary given the single-site scope of such studies. Staff incorporated modest yet important adjustments to this process to address these points. Following this study's completion, staff will assess the impacts of these adjustments, which may potentially inform additional refinements for future studies, as staff may continue to make iterative adjustments to the process until such time staff finds these issues have been adequately addressed.

**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 is 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 Special GLUP Study to evaluate the applicant's request, as the study area has no adopted plan guidance. The main purposes of the study included:

- 1) Envisioning the preferred future character and planning elements for this area; and
- 2) Determining whether the County Board should consider a future GLUP amendment to support the implementation of the vision which was an outgrowth of the findings of the study.

**DISCUSSION:** For this study, led by staff from the Department of Community Planning, Housing and Development (DCPHD) Planning Division, an interdepartmental staff team initiated a review process, involving LRPC meetings as a primary forum for discussion. At its first meeting on October 20, 2021, the LRPC conducted its Tier I Review, reviewing and discussing background and analytical materials prepared by staff. The LRPC determined that a



full Tier II Review was warranted. The Tier II Review was initiated with a community engagement session followed by an LRPC meeting on January 18, 2023. This meeting involved staff presentations of research, analyses and related materials and corresponding LRPC discussion. LRPC members, representatives of the GlebeWood and Waverly Hills Civic Associations, and several representatives of other advisory commissions and committees fully participated in the discussions. Both LRPC meetings also included opportunities for public comment. The Tier II Review meeting was followed by an online comment period on the draft Study Document. More details on these engagement opportunities are provided in the Public Engagement section below.

#### Acceptance of the Study Document:

Following the LRPC review of the study, staff concluded that a GLUP amendment from “Low” Residential (1-10 units/acre) to “Low-Medium” was within the realm of consideration and should be presented to the Planning Commission and County Board for final determination. Staff proceeded to prepare the *2000 North Glebe Road (Sunrise Senior Living) Special GLUP Study Document*, which presents key information and analyses reviewed during the study, along with pertinent study findings and recommendations. Staff also recommends that the County Board accept the *Study Document*. The acceptance of the *Study Document* by the County Board signals there is relevant information to guide future change and decisions in this subject area, as it contains:

- A set of planning concepts and recommendations to guide future redevelopment, providing parameters related to land use, building height and form, circulation, connectivity, public spaces, tree conservation and sustainability;
- Guiding principles and other desirable elements that should be incorporated into future site plan applications for redevelopment within the study area; and
- Documentation of a future GLUP amendment that could be considered for the study area when a property owner requests a change to the GLUP in keeping with the planning guidance in the *Study Document*.

Once accepted by the County Board, staff will identify the *Study Document* in the GLUP booklet through an administrative update. The *Study Document* (see Attachment A) is organized as follows:

- Introduction;
- Area Analysis;
- Guiding Principles and Considerations;
- Implementation Recommendations;
- Acknowledgements; and
- Appendices.



#### 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 supports the proposed change, but that it is within the realm of consideration.

#### GLUP and Zoning

The subject site is currently designated “Low” Residential (1-10 units/acre). This GLUP designation is consistent with the R-6 zoning district which applies to the subject site; however, the R-6 zoning district does not permit elder care uses. With regard to the surrounding context, the adjacent properties are also designated “Low” Residential (1-10 units/acre) and consist primarily of single-household dwellings and townhouses with R-6, R2-7, and R10-T zoning. The area northeast of the site across North Glebe Road is designated “Low-Medium” Residential (16-36 units/acre) with RA8-18 zoning with existing multifamily development.

The North Glebe Mews across 20<sup>th</sup> Street North is designated “Public” which typically envisions parks, schools, parkways, major unpaved rights-of-way, and libraries and cultural facilities yet zoned R-6 featuring single-household dwellings. The GLUP designation for this area is inconsistent with the residential development and has been identified for a future GLUP amendment to “Low” Residential consistent with the current and intended long-term future use. To the southwest is Glebe Elementary School, which is designated “Public” with S-3A zoning.

#### Plan Guidance

The planning process accounted for and built upon existing plans and policies, including the GLUP, the Affordable Housing Master Plan, the Master Transportation Plan and the Urban Forest Master Plan, as described in detail in the *Study Document*. Key considerations include the following tenets. The Affordable Housing Master Plan calls for programs and housing to “enable Arlington residents to age in the community.” The Master Transportation Plan designates North Glebe Road as an arterial. North Glebe Road in this area also has frequent bus service. Staff’s preliminary transportation analysis indicates that there is additional transportation network capacity in this area. The Urban Forest Master Plan indicates the importance of conserving mature trees and tree canopy where possible. Stormwater management is another important consideration for this site.

**DISCUSSION:** To summarize the planning guidance and findings for this area, there is a growing need for seniors to be able to age in the community. This site is a little over an acre in size and located adjacent to a residential neighborhood which includes diverse housing types. It is also situated on a major north-south arterial with good transit access between Langston Boulevard to the north and the Ballston Metro Station to the south. There is also a park and elementary school nearby. Given the existing conditions as described above, it is potentially



appropriate to consider a land use change to a designation greater than “Low” Residential (1-10 units/acre), which could allow for retaining the existing elder care use and providing expanded capacity and a modernized facility to meet the needs of seniors.

Three-dimensional computer modeling of potential development scenarios appropriate under a “Low-Medium” Residential designation confirms this evaluation of existing conditions and is detailed in the following section. In addition, given, that the site is located on a street with significant topography near the top of the local watershed; that there are green spaces and mature trees on the site; and that 20<sup>th</sup> Street North is a local street, it will be important to consider how the impacts of any potential redevelopment are addressed.

An appropriate site plan proposal would also address the *Study Document*’s guidance, which includes the following guiding principles:

- Ensure building scale, massing and materials complement the surrounding area.
- Provide for attractive and welcoming pedestrian-level conditions through tree conservation, landscaping, other biophilic design and underground parking.
- Enhance access, connectivity, and safety for users of all modes of travel in and around the site.
- Prioritize sustainability and stormwater management best practices.
- Prioritize senior living, given the need for senior housing in the community.

With the aforementioned goals in mind, the “Low-Medium” Residential GLUP category can provide for an appropriate and successful project with a compatible form of development. The accompanying zoning district of RA8-18 in conjunction with the guidance set forth in this *Study Document* would encourage the tapering and setbacks that result in a building that respects this context, yet allows for redevelopment and serves as a buffer between the traffic along North Glebe Road and the neighborhood.

(Note: A correction to the GLUP Map for the nearby North Glebe Mews, which is currently designated “Public,” but which more correctly should be designated “Low” Residential (1-10 units/acre), will be addressed separately at a future date.)

## **PUBLIC ENGAGEMENT:**

### *Level of Engagement:*

#### **Consult**

Consistent with other Special GLUP Studies, this study included an iterative process involving two LRPC meetings to review and discuss staff-generated materials, one online community engagement session and one online comment period for the draft Study Document. This process was conducted in a manner consistent with the [Special GLUP Study Process – Administrative Guide](#). This guide provides an overview to aid applicants, commissioners, community members, staff and elected officials in understanding the Special GLUP Study process. While this



document is not regulatory in nature, the process guide informs the scope and scheduling of Tier I and Tier II study processes.

#### *Outreach Methods:*

The LRPC and other stakeholders were involved throughout this study. The composition of LRPC participants was expanded to include other stakeholders and representatives beyond just the Planning Commission and the relevant civic associations. Participants at the LRPC meetings included representatives from the:

- LRPC;
- Glebewood and Waverly Hills Civic Associations;
- Transportation Commission;
- Pedestrian Advisory Committee;
- Disability Advisory Commission;
- Forestry and Natural Resources Commission;
- Commission on Aging; and
- Housing Commission.

The meeting agendas followed the typical Special GLUP Study format where LRPC input on staff presentations leads to further analysis and revised modeling and other work products, of which revised versions are shared by staff in a subsequent meeting.

In addition to the two LRPC meetings, staff also provided two (2) online engagement opportunities. The first was an online engagement session which ran from August 22 to September 30, 2022, and allowed for community input on important opportunities and considerations, initial guiding principles and draft three-dimensional modeling scenarios, among other topics. Approximately 144 people provided input. This data proved useful to staff in formulating the recommendations for the study area. Staff also shared the draft *Study Document* online for a two-week commenting period in April 2023 to solicit community feedback.

Additionally, staff 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 also provides access to pertinent written correspondence. The presence of the webpage also provided a means of making the process and study progress more accessible to those unable to attend the virtual meetings live.

#### Community Feedback:

Over the course of the LRPC process, there was general agreement related to the proposed guiding principles and GLUP and zoning designations among LRPC members and the commission and committee representatives. One of the areas of greatest discussion centered around building heights with some expressing a desire for a lower-height overall, while others expressed a desire for greater height along the arterial and less height west along 20<sup>th</sup> Street North. Representatives of the Glebewood and Waverly Hills Civic Associations also expressed



concerns regarding neighborhood context, building height and density, transportation impacts, tree loss and stormwater. Staff has included specific guidance in the *Study Document* to address tapering, setbacks and stepbacks to mitigate any impacts potentially associated with the additional height. Staff has also included guiding principles and recommendations to address the other areas of concern identified during the process.

The representative from the GlebeWood Civic Association also raised questions about the planning process, seeking to understand whether the Special GLUP Study was conducted in a manner consistent with the Special GLUP Study Process – Administrative Guide. The GlebeWood representative also asked whether this study would result in “spot” GLUP and zoning changes. The County Board adopted the previously mentioned “Policy for Consideration of General Land Use Plan Amendments Unanticipated by Previous Planning Efforts” in 2008 which established: “that a proposed GLUP amendment for any sites not identified in a County Board adopted planning study as appropriate for such a GLUP amendment will not be considered until such a planning study or analysis has been completed and presented to the County Board.” The County Board enabled the Special GLUP Study process to examine requests for amendments to the GLUP. The Special GLUP Study process results in analyzing a study area and engaging with the LRPC and the community to consider the land use vision for the area. The study process results in a recommendation for a future GLUP designation(s) that could be appropriate when considered with an appropriate site plan and rezoning. This recommendation can assist in clarifying the land use vision for a study area when existing specialized planning guidance is insufficient or is located in an area where a plan does not exist. As noted, the Special GLUP Study Process – Administrative Guide is not regulatory in nature. It serves to inform the scope and scheduling of Tier I and Tier II study processes. The Special GLUP Study for 2000 North Glebe Road was conducted in a manner consistent with the Special GLUP Study Process - Administrative Guide.

Planning Commission: At its May 1, 2023 meeting, the Planning Commission considered the Study Document and the proposed GLUP amendment. There were 10 public speakers, with six primarily raising concerns and four primarily voicing support for the Study Document and GLUP amendment. Concerns related to multifamily housing potential, building height, density, site access, tree canopy and stormwater mitigation. Reasons to support the Study Document and the proposed GLUP amendment included the need for additional elder care housing in Arlington, the location of the site along an arterial and near Langston Boulevard, the potential buffer effect a new building could provide from North Glebe Road and the potential for access and sidewalk improvements. The Planning Commission voted in favor of acceptance of the Study Document (8-1 with one abstention) and voted in favor of advertising the GLUP amendment (8-0 with two abstentions).

The Planning Commission discussion focused on the Special GLUP Study process and how a County Board vote to authorize advertisement of the GLUP amendment would not mean that the GLUP will be amended at this time, merely that an amendment is within the realm of consideration. No action would be taken unless there is an appropriate site plan and rezoning application that comports with the recommendations of the Study Document. Several



commissioners indicated that they share the community's concerns, however these concerns are issues that should be addressed through a site plan review process.

There was also a question about why S-D is not being considered as a zoning designation for this site when it is being considered for another Sunrise Senior Living project on South Glebe Road. More than one zoning district and GLUP designation may support an intended land use vision and/or land use. Senior living is permitted in S-D by site plan approval, with different height allowances by site size.

As the South Glebe Road Sunrise site is already designated "Semi-Public" on the GLUP, a Special GLUP Study was not needed there because the GLUP identifies the S-D district as typically corresponding with "Semi-Public" and could provide elder care in a potentially appropriate form. The South Glebe Road site is also potentially large enough to meet the minimum site size requirement of two acres in the S-D district to reach the allowable height of 60 feet, otherwise, the height maximum is limited to 45 feet.

In looking at the North Glebe Road site, a change from "Low" Residential and R-6 to "Low-Medium" Residential with RA8-18 zoning, which allows for elder care uses by site plan on sites larger than 1 acre and up to 75 feet in height, would provide for an appropriately-scaled project for this relatively smaller site. The guidance in the Study Document recommending up to four stories as potentially appropriate across the site, with up to five stories along the North Glebe Road frontage, would allow for a building form, height, and layout that tapers and transitions to surrounding uses. The Low-Medium Residential designation and RA8-18 zoning would allow for these four- to five-story heights, with greater flexibility in total height to meet design and programming for the elder care housing units, care facilities, and common spaces. The subject site would not meet the minimum two-acre site requirement to achieve a height of 60 feet, unless the County Board modified this regulation as part of a future site plan approval. While "Semi-Public" and S-D have been used in the past for senior living facilities, these designations are more often applied to private schools, private clubs and churches, which are not the proposed uses here, and there is a benefit in applying a residential land use designation for this residential use per the Zoning Ordinance.

Another topic of discussion was the desire for affordable senior housing on site. ACZO Section (§) 15.5.8 requirements for affordable housing will apply to any site plan project on this site. In addition, Housing Division staff is in the process of conducting an Affordable Housing Elder Care Zoning Study which, as noted in the Study Document, will inform how these requirements and potential new affordable elder care requirements would be applied to a future site plan for this and other sites. It is anticipated that study recommendations will be brought forward later this year.



**CONCLUSION:** Based on staff's analysis and the pertinent LRPC and community input provided throughout the study, staff recommends that the County Board accept the *2000 North Glebe Road (Sunrise Senior Living) Special GLUP Study Document*. Staff also recommends that the County Board authorize advertisement of future public hearings to consider a General Land Use Plan Amendment from "Low" Residential (1-10 units/acre) to "Low-Medium" Residential for the study area that is the subject of the *Study Document*, at a time concurrent with consideration of associated site plan and rezoning applications for the property.



**RESOLUTION TO ACCEPT THE 2000 NORTH GLEBE ROAD (SUNRISE SENIOR LIVING) SPECIAL GENERAL LAND USE PLAN (GLUP) STUDY DOCUMENT**

WHEREAS, the County Board of Arlington County has been presented with a proposed *2000 North Glebe Road (Sunrise Senior Living) Special GLUP Study Document* (“*Study Document*”) to serve as a long-range planning guide for potential future redevelopment of land located at the northwestern corner of North Glebe Road and 20<sup>th</sup> Street North; and

WHEREAS, in 2021, a Special GLUP Study was initiated to examine the potential appropriateness of a requested GLUP amendment for the study area; and

WHEREAS, the proposed *Study Document* communicates guidance for this area and incorporates a set of guiding principles that express aspirational goals and general public benefits and improvements that should be realized with redevelopment, communicated in a written and pictorial format; and

WHEREAS, the *Study Document* also includes concept plan recommendations that provide guiding parameters for land use, building height and form, circulation and public space, among others, that reinforce and are derived from the aforementioned guiding principles; and

WHEREAS, the *Study Document* identifies a potential future GLUP amendment that could be considered in conjunction with appropriate site plan and rezoning applications that are consistent with, and significantly advance, recommendations of the *Study Document*;

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 *2000 North Glebe Road (Sunrise Senior Living) Special GLUP Study Document*, set forth in Attachment A should be, and is hereby, accepted.



**RESOLUTION TO AUTHORIZE ADVERTISEMENT OF PUBLIC HEARINGS BY  
THE PLANNING COMMISSION AND COUNTY BOARD ON A GENERAL LAND USE  
PLAN AMENDMENT TO CHANGE THE LAND USE DESIGNATION FOR THE AREA  
LOCATED AT THE NORTHWESTERN CORNER OF NORTH GLEBE ROAD AND  
20<sup>TH</sup> STREET NORTH FROM “LOW” RESIDENTIAL (1-10 UNITS/ACRE) TO “LOW-  
MEDIUM” RESIDENTIAL**

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 accomplish the harmonious development of the County or promote the health, safety, morals, order, convenience, prosperity and general welfare of the inhabitants as set forth in the General Land Use Plan Booklet; and be responsive to the following guiding principles:

- Ensure building scale, massing and materials complement the surrounding area.
- Provide for attractive and welcoming pedestrian-level conditions through tree conservation, landscaping, other biophilic design and undergrounding parking.
- Enhance access, connectivity, and safety for users of all modes of travel in and around the site.
- Prioritize sustainability and stormwater management best practices.
- Prioritize senior living, given the need for senior housing in the community; 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 appropriate associated site plan and rezoning applications on a General Land Use Plan amendment to change the land use designation for the area located at the northwestern corner of North Glebe Road and 20<sup>th</sup> Street North from “Low” Residential (1-10 units/acre) to “Low-Medium” Residential.*



# 2000 North Glebe Road (Sunrise Senior Living) Special General Land Use Plan Study Document 4/24/23

## INTRODUCTION

This document summarizes staff analysis, findings and recommendations from the 2000 North Glebe Road (Sunrise Senior Living) Special General Land Use Plan (GLUP) Study. Staff prepared this Special GLUP Study Document, informed by Long Range Planning Committee of the Planning Commission (LRPC), community and staff input. It serves to capture the planning highlights of the analysis and process discussions. This Special GLUP Study Document also serves as a foundation for recommendations regarding which GLUP category or categories may be most appropriate. Should any site plan applications be filed subsequently for this study area, the staff evaluation will be informed by and reference this document. The document provides an overview of the Application Request, Special GLUP Study Background, Sunrise Special GLUP Study Process Overview, Area Analysis, Guiding Principles and Considerations, and Implementation Recommendations from the study process. Through this process and analysis, staff concludes that consideration of a GLUP Amendment from “Low” Residential to “Low-Medium” Residential is appropriate, which should be further evaluated and confirmed by the County Board in the context of a future site plan application.

### Application Request

On June 28, 2021, the applicant, Sunrise Development, Inc., submitted a Special GLUP Study request for the 42,515 sf Sunrise Senior Living property located at 2000 North Glebe Road (RPC #07-006-344) and two adjacent lots on 20<sup>th</sup> Street North, an unnumbered and unimproved lot (RPC #07-006-345) of 995 sf and a 7,820 sf lot with a single-household dwelling at 4725 20<sup>th</sup> Street North (RPC #07-006-150). The total site is 51,330 sf (1.178 acres) and located on North Glebe Road several blocks south of the Langston Boulevard corridor northwest of the intersection of North Glebe Road and 20th Street North. The application requested a GLUP amendment from “Low” Residential to “Low-Medium” Residential with an associated rezoning from R-6 to RA14-26. On July 29, 2021, the applicant submitted a revised application with no changes, other than a new requested zoning designation of RA8-18.



Figure 1: Site Context Map



Figure 2: Site Location Map



The existing Sunrise facility was originally approved as an institutional home in the R-6 zoning district via use permit in 1986 for a maximum of 50 residents. This use permit was later amended in 1989 to allow for a total of 57 residents. The 2013 Zoning Ordinance Reform process replaced the institutional home term with updated terminology and defined more specifically zoning districts where such uses were permitted. As a result, elder care facilities are



no longer permitted in R districts. Existing uses, such as this facility, are legal, nonconforming uses and may continue operating in conformance with their original approval by the County Board. The nature of elder care facilities has changed considerably since such facilities were first addressed in the Zoning Ordinance and since the Sunrise facility was first approved, in terms of amenity space, as well as staffing and parking needs. The Special GLUP Study application calls for rebuilding the current facility with additional capacity and amenities.

The applicant, Sunrise Development Inc., is therefore requesting to amend the GLUP from “Low” Residential (1-10 units/acre) to “Low-Medium” Residential with an associated rezoning from R-6 to RA8-18, a residential zoning district which permits the establishment of elder care facilities via site plan per Zoning Ordinance amendments adopted in 2019. The applicant is seeking to build a new assisted living facility comprising approximately 85 senior housing units and below-grade parking. The 3-D models prepared by staff account for the maximum envelope viewed as appropriate by staff and may be different from what is ultimately considered by site plan.

### Special GLUP Study Background Information

In 2008, the County Board adopted the “Policy for Consideration for 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 inconsistent with the guidance of the relevant adopted plan or when the request is in an area without an adopted plan. In practice, this policy resolution ensures that GLUP amendments unanticipated by or inconsistent with previous planning efforts are reviewed to evaluate their appropriateness prior to and independent of a more focused review of any associated site plan applications. Since 2008, the County has conducted 11 Special GLUP Studies, including two Special GLUP Study Plus projects, the Washington & Kirkwood and the Shirlington studies.

The primary purpose of such a study is to determine whether the County Board should consider amending the GLUP designation for the subject site. While there is guidance for the site as expressed on the GLUP Map through its existing designations, there is no adopted plan for this area. The Plan Langston Boulevard (PLB) process is currently underway, however this area is outside of the core study area and will therefore not be addressed through the PLB planning process.

Given that there is no established area plan guidance to inform a County Board decision on the requested GLUP amendment, consistent with the aforementioned resolution, a Special GLUP Study was needed to evaluate the request.



## Sunrise Special GLUP Study Process Overview

### Tier I Review

In accordance with the SGLUP Study Process Administrative Guide, staff initiated a Tier I Review under the auspices of the LRPC of the Planning Commission. On October 20, 2021, a Tier I LRPC meeting was held to evaluate whether a full Tier II Special GLUP Study or some other type of study, such as a small area plan or other planning process, was warranted. LRPC members included Planning Commissioners and representatives of the Transportation Commission, the Commission on Aging and the GlebeWood and Waverly Hills Civic Associations. Members of the public were also invited to attend the meeting.

After initial research and analysis, staff concluded that, given the lack of adopted planning guidance in this area, the inconsistency of the current use with the current GLUP designation and the proposed use, as well as the County's interest in supporting Arlington residents' ability to age in place, a full Tier II Special GLUP Study review was warranted to determine what GLUP category or categories may be appropriate for this specific area.

At the meeting, the general consensus was that the LRPC concurred with staff's recommendation that a full Tier II Review was appropriate to determine if the GLUP category for this site should potentially be amended and that the study should consider evaluation of the "Low-Medium" Residential GLUP designation. The Chair noted that this review should address the concerns raised by residents, which included concerns regarding transportation, access and loading, sightlines from 20<sup>th</sup> Street North onto North Glebe Road, building heights and density, building form and scale transitions and stormwater.

### Tier II Review

As was the case with the Tier I Review, the Tier II study was led by County staff under the auspices of the LRPC. Having determined that a Tier II Review was warranted, staff sought to determine whether the County Board should consider advertising amendments to the GLUP for the aforementioned properties. To address this question, staff analyzed the requested designation of "Low-Medium" Residential. Staff did not examine GLUP designations that would have allowed for greater development density, given the site size and surrounding context. The tables below (Figures 3 and 4) provide information on the relevant GLUP and Zoning categories.

*Figure 3: GLUP Designations*

GLUP Designation Scenario	Typical Zoning Districts	Basis for Study
"Low" Residential (1-10 units/acre)	R-20, R-10, R-10T, R-8, R-6, R-5	Current GLUP Category
"Low-Medium" Residential	R15-30T, RA14-26, RA8-18	Requested GLUP Category



The table below summarizes the zoning designations typically associated with the requested GLUP designation of “Low-Medium” Residential. These designations typically allow for residential development from single-household residential to multiple-household residential. Elder care uses such as nursing homes, continuing care retirement communities and assisted living facilities are classified as group living residential uses and are permitted by site plan. The applicant will be requesting RA8-18, consistent with the requested GLUP designation and proposed vision to retain elder care use in a modernized facility, which allows by site plan up to 36 units/acre for residential or up to 1.5 Floor Area Ratio (FAR) for elder care, with opportunities for additional density to achieve additional community goals.

*Figure 4: Zoning Designations Associated with “Low-Medium” Residential*

<b>Zoning</b>	<b>Use*</b>	<b>Max Height</b>	<b>Density</b>
R15-30T	single-home residential	35'	8 u/a (5,000 sf per lot)
	site plan – two-home; townhouse	45'	15 u/a
RA14-26	single-home residential	35'	7 u/a (6,000 sf per lot)
	multifamily, townhouse	35'	24 u/a
	site plan – apartment	60'	30 u/a
	site plan - elder care	60'	1.25 FAR
RA8-18	single-home residential	35'	7 u/a (6,000 sf per lot)
	multifamily, townhouse	40'	36 u/a
	site plan – townhouse, apartment	60'	36 u/a
	site plan – elder care	75'	1.5 FAR

Note: ACZO §15.5.9. allows potential additional building height of up to 60' and additional density for RA districts with the provision of low- to moderate-income housing.

As part of its in-depth research and analysis, staff analyzed the site within the context of the broader surrounding area, evaluating the existing GLUP and Zoning designations; the recommendations of County plans and policies, as applicable; the existing and surrounding site characteristics; topographical features, transportation connectivity; and environmental features, as discussed further in this and the Area Analysis sections.

To launch the Tier II Review and the community engagement session, staff prepared 3-D computer modeling of the site's existing conditions and various scenarios reflecting the GLUP designation under study. Scenarios show existing conditions and both elder care and multifamily residential use options, even though the applicant is pursuing an elder care project, as this is a high-level study intended to evaluate different land use options. Additionally, these massing scenarios were intended to illustrate a range of height and massing options under RA8-18, from 45 feet (4 stories) to 75 feet (6 stories). See Appendix 2 for additional detail on the 3-



D height and massing studies, which can be found in the Community Engagement Session presentation. The scenarios developed for this session and for the subsequent LRPC meeting were not intended to convey staff's preferred scenario, but to provide a point of departure for the discussion about height and density, site coverage and placement.

To ensure broad and inclusive engagement, staff initiated an online community engagement session. This session, which ran from August 22 to September 30, 2022, provided detailed background and analytical information, including 3-D modeling scenarios, and asked a series of questions. Responses were received from 144 people and reflected a preference for the lower, four-story building scenario and a preference for having the lowest building heights on the western end of the site. There was strong support for the following four proposed guiding principles which were intended to provide context-sensitive guidance for the site:

- Ensure building scale, massing and materials complement the surrounding area.
- Provide attractive and welcoming pedestrian-level conditions through tree conservation, landscaping, other biophilic design elements and underground parking.
- Enhance access, connectivity and safety for users of all modes of travel in and around the site.
- Prioritize sustainability and stormwater best practices.

Concerns raised by respondents included transportation and parking, pedestrian access and safety, the potential for multifamily instead of senior living development, sensitivity to the neighborhood context, tree conservation, stormwater and potential impacts on nearby Glebe Elementary School. Some respondents were supportive of increased or enhanced senior living units. The concerns were addressed as described in the following Area Analysis section through additions to the guiding principles and recommendations regarding transportation and safety, the preferred land use, building height and massing, tree conservation and stormwater mitigation.

Following the community engagement session, staff developed new 3-D models responsive to community feedback (see Appendix 2). These models, which were refined based on the community engagement session input, ranged from three to five stories and included scenarios with and without bonus density. The LRPC met on January 18, 2023, to discuss the results of the session and whether or not a GLUP amendment was appropriate. For this meeting, the LRPC was comprised of the same representatives as the Tier I Review, with the addition of representatives from the Pedestrian Advisory Committee, the Forestry and Natural Resources Commission, the Housing Commission and the Commission on Aging. Members of the public were also invited to provide input.

In addition to the aforementioned representatives, County staff representing several key departments were also directly engaged throughout the process. The lead department, the Department of Community Planning, Housing and Development (CPHD), had participating staff from the Planning Division and the Office of the Director. Department of Environmental Services (DES) staff from Transportation Planning, Transit Bureau, Transportation Engineering &



Operations and the Office of Sustainability & Environmental Management were also involved, as were staff from the Department of Parks and Recreation's (DPR) Urban Forestry Division.

At the meeting, the participants provided input on the appropriateness of the requested GLUP designations and on other key areas, such as appropriate building heights, transportation connectivity and environmental issues. The LRPC Chair summarized the discussion indicating that there was a preference for more height and mass on North Glebe Road with tapering towards the neighborhood to the north and west; there was support for amending the GLUP to "Low-Medium" Residential; there was support to add a guiding principle indicating a land use preference for senior living; and assertions that trees and tree conservation are important and that any potential site plan application should address parking, loading, stormwater management, overhead power lines and pedestrian infrastructure.

## AREA ANALYSIS

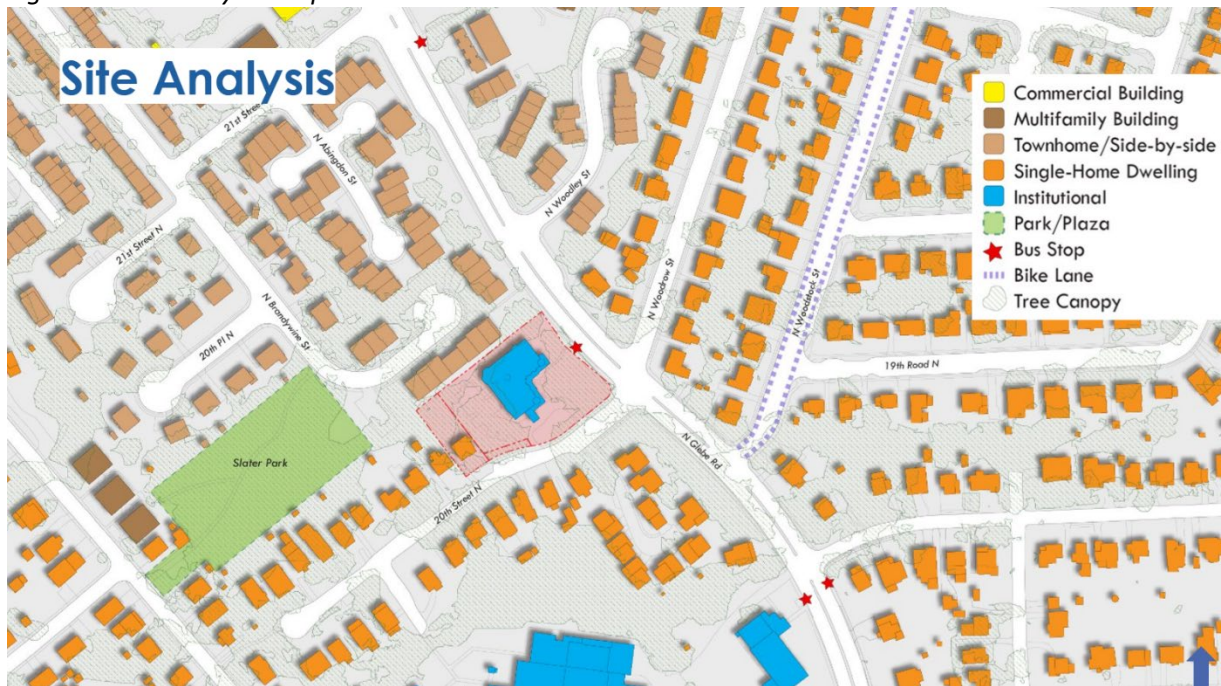
### Site Location and Development

The application site area is comprised of three parcels comprising approximately 51,330 sf (1.178 acres). This area is currently occupied by the Sunrise Senior Living facility containing 47 units with lawn areas and surface parking, an unimproved adjacent parcel along 20<sup>th</sup> Road North and an adjoining lot to the west with a single-household dwelling. The property slopes down on all sides from the middle, which is roughly the highest point. There is very little stormwater conveyance infrastructure adjacent to the site. Langston Boulevard to the north is the subject of an ongoing planning study, and the Ballston Metro Station is located 1.2 miles to the south. The site is bordered by townhomes to the north and single household residential to the south, east and west.

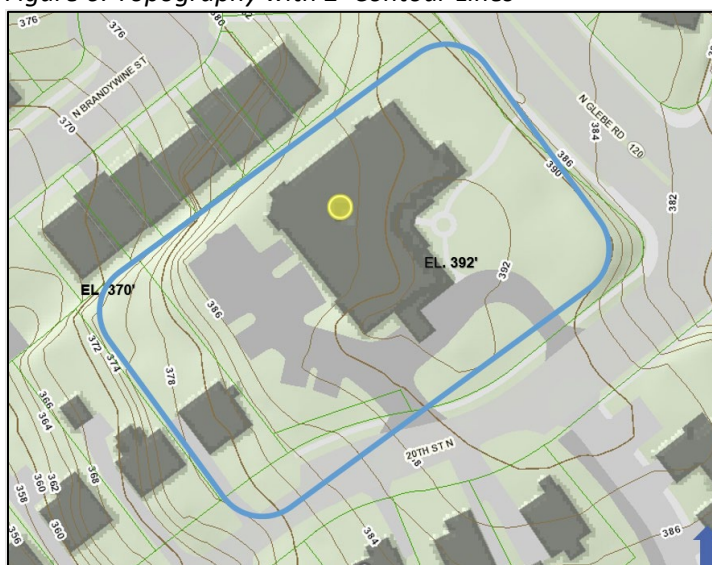
This existing assisted living facility is the first purpose-built Sunrise Senior Living facility in the country. The property is subject to an existing Use Permit (U-2535-86-1) for an institutional home, which was initially approved by the County Board in 1986. The approval permits a maximum number of 50 residents and a maximum of six staff members, and the development plan shows that 16 parking spaces were required and provided. The use permit was approved with four conditions. In 1989, the County Board approved a use permit amendment that increased the maximum number of residents from 50 to 57.



*Figure 5: Site Analysis Map*



*Figure 6: Topography with 2' Contour Lines*





## General Land Use Plan and Zoning Designations

The subject site is currently designated “Low” Residential (1-10 units/acre). This GLUP designation is consistent with the R-6 zoning district which applies to the subject site; however, the R-6 zoning district does not permit elder care uses. With regard to the surrounding context, the adjacent properties are also designated “Low” Residential (1-10 units/acre) and consist primarily of single-household dwellings and townhouses with R-6, R2-7, and R10-T zoning. The area northeast of the site across North Glebe Road is designated “Low-Medium” Residential (16-36 units/acre) with RA8-18 zoning with existing multifamily development.

The North Glebe Mews across 20<sup>th</sup> Street North is designated “Public” which typically envisions parks, schools, parkways, major unpaved rights-of-way, and libraries and cultural facilities yet zoned R-6 featuring single-household dwellings. The GLUP designation for this area is inconsistent with the residential development and has been identified for a future GLUP amendment to “Low” Residential consistent with the current and intended long-term future use. To the southwest is Glebe Elementary School, which is designated “Public” with S-3A zoning.

Figure 7: General Land Use Plan





### General Land Use Plan



















	Low Residential (1-10 units/acre)		Public
	Low Residential (11-15 units/acre)		Semi-Public
	Low-Medium Residential		Government and Community Facilities
	Medium Residential		Low Office-Apartment-Hotel
	High-Medium Residential		Medium Office-Apartment-Hotel
	High Residential		High Office-Apartment-Hotel
	Service Commercial		Medium Density Mixed-Use
	General Commercial		High-Medium Residential Mixed-Use
	Service Industry		Coordinated Mixed-Use, Development District

Figure 8: Zoning Map



### Plan Guidance

The primary sources of guidance for the site are the eleven elements of Arlington County's Comprehensive Plan and the supporting sector, area and small area plans. While there is general guidance for the site as expressed on the GLUP Map through its existing designations, there is no specific guidance in the GLUP Booklet, as there is no adopted plan for this area.

In addition to the GLUP, another Comprehensive Plan element that provides relevant guidance is the Affordable Housing Master Plan. This plan calls for programs and housing to allow County residents to age in the community:

- Objective 2.4: Enable Arlington residents to age in the community.



- Policy 2.4.1: Provide support so that older adults can age in place or age in community through a combination of affordable and accessible housing with linkages to services.

In addition to the aforementioned plans, the Master Transportation Plan also includes guidance for the site as mentioned below with regards to street classifications.

## Transportation

The site is located at the northwest corner of North Glebe Road and 20<sup>th</sup> Street North. North Glebe Road is owned by the Virginia Department of Transportation (VDOT), and 20<sup>th</sup> Street North is owned by Arlington County.

Arlington County's Street Typology classification of the North Glebe Road corridor changes at this intersection.

- North Glebe Road is classified as a Type-C arterial north of 20<sup>th</sup> Street North. This classification is primarily found near commercial centers and is typically characterized by a target operational speed of 30 miles per hour, four travel lanes with a turning lane and frequent transit service. Bike lanes and 6 to 8-foot sidewalks plus a landscape strip are recommended.
- South of 20<sup>th</sup> Street North and the subject parcel, North Glebe Road is classified as a Type-E arterial, which is primarily found in residential neighborhoods. This classification is characterized by two to four travel lanes, a target operational speed of 25-30-miles per hour, and transit service. Bike lanes and 5-6-foot sidewalks plus a landscape strip are recommended. 20<sup>th</sup> Street North dead-ends to the west of the site, though there is pedestrian and bicycle access.

This portion of North Glebe Road is part of the County's Primary Transit Network of high-frequency and quality transit service, with buses arriving daily at least every 15 minutes, approximately 18 hours per day. The Ballston Metro Station is located 1.2 miles from the site. Metrobuses 23A and 23T run between Crystal City and Tyson's and ART Bus 72 runs between the Shirlington Transit Center and Rock Spring. There are bus stops at North Glebe Road and 19<sup>th</sup> Street North and a bus stop adjacent to the site at North Glebe Road and 20<sup>th</sup> Street North. The bus stop adjacent to the site is not currently ADA accessible due to insufficient landing space for wheelchairs.

20<sup>th</sup> Street North is classified as a Local Street (Neighborhood minor), featuring one-and-a-half to two travel lanes. The target speed is 20-25 miles per hour. A sidewalk and landscape strip are recommended. In the 2019 update to the Bicycle Element of the MTP, this street is recommended for a planned bikeway to connect cyclists between North Glebe Road and North Culpeper Street.



Sidewalks are located along two sides of the subject site. On 20<sup>th</sup> Street North, the sidewalk is four feet wide and generally in good condition except at some locations where tree roots have impacted the sidewalk. On North Glebe Road, the sidewalk is five feet wide with a minimum landscape buffer. Though less than the recommended width, the sidewalk is generally in good condition. The project site is located less than ¼ mile north of Glebe Elementary School and is within the school's walk zone.

A marked high-visibility crosswalk supports pedestrians crossing 20<sup>th</sup> Street North. The nearest marked crossings across North Glebe Road are at 18<sup>th</sup> Street North, approximately 700 feet south of the site, and at Langston Boulevard, approximately 1,400 feet north of the site; both are signalized intersections.

Three Capital Bikeshare stations are under one mile away from the site. The closest is located 0.4 miles from the site at the intersection of Cherry Hill Road and North Woodstock Street. Two more are located 0.9 miles away at the intersection of North Stafford Street and Generals Way and on North George Mason Drive at the Virginia Hospital Center. There are currently no micro-mobility corrals in the immediate vicinity.

### The Environment

The subject site is located near Slater and Highview parks and open spaces. On the site, there are open grassy lawns and several mature canopy trees. South of the site are Woodlawn Park and Lubber Run stream.

The existing site has approximately 50% tree canopy cover. This was calculated using aerial imagery, as the 2016 tree canopy layer is likely outdated for this analysis. The tree canopy consists of the following species:

- On-Site Trees: Norway spruce, honeylocust, Linden, London planetree, black cherry and Norway maple
- Streetscape Trees: pin oaks
- Neighboring/Off-Site Trees: red oaks.

This site is located in the topographically higher reaches of the Lubber Run watershed. There is very little stormwater conveyance infrastructure adjacent to the site, and the existing stormwater outfall appears to rely on a level spreader with the stormwater flow being discharged to the surface. This condition would need to be addressed as part of any redevelopment proposal. The site itself is not known to have experienced flooding and is not located in the 100-year or 500-year FEMA floodplain. Downstream flooding has occurred most likely due to the use of a level spreader for the stormwater system discharge point. Currently more than half of the site is not controlled by a stormwater management system. There does not appear to be an adequate outfall for storm drainage on the site. This condition should be addressed as part of any future development.



## Key Findings

To summarize the planning guidance and findings for this area, there is a growing need for seniors to be able to age in the community. This site is a little over an acre in size and located adjacent to a residential neighborhood which includes diverse housing types. It is also situated on a major north-south arterial with good transit access between Langston Boulevard to the north and the Ballston Metro Station to the south. There is also a park and elementary school nearby. Given the existing conditions as described above, it is potentially appropriate to consider a land use change to a designation greater than “Low” Residential (1-10 units/acre), which could allow for retaining the existing elder care use and providing expanded capacity and a modernized facility to meet the needs of seniors.

3-D computer modeling of potential development scenarios appropriate under a “Low-Medium” Residential designation confirms this evaluation of existing conditions and is detailed in the following section. In addition, given that the site is located on a street with significant topography near the top of the local watershed; that there are green spaces and mature trees on the site; and that 20<sup>th</sup> Street North is a local street, it will be important to consider how the impacts of any potential redevelopment are addressed, as discussed in the Guiding Principles and Considerations section below.

## 3-D Modeling

Building upon the aforementioned guidance and findings, staff developed refined 3-D computer models for feedback in an online community engagement session and at an LRPC meeting. Scenarios showing both elder care and multifamily uses, with and without bonus density, were developed, even though the applicant is pursuing an elder care project, as this is a high-level study intended to evaluate different land use options. Additionally, these massing scenarios were intended to illustrate a range of height and massing options under RA8-18, ranging from 45 feet to 75 feet. The scenarios were not intended to convey staff's preferred scenario, nor to present the applicant's proposal, but to provide a point of departure for the discussion about height and density, site coverage and placement.

The 3-D modeling considers development consistent with the GLUP and zoning designations, the provision of appropriate amounts of parking spaces and development forms that are compatible with surrounding development and reflect sound urban design principles. In some cases, the modeling may achieve planned maximum densities for GLUP designations in building heights lower than the maximums permitted by the associated zoning districts.

During the community engagement session, the lowest height option (45 feet) was the preferred option of respondents, rather than the 75-foot option which reflects the maximum allowable height for an elder care use in the RA8-18 district. The building heights in feet were modeled at a slightly greater than typical height to account for elder care facility needs, such as special HVAC systems, that require greater floor-to-ceiling heights to allow for design flexibility. At the LRPC meeting, responsive to community feedback and site analysis, modeling options



were shown ranging from 45 feet to 60 feet reflecting opportunity for an incremental increase in height above 45 feet on portions of the site closest to North Glebe Road in exchange for a reduced building footprint and modest building density to realize Green Building design. Most LRPC participants did not express a preference for heights of 45 feet versus 60 feet. Staff found that all three of the scenarios presented at the LRPC meeting are responsive to the proposed guiding principles that were shared during the community engagement session. However, the scenarios allowing for bonus density would support additional community benefits that may be sought, such as Green Building benefits. A scenario that allows for additional building height (up to 60 feet) along North Glebe Road may permit a reduction in the building footprint in support of more open space, as the building mass is concentrated along North Glebe Road.

Assumptions used to develop the models as well as details of the 3-D models prepared for the study are provided in Appendix 2 in the Community Engagement Session presentation and the Tier II LRPC presentation.

## Preliminary Transportation Analysis

To determine the potential automobile trip generation impact of these development scenarios, staff referred to the *Institute of Transportation Engineers Trip Generation Manual – 11th Edition* to conduct a preliminary transportation analysis. The assumptions used included:

- Land uses are not close to rail transit (not within 1-mile of a transit center)
- Filtered data sets to use only Northeast and Mid-Atlantic Regions (where available)
- Used mode shares for sections of Arlington north of Arlington Boulevard
- Multifamily Residential is considered a producer of trips
- Assisted Living is considered an attractor of trips
  - Staff
  - Visitors
  - Services

Below is the summary of the potential auto trips generated for each of the three scenarios that staff developed. Appendix 3 provides additional detail on this analysis conducted by staff.

*Figure 9: Trip Generation Summary*

Trip Generation Summary	
Scenario 1: 77 Dwelling Units OR 128 Beds	Multifamily land use scenario projected to have <b>19 AM / 28 PM</b> peak hour trips



	Elder Care land use scenario projected to have <b>22 AM / 29 PM</b> peak hour trips
Scenarios 2/3: 90 Dwelling Units OR 150 Beds	Multifamily land use scenario projected to have <b>25 AM / 32 PM</b> peak hour trips
	Elder Care land use scenario projected to have <b>25 AM / 34 PM</b> peak hour trips

Preliminary review of the scenarios appears to show that the number of trips proposed by these development types would be supported by the existing transportation system. If and when a site plan application is filed, a more-in depth analysis will be needed to determine if there are transportation constraints or challenges that may need potential mitigation measures. Staff will look at the proposed trips and the existing residential and school-related trips and will recommend mitigation measures if the transportation system is being negatively impacted.

## GUIDING PRINCIPLES AND CONSIDERATIONS

### GLUP Designation

Based on the research and analysis, adopted plan guidance and the input received throughout the planning process, staff has determined “Low-Medium” Residential as a potentially appropriate GLUP designation for this site. The 3-D models illustrate the fact that either an elder care or multifamily building that comports with the “Low-Medium” Residential designation can be designed in such a way that it is compatible with the surrounding context if it has an appropriate building height of no more than five stories, the building tapers down in height to three stories towards the neighboring houses and townhouses, circulation and parking impacts are mitigated and the site is designed to allow for open space and the greatest extent of tree conservation possible, while still allowing for redevelopment.

### Guiding Principles

Building upon the findings of the study process, in addition to the findings regarding an appropriate GLUP designation for the site, the following Guiding Principles were developed to inform potential future development. These principles are similar to the initial proposed guiding principles shared during the Community Engagement Session, with the addition of a principle indicating a strong preference for senior living, as opposed to residential development. This was a principle based on the feedback received during the engagement session and the Tier II LRPC meeting and was proposed by LRPC members. These principles are intended to be



high-level in order to provide a balance between guidance and flexibility. They would apply whether the site is ultimately redeveloped with an elder care, as preferred, or residential project. More detailed guidance may be developed through the Site Plan Review Committee process in response to a specific proposal, should a site plan application be filed.

The Guiding Principles for this site are as follows:

- Ensure building scale, massing and materials complement the surrounding area.
- Provide for attractive and welcoming pedestrian-level conditions through tree conservation, landscaping, other biophilic design and undergrounding parking.
- Enhance access, connectivity, and safety for users of all modes of travel in and around the site.
- Prioritize sustainability and stormwater management best practices.
- Prioritize senior living, given the need for senior housing in the community.

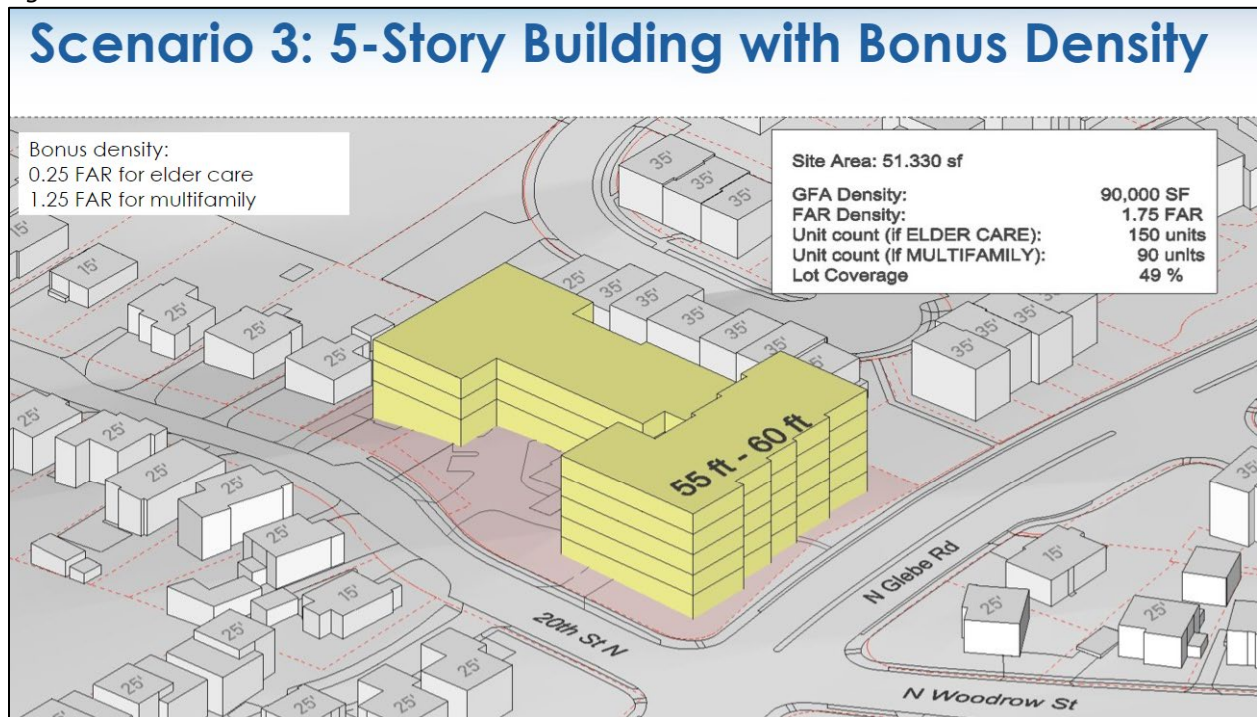
In addition to these Guiding Principles, the Tier II LRPC discussion and the 3-D models that were refined following the Community Engagement Session provide additional guidance that should be taken into consideration should an applicant seek to redevelop the site.

### Building Height and Design

- The building footprint should be designed to minimize lot coverage, to potentially achieve the goals identified below under “Environment” and allow for greater separation and buffering between adjacent properties.
- While there is a preference for a shorter building, up to five stories could be considered if this facilitates the achievement of environmental goals and/or greater separation and buffering between adjacent properties. Up to four stories are potentially appropriate across the site, with up to five stories along the North Glebe Road frontage, as opposed to closer to the adjacent single-household dwellings and townhouses, where the building should taper downwards. Figure 10 below illustrates a potential development concept for this site responsive to this height and form guidance. Although up to 75’ for elder care uses is the maximum height allowed in RA8-18, in this context, this height level was considered to be inappropriate in terms of scale for this location.
- The building should also be designed in such a way to minimize shadows on adjacent properties which might have negative effects, including precluding solar panel installation.
- The County is evaluating the need for affordable elder care and further guidance may be forthcoming that could inform the review of a potential site plan for an elder care facility.



Figure 10: Scenario 3



Note: The Scenario 3 model illustrates a potential development concept for this site. It depicts the maximum development potential for an elder care scenario under RA8-18 of 1.5 FAR, with an additional modest 0.25 FAR bonus. The same total density of 1.75 FAR could also be realized as a multifamily residential scenario, if it included the base density for multifamily development under RA8-18 plus a 1.25 FAR bonus.

## Transportation

- During the study process, stakeholders raised concerns about pedestrian safety (particularly related to the safety of students walking to and from Glebe Elementary School), loading and parking issues along 20<sup>th</sup> Street North, sightline issues, noise and lights from delivery and emergency vehicles and the lack of sidewalks and gutters along the property on 20<sup>th</sup> Street North.
- Connectivity and safety are key considerations:
  - The intersection of 20<sup>th</sup> Street North and North Glebe Road may need to be improved with curb extensions or other treatments to maximize pedestrian safety.
  - Sidewalks should be upgraded along North Glebe Road and provided along 20<sup>th</sup> Street North to meet the standards outlined in the MTP.
  - The bus stop on North Glebe Road should be made ADA accessible and evaluated for other improvements such as a shelter and/or seating.
- Any proposed improvements along 20<sup>th</sup> Street North should consider the planned bikeway connection that is recommended for this street in the MTP.
- As North Glebe Road is a VDOT-owned roadway, the developer will need to work with VDOT to evaluate any proposed changes within VDOT right-of-way.



- To maximize streetscape and building improvements, parking for the site should be undergrounded and loading and deliveries should occur on site. Parking and loading entrances should be designed and screened in such a way that noise and light disturbances affecting other properties are minimized.
- If the site is to be redeveloped, the developer will need to:
  - Submit a multimodal traffic assessment (MMTA) with transportation proposals designed to reduce impacts to the existing residential traffic issues on 20th Street North. Traffic studies should include data collected when schools are in session.
  - Consider how to internalize parking and loading on-site. The developer should explore the possibility of a restricted entrance off of North Glebe Road (right in, right out), if permitted, or pursue an improved entrance on 20th Street North to limit curb cuts on North Glebe Road.
  - Minimize the impact on adjacent residential land uses, including proposals to mitigate noise and lights from emergency vehicles, should the property be redeveloped with an elder care facility.
  - Assist in formalizing 20th Street North with curb and gutter to help with future sidewalk connections, drainage and to prevent vehicles traversing private property.

## The Environment

- To encourage green building design, additional density may be considered for a project that meets the County's requirements under the Green Building Density Incentive Program. Any future development applicant should plan to meet with the County's AIRE (Arlington Initiative to Rethink Energy) team to discuss green building concerns.
- Additionally, in terms of both the potential building and the broader site design, biophilia, sustainability and the tree canopy should be prioritized and the latest sustainable design measures should be incorporated at the time of site plan application review.
- The mature trees on site should be conserved with redevelopment to the extent possible and new large canopy trees should be planted.
- Green spaces and landscaping will be important for both the residents of the site and nearby residents and can help to provide visual and noise attenuation buffers and soften transitions and support wildlife, flora and fauna.
- There are opportunities for conservation of trees, particularly on the southeast corner of the site. The southeast corner has a mature linden, a large white pine and several London planetrees. This area has some of the higher value trees and opportunities for enhancement.
- There are additional opportunities for conservation of trees along the streetscape. The streetscape trees are in good health but are in restricted soil volume. The existing sidewalk, which is already buckling, could be removed carefully, and a new sidewalk



installed farther in the site in order to provide the pin oaks with at least seven feet of lateral soil volume.

- The buffer with the neighboring townhouses to the north should be retained or replanted, through the conservation of the existing trees and/or new plantings.
- The Urban Forest Master Plan recommends 25% tree canopy for “urban residential” sites. Additional trees will need to be planted on site, along with conservation of existing trees, to reach this goal.
- Stormwater mitigation is another important priority and the latest stormwater practices should be employed to retain and accommodate stormwater on site, including the provision of an adequate outfall for discharge of stormwater and mitigation of downstream flooding.

## IMPLEMENTATION RECOMMENDATIONS

Based upon the research and analysis discussed above and the input received throughout the LRPC process, the following implementation recommendations for County Board action have been developed.

- Accept this Study Document to provide guidance to inform the development and review of any future site plan applications.
- Advertise a GLUP amendment to “Low-Medium” Residential as being within the realm of consideration, should there be an appropriate future site plan application that comports with the guidance in this Study Document.

## ACKNOWLEDGEMENTS

- Long Range Planning Committee of the Planning Commission
- Transportation Commission
- Pedestrian Advisory Committee
- Forestry and Natural Resources Commission
- GlebeWood Civic Association
- Waverly Hills Civic Association
- Community Members
- Arlington County
  - Department of Community Planning, Housing and Development - Comprehensive Planning, Current Planning, Research and Strategic Initiatives Group
  - Department of Environmental Services - Transportation Planning, Transit, Transportation Engineering & Operations, Office of Sustainability & Environmental Management
  - Department of Parks and Recreation - Urban Forestry



## APPENDICES

- 1: Community Engagement Session Results
- 2: 3-D Computer Modeling
  - Community Engagement Session Presentation
  - Tier II LRPC Presentation
- 3: Transportation Analysis

### Appendix 1: Community Engagement Session Results – Under Construction

[Community Engagement Session Presentation](#)

[Compiled Results from Community Engagement Session](#)

### Appendix 2: 3-D Computer Modeling – Under Construction

[Community Engagement Session Presentation](#)

(see pages 28-36 for 3-D computer modeling)

[Tier II Long Range Planning Committee Presentation](#)

(see pages 39-49 for 3-D computer modeling)

### Appendix 3: Preliminary Transportation Analysis

Below are the auto trip generation results prepared by staff based on the three different development scenarios presented during the Tier II Review. Staff utilized the *Institute of Transportation Engineers Trip Generation Manual – 11th Edition* to prepare this analysis.

Scenario 1 – Trip Generation	
ITE Land Use Code – #221 Multifamily Housing (Mid-Rise) + 77 Dwelling Units	



ITE Land Use Code – #254 Assisted Living + 128 Beds (1 bed per elder care unit assumed)									
	Scenario	ITE Land Use Code	Dwelling Units	Beds	Peak Hour Person Trips	Directional Distribution	Mode Share	Est. Peak Hour Vehicle Trips	Est. Peak Hour Transit, Bike, Walk & Other Trips
<b>AM</b>	1:1 If All Multifamily	#221	77	N/A	28	In: 23%  Out: 77%	Vehicle: 76%  Transit: 17%  Active: 7%	In: 4  Out: 15  Total: 19	9
	1.2: If All Elder Care	#254	N/A	128	27	In: 60%  Out: 40%	Vehicle: 88%  Transit: 8%  Active: 4%	In: 13  Out: 9  Total: 22	5
<b>PM</b>	1:1 If All Multifamily	#221	77	N/A	43	In: 59%  Out: 41%	Vehicle: 76%  Transit: 17%  Active: 7%	In: 17  Out: 11  Total: 28	15
	1.2: If All Elder Care	#254	N/A	128	36	In: 38%  Out: 62%	Vehicle: 88%  Transit: 8%  Active: 4%	In: 11  Out: 18  Total: 29	7

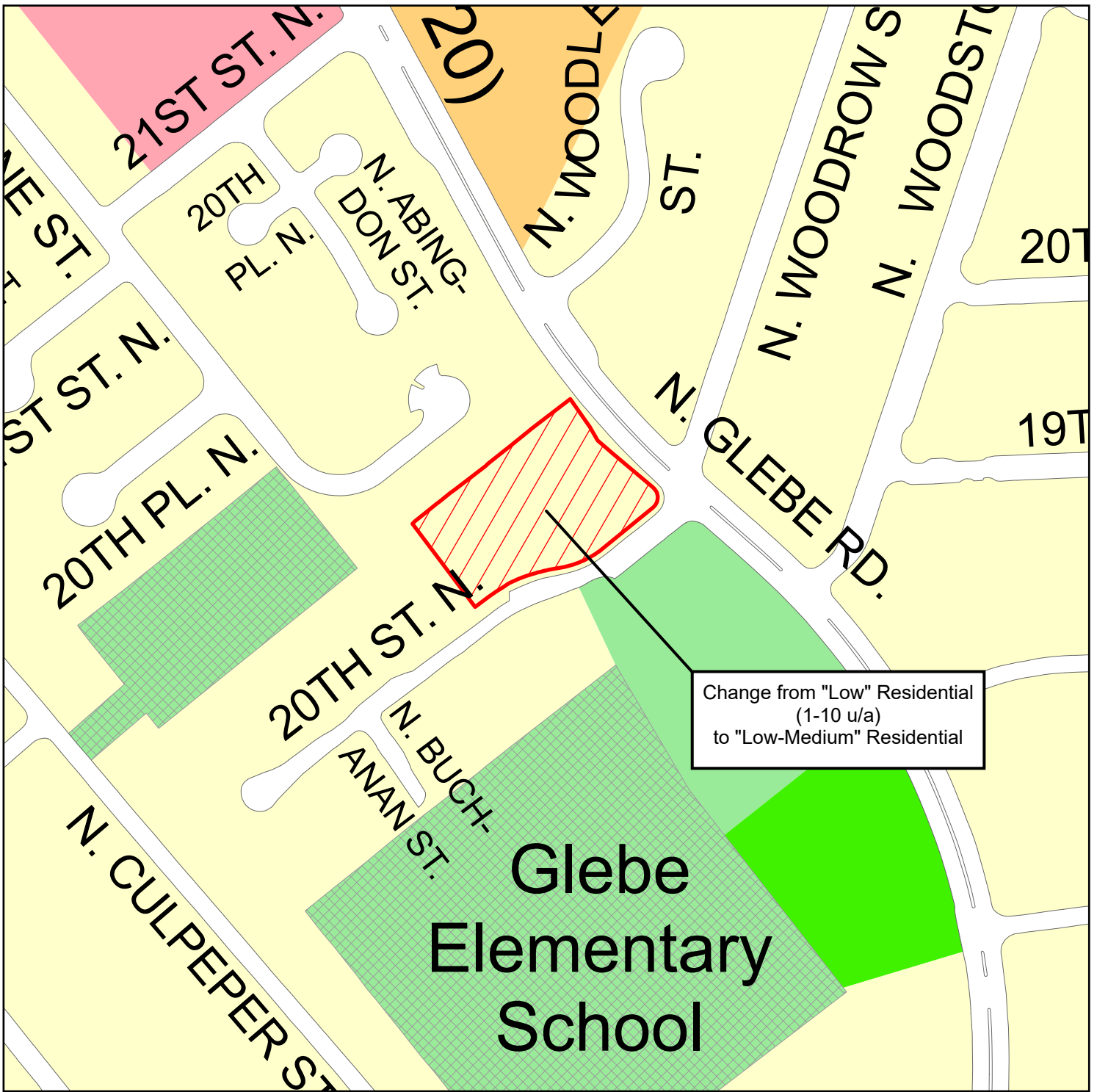


Scenarios 2/3 – Trip Generation									
ITE Land Use Code – #221 Multifamily Housing (Mid-Rise) + 90 Dwelling Units									
ITE Land Use Code – #254 Assisted Living + 150 Beds (1 bed per elder care unit assumed)									
	Scenario	ITE Land Use Code	Dwelling Units	Beds	Peak Hour Person Trips	Directional Distribution	Mode Share	Est. Peak Hour Vehicle Trips	Est. Peak Hour Transit, Bike, Walk & Other Trips
<b>AM</b>	1:1 If All Multifamily	#221	90	N/A	36	In: 23%  Out: 77%	Vehicle: 76%  Transit: 17%  Active: 7%	In: 6  Out: 19  Total: 25	11
	1.2: If All Elder Care	#254	N/A	150	31	In: 60%  Out: 40%	Vehicle: 88%  Transit: 8%  Active: 4%	In: 15  Out: 10  Total: 25	6
<b>PM</b>	1:1 If All Multifamily	#221	90	N/A	50	In: 59%  Out: 41%	Vehicle: 76%  Transit: 17%  Active: 7%	In: 19  Out: 13  Total: 32	18



	1.2: If All Elder Care	#254	N/A	150	42	In: 38% Out: 62%	Vehicle: 88%  Transit: 8%  Active: 4%	In: 13  Out: 21  Total: 34	8
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Request to Advertise: General Land Use Plan Amendment  
 2000 North Glebe Road (Sunrise Senior Living)



**GLUP Legend**

- Low Residential (1-10 units per acre)
- Low-Medium Residential (16-36 units per acre)
- Service Commercial
- Public
- Semi-Public
- Public Ownership