

Site Plan Review Committee (SPRC)
Staff Report for:
YMCA Project (Site Plan #SPLN22-00005)

There are multiple ways to provide feedback and input on the proposal, County Staff is happy to accept comments in any form. Please use any method listed below.

Mail-in Comments:

Arlington County Planning Division
c/o Peter Schulz
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Contact Staff:

Contact the Arlington County Planning Staff reviewing this project either by phone or email

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Contact the SPRC Chairs

The SPRC Chair is a member of the Planning Commission and conducts all SPRC meetings

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**SITE PLAN REVIEW COMMITTEE
MEETING AGENDA**

DATE: July 27, 2023
TIME: 7:00 p.m.
PLACE: Bozman Government Center, 2100 Clarendon Blvd., Suite 311/ MS Teams

SPRC STAFF COORDINATOR: Matthew Pfeiffer

- Item 1. YMCA Redevelopment**
(RPC#s 15-086-022, -023, -024)
Planning Commission and County Board meetings to be determined.
Peter Schulz (CPHD Staff)

The Site Plan Review Committee (SPRC) is comprised of Planning Commission members, representatives from other relevant commissions and several appointed citizens. The SPRC reviews all site plans and major site plan amendments requests, which are submitted to the County Board and the Planning Commission for consideration. The major responsibilities of the SPRC are the following:

1. Review site plan or major site plan amendment requests in detail.
2. Advise the Planning Commission by recommending the appropriate action in regard to a specific plan and any conditions, which it might determine to be necessary or appropriate.
3. Provide a forum by which interested citizens, civic associations and neighborhood conservation committees can review and comment on a particular plan, or the effects that the proposed project might have on the neighborhood.

The complete application and drawings are available for review in the on the County's Webpage at:
<https://projects.arlingtonva.us/projects/1300-1305-n-pierce-st/>

For more information on the Arlington County Planning Commission, go to their web site
<http://commissions.arlingtonva.us/planning-commission/>

For more information on the Site Plan public review process, go to the Arlington County Planning Division's web site on Development Proposals/Site Plans
http://www.arlingtonva.us/Departments/CPHD/Planning/applications/site_plans/CPHDPlanningApplicationsSite_plansMain.aspx

To view the current Site Plan Review Committee schedule, go to the web site
<http://commissions.arlingtonva.us/planning-commission/sprc/>

YMCA Project (SP #SPLN22-00005)
(RPC#s 15-086-022, -023, -024)

Public Review and Site Plan Review Committee (SPRC) Process:

1. Online Engagement Opportunity: December 9 – December 19 – October 13, 2022
 - Topics:
 - Land Use and Policy Guidance
 - Site Design
 - Architecture
 - Transportation, Parking and Loading
 - Public Space, Tree canopy, and Landscaping
 - Other/construction/community benefits

2. **Hybrid SPRC Meeting—July 27, 2022**
 - Developer Presentation
 - Staff Presentation
 - SPRC Discussion of the revised site layout, including
 - discussion of the revised building separation;
 - the revised widths and layouts of the north-south and east-west pathways;
 - and the size and programming revised open spaces; and
 - SPRC discussion of the revised building massing and height
 - Vision for Y at this location, incl. programming.
 - Public Comment

Glossary of Terms:

Area Median Income (AMI): The income at which half of the families of a particular household size have incomes higher and half have incomes lower.

By-Right Development: May be approved administratively in the respective zoning district subject to all other applicable requirements of this zoning ordinance. Is not required to seek approval by the County Board.

Density: The ratio of a particular use given the area of land. Density measures the intensity of a given land use.

Floor Area Ratio (FAR): The gross floor area of all buildings on a lot divided by the lot area.

General Land Use Plan (GLUP): The GLUP is the primary policy guide for future development in the County. The GLUP establishes the overall character, extent and location of various land uses.

Gross Floor Area: Gross floor area is the sum of the area of the horizontal surface of the several floors of a building measured from the exterior faces of exterior walls, to include all floor area not defined as gross parking area.

Phased Development Site Plan (PDSP): A type of Site Plan; to permit the coordinated development of sites of more than twenty (20) acres in area, or a smaller area as authorized and accepted by the County Manager, the County Board may approve a Phased Development Site Plan (PDSP) in the form of a general plan for land uses, public facilities, transportation, and utilities.

Zoning Ordinance (ACZO): County adopted ordinance that regulates the use and development standards of all land located within the County. There are various zoning districts within the zoning ordinance and each district sets the standards for development. Examples of such requirements are: maximum heights, required parking, required setbacks, density, etc.

Project Updates (07/27/23): In response to staff and community comments received to date, the applicant has substantially revised its site plan proposal. The applicant has provided conceptual exhibits showing a revised site layout and building massing. The proposed site layout and building massing changes shown on these exhibits will be the sole discussion topic at the SPRC meeting on July 27, 2023.

SPRC and community feedback on the direction of the new site layout will help inform the applicant's design and forthcoming revised 4.1 Site Plan application.

Process: Since the applicant has not yet submitted revised 4.1 Site Plan drawings, and the discussion at the SPRC on July 23, 2023 will be limited to the topic of the site layout and building massing (at a conceptual level), staff will add an additional SPRC meeting for this project to ensure adequate discussion time for all the typical SPRC topics. The next two SPRC meetings will be scheduled once staff receives a fully revised plan set and application.

Site Plan Review: The information in this report below has **not** been updated to reflect the new site design. Once the applicant submits a revised 4.1 Site Plan application, staff will initiate a comprehensive, interdepartmental review of the new plans and this report will be updated accordingly. If the developer decides to continue with the project, based on the feedback obtained at this SPRC meeting, the developer will submit a fully revised 4.1 application, and future SPRC presentations will provide greater detail on the revised site plan in relation to applicable zoning regulations and policy guidance.

SUMMARY: The applicant, including the Young Men’s Christian Association of Metropolitan Washington (YMCA) and Republic Michaels, proposes to redevelop the site and construct a new standalone YMCA facility and a seven-story multifamily residential building. Additional project details include:

- Request to amend the General Land Use Plan (GLUP) to change the GLUP designation from “Service Commercial” to “Low” Office-Apartment-Hotel
- Request to rezone the site from C-2, Service Commercial-Community Business District, to C-O-1.5, Mixed Use District
- New multifamily residential building, with:
 - 7-stories (309-foot building height)
 - 340,151 sf
 - 374 units
 - 295 parking spaces
 - LEED Gold at and Green Building Incentive Program (GBIP) commitments to achieve 0.35 bonus density for the residential building
- New YMCA recreation center facility with:
 - 3-stories (318-foot building height)
 - 87,850 sf total GFA
 - Indoor swimming pools, pickleball courts, tennis courts, fitness space, and conference/breakout/lounge space
 - 203 parking spaces
 - WELL certification (which focuses on the building's overall impact to human health and well-being)
- Proposed modifications for
 - Additional density consistent with Section 15.5 of the Zoning Ordinance
 - Required parking
 - Required loading
 - Density exclusions
- Site plan improvements and public amenities, including
 - GBIP commitments with LEED Gold certification for the residential building
 - Public Art contribution
 - Utility Fund contribution
 - Streetscape improvements
 - Achievement of goals and recommendations of the November 2017 *Washington Boulevard & Kirkwood Road Special GLUP Study “Plus” and Concept Plan*

BACKGROUND: A use permit was approved in 1983 for the Sport & Health Club fitness center. The site is also subject to a special land use study approved in November 2017 as the *Washington Boulevard & Kirkwood Road Special GLUP Study “Plus” and Concept Plan*. At the time of adoption of the Special GLUP Study the County Board also approved amendments to the General Land Use Plan (GLUP) Map, the Master Transportation Plan (MTP) Map, and authorized advertisement of future GLUP amendments for three areas within the Special GLUP

Study area, including a change in the GLUP designation from "Semi-Public" to "Low" Office-Apartment-Hotel for the subject site.

The following provides additional information about the site and location:

Site: The 191,108 sq. ft. (4.39 acres) site is located at 3400, 3422, and 3444 13th Street N. in the Ballston-Virginia Square neighborhood, and is the third development site within the Washington Boulevard & Kirkwood Road Special GLUP Study "Plus" study area. The site is comprised of two parcels occupied by the existing YMCA facility and a parcel occupied by a vacant single family home at 3444 13th Street N. The site is bordered by North Kansas Street and single family residences to the west, 13th Street to the north, North Kirkwood Road to the east, the Mill Creek Residential (formerly 11th Street Development) development currently under construction and the completed Terwilliger Place development owned by Arlington Partnership for Affordable Housing (APAH).

Existing Zoning: "R-5" One-Family and Restricted Two-Family Dwelling District

Proposed Zoning: "C-O-1.5" Mixed Use District

General Land Use Plan (GLUP) Designation: Semi-Public, "Low" Residential (up to 72 units/acre)

Proposed GLUP Designation: "Low" Office-Apartment-Hotel (Up to 72 units/acre Density)

Neighborhood: The subject site is within the Ballston-Virginia Square Civic Association (BVSCA) boundary, and immediately adjacent to the Lyon Village Civic Association (LVCA). The Bromptons at Clarendon townhomes are located directly across Kirkwood Road from the site, and the Lynnbrook townhomes are located to the north of the block across 13th Street North.

Figure 1: Aerial View of the Site and Surrounding Area

The existing site includes a number of elements and considerations for redevelopment as shown in Figure 2 below, including a stand of mature trees located on 13th Street North at Lynnbrook Drive, the Ball Family Burial Grounds (designated as a local historic district by the County in 1978) located at the center of the block, a roughly 31-foot change in grade between the northwest corner of the site and Kirkwood Road, and new development sites to the south that will provide vehicular access to the subject site.

Figure 2: Site Considerations and Context



Ball Family Burial Grounds – view looking north



Mature trees on 13th Street N. – view looking east



Terwilliger Place – view looking northeast



Mill Creek Residential – view looking northwest

Development Potential: The following provides a statistical summary of the development potential for the site area.

District (Site Area: 191,108 sf / 4.39 acres)	Density Allowed/Typical Use	Maximum Development
"R-5" By-Right	One-Family Dwellings: 1 per 5,000 sf of lot area Height: 35 ft	38 dwellings
	All Other Uses: 1 per 5,000 sf of lot area Height: 35 ft	38 dwellings
"C-O-1.5" Site Plan (Sites less than 20 acres; above 20,000 sf)	Commercial and Office Uses: 1.5 FAR Height: 8-stories	286,662 sf
	Multi-Family Residential: 72 units/ acre Height: 10-stories	316 units
	All Other Uses: 0.6 FAR Height: 35 ft	114,664 sf

Proposed Development: The applicant, including the Young Men’s Christian Association of Metropolitan Washington (YMCA) and Republic Michaels, proposes to redevelop the site and construct a new standalone YMCA facility and a seven-story multifamily residential building.

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- New multifamily residential building, with:
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 - 374 units
 - 295 parking spaces
 - LEED Gold at and Green Building Incentive Program (GBIP) commitments to achieve 0.35 bonus density for the residential building
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 - 87,850 sf total GFA
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 - 203 parking spaces
 - WELL certification (which focuses on the building's overall impact to human health and well-being)
- Proposed modifications for
 - Additional density consistent with Section 15.5 of the Zoning Ordinance
 - Required parking
 - Required loading
 - Density exclusions

Figure 3: Proposed Site Layout



The following table sets forth the preliminary statistical summary for the proposed site plan:

SP #463 Marbella Apartments	
SITE AREA	191,108 sf 4.39 acres
Density	
Proposed YMCA Recreation Center Site Area Allocation	58,567 sf
Proposed YMCA Recreation Center GFA	87,850 sf
Proposed YMCA Recreation Center FAR	1.49
Proposed YMCA Recreation Center Exclusions ¹	7,290 sf
Proposed Residential Site Area Allocation	132,541 sf
Proposed Residential GFA	340,151 sf
Proposed Residential Dwelling Units	374
Proposed Residential FAR	2.56
Proposed Residential Density	123 units/acre
Proposed Residential Exclusions ¹	6,835 sf
Proposed GFA (Total)	428,001 sf
Proposed FAR (Total)	2.2
Proposed Exclusions (Total)	14,125 sf
Green Building	

¹ Proposed density exclusions subject to further review for compliance with administrative review standards for density exclusions, which are limited to those that do not add to the height, bulk, or mass of the building.

SP #463 Marbella Apartments	
LEED Gold Certification	Gold
Bonus Density	TBD
Building Height	
Average Site Elevation Above Sea Level	242.76 ft
YMCA: Main Roof Height (above average grade)	318 ft
YMCA: Number of Stories	3
Residential: Main Roof Height (above average grade)	308.55 ft
Residential: Mechanical Unit Height	10 ft
Residential: Number of Stories	7
Parking	
YMCA: Total Number of Spaces	203
YMCA: Compact Spaces	0
YMCA: Compact Ratio	N/A
YMCA: Minimum Required Parking Ratio	1 space/300 sf (293 spaces)
YMCA: Proposed Parking Ratio	1 space/432 sf
Residential: Total Number of Spaces	295
Residential: Compact Spaces	38
Residential: Compact Ratio	12.8%
Residential: Visitor Spaces	TBD
Residential: Minimum Required Parking Ratio	1.125 spaces/unit (421 spaces)
Residential: Proposed Parking Ratio	spaces/unit
Residential: Proposed Visitor Parking Ratio ²	N/A

DISCUSSION:

Adopted Plans and Policies: The following regulations, plans, and guiding documents are applicable to development on this site:

- General Land Use Plan (GLUP);
- “C-O-2.5” Zoning Ordinance Regulations;
- Washington Boulevard & Kirkwood Road Special GLUP Study “Plus” and Concept Plan

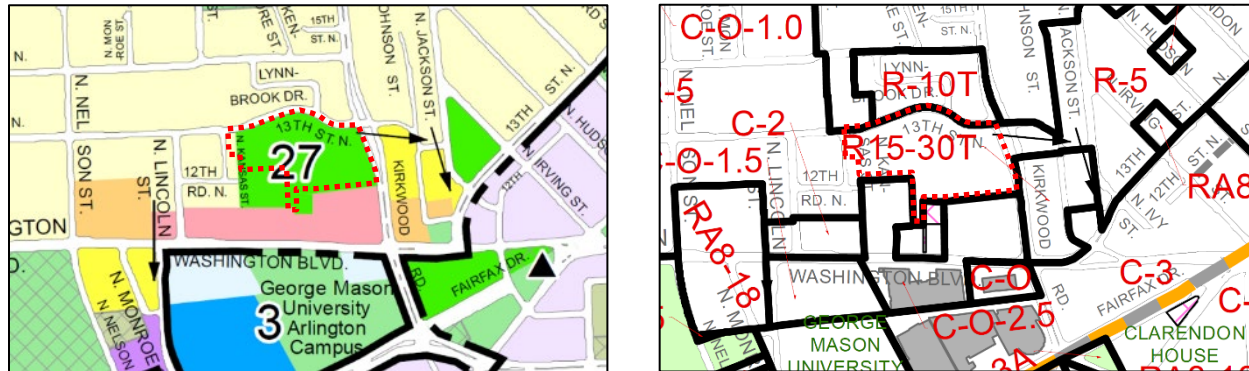
GLUP: The site is designated “Semi-Public” and “Low” Residential, and includes Note 27: *This area is subject to further planning guidance as provided in the "Washington Boulevard and Kirkwood Road Special GLUP Study and Concept Plan," adopted by the County Board on 11/18/17.*

Following the recommendation of the Special GLUP Study, the County Board at its November 2017 public hearing authorized an advertisement to amend the GLUP for this site to “Low” Office-Apartment-Hotel. “Low” Office-Apartment-Hotel is defined in the GLUP as having densities of up to 1.5 FAR for commercial, retail, and office uses; up to 72 dwelling units per

² Included in total residential parking ratio tabulation.

acre for multifamily residential uses; and up to 110 units per acre for hotel units. The proposed development is consistent with the proposed “Low” Office-Apartment-Hotel GLUP designation, as shown in (map) Attachment B, with the permissible bonus density for on-site affordable housing.

Figure 4: General Land Use Plan and Zoning Maps



Zoning: The applicant proposes to rezone the site to “C-O-1.5”, which is an appropriate zoning category in alignment with the proposed “Low” Office-Apartment-Hotel GLUP category. The C-O-1.5 zoning category permits density of up to 1.5 FAR for commercial, retail, and office uses; and up to 72 dwelling units per acre for multifamily residential uses. The Special GLUP Study analyzed the impacts of reclassifying this site in anticipation that density at the C-O-1.5 level would be implemented at the subject site. The maximum building height permitted by site plan approval in the C-O-1.5 district is 10 stories for residential use and 8-stories for commercial uses; however, the proposed site plan implements the building form and maximum building height of seven (7) stories that was contemplated in the Special GLUP Study (discussed in detail below).

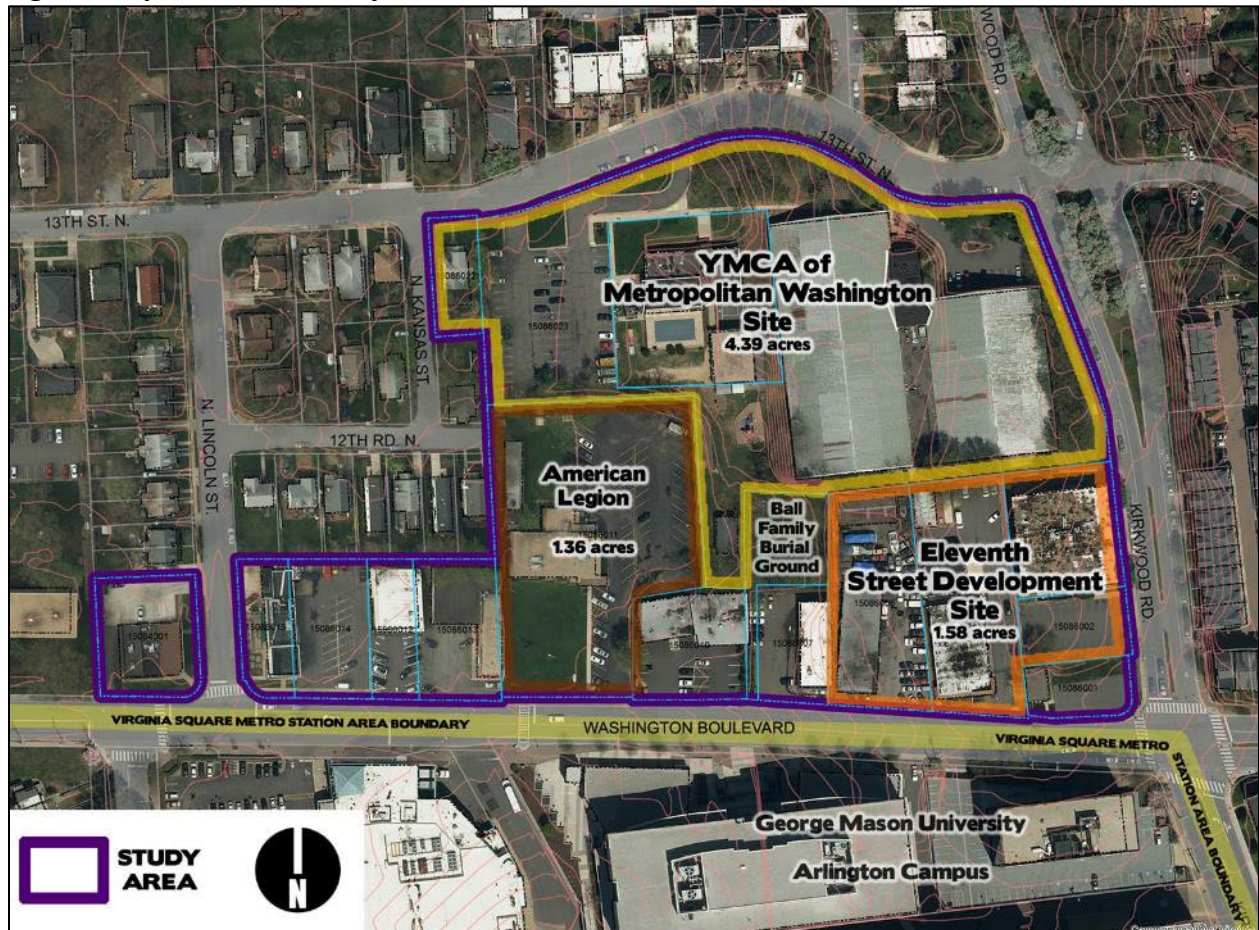
[Washington Boulevard & Kirkwood Road Special GLUP Study “Plus” and Concept Plan \(“Special GLUP Study”\)](#): In November 2017, the County Board adopted the *Washington Boulevard & Kirkwood Road Special GLUP Study “Plus” and Concept Plan* (the “Special GLUP Study”), which provides planning guidance for the site by:

- Providing a set of planning concepts and recommendations to guide future redevelopment across multiple properties in a coordinated fashion;
- Identifying and outlining guiding principles and other desirable elements that should be incorporated into future site plan applications for redevelopment on this block; and
- Documenting and memorializing future GLUP amendments that could be considered for properties included within the study area.

In addition to land use and urban design recommendations, the adopted Special GLUP Study also included a Circulation and Public Space concept map that recommended a new, block-wide network of public vehicular, pedestrian, and bicycle connections through the study area. In November 2017, based on the recommendation of the Special GLUP Study, the County Board also authorized advertisement of an amendment to the GLUP for the YMCA site from “Semi-

Public” and “Low” Residential to “Low” Office-Apartment-Hotel, with the request for the GLUP change to be heard concurrent with rezoning and site plan applications for the individual redevelopment sites.

Figure 5: Special GLUP Study Area



Guiding Principles: The plan has fifteen “Guiding Principles”, which:

...are essentially aspirational goals for the area that should be achieved through future redevelopment and improvement projects. They can equally be understood as a set of guidelines that should inform and influence future projects in the area, to most effectively advance the vision and recommendations of this Study “Plus” and Concept Plan. Recognizing that future development proposals and other projects will include details that invariably vary from the form and massing models and illustrative plans and exhibits included herein, these Guiding Principles will play an important role in the evaluation of future projects for consistency with the goals and intent of the Study...

The fifteen principles and staff analysis for compliance are listed below:

1. *Evolve the area's automobile oriented development pattern into a pedestrian-oriented mixed-use place through high-quality redevelopment that contributes positively to its surroundings.*

Staff Analysis: The project will introduce a mix of uses on the site and works toward creating a pedestrian friendly environment by eliminating surface parking and creating new bicycle and pedestrian paths for circulation that does not exist under current conditions; however, as noted below, the developer's proposed design could go further to implement the vision for site circulation and public spaces envisioned in the GLUP Study.

2. *Locate, design and sculpt new buildings to achieve deliberate and harmonious transitions between potential mid-rise, mixed-use development and adjoining single family residences, and reinforce these transitions through strategies such as building step backs, green buffers, and rights of way.*

Staff Analysis: The proposed development is not consistent with building mass and height transitions envisioned in the Special GLUP Study. Although the residential building has been revised from conceptual designs to implement building step-downs along 13th Street, the proposed YMCA building does not adhere to building step-down guidance along the western façade, which does not taper down to 3 or 4 stories as shown on the Building Height and Form Concept Map. This lack of building taper is compounded with the building's location closer to the western edge of the site than is conceptually shown in the GLUP Study. Further, the building frontage is parallel to 13th Street with an approximately 17-foot setback to the curb line, but lined with ground-level planters and insufficient landscape space between the façade and the sidewalk. To mitigate this concern, staff has recommended that the YMCA building should be set back further from 13th Street in order to plant a second row of trees that would serve as an additional buffer, in order to effectively transition to the lower density residential area.

3. *Preserve and reinforce the primarily residential character of the neighborhood and neighborhood streets west and north of the site.*

Staff Analysis: Concerns over the YMCA building massing and footprint have been noted above; however, no concerns have been raised for the proposed residential building, which adheres to the GLUP Study design guidance as it relates to 13th Street and Kirkwood Road. The GLUP Study contemplated a mixed use YMCA facility below residential units located along the Kirkwood Road frontage and attached, townhouse style development on the northwestern portion of the block; however, this orientation of uses on the site was not prescribed under the GLUP Study recommendations. Additional feedback and consideration for integrating the YMCA recreation center into the residential fabric of the neighborhood will be pursued throughout the public review process.

4. *Enhance the pedestrian streetscape and experience along Washington Boulevard with ground floor retail and other activating uses, including potential retention of existing*

neighborhood businesses, amenities, and civic institutions, without exclusively requiring retail in development projects.

Staff Analysis: This Guiding Principle is less relevant to the subject site, except that the project does preserve the YMCA recreation center as a community-serving commercial use. As noted above, additional attention is needed on the YMCA building frontage between the sidewalk and the building, and as discussed below portions of the 13th Street sidewalk must be designed to not impact existing mature trees that are marked for preservation in the GLUP Study.

- 5. Provide the appropriate amount of on-site parking for the density and programs associated with new development projects (consistent with Master Transportation Plan policies), and strongly encourage any structured parking to be below grade.*

Staff Analysis: All proposed parking for the YMCA and residential buildings will be provided in underground garage space. The applicant is requesting a minimum parking ratio of 0.78 parking spaces per dwelling unit with 295 total parking spaces. The applicant is requesting a minimum parking ratio of one (1) parking spaces per 432 square feet of floor area with 203 total parking spaces. The applicant is therefore requesting a modification from the Zoning Ordinance minimum requirement of 1.125 parking spaces per unit, and one (1) parking spaces per 300 square feet of floor area, respectively. The project is located just outside of the Rosslyn-Ballston Metro Corridor is not located within the study area of the *Off-Street Parking Guidelines for Multi-Family Residential Projects Approved by Special Exception in the Rosslyn-Ballston and Jefferson Davis Metro Corridors* (“Residential Parking Guidelines”) approved in 2017. The guidelines do, however, apply to sites directly south of Washington Boulevard and were used in staff analysis for the Terwilliger Place and Mill Street Residential projects at the time of approval. Under the Residential Parking Guidelines, a minimum residential parking ratio of 0.40 spaces per unit could be supported for market rate development, and the proposed parking for the subject residential building does not conflict with that standard. Although staff has not identified an issue to date with respect to parking provided for the YMCA building, additional analysis is needed to assess parking provided for the programming expected for the facility.

- 6. Balance the creation of new streets and/or alleys to add connectivity and circulation across the block, mitigate against adverse traffic impacts, respect the area’s overall topography, and avoid creating excessive asphalt and impermeable surfaces at grade.*

Staff Analysis: The applicant is proposing to provide a variable width path running east-west through the site in place of a street as called for in the GLUP Study. As noted previously, pedestrian priority street typologies do permit connections limited to pedestrian and bicycle traffic and can be justified given severe limitations on vehicular connections due to the site grading; however, the proposed design does not meet the broad guidance outlined in the MTP for this street typology. Staff has identified several recommendations for the applicant to consider in order to meet expectations for this street typology and the connectivity envisioned in the GLUP Study. Those include: use of alternative pavement material, adding lighting structures, a minimum 15-foot

pavement width, and total width of 40-50 feet for the corridor – which would accommodate full tree planting zones on both sides of the street connection. Further, staff has also called for a wider building separation and separating the path from the building, to accommodate a north-south bike/ped connection from 13th Street that will visually read as a public path connection.

7. *Incorporate attractive and safe pedestrian circulation across the block, preserve existing stands of mature trees, support and complement indoor recreational activities, and provide opportunities to address public open space needs of the surrounding community.*

Staff Analysis: Concerns regarding pedestrian circulation have been noted above, which emphasize that pedestrian connections need to visually read as public paths rather than private walkways. The applicant proposes to preserve the stand of mature trees located on 13th Street; however, staff has identified several trees that may be endangered by land disturbance resulting, in part, from building footprints for the YMCA and residential buildings, including a 30" White Oak, a 26" London Planetree, and a 16" Southern Magnolia. Staff has also noted that any reconstructed sidewalk on 13th Street should also be designed to avoid root damage, and staff will continue discussing ways to mitigate impacts to these trees throughout the design review process.

8. *Capitalize on opportunities to achieve a diverse mix of market rate and committed affordable housing units near the Virginia Square and Clarendon areas.*

Staff Analysis: The proposed site plan application does not include any commitments to affordable housing for additional density. Staff has noted that with a change in GLUP designation as proposed, additional affordable housing commitments must be contemplated. Under Section 15.5 of the Zoning Ordinance "Site plan applications that include an application to change the GLUP designation of the site may be subject to an affordable housing requirement" and projects have generally been expected to achieve greater commitments in accordance with the Affordable Housing Master Plan. Staff has begun discussions with the applicant for how best to achieve this additional density, which will include conversations for how to meet this standard and meet the objectives of the GLUP Study.

9. *Support the modernization of important civic and community institution facilities that continue their long-established presence in the area, recognizing that this may include joint-venture redevelopment projects with outside partners.*

Staff Analysis: As noted, the proposal includes maintaining the YMCA recreational facility's presence on the site, and no issues with this Guiding Principle are noted.

10. *Preserve, respect and enhance the historic integrity and site conditions of the Ball Family Burial Grounds, while improving public visibility and access to the site.*

Staff Analysis: The subject site is located adjacent to the Ball Family Burial Grounds and the project is providing public access adjacent to the cemetery with bicycle and pedestrian circulation that does not currently exist. How best to design open space around the Burial Grounds, such that access is provided to the perimeter while

respecting the integrity of the private parcel, will require further discussion through the public review process. The applicant will be expected to agree to the standard site plan condition regarding the discovery of historical resources during construction and must also comply with state law if human remains are discovered.

11. *Design projects that leverage the area's existing topography and organize building height and density to continue a development pattern where density and height transition down towards the low residential neighborhood in a sensible way.*

Staff Analysis: Staff has noted concerns with building taper and massing for the YMCA building above; however, site grading is a factor that will be contextual for site design issues that are still under discussion. The proposal is otherwise generally consistent with building height guidance in the GLUP Study.

12. *Explore how vertically mixing residential space above institutional uses can most efficiently use limited available space while providing benefits that come with co-location.*

Staff Analysis: As noted above, the proposed project does not include a mixed use YMCA facility which, according to the applicant, was not feasible given the need for large multi-story interior spaces needed for program elements such as tennis and swim facilities.

13. *Take effective measures to manage additional transportation demands generated by future redevelopment that do not excessively burden local residential streets.*

Staff Analysis: Transportation demand analysis will continue during the public review process; however, the applicant will be expected to demonstrate how interior vehicular circulation will occur. In addition, the applicant will be expected to comply with an enhanced Transportation Demand Management program to mitigate the impact of the requested reduced parking ratio for both buildings and program elements of the YMCA facility.

14. *Encourage consolidation of smaller parcels with redevelopment when doing so would more effectively advance desired urban design principles and provide for better coordinated development in the area.*

Staff Analysis: The YMCA site incorporates a third parcel occupied by a vacant single family home into the site plan area. In an effort to address public space needs, provide additional buffer area, and offset density needs staff has encouraged the applicant to pursue acquiring the single family home property located south of the vacant parcel at 3427 12th Road N.; however, staff acknowledges that this parcel was not contemplated within the GLUP Study boundary area.

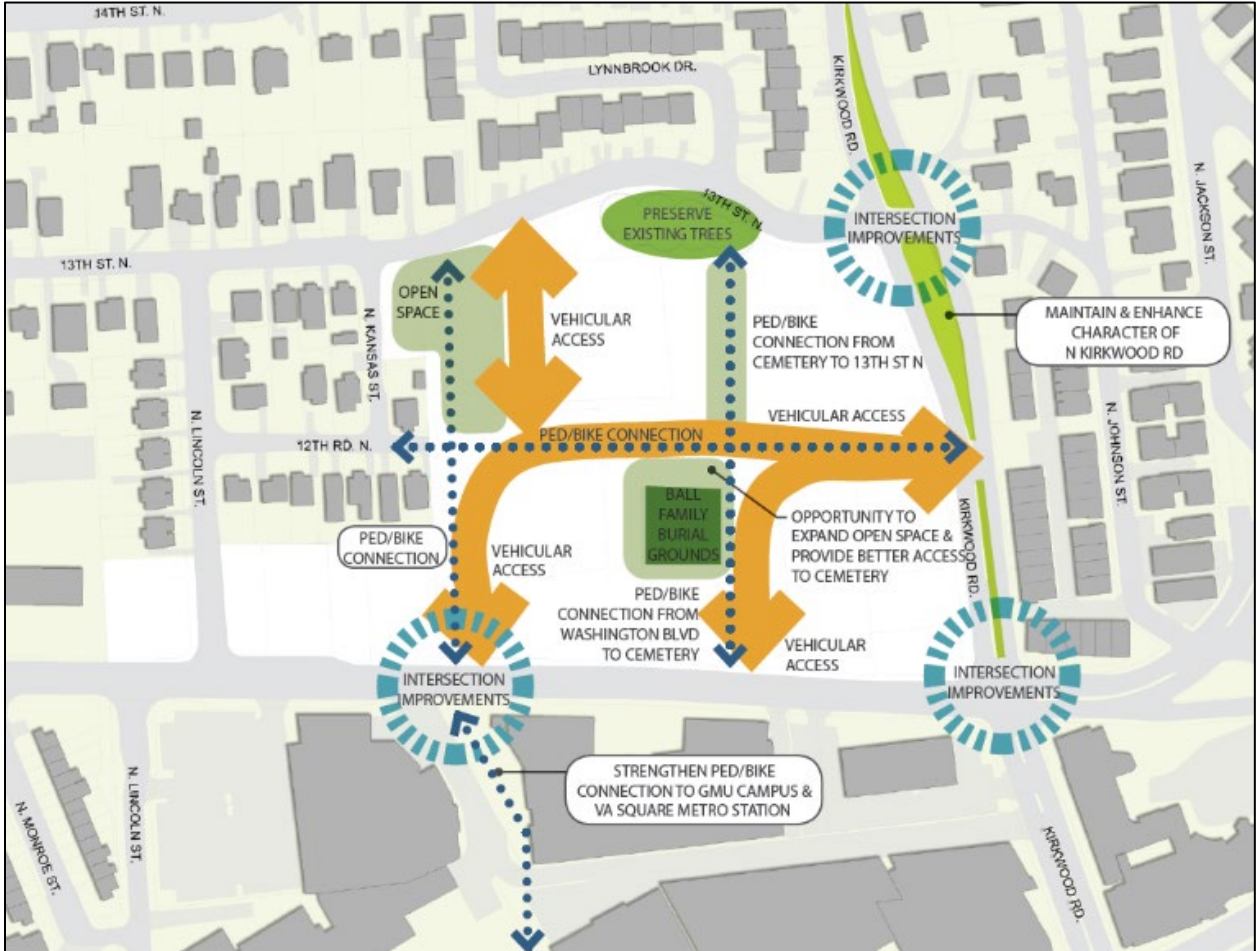
15. *Design all sides of buildings thoughtfully so that they enhance the pedestrian experience while still accommodating parking and loading access points where needed.*

Staff Analysis: Staff has identified a number of building frontages that should be set back farther, and ongoing review of detailed building elevations will be necessary. The

applicant should consider how ground floor spaces will be used and the design of ground floor facades for areas that front on interior circulation connections.

The GLUP Study incorporated three concept maps that illustrate how to achieve these principles and envisioned circulation and open space, building height and form, and land uses. The concept maps are shown in the figures below:

Figure 6: Circulation and Public Space Concept Map



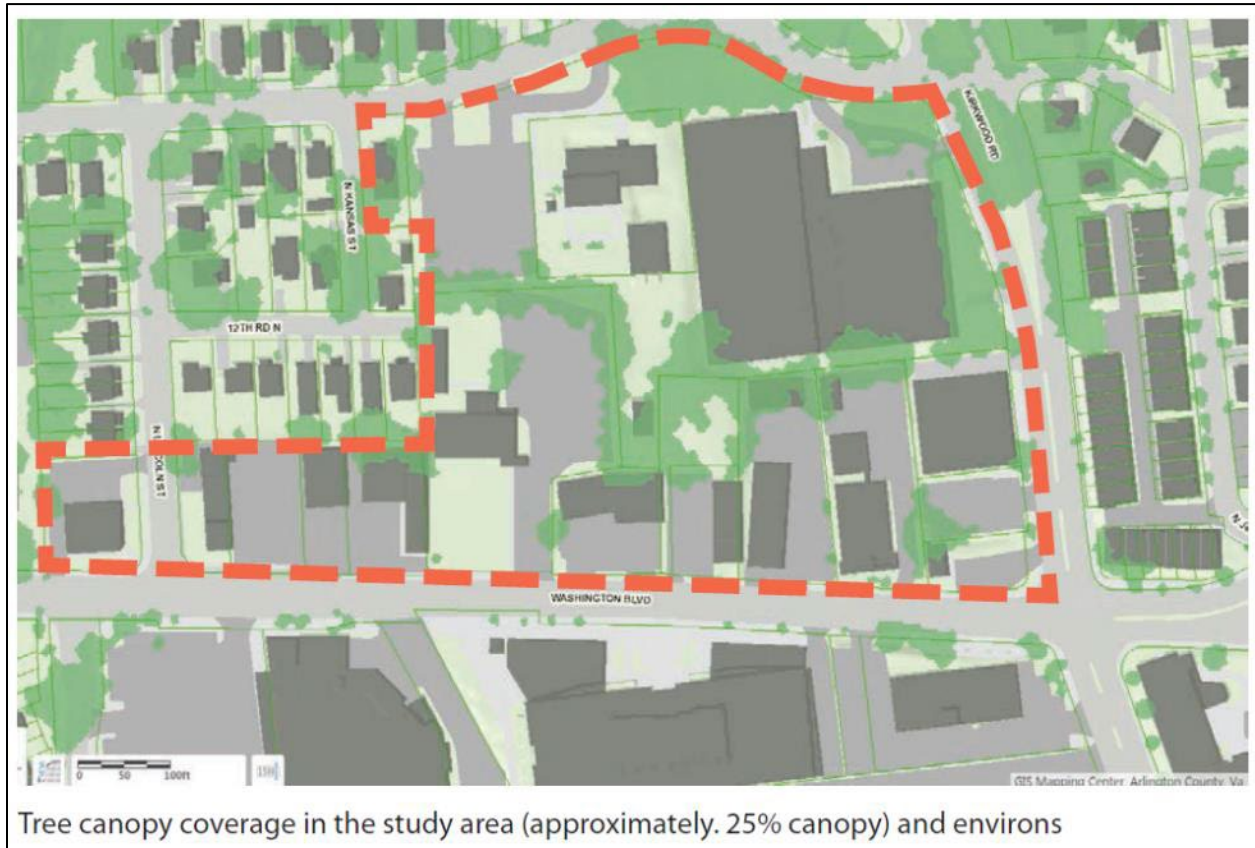
Site Circulation: The Circulation and Public Space Concept Map (Figure 6) recommends a new network of public vehicular, bicycle, and pedestrian streets or alleys, and recommends new general locations for new or enlarged public open spaces. Notes on the Circulation Concept Map advise that the map is “conceptual only and final locations of all elements will be determined with final site plan approval” and that the “creation of new streets providing vehicular access may need to be phased over time, and segments located along shared property lines may be achieved one-half at a time, concurrent with respective redevelopment projects.” The GLUP Study recommends that the typology of new public street connections be either an Alley, Shared Street, or Pedestrian Priority Street. Of the street typologies discussed in the GLUP Study, only the Pedestrian Priority Street represents a typology that may not necessarily provide vehicular access. The MTP identifies this street as one appropriate in locations where it will not unduly affect vehicular traffic in the surrounding area, and *pedestrian priority streets may also accommodate other public space amenities, such as seating and landscaping provided that a travel corridor and direct visual access between adjacent streets is maintained.*

New network connections to be delivered with the subject proposal include a north-south bike/ped connection from Washington Boulevard to 13th Street, an extension of the Terwilliger Place vehicular drive referred to by staff as New Kansas Street, and an east-west street connection from Kirkwood Road through the block, terminating at 12th Road. As noted, guidance for the new street connections identify appropriate Master Transportation Plan, or MTP, typologies for alleys, shared streets, or pedestrian-priority streets that provide access for bicycles, pedestrians, with potential limited access for vehicles. Examples of the Shared/pedestrian-priority street typology were also shown in the GLUP Study for future guidance, with the final design of each connection to be determined upon submission of final site plans. The County Board, during discussion of the American Legion project in February 2019, provided guidance for material treatment of new connections within the GLUP Study area, which was continued during review and approval of the Mill Street Residential project in June 2019.

New Kansas Street: As noted previously, the County Board has approved interior vehicular connections with alternative paver treatments and staff recommends that this design treatment continue with respect to materiality, dimensions, and alignment. The north-south New Kansas Street connection from 13th Street would function as the vehicular connection linking the YMCA building to Washington Boulevard as envisioned in the GLUP Study. However, the proposed alternative paver treatment is inconsistent with prior approvals and the design appears intended to function as both a street connection and an extension of the public space along Kansas Street, while not satisfying the full needs of either element. The street section is less in total width than what is provided in the Terwilliger Place development to the south, and does not provide for a consistent pedestrian path through to 13th Street, instead effectively ending at the entrance to the parking garage and loading bay.

East-West Connection: The proposed variable width path running east-west through the site, in place of a street, is inconsistent with the GLUP Study and MTP guidance. As noted previously, pedestrian priority street typologies do permit connections limited to pedestrian and bicycle traffic; however, the proposed design does not meet the broad guidance outlined in the MTP for this street typology. Staff has identified several recommendations for the applicant to consider in order to meet expectations for this street typology and the connectivity envisioned in the GLUP Study. Those include the use of alternative pavement material, street lighting structures, a minimum 15-foot pavement width, and total width of 40-50 feet for the corridor – which would accommodate full tree planting zones on both sides of the street connection. Further, staff has also called for a wider building separation and separating the path from the building, to accommodate a north-south bike/ped connection from 13th Street that will visually read as a public path connection. In addition to MTP guidance for pedestrian priority streets, staff has encouraged the applicant to look at strategies to create a linear public space consistent with examples from the GLUP Study and existing paths in Arlington that are located between residential neighborhoods or development, such as the Fillmore Park Trail or the Bluemont Junction Trail.

Open Space and Tree Canopy: The Special GLUP Study identifies several areas planned for public open space, including area adjacent to the Ball Family Burial Grounds, a stand of mature trees on 13th Street North, and a public open space at the northwestern corner of the site along North Kansas Street that was contemplated at approximately a half-acre in size. Notably, the proposed public space on North Kansas Street labeled “Western Open Space” on applicant drawings is significantly smaller in size than the 0.5 acres that were contemplated during the Special GLUP Study process. Going further, the Western Open Space design currently indicates a proposed transformer pad for the YMCA building that is inappropriate in a public space, and the design is not sufficiently delineated from the New Kansas Street connection fronting the YMCA building. Staff has also identified a need to prioritize the design of the east-west connection through the center of the site, which provides limitations due to the significant grade change and the proposed building footprints. The proposed natural amphitheater space was not contemplated in the GLUP Study, and staff believes this ancillary open space can be integrated into the east-west connection design similar to previous examples cited in this presentation.

Figure 9: Special GLUP Study Tree Canopy Coverage

The Special GLUP Study calls for maintaining the approximately 25% tree canopy coverage that exists across the study area today (shown in Figure 9 above), specifically noting that *“future tree canopy coverage should remain at or even exceed 25%, given the opportunities for new street trees and open space improvements, combined with existing canopy preservation goals.”* This recommendation is an average that does not prescribe coverage to any one site, with the expectation that individual sites meet or exceed their existing coverage. The applicant’s proposed tree canopy for the subject site is approximately 23.8%; however, existing tree coverage is not identified at this time. Recently, the Mill Street Residential project was approved with a tree canopy coverage of approximately 14%, while the Terwilliger Place project was approved with a tree canopy coverage of approximately 13.6%.

Ball Family Burial Grounds: The Ball Family Burial Grounds, shown in Figure 10 below, is located adjacent to the subject site on a pipestem lot with access through the stem that meets Washington Boulevard between 3427 and 3435 Washington Boulevard. The cemetery was designated as a local historic district by the County in 1978. The Special GLUP Study identifies potential new open space bordering the north and western sides of the cemetery on land owned by YMCA (Figures 6 and 8, above), and envisions a vehicular, bike, and pedestrian connection from Washington Boulevard along the eastern border of the cemetery. Special GLUP Study Principle 10 provides guidance to “preserve, respect and enhance the historic

integrity and site conditions of the Ball Family Burial Grounds, while improving public visibility and access to the site.”

Figure 10: Ball Family Burial Grounds Site



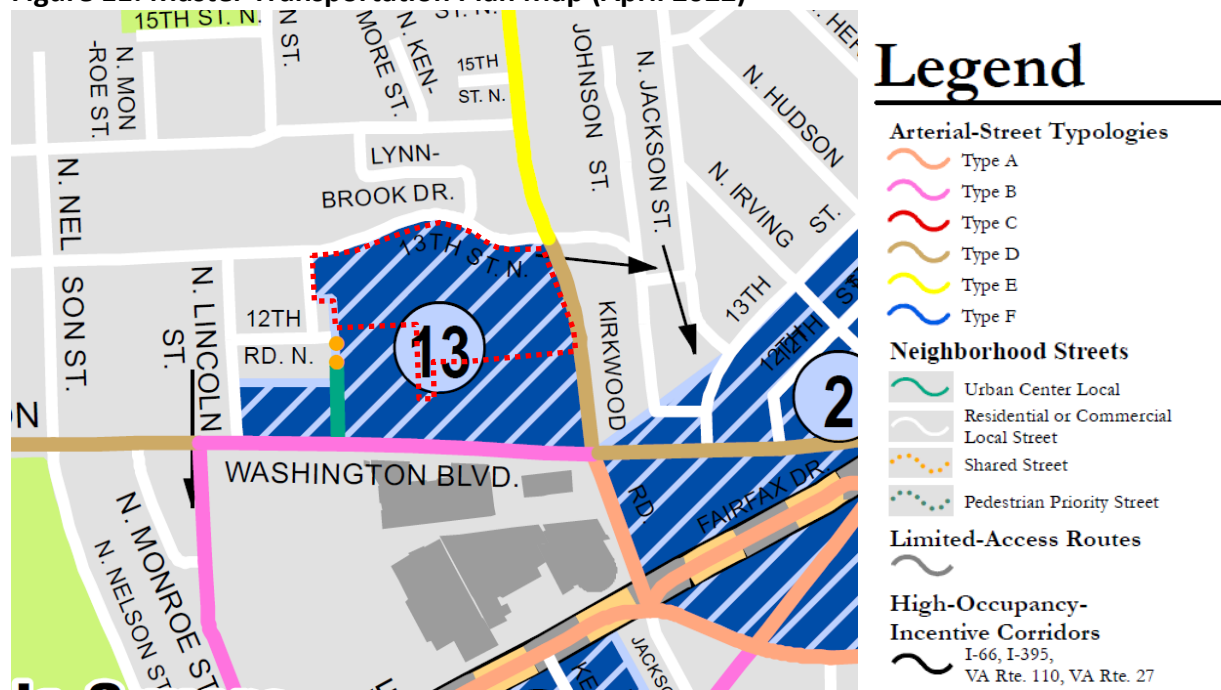
The Ball Family Burial Grounds is identified as one of several sites identified as “Historic Resource Acquisition Areas” in the recently updated Public Spaces Master Plan (PSMP), approved by the County Board on April 25, 2019. Regarding these “potential sites for future acquisition”, the PSMP notes:

The County is continually identifying opportunities and gathering information for potential park acquisitions. The maps presented are a starting point in the land acquisition discussion and as development conditions change and opportunities arise, other sites may be added to the list or sites may be removed. The County has identified these areas as appropriate for potential park expansion. The County’s typical method for acquiring land for creating or expanding parks is to make offers to purchase said properties when they are put on the market for sale.

The proposed development can achieve these goals by providing at-grade access to the Burial Grounds as envisioned; however, the design of ancillary open space area surrounding the Burial Grounds will require further consideration during the public review process.

Master Transportation Plan (MTP): The MTP identifies streets in the neighborhood northwest of the site as Residential Local Streets; however, Kirkwood Road is identified as a Type D – “Primarily Garden Apartments and Townhouse Neighborhoods” arterial and Washington Boulevard as a Type B – “Primarily Urban Mixed-Use” arterial. The MTP also identifies the first segment of New Kansas Street, along the Terwilliger Place site, as both Urban Center Local and Shared Street typologies. The site is also identified as an area for new streets under Note 13 for “Washington Blvd. / Kirkwood Rd.”

Figure 11: Master Transportation Plan Map (April 2022)



Urban Forest Master Plan (UFMP): The 2004 Urban Forest Master Plan identifies a 15% tree canopy coverage goal for central business districts and a 25% tree canopy coverage goal for urban residential areas.

Density and Community Benefits

An issue raised by staff during our preliminary review of the project was the proposed density allocation across the site, specifically the attribution of the total site area only to the residential building, effectively excluding the YMCA building density from the project. Under this proposed tabulation, the project would result in excess density of approximately 15 units. However, staff’s density analysis accounts for both buildings in accordance with the ACZO and past site plan projects, and results in additional density above the base 72 units/acre of approximately 104 residential units that must be earned through a comprehensive community benefits

package, which incorporates affordable housing commitments commensurate with a change in GLUP designation as noted above, and other tools such as the Green Building Incentive Policy (GBIP). Staff has begun discussions with the applicant for how best to achieve this additional density, which will be discussed at a future SPRC meeting when the project moves forward. Achievement of additional density aside, site plan projects also deliver a number of standard benefits that are required by conditions of approval, including a base affordable housing commitment, Public Art contribution, Utility Fund contribution, and streetscape improvements, including undergrounding of existing utilities around the site.

Modification of Use Regulations: The applicant requests the County Board modify the following use regulations:

Additional Density: The applicant is requesting additional density above 72 units per acre under the C-O-1.5 zoning district, for a total density of approximately 123 units per acre as permitted under Section 15.5 of the ACZO.

Required Parking Ratio: The applicant requests a Zoning modification for the residential and commercial parking ratios, including a minimum parking ratio of 0.78 parking spaces per dwelling unit with 295 total parking spaces, and a minimum parking ratio of one (1) parking spaces per 432 square feet of floor area with 203 total parking spaces. The Zoning Ordinance requires 1 1/8 parking spaces per dwelling unit, and one (1) parking spaces per 300 square feet of floor area for recreation centers. As noted above, staff has considered guidance from the Residential Parking Guidelines despite the site's location just outside the Rosslyn-Ballston Metro Corridor, consistent with staff analysis for the Terwilliger Place and Mill Street Residential projects at the time of approval. Under the Residential Parking Guidelines, a minimum residential parking ratio of 0.40 spaces per unit could be supported for market rate development, and the proposed parking for the subject residential building does not conflict with that standard. Although staff has not identified an issue to date with respect to parking provided for the YMCA building, additional analysis is needed to assess parking provided for the programming expected for the facility.

Required Loading: The applicant requests a Zoning modification for the number of required loading docks from three (3) to one (1) for the YMCA building, noting that in the YMCA's experience one loading dock is sufficient to serve a YMCA facility of this size and breadth of programming. The Zoning Ordinance requires, for space designed or adaptable for retail business purposes that are over 3,000 sq. ft. of floor area, one (1) loading space; one (1) additional space for more than 15,000 sq. ft.; one (1) additional space for more than 50,000 sq. ft.; and one (1) additional space for each 100,000 sq. ft. of such floor area. For the 87,850 square foot YMCA facility, this would require three (3) loading docks.

Density Exclusions: The applicant is requesting that 14,125 square feet of gross floor area (including 7,290 square feet in the YMCA building and 6,835 square feet in the residential building) be excluded from density calculations. These proposed exclusions for both buildings include below-grade garage areas used for utility rooms and storage, and include vertical

ventilation shafts; however, staff will continue to review these proposed spaces to ensure they do not conflict with administrative review standards for density exclusions, which are limited to those that do not add to the height, bulk, or mass of the building.

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YMCA Project (SP #SPLN22-00005): SPRC Membership Roster DRAFT



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