

March 13, 1995

TO: The County Board of Arlington, Virginia

FROM: Anton S. Gardner, County Manager *ASG/19*

APPLICANT: "On the County Board's Own Motion"

SUBJECT: A. Designation of the Cherrydale commercial core and adjacent transition areas as a "Special Revitalization District" and revision of Note 8 in the following manner:

"8. ~~This~~ These areas ~~was~~ were designated a "Special Revitalization District": Columbia Pike on 11/15/86; Lee Highway/Cherrydale on 4/1/95.

B. Inclusion of the Revitalization Goals adopted for the Lee Highway/Cherrydale area in the Special Planning Areas section of the General Land Use Plan.

C. General Land Use Plan Amendment from "Low" Residential (1-10 units per acre) to "Service Commercial" (Personal and business services. Generally one to four stories. Maximum 1.5 FAR.), for the areas listed in Table 1 and shown on Map 1. (GP 239-95-1)

RECOMMENDATION: A. Approve the designation of the Cherrydale commercial core and adjacent transition areas as a "Special Revitalization District" and amend Note 8 on the General Land Use Plan.

B. Include in the "Special Planning Areas" section of the General Land Use Plan the adopted Lee Highway/Cherrydale Revitalization goals

C. Approve the proposed General Land Use Plan amendments from "Low" Residential (1-10 units per acre) to "Service Commercial" for the areas listed in Table 2 and shown on Map 1.

STAFF: Gabriela Acurio, Comprehensive Planning
Doug Woods, Comprehensive Planning
Dave Robinson, DPW

PLA-0820

6A, B, C

"Special Revitalization District"
Inclusion of the Revitalization Goals
General Land Use Plan Amendment (GP-239-95-1)

SUMMARY: On June 7, 1994, the County Board adopted the Lee Highway/Cherrydale Revitalization Plan: Revitalization Through Community Design. The Cherrydale commercial area, along Lee Highway, plays a key role in the future of the surrounding neighborhoods. Like traditional village centers, this area has both a commercial and residential character that includes vital neighborhood retail and community facilities.

The Lee Highway/Cherrydale Revitalization Plan recommends developing a "Village Center" on Lee Highway that balances its residential and neighborhood shopping functions with its role as a major east-west arterial. The goal is to create a lively and attractive neighborhood commercial area, as envisioned by the Lee Highway/Cherrydale Task Force, through public and private efforts. In order to implement this vision, the Revitalization Plan included several land use recommendations for the Cherrydale area. These included amendments from "Low" Residential (1-10 units per acre) to "Service Commercial" for a number of properties along Lee Highway, which are currently zoned "C-2" and include commercial uses. In most cases, these properties are unlikely to redevelop in the near future. Therefore, amending the General Land Use Plan to recognize the existing development would serve primarily to "clean-up" the County's land use policy documents.

The Revitalization Plan also includes the designation of the Cherrydale commercial core as a "Special Revitalization District". On March 2, 1991, the County Board adopted a Zoning Ordinance amendment to "C-2" Districts to permit a site plan process in areas designated on the General Land Use Plan as "Special Revitalization District". This new tool is designed to provide more flexibility in site design and parking requirements and to offer limited incentives to spur revitalization in areas such as Lee Highway.

The proposed "Special Revitalization District" designation would permit the use of the "C-2" site plan option in this area, which provides more flexibility in site design and could also bring site plan control to key sites within the commercial

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core. A similar designation was approved for the Columbia Pike commercial corridor, in 1986, and is shown as Note 8 in the General Land Use Plan. Note 8 would need to be revised to show the date of adoption of the proposed "Special Revitalization District" in the Cherrydale area along Lee Highway.

In addition staff is recommending the inclusion of the Cherrydale Revitalization Goals in the Special Planning Area section of the General Land Use Plan. At the onset of the Lee Highway/Cherrydale Revitalization study, a set of preliminary goals was established to guide staff in developing a comprehensive approach that recognized the need to revitalize the commercial area's image and encourage the continuance of existing businesses in a manner that is compatible with the overall character of the surrounding residential neighborhoods. These goals also address key concerns expressed by the Lee Highway/Cherrydale Revitalization Task Force as well as major objectives outlined in the Cherrydale Neighborhood Conservation Plan and were adopted by the County Board as part of the Lee Highway/Cherrydale Revitalization Plan. The inclusion of these goals on the General Land Use Plan would serve to communicate the County's intent to achieve these land use goals in the revitalization of this area.

Therefore, it is recommended that the County Board approve the designation of the Cherrydale commercial core and adjacent transition areas as a "Special Revitalization District"; amend Note 8 on the General Land Use Plan; include in the "Special Planning Areas" section of the General Land Use Plan the adopted Lee Highway/Cherrydale Revitalization goals; and, approve the proposed General Land Use Plan amendments from "Low" Residential (1-10 units per acre) to "Service Commercial" for the areas shown on Map 1.

BACKGROUND: Located midway between Rosslyn and the Fairfax County line, Lee Highway serves as a major commercial corridor in north Arlington. While commercial development is found along virtually the entire length of Lee Highway from Rosslyn to the Falls Church City line, the Lee Highway/Cherrydale commercial area, extending from I-66 to North Randolph Street, contains one of the more concentrated areas of retail use.

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On February 4, 1995, the County Board agreed to advertise for public hearing, amendments to the General Land Use Plan which included the designation of the Cherrydale commercial core as a "Special Revitalization District"; the inclusion of the Cherrydale Revitalization Goals in the Special Planning Area section; and amendments from "Low" Residential (1-10 units per acre) to "Service Commercial" for a number of properties along Lee Highway.

GENERAL LAND USE PLAN: The General Land Use Plan indicates the adopted policy for future development of the County by setting the general character, extent and location of land use types throughout the County. The Plan guides the County Board in its decisions about future development and communicates adopted policy to citizens, business owners and developers.

Along Lee Highway the predominant land use designation is "Service Commercial", (Personal and business services. Generally one to four stories, Maximum 1.5 FAR). which allows for the development of personal and business services, generally one to four stories, and a maximum density of 1.5 Floor Area Ratio (FAR). These properties are developed at well under the maximum allowable density.

Over 786,000 s.f. (18 acres) of land in the Cherrydale area is zoned for commercial uses. Almost 96 percent of this land is zoned "C-2", Service Commercial-Community Business Districts, which allows a maximum density of 1.5 FAR. The overall density of existing commercial development is 0.31 FAR, with no properties developed at maximum density. If all of the existing commercial property were redeveloped at 1.5 FAR, five times the amount of commercial development (1.18 million square feet) could be built. Such massive redevelopment in the Lee Highway/Cherrydale area, however, is unlikely, and in most cases limited by parking and setback requirements and small site areas.

There are six areas along Lee Highway which are designate "Low" Residential (1-10 units per acre) on the General Land Use Plan and that are zoned "C-2". These sites include approximately 161,686 s.f. of land area (3.71 acres). Staff is recommending a General Land Use Plan amendment for these sites, from "Low" Residential (1-10 units per acre) to "Service Commercial". All of these sites are currently zoned "C-2", which is inconsistent with the existing General Land Use Plan designation. These General Land Use Plan amendments are recommended primarily to address inconsistencies between existing land use designations and zoning.

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Table 1 compares potential density under existing and proposed General Land Use Plan designations. Table 2 lists current use/trade, address and existing zoning.

Table 1
Maximum Potential Density Under Existing and Proposed
General Land Use Plan Designations

Map #	Site Area	Potential Density Under Existing GLUP	Potential Density Under Proposed GLUP
A	55,180	1-12 units	82,770 s.f.
B	35,957	1-8 units	53,935 s.f.
C	19,090	1-4 units	28,500 s.f.
D	31,922	1-7 units	47,883 s.f.
E	19,500	1-4 units	29,250 s.f.
F	219	---	328 s.f.

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**Table 2
 General Land Use Plan Recommendations**

Map #	Trade/Use	Address	Existing Zoning	Existing GLUP	Recommended GLUP Designation
A	Texaco Service Station Bono Film The Car Store	3332 Lee Highway 3200 Lee Highway 3206-3212 Lee Highway	C-2 C-2 C-2	Low Res (1-10 u/a) Low Res (1-10 u/a) Low Res (1-10 u/a)	Service Commercial Service Commercial Service Commercial
B	Cherrydale Auto Parts Cherrydale Motors	3436 Lee Highway 3412 Lee Highway	C-2 C-2	Low Res (1-10 u/a) Low Res (1-10 u/a)	Service Commercial Service Commercial
C	Mediterraneo Restaurant Retail Angler's Lie Potomac Marine & Aviation Inc.	3520 Lee Highway 3514-3518 Lee Highway 3510 Lee Highway 3508 Lee Highway	C-2 C-2 C-2 C-2	Low Res (1-10 u/a) Low Res (1-10 u/a) Low Res (1-10 u/a) Low Res (1-10 u/a)	Service Commercial Service Commercial Service Commercial Service Commercial
D	Parking adjacent to retail Arlington Electronics Le Neon Philippine Market VEPCO (SCC)	---- N. Nelson Street 3620-3630 Lee Highway 3614 Lee Highway 3612 Lee Highway 3600 Lee Highway	C-2 C-2 C-2 C-2 C-2	Low Res (1-10 u/a) Low Res (1-10 u/a) Low Res (1-10 u/a) Low Res (1-10 u/a) Low Res (1-10 u/a)	Service Commercial Service Commercial Service Commercial Service Commercial Service Commercial
E	Cherrydale Glass Tachibana Japanese Restaurant	4060 Lee Highway 4050 Lee Highway	C-2 C-2	Low Res (1-10 u/a) Low Res (1-10 u/a)	Service Commercial Service Commercial
F	Kline Toyota Parking	---- N. 21st Rd	C-2	Low Res (1-10 u/a)	Service Commercial

TRANSPORTATION: The Cherrydale commercial area encompasses the commercial area bordering Lee Highway between North Randolph Street to the west and Interstate 66 to the east. The Master Transportation Plan classifies Lee Highway (US 29) east of North Quincy Street as a principal arterial street and as a neighborhood-principal street between Old Dominion Drive and North Quincy Street (Route 309). Other arterial streets nearby include Old Dominion Drive (a principal arterial) and Military Road and North Quincy Street (minor arterial streets).

The County's Master Transportation Plan - Part 1 identified a need for future improvements to Lee Highway between North Quincy Street and North Kenmore Street. In September, 1988, the Arlington County Board established the Lee Highway/Cherrydale Revitalization Task Force and directed staff to develop a comprehensive approach to encourage the revitalization of the Cherrydale commercial area. As part of that element, the Department of Public Works and the Department of Community Planning, Housing and Development developed alternative streetscape and roadway improvement plans for Lee Highway.

On June 7, 1994, the County Board adopted the LEE HIGHWAY/CHERRYDALE REVITALIZATION PLAN dated 4/94 and approved the CHERRYDALE/LEE HIGHWAY PROJECT CONCEPT for Lee Highway as recommended in the County Manager's 5/18/94 report, both revised to delete and replace the proposed 11 foot eastbound automobile travel lane with an eastbound bicycle lane and on-street parking lane along the south side of Lee Highway. Parking will be prohibited during the morning peak period when the lane will be used exclusively by bicycles. In addition, on-street parking will not be provided in the block where Camelot Hall Nursing Home is located. Improvements will be implemented in five phases. At this time, County staff are proceeding with implementation of phase "A" which includes the north side of Lee Highway from Military Road to North Oakland Street.

The table below details a compilation of all-day (non-directional) traffic volumes for several streets adjacent to the Cherrydale commercial area. As shown below, other than for I-66 for which there is a consistent trend, there has been some variation from year to year, with likely some growth in traffic volumes over the past eight years. Traffic volumes are expected to continue to increase in the future as further redevelopment occurs in both the District of Columbia and Arlington, especially in the Rosslyn-Ballston Corridor. The analysis for the previously mentioned Cherrydale/Lee Highway Project Concept documented existing and forecasted future traffic congestion in the corridor.

24-HOUR TRAFFIC COUNTS BY
 YEAR

<u>Street/location</u>	<u>1986</u>	<u>1988</u>	<u>1990</u>	<u>1992</u>	<u>1994</u>
Lee Highway	27,315	28,210	28,710	27,940	29,770
"Old" Lee Hwy	7,020	6,335	6,725	6,100	6,900
Military Road	6,670	6,660	7,250	6,865	7,890
N. Quincy St.	n.a.	9,175	9,630	8,230	10,140
Interstate 66	81,100	92,760	98,100	115,000	117,000*

* - 1993 Volume

PUBLIC TRANSPORTATION: The Washington Metropolitan Area Transit Authority (WMATA) operates two Metrobus routes through the Cherrydale commercial area. Transfers between the routes are available near the "Five Points" intersection of Old Dominion Drive, Military Road, Lee Highway and North Quincy Street. Route 22 provides weekday service in the Military Road/Quincy Street corridor between Walker Chapel, Shirlington and the Pentagon via the Ballston Metrorail Station. Route 3 provides service in the Lee Highway corridor between Annandale, Falls Church and the Rosslyn Metrorail Station.

BICYCLE TRAILS: An important element of the Lee Highway/Cherrydale Revitalization improvement is the construction of an eastbound combination curb parking/bicycle lane. Curb lane parking will be prohibited during the morning peak period when the lane will be used exclusively by bicycles. The proposed bicycle facility will provide improved access for neighborhood residents to the Custis Memorial Parkway (I-66) Trail which can be accessed near the Lyon Village Shopping Center. The Custis Memorial Parkway Trail provides an off-street trail facility linking Rosslyn, the District of Columbia and the Mount Vernon Trail to the east and the Washington and Old Dominion Trail, Falls Church and Fairfax to the west. The Bluemont and Lubber Run Trails are located to the south and can be accessed in the Ballston area along North George Mason Drive and provide connections to the Four Mile Run Trail, Shirlington and also the Mount Vernon Trail.

UTILITIES: Adequate water and sanitary sewer system capacity is available to serve future commercial development at the County level. Generally, commercial development requires less utility infrastructure, relative to residential development. Proposed development may be required to construct necessary connections or improvements along their site frontage to the water and sanitary sewer mains, respectively.

TRIP GENERATION: Peak hour vehicle trip generation estimates for the existing and proposed General Land Use Plan designations for the sites are detailed below.

<u>LAND USE</u>	<u>TRIP GENERATION</u>	
	<u>DEVELOPMENT DENSITY</u>	<u>PEAK HOUR VEHICLE TRIPS</u>
Existing "LOW" Res.	5 - 35 dwelling units	3 - 18
Proposed "SERVICE COMMERCIAL"	242,666 sq. ft. GFA	485 - 2,770

As shown above, the existing GLUP "LOW" residential designation for the sites allow for residential development of up to 35 dwelling units which are estimated to generate up to 18 peak hour vehicle trips, an insignificant number in relation to street traffic volumes. The proposed "SERVICE COMMERCIAL" designation for the sites would allow a total of 242,666 square feet of gross floor area which are estimated to generate between 485 to 2,770 peak hour vehicle trips.

The proposed "SERVICE COMMERCIAL" GLUP designation and existing "C-2" zoning classification allow a diverse variety of personal and business services and retail/commercial land uses, resulting in a wide range in trip generation, relative to type and intensity of land use. Although the proposed "SERVICE COMMERCIAL" designation would result in a significant increase in peak hour vehicle trip generation relative to the existing "LOW" residential designation, the GLUP amendments are generally consistent with existing zoning and to some extent, existing development.

DISCUSSION: On June 7, 1994, the County Board adopted the Lee Highway/Cherrydale Revitalization Plan: Revitalization Through Community Design. The Cherrydale commercial area, along Lee Highway, plays a key role in the future of the surrounding neighborhoods. Like traditional village centers, this area has both a commercial and residential character that includes vital neighborhood retail and community facilities. The physical image of the commercial area, however, is that of an aging, functionally obsolete, pre-1950s strip commercial center that does not complement the surrounding residential neighborhoods. There is however, successful retail activity which indicates that the problem is not the mix of retail uses available, but rather,

the lack of high quality urban design elements that could unify the commercial area and enhance the quality of life in the adjacent residential neighborhoods.

The Lee Highway/Cherrydale Revitalization Plan recommends developing a "Village Center" on Lee Highway that balances its residential and neighborhood shopping functions with its role as a major east-west arterial. The goal is to create a lively and attractive neighborhood commercial area, as envisioned by the Lee Highway/Cherrydale Task Force, through public and private efforts. In order to implement this vision, the Revitalization Plan included several land use recommendations for the Cherrydale area. These included the designation of the Cherrydale commercial core as a "Special Revitalization District" and amendments from "Low" Residential (1-10 units per acre) to "Service Commercial" for a number of properties along Lee Highway.

- Amendments to the General Land Use Plan from "Low" Residential (1-10 units per acre) to "Service Commercial", for the areas listed in Table 2 and shown on the attached Map.

Staff is recommending a General Land Use Plan amendment from "Low" Residential (1-10 units per acre) to "Service Commercial" (Personal and business services. Generally one to four stories. Maximum 1.5 FAR) for the sites listed on Table 2 and shown on the attached map.

The Lee Highway/Cherrydale Revitalization Plan identified several sites, within the Cherrydale commercial area that are designated "Low" Residential (1-10 units per acre) on the General Land Use Plan and are zoned "C-2". In addition to having a commercial zone, these areas have commercial uses. These areas include:

- The area located along the southern frontage of Lee Highway between I-66 and North Nelson Street, designated "Low" Residential (1-10 units per acre) on the General Land Use Plan, and zoned "C-2". This area consists of a variety of service commercial uses including three auto repair facilities, a shoe repair shop, an electronics retail store, a restaurant, a VEPCO substation, and a 14-unit apartment building. Amending the General Land Use Plan to "Service Commercial" would be consistent with existing uses and the "C-2" zoning.
- The area located on the south side of "old" Lee Highway between North Quebec Street and North Randolph Street is designated "Low" Residential (1-10 units per acre) on the General Land Use Plan and is zoned "C-2". This area includes the Tachibana Restaurant and

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Cherrydale Glass. Amending the General Land Use Plan to "Service Commercial" for the "C-2" zoned parcels is recommended to recognize existing commercial uses.

In most cases, these properties are unlikely to redevelop in the near future. Therefore, amending the General Land Use Plan to recognize the existing development would serve primarily to "clean-up" the County's land use policy documents.

● Designation of the Cherrydale commercial core and adjacent transition areas as a "Special Revitalization District".

One major objective of the Plan is to preserve and revitalize existing service and retail businesses in the Lee Highway/Cherrydale area. In the study area, the predominant commercial zoning category is "C-2", a "by-right" district. The "C-2" zoning category allows a maximum density of 1.5 FAR and maximum building heights of four stories or 45 feet. The maximum allowable density, however, is virtually impossible to realize due to parking requirements, site area, and the shallow depth of some lots. The general uses permitted are neighborhood and community retail uses although residential/hotel development at 36 units per acre and office development at 1.5 FAR are also allowed. Parking requirements vary with each use. Because the Cherrydale area is not in a "Special Revitalization District" (SRD) the site plan option of the "C-2" zoning district cannot be used and, therefore, developers must meet the parking, setback, bulk and other requirements specified in the Ordinance before renovating or redeveloping their properties. In some cases, property owners are constrained from expanding or revitalizing retail uses due to the inflexibility of the "C-2" zoning category, particularly parking requirements.

On March 2, 1991, the County Board adopted a Zoning Ordinance amendment to "C-2" Districts to permit a site plan process in areas designated on the General Land Use Plan as "Special Revitalization District". This new tool is designed to provide more flexibility in site design and parking requirements and to offer limited incentives to spur revitalization in areas such as Lee Highway.

The proposed "Special Revitalization District" designation would permit the use of the "C-2" site plan option in this area and could also bring site plan control to key sites within the commercial core. A similar designation was

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approved for the Columbia Pike commercial corridor, in 1986, and is shown as Note 8 in the General Land Use Plan. Note 8 would need to be revised to show the date of adoption of the proposed "Special Revitalization District" in the Cherrydale area along Lee Highway. The following are the recommended changes to Note 8:

"8. ~~This~~ These areas ~~was~~ were designated a "Special Revitalization District": Columbia Pike on 11/15/86; Lee Highway/Cherrydale on 3/1/95.

- Inclusion of the Lee Highway/Cherrydale revitalization goals in the "Special Planning Areas" section of the General Land Use Plan.

In addition, staff is recommending that the County Board approve the inclusion of the Cherrydale Revitalization Goals in the Special Planning Area section of the General Land Use Plan. At the onset of the Lee Highway/Cherrydale Revitalization study, a set of preliminary goals was established to guide staff in developing a comprehensive approach that recognized the need to revitalize the commercial area's image and encourage the continuance of existing businesses in a manner that is compatible with the overall character of the surrounding residential neighborhoods. These goals also address key concerns expressed by the Lee Highway/Cherrydale Revitalization Task Force as well as major objectives outlined in the Cherrydale Neighborhood Conservation Plan and were adopted by the County Board as part of the Lee Highway/Cherrydale Revitalization Plan. Specifically the goals are to:

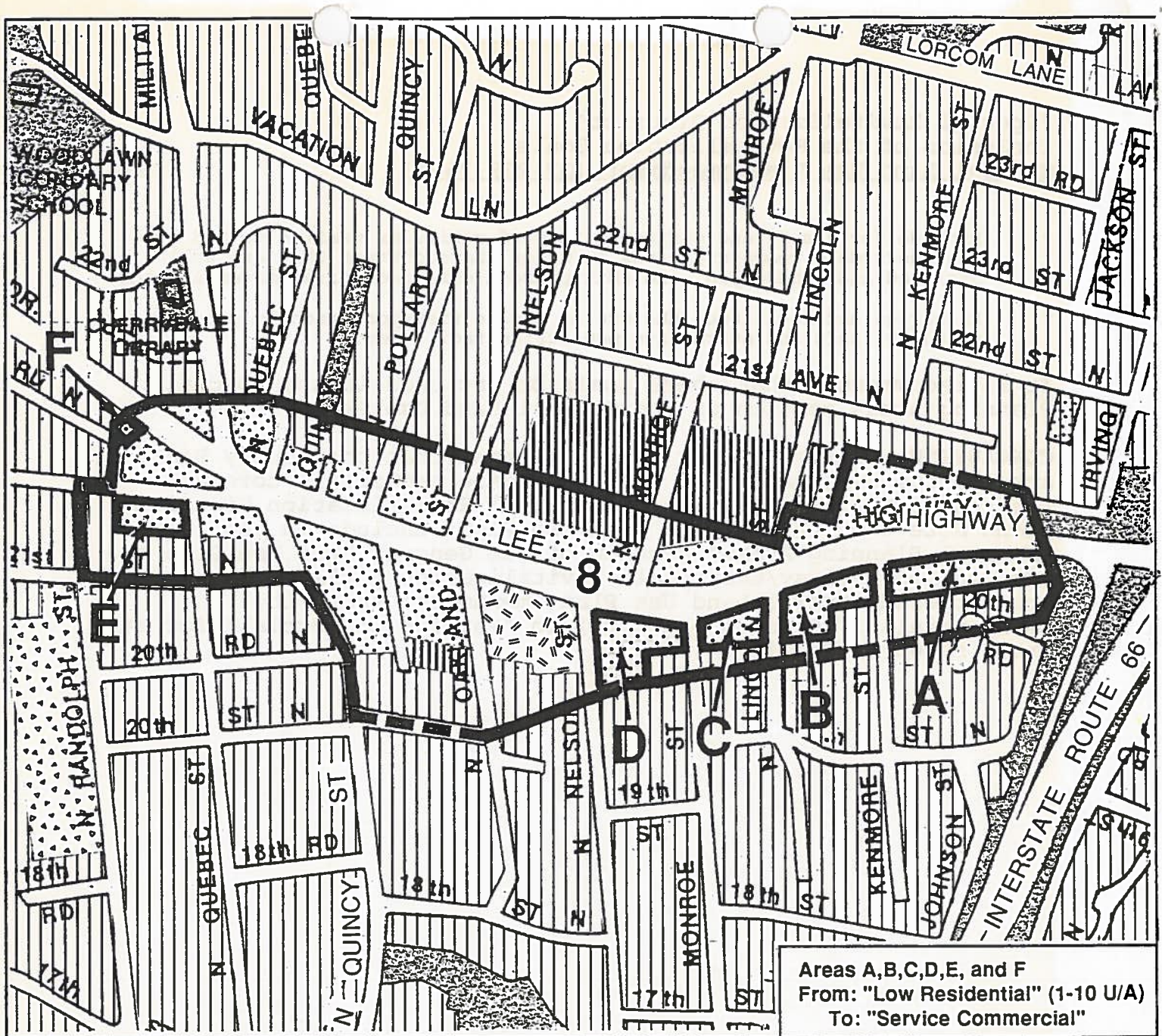
- * Preserve the neighborhood retail character and vitality of the Lee Highway/Cherrydale commercial corridor by retaining existing businesses, and by implementing traffic improvements;
- * Establish a sense of place and positive image for the Lee Highway/Cherrydale area by preserving buildings which contribute significantly to the character of Cherrydale, by preserving existing landscaped medians and by providing a better streetscape which would bring about visual and functional cohesiveness between both sides of Lee Highway;
- * Preserve the integrity of residential neighborhoods by not allowing expansion of commercial uses into residential areas and by visually and functionally improving transitions between both uses;
- * Provide for a pleasant, safe and diverse pedestrian experience by visually and physically connecting activities throughout Cherrydale and facilitating pedestrian flow between the north and south sides of Lee Highway;

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- * Provide for a safe and efficient flow of vehicular traffic to and from the Cherrydale commercial area on major thoroughfares that are well-designed and landscaped, and that promote safe pedestrian movement; and,
- * Encourage and facilitate the use of public transportation by providing adequate, safe and attractive pedestrian facilities.




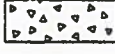
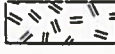


It is recommended that these goals be included in the Special Planning Areas section of the General Land Use Plan.

CONCLUSION: Therefore, it is recommended that the County Board approve the designation of the Cherrydale commercial core and adjacent transition areas as a "Special Revitalization District"; amend Note 8 on the General Land Use Plan; include in the "Special Planning Areas" section of the General Land Use Plan the adopted Lee Highway/Cherrydale Revitalization goals; and, approve the proposed General Land Use Plan amendments from "Low" Residential (1-10 units per acre) to "Service Commercial" for the areas shown on Map 1.



Areas A, B, C, D, E, and F
From: "Low Residential" (1-10 U/A)
To: "Service Commercial"

Recommendation: Approve General Land Use Plan Amendment

<p>RESIDENTIAL</p> <p> LOW _____ 1-10 units per acre</p> <p> LOW MEDIUM__ 16-36 units per acre</p>	<p>PUBLIC and SEMI-PUBLIC</p> <p> PUBLIC: Parks (local, regional, and federal). Schools (public). Parkways, major unpaved rights-of-way. Libraries and cultural facilities.</p> <p> SEMI-PUBLIC: Country clubs and semi-public recreational facilities. Churches, private schools and private cemeteries (predominant use on block).</p> <p> GOVERNMENT AND COMMUNITY FACILITIES: County, state and federal administration and service facilities (police, fire, property yard, etc.). Hospitals, nursing homes, and institutional housing. Utilities, military reservations, airports, etc.</p>	 <p>North</p> <p>Scale 1"=600'</p>
<p>COMMERCIAL and INDUSTRIAL</p> <p> SERVICE COMMERCIAL: Personal and business services. Generally one to four stories. Maximum 1.5 F. A. R.</p>		

Note: 8. This area was designated a "Special Revitalization District"