

Implementation

- Land Use and Zoning
- Affordable Housing
- Transportation
- Public Open Space
- Community Building
- Economic Development

Organized by the categories above, the following actions are recommended to implement the Crystal City Sector Plan (also see Appendix __: Implementation Matrix/Impacts):

1. Adopt the Crystal City Sector Plan.

The purpose of this plan is to establish the overall future vision for Crystal City and to provide a framework to guide public and private investment for the physical revitalization of the area. The plan also contains recommendations to help implement this vision, focusing on land use and zoning, urban design guidelines, economic development and revitalization, housing, transportation (including transit) infrastructure, and public open space.

Land Use and Zoning

This existing land use patterns in Crystal City have been determined by the evolution of the land use plan for the area and resulting decisions regarding the retention or modification or zoning designations as well as the approval and denial of individual development proposals. This Plan establishes a new vision for the next generation of redevelopment in Crystal City, and will require changes to the land use and zoning frameworks. While certain changes will be necessary, the end goal of fostering Crystal City's evolution into vibrant, mixed-use, transit oriented and pedestrian friendly commercial and residential neighborhood will remain quite similar to the goals generally established for Arlington's Metro Station areas. Land uses will continue to include a rich mix that provides for around the clock activity while simultaneously helping to balance the demands on the transportation infrastructure. Planning and zoning parameters defining allowable building heights and concentration of uses will also reinforce the established approach of focusing greatest building heights and activities towards the center of the Metro Station area, with building heights and densities transitioning down towards the boundaries with surrounding lower density neighborhoods. The major General Land Use Plan and Zoning changes needed to facilitate the Plan are generally outlined below.

General Land Use Plan Changes

2. Designate the "Crystal City Coordinated Revitalization District". (See Map 4.1)

The GLUP is the primary policy guide for the future development of the County. As such, the GLUP should be amended to reflect the new vision for Crystal City as expressed in this Crystal City Vision Plan. First, the boundaries of the study area, to be known as the “Crystal City Coordinated Revitalization District,” should be delineated on the GLUP. The creation of this district would signal that all properties within its boundaries would be eligible for the special regulations and incentives recommended in the Plan and subject to urban design guidelines. Text describing the vision and goals for this district also should be added to the GLUP booklet and map.

3. Change land use designations on the GLUP. (See Map 4.1)

In order to help implement the new Crystal City vision, existing land use patterns on the GLUP should be changed. Currently, the study area is designated a mix of “Medium” Residential, “High-Medium” Residential, “High” Residential, “Service Commercial, “Service Industry,” “Public,” “Low” Office-Apartment-Hotel and “High” Office-Apartment-Hotel. Much of the study area is shown with a striping pattern, the color and width of the stripes indicating the type and percentage of uses desired. As the Plan speaks to the recommended future use mix for Crystal City, there is no longer a need for the striping and therefore the GLUP will be amended to solid colors. Changes to the GLUP should include the following:

- Change from a mix of “Low” Office-Apartment-Hotel and “Medium” Residential to solely “Low” Office-Apartment-Hotel for the area east of Crystal Drive from 12th Street South to the Airport Viaduct.
- Change from a mix of “High” Office-Apartment-Hotel and “High” Residential to solely “High” Office-Apartment-Hotel for the area east of Jefferson Davis Highway and west of Crystal Drive.
- Change from a mix of “High” Residential and “Public” to “High” Office-Apartment-Hotel for the area bounded by Jefferson Davis Highway, South Eads Street, Army Navy Drive and a line level with the northeast corner of Eads Park.
- Change from “Service Industry” to “Low” Office-Apartment-Hotel for the area bounded by Jefferson Davis Highway, South Eads Street, a line level with the northeast corner of Eads Park and the southern limit of the planning area.
- Add a triangle symbol, used to indicate the location of planned open space, to the GLUP to reflect the desire for open spaces within the Crystal City Coordinated Revitalization District. As the Plan calls for no fewer than 26 open spaces, it will likely be impractical to mark each and every open space with a triangle, in which case an accompanying note on the GLUP could be used to provide further guidance and refer to more specific details in the Plan.
- Change the street network on the GLUP within the Crystal City Coordinated Revitalization District to reflect the planned street configuration.

- Amend the boundary of the Crystal City Metro Station Area to include the properties between South Eads Street and South Fern Street that front the south side of 23rd Street South.

Zoning Ordinance Changes

4. Amend the Zoning Ordinance to include a new district, “C-O Crystal City”.

- This new Zoning district will be specifically designed to implement the recommendations of the Plan and to encourage a mix of office, hotel residential and retail uses within the Crystal City Coordinated Revitalization District. At the time of final Phased Development Site Plan application, owners or developers of property within the revitalization district may request a rezoning of their properties to “C-O Crystal City” in order to develop through the special exception site plan process to take advantage of the planned additional density and height in return for projects that meet the goals, policies and recommendations of the Plan. Elements anticipated for inclusion in this new zoning district include requirements regarding use mix, base densities, building heights, bulk-plane angles, tower coverage, affordable housing and off-street parking. Projects will be expected to conform to the vision established in the Plan.
- Developers will be expected to earn up to the site plan base density established in the Plan by providing site-level improvements which are physically or functionally linked to a development project and consistent with the design guidelines. Site level improvements could include affordable housing, utility relocations, streetscape improvements, Transportation Demand Management measures, LEED construction, space dedication for roads, parks or plazas and Public Art Fund contributions. Optional increases over the base density would be permitted, at the County Board’s discretion and within the specified building height maximums, in return for the extraordinary community benefits outlined in this Plan. The type of community benefits warranting such bonus density could include plan-level improvements such as the enhancements to the transportation (including transit) network and open space improvements. (More discussion on these elements is presented in the Economic Development section of this chapter).
- Redevelopment should be organized at the block level, or at some other logical scale that does not preclude achieving the plan improvements. The landowner or landowners on each block should submit and gain approval for a joint Phased Development Site Plan (PDSP) for the block on which their site or sites are located before or concurrent with any final site plan applications for individual development projects. In special circumstances, PDSP submissions linking development on multiple blocks should be allowed to the extent that such a link balances replacement costs of current structures and/or expedites the achievement of planned improvements.

Affordable Housing

Affordable housing is a key policy concern throughout Arlington County. Within the Crystal City or surrounding Metro Station Areas, there is a particular need for new affordable housing options. Existing and new programs should be utilized to ensure that the creation of affordable housing is part of the next generation of redevelopment in Crystal City. Based on existing tools and practices employed by the County, below are a series of recommendations directed at increasing the quantity of affordable housing in this area. If additional future tools are developed in the future, they should also be evaluated to determine if they too can be effective in helping to achieve the affordable housing goals of this Plan.

5. Consider the use of bonus density in addition to the Affordable Dwelling Unit (ADU) Ordinance.

The Countywide Affordable Dwelling Unit (ADU) Ordinance applies to all site plan projects with a density greater than 1.0 FAR and requires developers to choose one of four options to satisfy the ordinance requirements for the density up to the General Land Use plan maximum. The ADU Ordinance options include:

- A cash contribution for the entire density up to the General Land Use Plan maximum, per the formula, or
- Of the density above 1.0 FAR up to the General Land Use Plan maximum:
 - 5 percent as on-site affordable gross floor area (GFA);
 - 7.5 percent as affordable GFA off-site nearby; or
 - 10 percent as affordable GFA off-site anywhere in the County.

In addition, this Plan recommends that with the creation of the Crystal City Coordinated Revitalization District, a policy is established whereby the achievement of additional committed affordable housing units will be negotiated for projects that are approved above the base densities outlined in this Plan. For instance, for residential projects that exceed the maximum base density, the goal is that 20 percent of the gross floor area above the base density be provided as affordable on site to households earning at or below 60% of the area median income (AMI). Ownership units may be negotiated at higher income limits.

6. Assist in developing long-term affordability plans.

Outreach to property owners with market affordable units and to those with committed affordable units approaching expiration to develop a long-term affordability plan, which could include use of Low Income Housing Tax Credits and/or County funding to rehabilitate the units and preserve affordability.

7. Leverage the Housing Reserve Fund (HRF)

Use the Housing Reserve Fund (HRF) to pool affordable housing contributions received through new site plan projects in the Crystal City Coordinated Revitalization District.

Prioritize use of these funds for Affordable Housing Investment Fund (AHIF) loans for projects in Crystal City to commit additional affordable units and to extend the affordability term of existing committed affordable units approaching expiration.

8. Goals and Targets for Affordable Housing

Review and evaluate proposals for AHIF funding in the context of Arlington's Goals and Targets for Affordable Housing and ensure that projects meet a variety of the housing targets.

9. Utilize additional tools

Utilize an array of additional tools to achieve the Plan's Policy Directives for housing, including:

- Low Income Housing Tax Credit (LIHTC) & other financing tools;
- Moderate Income Purchase Assistance Program and (MIPAP+) financing tool to help moderate income households purchase new or renovated for-sale units;

10. Reference Occupancy Guidelines

Utilize the County's Occupancy Guidelines in order to ensure efficient utilization of family-sized and accessible units.

11. Affordability by Design

Work with developers to encourage "Affordability by Design" for new construction, which would result in a wider range of unit types and affordability and allow for greater income mixing.

12. Use Accessibility Guidelines

Explore the use of accessibility guidelines for affordable units, which would result in the provision of affordable, fully-accessible units in any building with affordable units, either new construction or renovation.

Transportation

This Plan's transportation elements will influence the travel access and options that people will have in the Crystal City area. Improvements to the multimodal transportation network will focus on ensuring safe, comfortable access for everyone. Achieving these improvements will necessitate both public and private commitment towards funding a renewed infrastructure system for Crystal City (to be discussed more in the Economic Development section of this chapter). The County's approach to achieving Complete

Streets and a robust transit system will be applied to give greater priority to transit users, pedestrians and bicyclists. Effectively managed vehicular volumes and driver behavior will also ensure safe passage for those in surrounding residential neighborhoods. Encouraging everyone in Crystal City and surrounding neighborhoods to utilize transit, walking, bicycling, and other alternative forms of transportation will help increase connectivity while minimizing adverse impacts on the road network. To this end, off-street pedestrian and bicycle facilities will be improved to strengthen critical non-motorized connections to local and regional facilities such as the Mount Vernon Trail and Four Mile Run Trail. With these efforts, a typical rush hour commute in the future Crystal City will exhibit people getting around by almost every available mode, strengthening Crystal City's position as a truly multimodal community.

In the realm of transit, Crystal City will see enhancements to existing Metrorail and VRE service. A new surface transitway system (streetcar) will be a great addition to the transportation network, providing local mobility within Crystal City while also connecting with the planned Columbia Pike system and Alexandria's planned network. Even though a large focus on transportation improvements for this Plan will be within Crystal City and Pentagon City, the performance of the larger system surrounding these areas will also be examined. As Crystal City grows and matures, ongoing monitoring will continue to assess whether resulting traffic impacts are occurring in the local street network, and if so, appropriate mitigation will be identified. As part of these efforts, the County will continue to analyze development proposals in the context of a project's transportation impacts and proposed mitigating strategies, including Transportation Impact Assessments (TIAs), sidewalk improvements, and other measures. Transportation Demand Management (TDM) programs will continue to minimize unnecessary impacts on the transportation network in and around Crystal City, and traffic calming opportunities will continue to exist for qualifying areas. Wayfinding improvements can be made to establish community entrances at neighborhood boundaries to reinforce neighborhood identity and aesthetics.

Transportation Actions

13. Amend the County Master Transportation Plan to illustrate the recommended future street network in Crystal City and re-designate select street segments to match the newly recommended street designations. (See Map 4.2)

The purpose of the Master Transportation Plan (MTP), a component of the County's Comprehensive Plan, is to guide those who make or explain decisions that affect Arlington's transportation network, help the public understand the rationale behind the decisions, and assist stakeholders who choose to advocate for better implementation of County transportation policy. The role of the MTP is to promote effective travel and accessibility for the County's residents, workers, and visitors through the year 2030, and it provides a policy framework to guide the development of projects and programs, advance the County's goals and objectives, and help direct investment.

To help accommodate planned growth in Crystal City, the MTP should be amended to adopt the reconfigured street network envisioned in this plan. In the future, as areas of

Crystal City are proposed for redevelopment, staff, residents, and other stakeholders should refer to the MTP when forming decisions relating to the street network.

In 2008, the MTP was updated to establish a new arterial street typology to augment the existing functional classification system. The purpose of using a new typology is to better address the broader aspects of street function, such as framing building lots, setting block lengths, providing public space, and accommodating public transit and bicycle and pedestrian travel. For additional detail on the impact of the re-designations proposed below, please refer to the County MTP, Street Element.

The following are locations where the existing street typology does not match the typology recommended in this Plan, and therefore their typologies should be redesignated in accordance with this Plan's recommendations.

- 12th Street between Eads Street and Army Navy Drive; from Urban Center Local (non-arterial) to Type B-Primarily Urban Mixed-Use;
- 15th Street between Eads Street and Crystal Drive; from Type B-Primarily Urban Mixed-Use to Type A-Primarily Retail Oriented Mixed-Use;
- 18th Street between Eads and Crystal Drive; from Type B-Primarily Urban Mixed-Use to Type A-Primarily Retail Oriented Mixed-Use;
- 20th Street between Eads and Crystal Drive; from Type B-Primarily Urban Mixed-Use to Type A-Primarily Retail Oriented Mixed-Use;
- Crystal Drive between 20th Street and 15th Street; from Type B-Primarily Urban Mixed-Use to Type A-Primarily Retail Oriented Mixed-Use;
- Crystal Drive between 23rd Street and 26th Street; from Type B-Primarily Urban Mixed-Use to Type A-Primarily Retail Oriented Mixed-Use;
- Clark-Bell Street between 23rd Street and 27th Street; from Urban Center Local (non-arterial) to Type B-Primarily Urban Mixed-Use;
- 26th Street between Clark-Bell Street and Crystal Drive; from Urban Center Local (non-arterial) to Type B-Primarily Urban Mixed-Use;
- 27th Street between Jefferson Davis Highway and Crystal Drive; from Urban Center Local (non-arterial) to Type B-Primarily Urban Mixed-Use;
- Crystal Drive between 27th Street and 33rd Street; from Urban Center Local (non-arterial) to Type B-Primarily Urban Mixed-Use;
- Fern Street between 18th Street and 19th Street; from Type B-Primarily Urban Mixed-Use to Neighborhood Minor (non-arterial).

14. Manage the reconstruction and reconfiguration of Crystal City's recommended Street and Transit Networks over time by strategically sequencing projects based on levels of priority and the ability to execute such projects with or without the involvement of redevelopment projects necessary to physically accommodate such construction.

Redevelopment in Crystal City will offer the opportunity to modify the transportation system to better serve all transportation modes - pedestrians, transit, bicycles, and vehicles. This plan is premised on the expectation that over the next 50 years, buildings will be renovated, reconfigured, or demolished and replaced. Amid this change among private real properties, an improved system of public streets, intersections, trails, and transit services will need to emerge in phases to attract and support new development conditions. Specific details on how each recommended improvement could be sequenced over time in relation to existing or anticipated surrounding conditions are provided in the Crystal City Multimodal Transportation Study supporting document to this plan.

The Crystal City Sector Plan includes enhanced transit infrastructure, new streets, realignment and reconfiguration of existing streets, major intersection reconfigurations, and a variety of improvements to non-motorized travel facilities. It will not be possible to implement recommended transportation network modifications in a single phase. Instead, the phasing of these transportation improvements is largely dependent upon the pace and timing of redevelopment and the phased implementation of the transitway, although anticipated phasing plans, are provided for general guidance in the Multimodal Transportation Study.

15. Establish the enhanced surface transitway system with streetcar, trolley, or similar technology as recommended in this Plan.

The Crystal City/Potomac Yard Transitway is a joint project by Arlington County and the City of Alexandria with the goal of providing a high capacity and high quality surface transit system in the five-mile corridor between the Pentagon and Pentagon City and the Braddock Road Metrorail Station. The proposed system would connect the proposed Columbia Pike Streetcar in Pentagon City and the Crystal City Metrorail Station, and serve the new development in Potomac Yard. As recommended in this Plan, streetcar is the preferred technology for the transitway and should be implemented in a phased approach as facilitated by the timing of specific redevelopment projects.

16. Establish the new second entrance to the Crystal City Metro Station as recommended at the intersection of Crystal Drive and 18th Street S.

Access to the Crystal City Metrorail Station will be significantly improved by the creation of a second entrance, located in the vicinity of Crystal Drive and 18th Street S. Given the significant cost of this improvement and the existing situation of mid-platform fare gates at the Crystal City station, an interim solution to improved access could be achieved via a covered connection to the mezzanine level of the station as part of planned improvements to the development located along the north side of 18th Street S.

However, the ultimate vision clearly includes a new second entrance directly to the Metro station from the sidewalk or plaza environment around this intersection.

17. Enhance the pedestrian and bicycle network in the Crystal City area, and provide additional pedestrian and bicycle connectivity to public transit and the adjacent neighborhoods.

This plan includes enhanced pedestrian facilities within the sector plan area and connectivity to the adjacent commercial and residential areas. The plan also highlights pedestrian travel from both the Metro and the proposed street car system to existing buildings and proposed redevelopment. As part of the implementation of this plan a second entrance to the Metro Station will be needed at 18th Street and Crystal Drive because of the pedestrian connectivity between the Metro system and the proposed street car facility to the existing and future buildings.

The plan also focuses on an expanded bicycle network both within Crystal City and linking regional and local activity centers to the sector plan area. North/South bike travel will be on a revised one-way pair with travel southbound on Crystal Drive and travel northbound on Clark/Bell Street. New or improved access to Long Bridge Park, Potomac Yards, Mount Vernon Trail and National Airport will also be top priorities within the plan.

18. Employ Parking and Transportation Demand Management (TDM) Strategies for future redevelopment in Crystal City.

In general, the Parking and Curb Space Management Element of the County's Master Transportation Plan provides guidance in developing Crystal City Sector Plan recommendations. Specifically within Crystal City, the Plan recommends a parking ratio minimum of 1 space per 750 square feet to a maximum of 1 space per 1,000 square feet for office uses, and between 1 and 1.125 spaces per residential dwelling unit to support redevelopment and provide a better street and curbside environment. The curb side areas will provide locations for safety features, bus stops, taxi stands, car sharing places, deliveries, valet parking, and tour bus parking, with the balance accommodating short term parking spaces.

The Transportation Demand Management (TDM) Strategies will be based on the County's Master Transportation Plan – TDM Element. In Crystal City, TDM is both a set of guiding principles underlying Arlington's development policy, and a set of services provided by Arlington County Commuter Services (ACCS) which together reduce demand for travel by single occupant vehicles (SOVs). The pedestrian-friendly, multi-modal design of Crystal City and the provision of many transportation options are intrinsic parts of the County's TDM policy which are complemented by the services of ACCS to make sure that people understand and use the available alternatives to SOV travel.

19. Continue periodic monitoring of transportation impacts that may occur in Crystal City and surrounding neighborhoods, and carry-out mitigation measures as needed.

Periodic monitoring of vehicular traffic volumes, speeds, and accidents in Crystal City and adjacent neighborhoods should be continued into the future as part of the County's regular traffic data collection program to monitor any potential changes in travel patterns that may occur over time. In instances where traffic pattern changes significantly reduce safety, mitigation and other necessary improvements will be considered for implementation.

Public Open Space

The public open space elements of this Plan will provide for a network of high-quality and well-distributed parks and plazas to meet the growing demands for active and passive recreation facilities in and around Crystal City. Given the limited amount of vacant land available for additional public open space uses in the local area, the plan focuses on several options for improving and increasing the quantity and quality of public open spaces in Crystal City, which are: 1) Preservation of and enhancements/improvements to an existing open space; 2) Provision of a new open space. These options support the plan's goal of ensuring that there is no net loss of public open space at any point in the redevelopment process. Achieving these improvements will necessitate both public and private commitment towards funding and implementing an improved open space network in the Crystal City area (to be discussed more in the Economic Development section of this chapter).

While people often frequent the open spaces closest to them, they also travel the lengths necessary to enjoy spaces programmed to meet their own specific interests. Because of this fact, it is anticipated that the Crystal City Planning Boundaries again will often be crossed by those traveling a few blocks to visit the open spaces of their choice. A network of existing and new open spaces will be integral for the provision of a proper balance of recreational opportunities in the Crystal City area. Parks such as Eads Park and Virginia Highlands Park should be improved to provide larger scale recreational facilities that will benefit both Crystal City residents and the adjacent neighborhoods. New open spaces such as Long Bridge Park, Center Park in Potomac Yards, and Metropolitan Park will provide recreational resources complementing the recommended recreational facilities in the 26 public open spaces within Crystal City. As these open spaces are created or improved during the redevelopment process, the open space system will evolve into a significant component of an active and vital Crystal City community.

Public Open Space Actions

- 20. Create, improve, and or maintain public open spaces in Crystal City at the locations and general sizes indicated in the Public Open Space Map (Figure 3.7.2.) and Open Space Design Concepts Table (Table 3.7.1).**

With each redevelopment proposal, there will be opportunities to reconfigure the sidewalk and open spaces systems of the public realm in Crystal City. Figure 3.7.2 shall be used as a guide when making future decisions about proposed development that have an impact on the geography of the overall open space network. Likewise, the general open space sizes and park design recommendations noted in Table 3.7.1 shall also inform the configuration of future development that facilitates the achievement of these spaces. Open spaces that are noted as being defined by built to lines have locations that are generally fixed, while spaces not defined by built to lines have greater flexibility in their exact location, but not size. Some of the spaces included in the map exist today and should be targeted for physical improvements and new assurances of public access. In addition, as individual site plans are proposed for Crystal City, opportunities should be pursued to increase the public open space beyond what is shown in Figure. 3.7.2.

21. Phase the displacement of any existing open space with the creation of new public open space or with commensurate physical improvements to an existing open space. Ensure either public access easements or public ownership in all instances.

In 2009, Crystal City has approximately 10.6 acres of existing public open space, much of which is located east of Crystal Drive. As the plan envisions the infill of some of these open spaces in order to allow for the creation of new, more strategically located open spaces more equally distributed throughout the area, the relative timing of the loss of existing open spaces and creation of new spaces, or major physical improvements to existing spaces, will require careful attention. To this end, redevelopment proposals that will result in the loss of an existing open space that is widely used by and accessible to the general public should only be approved when the proposal includes a viable strategy for concurrently achieving a new public open space as outlined in the plan. Or, when no new open space is envisioned for a particular area, timely execution of physical improvements to existing open spaces can also fulfill the requirement. In all cases, new and or improved open spaces will require public access easements or public ownership when they are addressed as part of a development proposal.

22. Initiate master planning processes, as opportunities arise, for future public open spaces in Crystal City that achieve a balance between active and passive recreational opportunities.

The park design concepts and recommendations presented in this Plan should serve as a starting point for future discussions on the appropriate exact design and development of each individual park. As land becomes available through the redevelopment timeline to achieve each of the public open spaces recommended in this Plan, the County should initiate a formal master planning process for significant public open spaces, or should otherwise develop adequate forums for determining the design details for smaller spaces, such as pocket parks or plazas, that may best be addressed in an integrated fashion with the design of the relevant site plan.

23. Encourage the inclusion of a diverse mix of active recreational facilities within residential and commercial developments to help meet needs of Crystal City's future populations, as a complement to public parks and recreation facilities.

Site plan applications should include a variety of active recreational facilities within the development that will contribute toward meeting the recreational needs of the residents and employees within the new development. Innovative designs for recreational facilities should be utilized and may include indoor and outdoor facilities on the rooftops of buildings or other unconventional spaces. Public accessibility to these facilities is preferred.

24. Adequately maintain and improve as needed recreational facilities in surrounding areas that also directly service the needs of the Crystal City populations.

For purposes of this planning effort, the identification of new public open spaces was correlated geographically with the extents of the planning area for redevelopment. However, the planning area boundaries, as discussed elsewhere in this plan, often do not exist as actual boundaries in terms of the daily lives of workers, visitors, and residents of the area. In the future as occurs today, it's envisioned that people will travel across these boundaries regularly to visit facilities on either side. On this note, to the extent that existing open space facilities outside of but easily accessible to Crystal City regularly meet the needs of Crystal City's population, such spaces should be frequently assessed to determine whether material improvements are needed to best serve its user populations. Examples of such parks include, but are not limited to, Eads Park and Virginia Highlands Park.

Community Building

Along with the array of existing civic infrastructure that will receive future reinvestment, and the creation of new infrastructure, the quality of life in Crystal City envisioned in this plan will benefit from a strong focus on community and on activities that strengthen the local sense of community. One of the most effective ways to further these efforts is through an active civic association presence and regular and ongoing participation in the County's Neighborhood Conservation programs. Following the completion of the Aurora Highlands update to their Neighborhood Conservation Plan in 2008, Arlington Ridge Civic Association is now in the earliest stages of updating their Neighborhood Conservation Plan. Through the ongoing monitoring of local conditions and the progress on desired improvements, neighborhoods can continue to ensure that the high quality of life that they offer is maintained and protected well into the future.

For most of the Crystal City Planning Area, there is no existing civic association (as of 2009). While Crystal City has a Business Improvement District (BID), the lack of a formal civic association has often been addressed to date by condominium associations banding together as needed to address relevant concerns and interests. To ensure the same level of importance and priority with respect to Arlington's other civic associations,

residents within Crystal City could benefit by pursuing the formation of their own civic association. Interested parties from Crystal City's residential population could work with appropriate County offices to pursue this idea and the benefits it may bring.

Community Building Actions

25. Continue to support the Neighborhood Conservation program as a means of achieving desired capital improvement projects in areas adjacent to Crystal City.

The Neighborhood Conservation program is a unique grassroots initiative that utilizes County bond funds for capital improvement projects in neighborhoods. The program ensures that neighborhood improvements are tailored to the needs of participating Civic Associations through extensive public outreach and staff support in planning, design and construction. Improvements typically include the installation of sidewalks, curbs, gutters, traffic management, park improvements, street lighting and other similar capital improvement projects.

Through the Neighborhood Conservation Program, residents commit to conserve and improve their neighborhoods' character by preparing and regularly updating a Neighborhood Conservation Plan that reflects community needs; participating in the Neighborhood Conservation Advisory Committee (NCAC); and by nominating plan-based improvement projects for bond funding. Once a Neighborhood Conservation Plan is accepted by the County Board, the neighborhood is qualified to seek Neighborhood Conservation funds to implement specific projects. Citizens of Aurora Highlands and Arlington Ridge and staff should continue to work collectively to find equally agreeable solutions to achieving neighborhood goals in these areas.

26. Encourage formation of a new Crystal City Civic Association.

East of S. Eads Street, the area within Crystal City does not fall within the boundaries of an existing civic association. As Crystal City's residential population continues to expand through the build out of this plan, the potential need or desire for a civic association to help organize the local community may also grow. If there is interest at the local level, their efforts to organize a new civic association should be directed through the appropriate channels, and could potentially be supported by groups such as the Civic Federation, County Staff, and the County Board.

27. Continue working with the Crystal City Business Improvement District (BID) and other parties to maintain programming and branding as a high priority and help contribute to the neighborhood's overall vitality.

While the Plan establishes a framework for developing a physically improved Crystal City, ongoing efforts have been underway for several years to help improve Crystal City's attractiveness, customer appeal, marketability, profitability, and ultimately its asset values. Established in April 2006, the Crystal City Business Improvement District (BID)

is a public-private partnership that is committed to promoting and showcasing the area as a world-class destination for visitors, employees and residents. In this way, the BID has been one economic development tool to date used to improve the County's local and regional competitiveness by managing an array of activities including marketing (branding / promotion / place-making), community events, transportation, public improvements and public safety.

In the future, the BID or similar partnerships will continue to have an important role in promoting Crystal City, staging community events, and providing other services as the area copes with transitions resulting from Base Realignment and Closure (BRAC) relocations and redevelopment activities to achieve the plan. The County should continue to work with the BID in promoting Crystal City, as well as consider other partnerships that may help achieve the future vision for Crystal City.

Economic Development

Revenues Associated with Redevelopment, Improvements Necessary to Support Redevelopment, and Cost of Improvements

Following the BRAC action of 2005, Arlington County examined the fiscal implications of job losses, vacant space and older buildings left behind in Crystal City. The analysis demonstrated a substantial opportunity cost in maintaining the status quo in which BRAC-affected buildings would empty and then be re-leased. Following that analysis, the County decided to address the adverse economic impacts by initiating a plan to ensure the area's future sustainability for its residents, workers and businesses. The plan creates opportunities for new buildings, parks and transportation systems, and positions Crystal City to thrive in the post-BRAC era.

Achieving the plan's goals requires major infrastructure investment in transit, roadway, and open space improvements. This investment is expected to return to the County in additional tax revenues significantly above the current levels. An analysis of the estimated tax benefits from the master plan projects a cumulative net gain of \$772.9 million in tax revenues contrasted with \$233.7 million of investment in improvements over the first twenty years. On an annual basis, tax revenues from Crystal City are projected to nearly double the current level by 2030.

This Plan establishes a vision and sets the stage for a qualitatively and quantitatively more valuable Crystal City community. Estimated tax revenues from redevelopment and costs of improvements to support this redevelopment were considered in determining recommended funding mechanisms to meet these costs. The following is an overview of the Crystal City plan costs and revenues to illustrate how investment in the early years yields returns in the future.

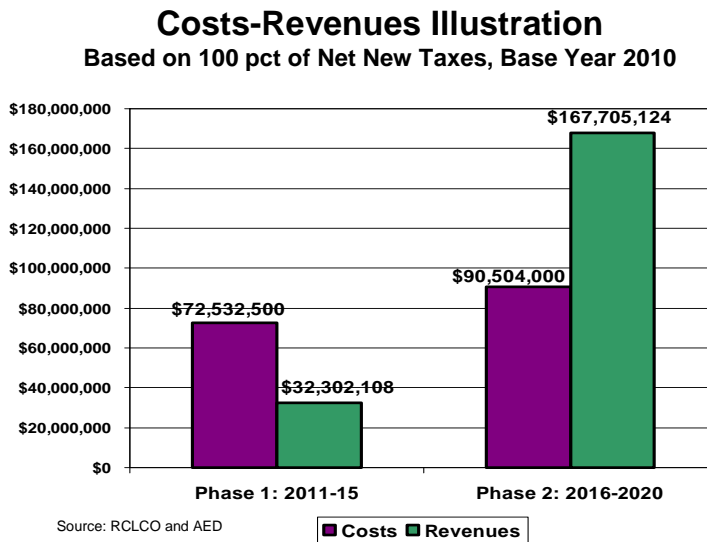
The tools associated with the proposed recommendations depend on redevelopment; and redevelopment depends on infrastructure, so it is important to 'seed' Crystal City in the initial years. This investment has already begun with \$7 million spent or committed

to Crystal City (pre-plan) improvements. Use of traditional CIP funding sources will continue in Phase 1 (2011 – 2015), with a more diverse set of funding sources taking shape as redevelopment generates additional revenue.

Revenues Associated with Redevelopment: Net new tax revenues are expected to generally increase throughout the planning period, with some dips and climbs caused by the churning inherent in redevelopment. Tax base growth will be moderate in Phase 1 compared to other phases because it will take a few years for new buildings to come online. It also depends on when BRAC would hit the hardest. Tax base growth would pick up in Phase 2 (2016 – 2020), with BRAC behind and the opportunity for more infill and ‘two-for-one’ redevelopments.

The illustration below (Figure 1) is included to show both the challenge (paying up front costs) and the opportunity (future net new tax revenues exceeding costs) of this plan. Phase 1 is projected to have \$72 million in improvements costs and about \$32 million in net new tax revenue. Phase 2 is projected to have \$90 million in improvements costs and about \$167 million in net new tax revenue. In both phases, this illustration assumes that the revenue is unleveraged with bonds or debt.

Figure 1



In the phases beyond 2020, net new tax revenues continue to outpace improvements costs. The net increase in revenues over 20 years is projected to be \$772.9 million, which would exceed the expected improvements costs over that period (\$233 million) by more than three times.

Improvements Necessary to Support Redevelopment: Improvements vary in size, scope and cost, and have relationships to specific sites and Crystal City as a whole. For the purposes of this discussion, site-level improvements are physically or functionally linked to a development project, which are typical improvements common in site plan

projects in Arlington. Plan-level improvements are part of systems in Crystal City and beyond, which are more typical of public infrastructure to support a geographical area or the community overall. The following shows examples of site-level and plan-level improvements:

Site-level Improvements	Plan-level Improvements
Affordable housing LEED rating Utility relocations Public Art Fund Streetscape improvements Space reserved for roads/parks/plazas/ped areas TDM measures	Transit network Roadway network Open space physical improvements

The County achieves site-level improvements through Special Exception provisions of the Zoning Ordinance. Plan-level transit, roadways, and open space typically require dedicated, multi-year funding sources supported through the County’s CIP process. These financing tools are discussed in the next section. The following provides examples of plan-level improvements, and a project representing each type:

Plan-level Improvement	Examples	Key project
Transit	Streetcar, metro station entrances, street facilities.	Streetcar from county line to Pentagon City.
Roadways	Street reconstruction, reconfiguration, extension, ramps, interchanges.	Realignment and reconstruction of Clark-Bell Street.
Open space	Build-out of park and plaza spaces.	Center Park between 18 th -20 th Streets.

Cost of Improvements: Staff estimated costs for plan-level transit, roadway and open space improvements during the first twenty years (2011 – 2030) of redevelopment. Estimates include construction of transit components, major roadway improvements, and physical improvements to open spaces. Estimates do not include site-level improvements such as utility relocations, Leadership in Energy and Environmental Design (LEED) elements, public art installations, streetscape improvements, space for roads, space for parks and Transportation Demand Management elements, as such costs would be addressed during the redevelopment of specific sites.

Table 1 summarizes estimated costs by type and by phase for plan-level transit, roadway, and open space improvements.

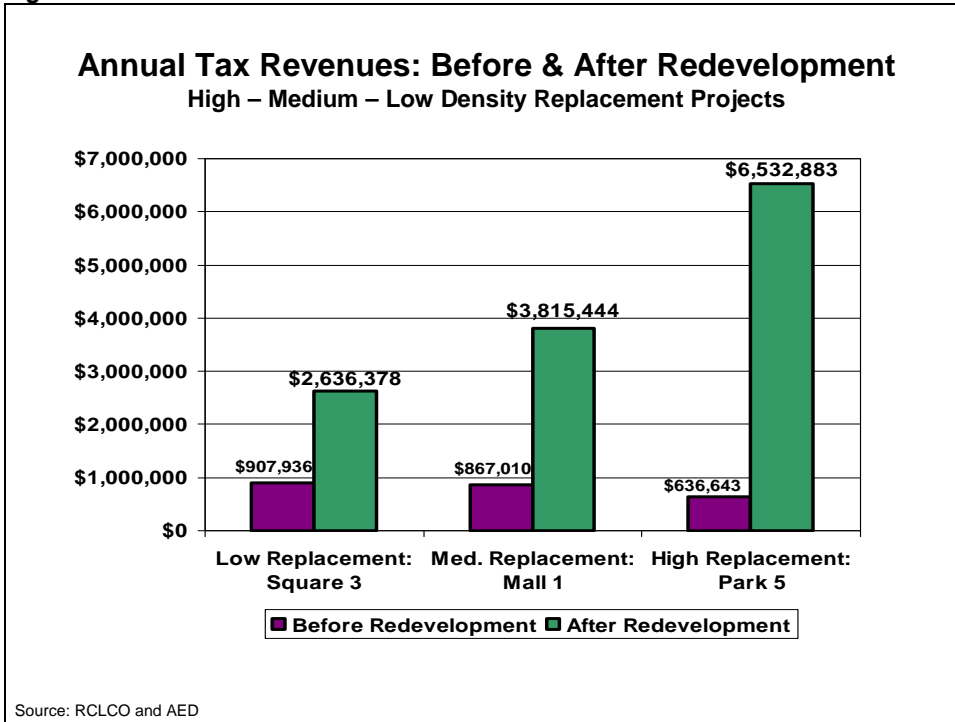
Table 1: Plan-level Improvements to 2030

<u>Uses</u>	Pre-Plan (paid)	Phase 1 2011-15	Phase 2 2016-20	Phase 3 2021-30	Total by Type
Transit	\$2,812,500	\$36,187,500	\$64,000,000	\$50,000,000	\$150,187,500
Roadways	\$4,200,000	\$28,400,000	\$19,000,000	\$1,000,000	\$48,400,000
Open Space	\$0	\$7,945,000	\$7,504,000	\$19,688,000	\$35,137,000
Total by Phase	\$7,012,500	\$72,532,500	\$90,504,000	\$70,688,000	\$233,724,500

Project-by-Project Implications: Implementing the Crystal City plan has two main barriers: (1) building the infrastructure, and (2) persuading property owners to choose a more risky and time-consuming redevelopment option over a safer renovation option. Renovation does not serve the plan well because it fails to realign building footprints and, by extension, the street, open space, and transit networks. It also generates less tax revenue than redevelopment. Therefore the County needs redevelopment to be the economically viable choice, and is encouraging redevelopment through potential increases in density recommended in this Plan. By responsibly planning for additional development as well as identifying and funding the costs of public infrastructure needed to support future development in Crystal City, the County is poised to turn this Plan into an investment that over time results in substantial revenues returned to the County from the initial investment. Actual results will vary on a project-by-project basis.

The returns, shown as tax revenues gained, from three projects are illustrated in Figure 2, which shows the difference between existing and future tax revenues from three projects proposed in the Crystal City plan. The three different projects represent high, medium and low density replacement. The high is an instance where two new buildings replace one existing building (Crystal Plaza 5); the medium density level represents the plan's typical density replacement factor of 2.5, with one new building replacing an existing building (Crystal Mall 1); the low density level is a case where a medium-sized new building replaces an existing building (Crystal Square 3). In these instances, the annual tax revenue increase for redevelopment ranges from \$1,728,928 to \$5,896,240.

Figure 2



Providing a Set of Tools to Fund and Facilitate Implementation of the Crystal City Plan

To pursue the funding of plan level projects to achieve the public infrastructure critical to the Crystal City Plan in a timely fashion, the County should consider the following recommendations to facilitate implementation of the Crystal City Plan, while not precluding consideration of other funding sources that may become available throughout the life of the plan.

- 28. Create a special section of the Arlington County Capital Improvements Program (CIP) for Crystal City plan improvements, starting with a six-year plan to be developed following plan adoption. The six-year plan will be evaluated at two year intervals, as part of the biennial update to the CIP to identify priority projects and best align infrastructure with redevelopment goals.**

Funding for the Crystal City plan CIP items will come from the following: traditional sources of CIP funding, including the Transportation Investment Fund, pay-go funds, debt financing, and federal and state grants. All of the County’s normal financing mechanisms to support public improvements should be used in Crystal City. Among these are the following:

- *Federal and State-* transit funds may operate on a matching basis, or they may be obtained as initiatives arise. Federal programs meriting special attention include Small Starts and New Starts. State programs may match local investments in transit at 25 percent of the local commitment. Federal and state highway programs are included as applicable for road work. The County will continue to aggressively pursue state and federal grants for Crystal City transportation projects.
- *County* sources include the Transportation Investment Fund, and the pay-go and debt financing functions. The Transportation Investment Fund is currently supported by a countywide commercial real estate tax of 12.5 cents per \$100 of assessed value. It could be short-term funding or security on longer-term obligations. For debt financing the County issuance options include IDA annual appropriation bonds and general obligation bonds. General obligation bonds are backed by the County's general taxing power and are the lowest cost financing option. They are included in the County's debt limitations and subject to referenda. IDA appropriation-backed bonds typically bear a slightly higher interest rate than general obligation bonds. However, the interest rate would be several percentage points lower than those in the non-rated (i.e. Tax Increment Finance, Community Development Authority) bond markets, which do not have County credit support. During the CIP process, staff will evaluate how the proposed financing mechanisms and level of debt will impact the County's debt capacity.

29. Establish a Crystal City Fund

The proposed Crystal City Fund would function like the existing Rosslyn Fund. Community benefits, negotiated as part of a site plan, could be cash payments into a fund for public improvements or other enhancements to Crystal City.

30. Establish a Crystal City Service District

A service district provides a contingent tool to support infrastructure. Service districts are enabled under Virginia Code § 15.2-2400, which is the same legislation used to create Business Improvement Districts. They can be purposed for public improvements and are managed by the County. Service districts can generate funds year-to-year or service debt. Resources may be generated based on special assessment of specific properties or by a general tax levy in the district. Levying a general tax in a proposed Crystal City service district would have to be carefully evaluated to ensure tax competitiveness with surrounding communities. Crystal City has existing additional taxes on commercial property of (1) 12.5 cents per \$100 of assessed value for the commercial real estate tax and (2) 4.3 cents per \$100 of assessed value for the Crystal City Business Improvement District. The high-end for above-the-base commercial real estate taxes in the Washington area is about 25 cents per \$100 of assessed value.

Special assessments, however, may be an alternative way to finance public improvements on a project-by-project basis that would typically be borne by a developer

as part of a site plan implementation. A special assessment may make a project more viable by accessing public financing mechanisms for public improvements and spreading the cost over time.

Staff considered CDA financing for inclusion among the tools recommended in this document. A CDA is a quasi-governmental authority with the power to issue bonds to pay for infrastructure improvements in a targeted area. The Virginia Code authorizes CDAs under the Virginia Water and Waste Authorities Act, Title 15.2, Chapter 51.

Ultimately the CDA is not part of this package because it does not offer meaningful functions beyond those the County can execute through a service district. Moreover where financing options between CDA and County overlap, the County is often in a position to achieve a lower cost. For example, CDA bonds are unrated, which means they would have a much higher borrowing cost and may be harder to sell than County-issued bonds, which carry top ratings. Application of County credit support to a financing mechanism that is supported by special service district revenue or some portion of TIF offers the County greater control. Lastly, the CDA could present unintended consequences with respect to governance and repayment responsibility. Regardless, creation of a CDA would require a substantial amount of legal, financial and public policy analysis, which would take six to twelve months to complete. A service district can be created much more simply and does not preclude consideration of a CDA at any point in the future.

31. Establish a Tax Increment Public Improvements Fund (TIPIF)

The proposed TIPIF relies on the increase in real estate tax revenue between the baseline value of a building at plan inception and the new value upon redevelopment or major renovation. It is recommended that the Fund receive up to 85 percent of the tax increment of a designated project for no longer than 15 years. A similar fund is currently applied along Columbia Pike.

Other Economic Incentives

32. Density Exemptions for Priority Community Oriented Services

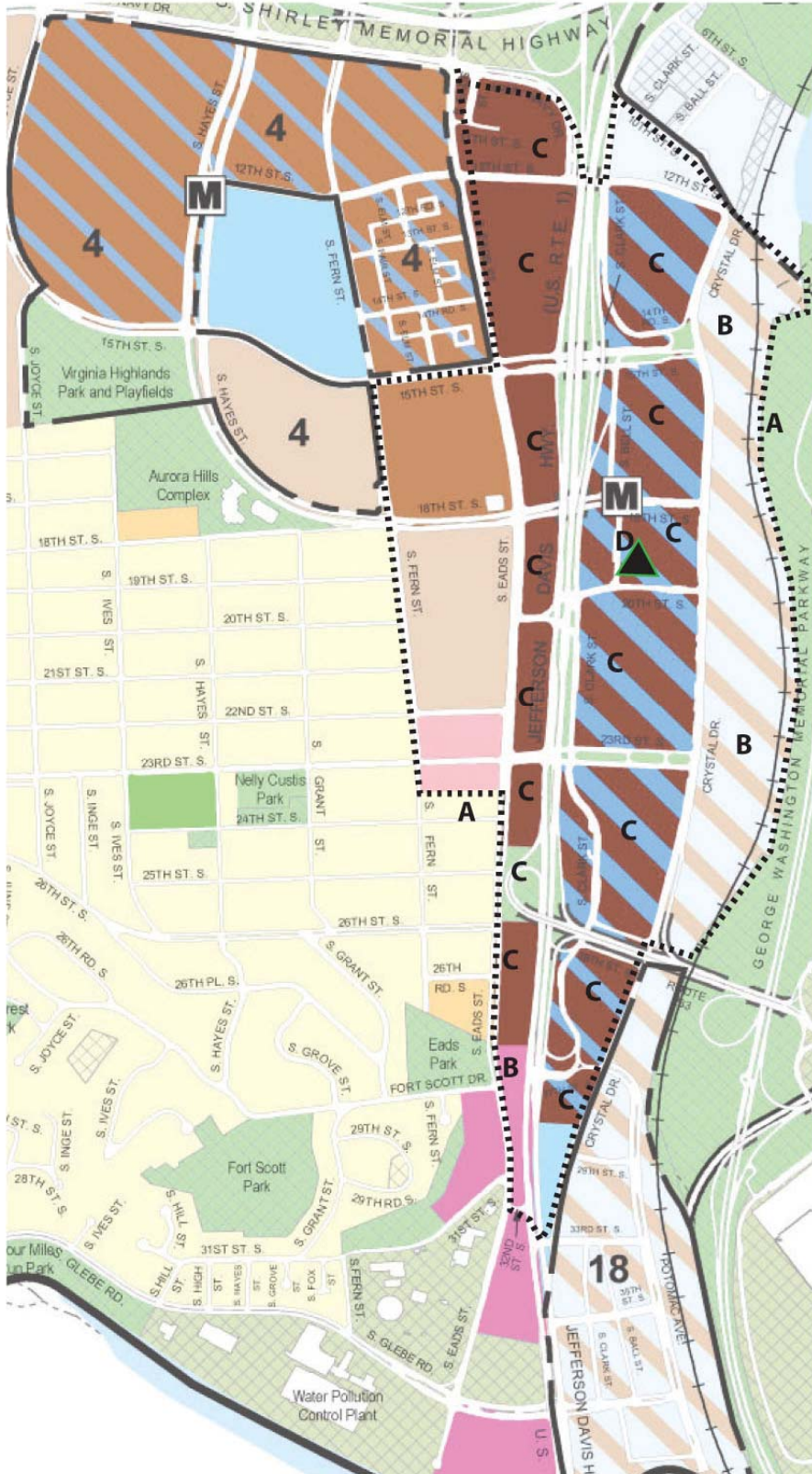
This Plan places a strong focus on facilitating Crystal City's maturation to facilitate the establishment of a complete, urban community. In developing this Plan, an array of specific community and neighborhood oriented uses and facilities were identified as critical to supporting the "complete community" vision for Crystal City. In order to encourage the provision of these types of uses and facilities as part of redevelopment projects whenever appropriate and feasible, the regulatory and policy framework should be tailored to recognize such facilities as potential community benefits capable of counting towards earning portions of development rights above the established base

densities. Examples of high priority uses and facilities that satisfy the “complete community” ambitions should include the following uses:

- Urgent Medical Care Facilities;
- Child / Adult day Care Centers;
- Community/Civic Centers, Cultural Facilities, Educational Facilities, or Meeting Spaces;
- Full Service Grocery Stores
- Police or Fire Stations
- Rehearsal or Performance Space for Arts/Culture Groups
- Polling Places

Map 4.1

**EXISTING GENERAL LAND USE PLAN - NOVEMBER 2009
Callouts for Proposed Changes to GLUP**



PROPOSED CHANGES

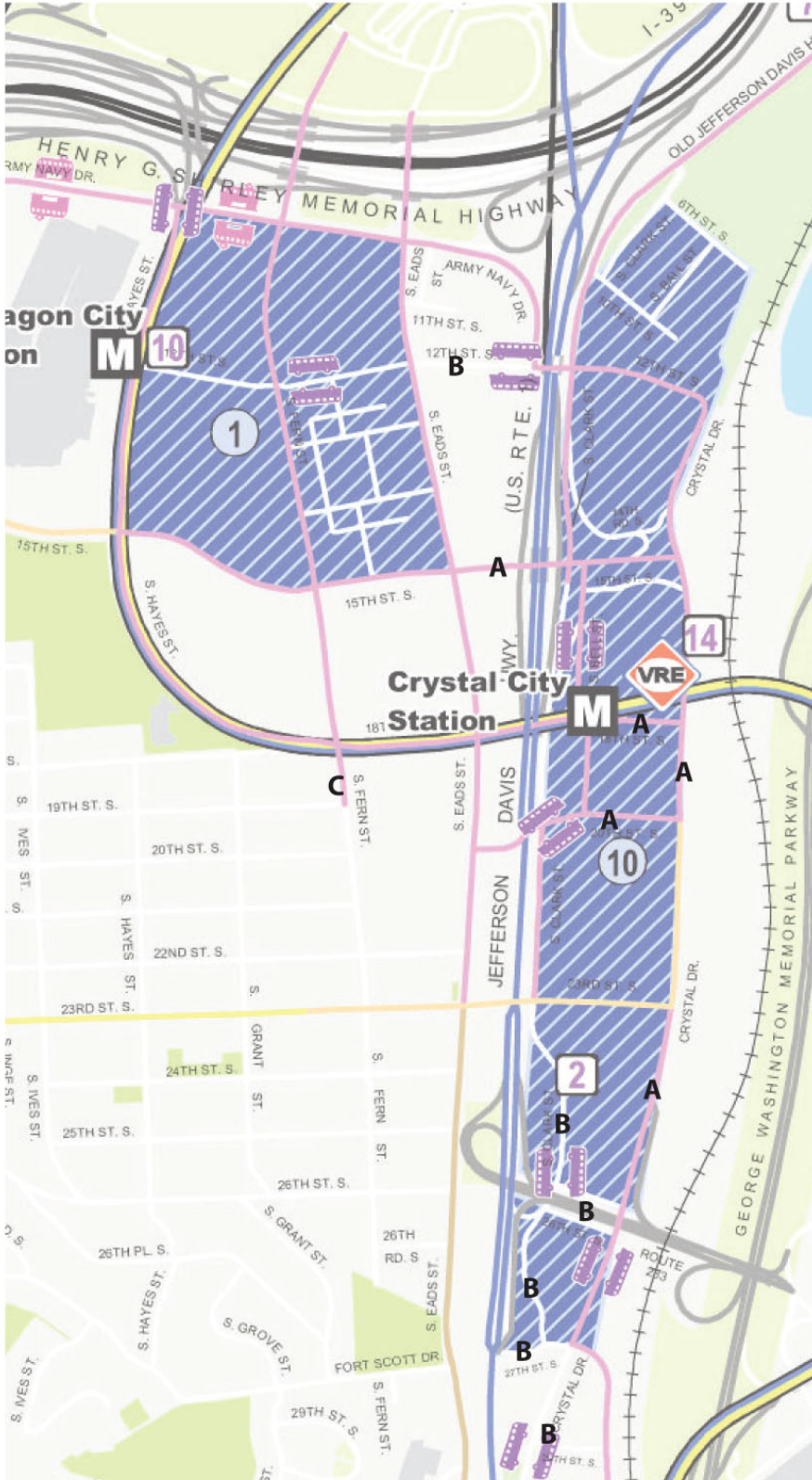
- A. Create Crystal City Coordinated Redevelopment District***
- B. Change to Low O-A-H**
- C. Change to High O-A-H**
- D. Create Open Space Symbol***

* Note 24: This area is designated as the Crystal City Coordinated Redevelopment District (CCCRD). For more detailed recommendations on land use, building heights and form, transportation, all open space locations, and other recommendations in the District, please refer to the Crystal City Sector Plan 2050.

Map 4.2

EXISTING MASTER TRANSPORTATION PLAN MAP - DECEMBER 2008

Callouts for Proposed Changes to MTP



PROPOSED CHANGES

**A. Change to Type A -
Primarily Retail Oriented
Mixed-Use**

**B. Change to Type B -
Primarily Urban Mixed-Use**

**C. Change to Neighborhood
Minor**