



ARLINGTON COUNTY, VIRGINIA

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September 22, 2010

Arlington County Board
2100 Clarendon Boulevard
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- SUBJECT: 5.**
- A. Adoption of the Crystal City Sector Plan;**
 - B. GP-320-10-1 Adoption of General Land Use Plan (GLUP) Amendments for the Crystal City Metro Station Area; and**
 - C. Adoption of Master Transportation Plan (MTP) Amendments for the Crystal City Metro Station Area, including the Street Typology Map, Bike and Trail Network Map, and Transit Network Map.**

- RECOMMENDATIONS:**
- A. Adopt the subject Sector Plan with those modifications described in the staff report dated September 10, 2010 and supplemental Attachment 13, Part Two dated September 15, 2010 subject to the following conditions:**
 - 1) Add a new action step under Public Open Space (as a replacement to the staff's proposed addition to Action 20 described on page 14 of the staff report dated September 10, 2010) which reads:**

Continually explore opportunities that arise through individual site plans, phased development site plans, and redesign of other public and private spaces to provide additional green park spaces and other public open spaces, including public access to rooftops, beyond those identified on the public open space map. In addition, consider enhanced treatments to pedestrian connections linking park spaces.
 - 2) Establish a new category in the Implementation Matrix that reads:**

On-going Monitoring and Evaluation of Plan Implementation

P.C. #58.a.b.c.

Item No. XX: Working with a new County Board- or County Manager-established Review Council for Crystal City, comprised of both residents of Crystal City and representatives of business owners, commercial property owners, and adjacent civic associations, that staff implement an on-going monitoring and evaluation process to ensure the achievement of Plan objectives and identify areas that may require modification. Components of this process would include:

- a) Outlining the format and data required for a biennial report to the County Board on progress on implementation actions, any areas of nonconformance with the Plan resulting from by-right development or negotiated through site plan, adverse impacts of Plan implementation, changes in occupancy rates of office space and hotel rooms, traffic counts on roads within or connecting to the Plan area, achievement of community services, parks, and other community amenities, and other elements identified by the Review Council, County Board, or staff.**
- b) Establishing and implementing a meeting schedule for the Review Council that provides for interim progress reports by staff and for review of the biennial report developed by staff.**

Item No. YY: Working with representatives of the adjacent civic associations and representatives from the Review Council and Planning Commission, staff develops additional urban design guidelines addressing the transition area between Crystal City and the single-family home neighborhoods.

- 3) That prior to Plan adoption or through a County Board established process initiated immediately following Plan adoption:**
 - County staff strengthen and refine the building design guidelines included in the Plan to ensure architectural excellence and building massing that results in a varied and active skyline and that provides additional parameters that potentially include maximum achievable density levels based upon such possible characteristics as building location, degree of tapering, maximum size of floor plates relative to building height, relationship to adjacent buildings and adjacent open**

space, and overall design quality, and to ensure that the building massing and design guidelines are coordinated with and supportive of the County's sustainability goals and current planning initiatives.

4) That prior to Plan adoption:

- **County staff review the block structure to determine how the Plan's framework can be further modified to break up the super-blocks east of the re-aligned Jefferson Davis Highway with new streets and, where appropriate, pedestrian passageways to improve walkability. This should be addressed through an enhanced pedestrian network overlay map or implementation language recommending such a network.**
- **That County staff review the Plan for opportunities to improve accessibility and visitability for those with mobility limitations, including the elimination of the specification that residences have ground floors that are 24 inches above grade.**

5) Add a new action step in Implementation Matrix under Public Open Space, after item 26 which reads:

Implement a master park planning process that creates an area-wide park plan, first identifying the purpose of each park and subsequently creating design parameters (including connections to adjacent and nearby open spaces and parks, the underground walkway, and retail frontages) and identifying appropriate programming. The resulting plan could include temporary uses of "found" open space during transitional phases.

6) Add a new action step in the affordable housing implementation section that reads:

Continue the planning process to develop a comprehensive housing plan that establishes numeric goals that support the County's mixed income housing vision beyond what may be generated through community benefits associated with the proposed redevelopment in Crystal City, taking into account other tools that may be available or created.

7) That the County take steps to include language for a strategy to identify future historic resources.

- 8) **Post-adoption of the Plan, that staff establish additional language clarifying the process for initiating PDSPs to ensure site plans are not developed and submitted without the necessary PDSP guidance.**
- 9) **The County Board direct the County Manager to develop a work plan and identify staff resources to implement the various processes that the Planning Commission, staff and the County Board have identified going forward to ensure that we have appropriate monitoring, review, and refinement of the guidelines in the Plan, and that the next comprehensive five year plan include the ongoing planned resources for Crystal City.**

Furthermore, the Planning Commission recommends that the County Board direct the County Manager to modify the County's park planning process to include Planning Commission review of all new plans for parks within the metro corridors, as well as major county-wide parks; and encourages the County Board to direct the County Manager to present the financing plan and community benefits plan to the Planning Commission for review and comment.

- B. Adopt the attached resolution to approve the General Land Use Plan amendments for the Crystal City Metro Station Area.**
- C. Adopt the attached resolution to approve the Master Transportation Plan amendments for the Crystal City Metro Station Area.**

Dear County Board Members:

The Planning Commission heard these items at its September 15, 2010 carryover meeting. Planner Anthony Fusarelli began the presentation, introduced staff in attendance, and summarized the planning process, the vision for Crystal City, the Policy Framework, and the Plan recommendations. Richard Best discussed transportation elements of the Plan. Mr. Fusarelli summarized the proposed General Land Use Plan and Master Transportation Plan amendments. He reviewed several major issue areas. Marc McCauley discussed community benefit considerations. Mr. Fusarelli summarized the Transportation Commission recommendations and staff responses.

Public Speakers

Stephen Carrier, a resident in Crystal City, owns a parcel of land on South Eads Street which is now the site of a post office that is planning to relocate. He supports the plan for an apartment building on the site. The metro station is nearby, as well as hotels, retail, and Route 1, which can create a welcoming gateway in Crystal City. He has concerns about height flexibility within the proposed

Plan, stating that development surrounding this site is taller than the planned height for the site. He recommends adding a sentence to page 42 of the Plan, which would permit additional height up to 125 feet, which is the height of the buildings around the site.

Ted Saks was on the Crystal City Task Force, served on the Planning Commission for 12 years and also serves on the Aurora Highlands Civic Association. The citizen process is broken and should be assessed and fixed. Mr. Saks said that much work has been done and commended staff, particularly Mr. Fusarelli, on his efforts and for addressing the County Manager's recommendations. The advisory group mentioned in Mr. Saks' submitted testimony should be created in cooperation with staff, and not as an extension of staff. The Holiday Inn site is an issue because staff would give exception to the form base. The Plan should hold to the form based scheme used for the entire area. He questioned why the Zell property on 23rd Street South and South Eads Street should be permitted a height of 110 feet and recommended it be lowered to 60 feet. There is no reason for it because the rest of the block would be maintained at 35 feet. Finally, he recommended that all redevelopment at that intersection above 75 feet should contain retail parking.

Christer Ahl spoke about how difficult a 40-year planning effort can be. Many are short of experience in formulating such a plan. There is lack of coordination at all levels and guidance from the highest levels, and some think this is intentional. It is not surprising if there is a broad spectrum of community members with vastly different perceptions of what is emerging, and rarely has there been such a strong sense of community input being ignored. Many forget that people are looking at a plan that will most likely be relevant for future generations, 20 or 40 years from today. Mr. Ahl knows what is good in Crystal City today and what is not warranted for the future. This is not the moment to backtrack or to stir up basic points, and nothing good would come of that. In July at the County Board hearing there was an example of how well-intentioned thoughts and ideas can turn disastrous, when there were already worked out agreements throughout the years. The community must ignore self serving views. Many differences in opinion will only be solved after the Plan is in place. The traffic assumptions are a leap of faith, and not much can be done until the actual outcome can be seen. This puts the emphasis on a follow-up mechanism that will allow reviewing and revising plans when facts become apparent. Such a mechanism where the community will have a vital role should also encompass timely funding and implementation for infrastructure as well as promoting open and community spaces. His support for the Plan depends on that. Much of the remaining apprehension in the Crystal City community relates to two aspects, the first being open space, not necessarily for active recreation but more for breathing space and leisure. What the Plan offers is not enough. The second aspect of the Plan is the underground portion. He appreciates efforts to strengthen intentions in the Plan, but it is difficult for the Crystal City community to convince planners, developers, and other bodies to value retaining this positive feature. He is concerned with unwillingness to recognize what is good about Crystal City today. Finally after such a protracted process, the community should not have to suffer the uncertainties and suspicions that can come with delays. The County Board should move ahead with the Plan.

Michael Dowell is president of the Aurora Highlands Civic Association (AHCA). He worked alongside Mr. Fusarelli and the County Manager to cover the remaining gaps in the Plan. Arlington has done exceedingly well in some places, which amazes visitors from all over the world. Mr. Dowell has consolidated a lot of comments and concerns which can be addressed in the Sector Plan, and others that can be discussed later. He opposes the building height exception noted by Mr. Saks,

because the properties are located within a transition zone. The AHCA recognizes the Holiday Inn's unique concern because of its small lot size. The community's position is that the Holiday Inn exemption should be removed. He would like the Planning Commission to address heights at 22nd Street South and South Eads Street (the Zell property). The building will loom over the residential neighborhood. AHCA reached a weak agreement with the property owner to provide retail parking. The human scale of buildings at this site is important; there is a large building located on the same block. He also supports a modified recommendation for a height set at 60 feet to provide a transition from 110 feet to the north to 35 feet. Now there is a parking lot, so the concerns about needing additional height and economic returns don't apply here. Dumpsters, loading docks, noise and others are also issues, as well as integration issues relating to public facilities such as dog parks. How to address a seamless transition from 23rd St South and Crystal Drive is important. How would the community get across Route 1? He recommends an edge development plan to address transition issues, which would provide more guidance to residents and property owners alike. He pointed out the Tyson's plan as an example of how to address transitional sites. This would make the area more compelling to businesses. He thanked Mr. Fusarelli and the County Manager on their hard work and efforts in the past several weeks.

Kit Whitely spoke as secretary of the Arlington Ridge Community Association (ARCA). She has been working closely with Mr. Dowell and does not intend to divert attention to issues that Mr. Ahl represents. She joins the community in their concerns, but she also has concerns of her own. Ms. Whitely was on record at the Request to Advertise meeting asking for a deferral and hopes that recent events will put ARCA in a position to support the Plan. After the RTA meeting, she met with several community members and looked at the Plan. The issues identified mainly concerned phasing, and financing was still outstanding, which is why they supported deferral. Since that time, additional progress has been made, and communication problems have been fixed. Ms. Whitely appreciates the communication she received from the County Board and staff, and the internal coordination throughout this process has been in tune. She is happy with what has been done thus far. For real time issues, it has been useful to put all concerns and questions in writing as a working tool. The Board biennial reviews and the citizen advisory committee are critical to community support. There was a difference of opinion with the traffic committee, and ARCA supports a traffic monitoring program. Along with the other speakers, she is concerned about transitions and noted that some oppose General Land Use Plan amendments in their neighborhood. Green space and spill-over to other communities are also issues. Several other concerns remain, including the Zell property on 22nd Street S. and South Eads Street, as well as the Holiday Inn. Ms. Whitely asked that the Planning Commission accelerate the edge transition plan. She thanked everyone for their conscious efforts concerning her community's interests.

Brent Spence has lived in the Aurora Hills neighborhood since 1972. There have been some wrong conclusions. BRAC does not require this plan. Things can be done in Crystal City without increasing density. The huge development in Potomac Yard, future development in Pentagon City, and River House redevelopment are not being adequately considered. Mr. Spence does not believe the traffic studies, which remind him of the stadium traffic studies. He does not believe public transit will have the impact suggested in the plan. There is no way of getting to an emergency room or to a hospital, while traffic will be worse. Furthermore, the transition from Route 1 to South Eads Street needs more work. He believes the Plan is not ready to be approved.

Nancy Swain is a former civic activist and is affiliated with the Center for Urban Education. Issues have been raised include density, transportation, open spaces, and finances. A sensible course of action involves breaking this huge Plan into parts, such as edge development areas and open space, as well as analyzing the west side of Route 1 as proposed. She suggested not adopting any changes to the Plan until edge plans have been developed. The Plan has extensive study in Crystal City east of Route 1 but virtually none on the west side of Route 1. The current plan for Route 1 could produce undesirable designs, with loading docks and above ground garages on South Eads Street. A stream ran under South Eads Street. Many of the houses across from South Eads Street are single family homes which would be affected by buildings of 11 stories plus a penthouse directly across the street. There are some missing pieces west of Route 1 as well, including looking at the base density calculated by the 2008 GLUP. She has learned that Restaurant Row can be developed by right, which was new knowledge to her. Ms. Swain does not know what is currently on the site in terms of density, floor area ratios, ground floor areas, housing units, or the sizes of the different parcels. More open space is desired, and the County should be generous.

David Tarter represents Archstone, the largest residential property owner in Crystal City, which has some concerns. Archstone has not been engaged in the process as much as it could have been. The entire group working on this plan was laid off due to the economic downturn. Archstone's issues may not be resolved within the next two weeks. One of the main concerns involves the proposed realignment of South Clark and Bell Streets between South 20th and South 26th Streets, which run through portions of Archstone's properties. The initial idea was to drill holes through the buildings, but additional analysis by Archstone shows this to be impossible. The buildings would have to be demolished. Realignment would not work in those locations, since the cost would be substantial. There is insufficient density for the buildings to be demolished. Also, the transit way does not adequately serve the west side of Route 1, because the Route 1 corridor splits Crystal City in half. He suggested providing a circulator bus. He is also concerned that Crystal Plaza would be surrounded by taller buildings up to 300 feet tall, and would lose significant light and air. Mr. Tarter believes an apartment tax to fund transportation is needed.

Cory Giacobbe, a Crystal City resident, benefited from learning about the questions and concerns of her neighbors in previous testimony and agrees with them. She has lived in the neighborhood, four blocks from Jefferson Davis Highway, since 1987. It is a quiet neighborhood that consists of single family dwellings next to an urban area with good public transportation. For 40 years the neighborhood has worked with the County on neighborhood conservation. Recently this process seems to have been diluted, possibly through extra layers of County staff. Staff has not listened as well. She recently lived in Toronto in a similar neighborhood, where neighborhood conservation was achieved by a beautiful wild ravine between the single family neighborhood and the higher density urban area. The community does not have a ravine here, but they do have the civic association, and the community should be included in the process. She has not received a satisfactory answer regarding airport safety issues resulting from higher buildings. Ms. Giacobbe would like to know if the proposed building heights would interfere with planes. She believes that street cars need to have dedicated lanes; otherwise it is not a viable alternative.

Angela Fox represents the Crystal City Business Improvement District (BID). She moved to Arlington, to Columbia Pike, in 1991. In 1994, she moved to Aurora Highlands, at which time her boss called Crystal City a concrete canyon. She loved that she had an airport in her backyard and

could walk to two nearby metro stations. She could play tennis at nearby parks and loved the restaurants on 23rd Street South. It wasn't a lovely place, but it worked. Crystal City has changed dramatically in recent years. She has run the BID for the last four years. The relocation of BRAC has spurred danger and opportunity for the area. This is an opportunity to make things better, but the lengthy process threatens to shift from opportunity to danger for Crystal City's future. She would like to showcase what can be done, but the Plan can fail if it is delayed any further. The Plan should move forward.

John Milliken spoke on behalf of Vornado Charles E. Smith. Four years ago this process was initiated. The Task Force was made up of landowners, residents, neighborhoods, and other groups. After two years, the County Board adopted a vision plan, formulated a set of goals and objectives, and a series of policy directives. Policy directive T2 sets the location of South Clark Street, and T9 sets the location of the transit way. Both are key elements of the recommendations. In the last two years, steps have been taken to flesh out the Plan. Vornado urges the Planning Commission to move this affirmatively to the County Board, along with the GLUP and MTP amendments. Decisions made by the federal government five years ago began this process. He said that this is a well thought out, long range plan to achieve the goals adopted by the County Board in 2008.

Mitch Bonanno is with Vornado Charles E. Smith and is also a member of the Task Force. He thanked all the volunteers involved in this process, which began five years ago. He missed only two of 85 meetings. Many questions and issues raised at the Task Force meetings were vetting issues raised at the Planning Commission meeting. The Plan is not perfect for any one stakeholder, but there has been a lot of give and take between staff, property owners, and the Crystal City community to achieve what the County Board approved in December 2008. For 30 years, Crystal City has been the principal commercial tax base in Arlington, which has the lowest tax rate in the region, with services that are second to none. For decades, Arlington has maintained the principle of smart growth, and this Plan is the epitome of smart growth. There is no smarter place for greater density in the region, no better time to replace buildings, and no better sponsorship than Crystal City property owners and Arlington County. After spending countless hours in Task Force meetings with representatives of Archstone and 13 other volunteers between 2007 and 2008, it is surprising that a property owner would show up in the eleventh hour with substantial Plan changes. The Planning Commission should look at what was proposed in 2008 and today concurrently, and notes this is a partnership between the County and the community. The last thing that should happen is to make Crystal City an unlivable place for any reason. If people are not attracted to Crystal City, then there should be no reason to build new buildings. Vornado is not interested in building buildings for the sake of building but wants to preserve and enhance a great, livable, urban community. The landowners gain long term value, the County tax base for future generations is assured, and the community gains a place where people can work, play and raise a family.

Martha Halperin has lived in Aurora Hills for 19 years. It is a fantastic place, and it is a pleasure to walk for an hour every day around her neighborhood. She is concerned that the County has not adequately addressed the consequences of air and noise pollution, and increased traffic congestion, with the redevelopment of Crystal City. More attention needs to be placed on these issues. The County has paid more attention to the dollar signs in its eyes, and has been blind to the quality of life issues that make this neighborhood a fantastic place to live. This Plan needs to be deferred until adequate attention is paid to these particular issues.

Planning Commission Discussion

Commissioner Sockwell reported that the Transportation Commission (TC) considered this matter last Thursday. Its discussion is explained on pages 23 and 24 of the staff report. One suggestion was a formation of an edge group. The TC was concerned that there was a lack of focus about the transition between the Sector Plan area and the neighborhood, so there was a suggestion to form a permanent working group between the neighborhood and staff to discuss neighborhood concerns including possible traffic calming measures. There is fuzziness in the integration between the east and west sides of Jefferson Davis Highway. The TC discussed possible use of a shuttle or circulator bus between the two sides. There was some discussion about the suggestion that the proposed alignment of Clark-Bell Street be reconsidered, but the TC decided it was a settled matter.

Commissioner Savela commented that this has been a very long process. The Long Range Planning Committee (LRPC) met eight times on this Plan, and also twice in 2008 prior to adoption of the Policy Framework. While eight meetings took place during Sector Plan development, there was a long gap from December 2009 to July 2010, during which staff was working on the text and meeting with stakeholders, and the transition between County Managers was underway. The new County Manager has really become involved and has opened his door to the community, and much progress has been made. Commissioner Savela handed out a suggested format for the Planning Commission discussion.

Big Picture

Commissioner Malis asked for the status of ongoing discussions. Mr. Fusarelli explained that the Planning Commission draft of the staff report includes attachment 13 and comments received until early last week. Part two handed out tonight reflects comments and staff reaction through yesterday. Comments today are not yet reflected. Later comments will be addressed before the County Board meeting.

Commissioner Fallon asked why the issue raised by Mr. Tarter regarding the Clark-Bell Street realignment did not come up earlier, since the County Board set the alignment in 2008. Mr. Fusarelli responded that the property owner has been engaged intermittently through the planning process. Concerns with Clark-Bell Street and transit alignments have come up in the last two weeks. Commissioner Fallon noted that a number of the community speakers mentioned how the process broke down. It sounds as if Mr. Brown has been leading the charge of getting this resolved. Is it that reasonable people disagree, or are people being ignored? Mr. Fusarelli said that there has been no intent to ignore anyone. Documented comments show that the issues have been heard. No stakeholder got everything they wanted.

Commissioner Harner asked what staff foresees in terms of zoning changes. Mr. Fusarelli referenced Action 4 in chapter four and stated that the intent is that the first actions, the General Land Use Plan (GLUP) and Master Transportation Plan (MTP) amendments, would be concurrent with Plan adoption. The Plan also identifies Zoning Ordinance amendments as the next steps. Following adoption of the Plan, staff would draft ordinance amendments, which would feature creation of a new overlay district. The intent is to transition immediately into that action, which is

needed before the County can approve any Phased Development Site Plan (PDSP) or final site plan (SP) proposal.

Commissioner Cole asked whether it would be legal, and beneficial to the County, for community benefits to be negotiated based on the 2008 GLUP. Wouldn't the proposed GLUP amendments change the rights of landowners? Mr. Fusarelli clarified that the GLUP does not necessarily reflect by-right density, but rather maximum planned densities. The proposed GLUP amendments do not affect the maximum Plan densities, but mostly eliminate striping. With Plan guidance on the desired use mix, the current striping would not be needed. The GLUP amendments and subsequent Zoning Ordinance amendments would be structured to meet legal requirements. Mr. Fusarelli added that the 2008 GLUP was in effect at the time of the policy adoption. The creation of a special district on the GLUP would be one of the proposed tools, along with new Zoning Ordinance amendments, which would work in tandem to allow implementation of the Plan.

Density/Height/Building Form

Commissioner Harner asked how the proposed transitions on Eads Street compare with height transitions elsewhere in Arlington. Mr. Fusarelli confirmed that staff looked at other transition areas in the County as examples for this Plan. Much of the frontage on the east side of Eads Street from Army Navy Drive to Eads Park is designated "High" Residential today, which would allow maximum heights of 180 feet by site plan, like the Holiday Inn. This Plan cuts that height approximately in half. South of 24th Street along Eads Street, the Plan cuts heights to 75 feet along the Jefferson Davis Highway frontage, with a step-down to 35 feet along Eads Street. Moving northward, the heights step up to 110 feet. These heights are similar to "R-C" development at transitions in Ballston. Mr. Fusarelli added that maximum height currently allowed along Eads Street is from the GLUP designation and not necessarily a site's Zoning district. The other location mentioned in testimony is at 22nd and Eads Streets, which is zoned "RA6-15" and would allow up to 12 stories and 125 feet. The plan for that site calls for 110 feet, which would step down to 60 feet, and then to 35 feet as a transition for the balance of the Restaurant Row block. Chair Monfort confirmed with Mr. Fusarelli that the by-right height for this Zoning district is 65 feet. The possible greater height would require a project to go through the site plan process. Commissioner Savelle noted that this area also includes sites with "C-2" and "C-O" zoning, which have very different maximum heights. Chair Monfort commented that the heights approved by the County Board in 2008 include greater height to achieve parking for Restaurant Row, which the neighborhood associations apparently do not think is a good tradeoff.

Commissioner Harner asked whether the illustrative plan represents the maximum heights and densities allowable and how it relates to the value of redevelopment required to fund the improvements in the Plan. Mr. Fusarelli said the illustrative plan equates to a 62% increase in density over existing development. This is one picture based on today's reasonable assumptions. It is consistent with other policy directives but does not reflect the maximum buildable envelope if developers applied all the rules in the Plan and looked at the maximum box that could be filled. Staff did not quantify that scenario. Alex Iams from Arlington Economic Development (AED) explained that factors in the market affecting absorption are not expected to accommodate more development than shown in the illustrative plan. Mr. McCauley added that overall, sites would need approximately 2 ½ times their current density (*i.e., a 150% increase over current density*) to redevelop. The first redevelopment projects would require a larger amount, and later projects would

need less incentive to redevelop. Mr. Iams explained that the illustrative plan shows the results of sites expected to redevelop over the life of the Plan, at 2 ½ times their current density. Since some buildings are not expected to be redeveloped, the overall increase in density for the Plan area would be 62%.

Commissioner Harner presented a model of possible buildings that could be built under the Plan parameters that are much different, and can be much larger, than what is shown in the illustrative plan. He asked what tools are in the Plan to yield the expected development. Mr. Fusarelli said that staff made assumptions about marketable floor plates for new buildings. Based on comments made at the LRPC in July, a change to the Plan has been proposed (comment 3.8.1) that says if larger floor plates were marketable, they could be proposed but would not be consistent with the vision. Regarding tools to achieve the vision, Mr. Fusarelli stated that staff's position is that we do have rules in place. There is a proposal for design guidelines that would include maximum floor plates, and staff would be willing to hear other suggestions from the Planning Commission. Also, the rules provide some flexibility in building shape and size and are not intended to be overly prescriptive.

Commissioner Hunt asked for the reasoning to support the height flexibility for the Holiday Inn site. Mr. Fusarelli explained that three sites, the Holiday Inn, and the Crystal Towers and Houses blocks, have buildings that greatly exceed the heights recommended in the Plan for wholesale redevelopment of each block. Due to very large block sizes, redevelopment of Crystal Towers and Houses can achieve the density existing today within the proposed maximum heights. The Holiday Inn site has too many constraints due to its small size and other conflicts to achieve the existing density, with redevelopment, within the recommended height. The proposed language would both permit height flexibility on that site and distinguish it so that additional height would not serve as a precedent for other sites.

Commissioner Fallon commented that a lot of what drives this Plan is additional density to pay for a lot of planned infrastructure. Can the market absorb this? Mr. McCauley said that a market absorption study, based on the best available information and assumptions, was an early basis for the Plan. This is a long term plan, so the outcome cannot be guaranteed. It is a good plan, even if it takes a long time to build out. Land value to justify tearing down a building has to be high enough to support it. Rents would have to be Class A to support redevelopment.

Commissioner Fallon asked whether the Plan favors large landowners, and whether redevelopment would occur for smaller parcels under multiple owners. He noted Mr. Carrier's comments about maximum height on his site compared to greater height on surrounding properties. Because of its small size, Mr. Carrier has a parcel that is less developable. Why is that appropriate? Mr. Fusarelli answered that the Plan is neutral regarding consolidated properties. In some instances the land assemblage may already exist. The Plan is driven more by the vision than the property ownership. The Plan assumes land ownership will change over time and does not provide for the circumstances of today's ownership.

Commissioner Fallon does not see community facilities like schools, fire stations, or medical facilities in the Plan. We want to bring people to the neighborhood, but they have to leave to get to some of these services. How will these facilities be achieved? Mr. Fusarelli said that the Plan has placeholders for some community oriented facilities, such as a grocery store. For example, the Plan

targets a grocery store as close to the center of the Plan area as possible. Other County-provided services are not addressed at that level of specificity. The performance tracking report will be a tool to track these things. The Plan details options, including working with a developer, to provide a community facility that is determined to be needed during the life of the Plan.

Commissioner Cole asked if staff has a position on whether there ought to be an ultimate maximum amount of buildout. Mr. Fusarelli said no.

Chair Monfort asked for staff's response to Mr. Carrier's comments and suggested language. Mr. Fusarelli responded that staff is adhering to the adopted Policy Framework, especially in this area. That site was not considered as part of the other three unique situations. The illustrative plan assumed a footprint that protrudes into the adjacent property owner's land, which would require property consolidation. Chair Monfort asked whether in this kind of situation, where the speaker wants more height, and the community sometimes wants lower heights, is staff's position not to consider any change from the County Board approval? Mr. Fusarelli said yes. Chair Monfort pointed out that staff actually is proposing a change to what the County Board approved on the Holiday Inn site. He confirmed with Mr. Fusarelli that the existing development rights for the Holiday Inn site is what is there today, which was approved by site plan. Both this site and the Zell site could develop under site plan. While a site plan can be proposed for greater height, this Sector Plan would serve as the guide for review of redevelopment proposals, so would provide guidance on the maximum height under a site plan.

Chair Monfort asked for confirmation that the plan for Clark-Bell Street would cause two wings at the Crystal Plaza apartments to be torn down, and whether this part of the plan is economically viable. Mr. Fusarelli said yes, and that the Plan would provide for higher density on the site than the existing apartments. There is adequate development potential and value in the Sector Plan on this site to achieve the realignment of Clark-Bell Street. Mr. McCauley added that the realignment does not make economic sense today, but it is considered feasible in the long term.

Commissioner Malis discussed with Mr. Fusarelli that once the Plan is approved, Phased Development Site Plans would need to be submitted and approved prior to or concurrent with final site plans in that location. Certain Plan elements would trigger the requirement for a PDSP. Redevelopment that does not involve the triggering elements may not need a PDSP. Commissioner Cole opined that PDSPs should be created independent of site plans and should inform the final site plans. Mr. Fusarelli responded that a PDSP could be considered prior to submission to a site plan, or in conjunction with it. The County would not accept a site plan application and then request a PDSP. Commissioner Savelle commented that Administrative Regulation 4.1 has time limits for consideration of a site plan and asked if a process which initiated a PDSP upon a 4.1 submittal would violate the time limits. Mr. Fusarelli said staff has had some internal discussions about the logistics of that timing and need to figure out if some changes need to be made to address these issues.

Commissioner Hunt noted that the Community Services section on page 109 says that community services will be provided through PDSPs. Is it not appropriate for sector plans to address locations of community facilities? Crystal City covers a very large area. She would have thought the Plan would also have a more concrete plan for grocery stores and other community facilities. When is the

right time to do that? Are we missing an opportunity as we locate parks but not other elements of the fabric of a community? Planning Director Bob Brosnan responded that he could not think of any plan Arlington has done that has identified those uses. The Plan identifies some things we want, but it does not get down to the level of detail of which spaces should be set aside for specific uses. Facilities such as police and fire stations are not anticipated to be needed for the Plan area, but if they are, the County will have to address that. As the County reviews PDSPs and performs the biennial reviews, we would identify the need for, and provision of, certain community facility needs. Commissioner Hunt asked if the County has an opportunity to acquire property because of the duration of the Plan. Mr. Brosnan does not foresee acquisition of land. If necessary the County would consider very urban facilities worked into redevelopment. The County does look at open space and streets in plans, however.

Parks

Chair Monfort asked staff to explain the difference between existing and planned parks. PRCR Open Space Parks Planner Diane Probus noted that existing open spaces are all privately owned and designed, and they are not optimally accessible, visible, and close to roads. They are not as welcoming as they could be, although some spaces have been very successful. The County wants more spaces that are visible from streets, with public access easements or owned by the County, and with County planning for more recreational activities. In response to a question from Chair Monfort about timing, Ms. Probus noted available planning funds for the park next to Long Bridge Park and the park on 23rd Street. Implementation for both would come with redevelopment. Commissioner Cole asked about the timing for developing Center Park, which is considered by many residents to be among the most important elements they will be getting from this Plan. Ms. Probus stated that the County will develop a strategy to develop Center Park but may not be able to achieve it in the near term. Mr. Fusarelli added that the building in that location has a contractual agreement for several years before it can be demolished to make way for the park.

Commissioner Sockwell noted that staff referred to the open spaces as a network and asked staff to discuss that concept. Ms. Probus said that staff is looking at connectivity between the spaces, for example by adding more bicycle lanes in Crystal City, and is also looking at all the open spaces together and not separately. Commissioner Sockwell suggested that an opportunity is being missed if connections between the parks are not considered.

Commissioner Fallon lived in Crystal City 20 years ago and liked it. There are little plazas and parks that allow more light and air into the buildings. He is concerned that County control or ownership of parks may not be of much benefit to the County. He noted that the Water Park is private and well designed. Not having an easement does not seem to make a difference. What will we be able to do on these new parks that we can't do on the existing plazas today? Ms. Probus explained that the private parks were not designed with community needs in mind. County control would include the County's involvement in planning the parks to meet the community's needs, and ownership or easements would ensure permanent public access.

Commissioner Malis asked for a description of how we would go about master planning the parks, including timing. Ms. Probus said that each process is different, depending on the significance of the site. Each would have community input. Park planning could be within a site plan process. Mr. Fusarelli added that we do not know the exact sequence of how the parks will be achieved over time.

It depends on when development occurs to produce the park spaces. The Policy Framework set parameters regarding redevelopment proposals that affect existing or proposed open spaces and what open space benefits would be achieved with that redevelopment. Commissioner Malis said staff referenced parks as a network with uses that could complement each other. How do you approach what to choose to do with each site? Ms. Probus referenced a matrix in the Plan showing a concept for each open space as a base to start planning. Every two years we can see if we need to rebalance.

Commissioner Cole was originally excited to see the section on the public realm but now thinks that nothing in the Plan related to parks is binding. It is not even guidance. What is shown in the Plan is just illustrative. If the parks are a system or network, how can you not know what is planned for each park? Ms. Probus reiterated that the Plan lists some definite goals for each open space. Commissioner Cole questioned whether a developer could propose a different use or different site. Chair Monfort assumes there's some flexibility if a developer proposes an alternative that the County supports.

Transportation

Commissioner Fallon asked how the Plan would have to change if it was decided to change the Clark-Bell Street alignment. Mr. Best explained that the realignment would be in three phases, and the one at Crystal Plaza is phase 2. Working with the property owner and the Task Force three years ago, the Plan recommendation was revised from removing two apartment building wings to possibly tunneling through the buildings, as a suggestion from the property owner. Moving Clark-Bell Street to the proposed location creates new building sites to its west. Those two new pad sites would be lost if the street were not realigned here. Commissioner Fallon confirmed with Mr. Best that if this section of Clark-Bell Street were not realigned, the street would still maintain connectivity through its length. In response to a follow-up question, Mr. Best said the transit plan would follow the street plan and would stay on Crystal Drive if Clark-Bell Street was not realigned. Commissioner Fallon asked about the idea of the transit way running west of Jefferson Davis Highway. Dennis Leach, Division of Transportation Director, said that there was a whole process for this discussion with a subcommittee of the Task Force, which included evaluation of five or six alignments. For the service to reach the highest density of users, it should stay east of Jefferson Davis Highway. In response to a question from Chair Monfort about the viability of a circulator bus, Mr. Leach described a range of transit services in Crystal City, including a lot of regional service. Arlington prepares a six-year plan and looks at ways to serve neighborhoods. Circulators tend to be the least used. The idea is possible, and if part of a business partnership it could be more feasible. Staff would need to do a feasibility study and look for business support.

Housing

Commissioner Fallon heard that over the life of the Plan, cash contributions for affordable housing could be \$230 million. At an LRPC meeting, he asked for a present value calculation of this amount. Ms. Pizzo said she would have that for the Housing Commission meeting. She added that \$230 million was calculated under the most conservative site plan scenario. Mr. Fusarelli noted that negotiated community benefits would add to that.

Commissioner Malis appreciates the affordable housing discussion in the staff report and suggested adding that discussion to the Plan itself. The staff report's discussion of affordable housing says that in the unlikely cash-only scenario, the County would get dollars rather than affordable units. Why

would that be unlikely, since that's our experience through the Rosslyn-Ballston Corridor? David Cristeal from the Housing Division responded that some projects in the Rosslyn-Ballston Corridor have on-site units. Commissioner Malis asked whether there is a staff intervention that would result in on-site units. Ms. Pizzo anticipates that after the first few projects, bonus density would likely be negotiated to achieve on-site units. Commissioner Malis noted that a lot of the directives suggest that Crystal City ought to be mixed income. How does staff figure out how much should be affordable, and to whom? Mr. Cristeal reported that about one percent of units are committed affordable in Crystal City now. The County-wide rental stock is about 15% affordable. The goal in Crystal city would be somewhere in that range. Ms. Pizzo stated that the goal would be about 7,500 net new units, which would be 7-16% net new affordable units. Commissioner Malis commented that the goal should not be based only on what is expected to be achieved through redevelopment. With other sources of funding, the Plan should be able to establish a higher goal. For example, affordable housing goals for Columbia Pike are being set irrespective of what staff expects to be achieved.

Commissioner Fallon commented that the County has a goal of creating 400 units per year, but the tools are limited for the most part to the housing ordinance. Did staff consider tools other than bonus density? Mr. Cristeal noted that the goal in the Plan may be achieved using other tools, for example AHIF funds. Commissioner Fallon discussed with Mr. Cristeal the possibility of providing affordable housing in nearby off-site location, such as Crystal Plaza and River House.

Other Community Benefits

Commissioner Klein asked how parking ratios in the Plan compare with downtown Washington, DC. Mr. Best said that the core of Washington, DC has about one parking space per 1,000 or 1,250 square feet. Commissioner Klein asked whether the Plan considered the possible historic significance of any of the buildings anticipated to be demolished with redevelopment. DCPHD Director Susan Bell said no, because the buildings are not old enough to be considered historic. Commissioner Klein is concerned that potential historic resources be protected. Ms. Bell said that historic significance is a factor that can be considered over time.

Other

Chair Monfort asked whether proposed task forces to look at performance tracking and edge transitions are the same thing. Mr. Fusarelli explained that the performance tracking effort would look at the metrics in the Plan and other external factors surrounding Crystal City, every two years to help inform the CIP, which has a Crystal City component. The edge transition study is more focused on looking at the western boundary of Crystal City and how it transitions to the surrounding neighborhoods to articulate the vision. It is more of a planning process. Chair Monfort noted that this same transition issue has been raised in other parts of the County. Mr. Fusarelli said the origins date back to concerns of the Civic Federation. This Plan could be a template for transition areas in other parts of the County. Chair Monfort suggested that we often transition from high heights to low heights with townhouses; presumably that option is off the table in the area along Eads Street.

Commissioner Fallon had been concerned that the Underground could compete with successful streetscape, but those concerns have been put to rest with success of the new Crystal City retail. The underground is private. Can any landowner seal off access to a portion of the underground, or is public access protected? Mr. Fusarelli said that any control regarding access would be through site

plan conditions. Rob Selden with Archstone said he can look into that. Mitch Bonanno with Vornado said that there are cross-access agreements among the property owners for access, but there are no easements for permanent public access.

Commissioner Ciotti asked, if this much density is planned, but the County does not intend to purchase land, is there any implication for schools? Mr. Fusarelli said that was studied with Schools as part of the due diligence in developing the Plan. Given assumptions of current population, student generation rates, and goals of accommodating more families, Schools estimated the number of school students that would result from the Plan and concluded that there is no anticipated need for new schools. The performance monitoring reports will provide information on whether that projection is correct over time.

Planning Commission Motion

Sector Plan

Commissioner Savela moved that the Planning Commission recommend the County Board adopt the subject Sector Plan with those modifications described in the staff report dated September 10, 2010 and supplemental Attachment 13, Part Two dated September 15, 2010 subject to the following conditions:

- 1) Add a new action step under Public Open Space (as a replacement to the staff's proposed addition to Action 20 described on page 14 of the staff report dated September 10, 2010) which reads:

Continually explore opportunities that arise through individual site plans, phased development site plans, and redesign of other public and private spaces to provide additional green park spaces and other public open spaces, including public access to rooftops, beyond those identified on the public open space map. In addition, consider enhanced treatments to pedestrian connections linking park spaces.

- 2) Establish a new category in the Implementation Matrix that reads:
ON-GOING MONITORING AND EVALUATION OF PLAN IMPLEMENTATION

Item No. XX: Working with a new County Board- or County Manager-established Review Council for Crystal City, comprised of both residents of Crystal City and representatives of business owners, commercial property owners, and adjacent civic associations, implement an on-going monitoring and evaluation process to ensure the achievement of Plan objectives and identify areas that may require modification.

Components of this process would include:

- a) Outlining the format and data required for a biennial report to the County Board on progress on implementation actions, any areas of nonconformance with the Plan resulting from by-right development or negotiated through site plan, adverse impacts of Plan implementation, changes in occupancy rates of office space and hotel rooms, traffic counts on roads within or connecting to the Plan area, achievement of community services, parks, and other community amenities, and other elements identified by the Review Council, County Board, or staff.

- b) Establishing and implementing a meeting schedule for the Review Council that provides for interim progress reports by staff and for review of the biennial report developed by staff.

Item No. YY: Working with representatives of the adjacent civic associations and representatives from the Review Council and Planning Commission, staff develops additional urban design guidelines addressing the transition area between Crystal City and the single-family home neighborhoods.

- 3) That prior to Plan adoption or through a County Board established process initiated immediately following Plan adoption:
 - County staff strengthen and refine the building design guidelines included in the Plan to ensure architectural excellence and building massing that results in a varied and active skyline and that provides additional parameters that potentially include maximum achievable density levels based upon such possible characteristics as building location, degree of tapering, maximum size of floor plates relative to building height, relationship to adjacent buildings and adjacent open space, and overall design quality.
- 4) That prior to Plan adoption:
 - County staff review the block structure to determine how the Plan’s framework can be further modified to break up the super-blocks east of the re-aligned Clark-Bell Street with new streets and, where appropriate, pedestrian passageways to improve walkability. This should be addressed through an enhanced pedestrian network overlay map or implementation language recommending such a network.
 - That County staff review the Plan for opportunities to improve accessibility and visitability for those with mobility limitations, including the elimination of the specification that residences have ground floors that are 24 inches above grade.
- 5) Add a new action step in Implementation Matrix under Public Open Space, after item 26 which reads:

Implement a master park planning process that creates an area-wide park plan, first identifying the purpose of each park and subsequently creating design parameters (including connections to adjacent and nearby open spaces and parks, the underground walkway, and retail frontages) and identifying appropriate programming. The resulting plan could include temporary uses of “found” open space during transitional phases.

Furthermore, the Planning Commission recommends that the County Board direct the County Manager to modify the County’s park planning process to include Planning Commission review of all new plans for parks within the metro corridors, as well as major county-wide parks; and encourages the County Board to direct the County Manager to present the financing plan and community benefits plan to the Planning Commission for review and comment.

Commissioner Hunt seconded the motion.

Commissioner Malis asked for unanimous consent to amend the motion to add a new action step in the affordable housing implementation section that reads, “Continue the planning process to develop a comprehensive housing plan that establishes numeric goals that support the County’s mixed income housing vision beyond what may be generated through community benefits associated with the proposed redevelopment in Crystal City, taking into account other tools that may be available or created”. There was no objection, so the motion was amended.

Commissioner Harner asked for unanimous consent to amend the motion to add to the end of Item 3 in the motion, a passage that states “and to ensure that the building massing and design guidelines are coordinated with and supportive of the County’s sustainability goals and current planning initiatives”. There was no objection, so the motion was amended.

Commissioner Klein asked for unanimous consent to amend the motion to add a new Item “that the County take steps to include language for a strategy to identify future historic resources”. There was no objection, so the motion was amended.

Commissioner Savela asked for unanimous consent to amend the motion to add, “Post-adoption of the Plan, staff establish additional language clarifying the process for initiating PDSPs to ensure site plans are not developed and submitted without the necessary PDSP guidance”. There was no objection, so the motion was amended.

Commissioner Cole asked for unanimous consent to amend the motion to modify item 4 on page 2 to replace “Clark-Bell Street” with “Jefferson Davis Highway”. There was no objection, so the motion was amended.

Commissioner Fallon commented that one of the challenges of this Plan is that it has had to address mistakes of the original Crystal City development. A plan like this should have already been in place. The lesson to be learned is that we had to do this planning in reactive mode, which has affected the Plan. The Plan is not perfect—no plan is—but it is a starting point. He is confident that through our usual processes, we can handle some of the details through the PDSP and site plan processes. He likes the performance monitoring, which acknowledges that the Plan is dynamic through 40 years, and we can tweak it along the way. We can get to some of these goals in an intermediate way. He will support the proposal.

Commissioner Malis said that Mr. Brosnan crystallized it when he said that this is the largest plan we have ever produced. What we see in these amendments is the notion that this is too big to close all at once. We can get the big pieces in place, but to work through and refine everything will require some follow-on. The Planning Commission’s sentiment is that these refinements are to be done in a defined timeframe. We will continue to work on this Plan post-adoption. Community members, the development community, and staff have felt that they have completed the process to their satisfaction. She thanked Commissioner Savela for her five years of work on this project. She has helped create something that is very solid.

Commissioner Ciotti wants to compliment the Crystal City BID for its vision. Not that many years ago, people wrote off Crystal City as a canyon, but it is developing an active personality, and all because of the BID. It’s become a destination, and has momentum now.

Commissioner Hunt thanked Commissioner Savela for taking on this project. She is also very impressed with staff's work. She acknowledges both the residents and business community for their efforts. She also thanks Commissioner Savela for making the motion simple for the Planning Commission and Commissioner Harner for his points in the density discussion.

Commissioner Klein echoes Commissioner Hunt's comments. She appreciates the community's enthusiasm for this Plan and for sticking with it.

Commissioner Cole expressed his gratitude to Commissioner Savela, the community, and the staff. We risk understating the importance of what this Plan really is. It is being put in place for the densest, most concentrated area of the County. He does not believe that the site plan or PDSP process will effectively change anything that is done tonight, which will be the touchstone for 40 years for the development of this area. He expressed some disappointment that this Plan has been excessively constrained by reality. We have these superblocks because we are told that some of these buildings aren't coming down. He would like the Plan to state what we want these blocks to be like—to have an unfettered vision, and this Plan doesn't do that. He urges staff to seek a way to place a constructive density constraint on Crystal City. The economic incentives will be intense to maximize density and value.

Commissioner Sockwell will support the Plan, which he thinks is very successful. It has two major elements. First, it is designed to incentivize owners to rebuild aging structures. Second is a goal of the long range process to build a community too. The infrastructure recommendations do that. There is a curious level of detail in some places, while at the same time there are not a lot of tools to deal with density. The Plan requires a level of long term faith.

Commissioner Savela sees this as a step in a planning process with additional processes to follow, even above and beyond what is in the motion, following adoption of the Plan. There are so many details, and so much complexity. The Planning Commission needs to stay on top of it going forward, reviewing issues in a timely manner and with a reasonable frequency. She thanks the tremendous staff work. Several staff have been involved from the start and have worked patiently and diligently with the stakeholders, and she particularly wants to call out Mr. Fusarelli for his work. Together, they have put together something that is, if not ideal, at a minimum palatable to the diverse stakeholders.

Commissioner Savela asked for unanimous consent to amend the motion to add that "the County Board direct the County Manager to develop a work plan and identify staff resources to implement the various processes that the Planning Commission, staff and the County Board have identified going forward to ensure that we have appropriate monitoring, review, and refinement of the guidelines in the Plan, and that the next comprehensive five year plan include the ongoing planned resources for Crystal City." There was no objection, so the motion was amended. Commissioner Savela recognized the County Manager for the work he has done to advance the process in the short time he's been here.

The Planning Commission voted 11-0 to support the motion. Commissioners Ciotti, Cole, Fallon, Harner, Hunt, Klein, Malis, Monfort, Savela, Serie, and Sockwell supported the motion.

GLUP Amendments

Commissioner Savela moved that the Planning Commission recommend the County Board adopt the attached resolution to approve the General Land Use Plan amendments for the Crystal City Metro Station Area. Commissioner Malis seconded the motion.

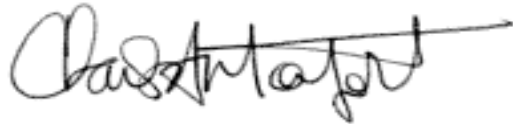
Commissioner Savela noted that the Planning Commission did not address some of the comments from speakers regarding building heights and densities on two or three specific blocks, but that she knows staff will continue working with the stakeholders and with County Board members to determine if there need to be any refinements to what is before the Planning Commission tonight.

The Planning Commission voted 11-0 to support the motion. Commissioners Ciotti, Cole, Fallon, Harner, Hunt, Klein, Malis, Monfort, Savela, Serie, and Sockwell supported the motion.

MTP Amendments

Commissioner Savela moved that the Planning Commission recommend the County Board adopt the attached resolution to approve the Master Transportation Plan amendments for the Crystal City Metro Station Area. Commissioner Fallon seconded the motion. The Planning Commission voted 11-0 to support the motion. Commissioners Ciotti, Cole, Fallon, Harner, Hunt, Klein, Malis, Monfort, Savela, Serie, and Sockwell supported the motion.

Respectfully Submitted,
Arlington County Planning Commission

A handwritten signature in black ink, appearing to read "Charles A. Chair Monfort". The signature is written in a cursive style with a long horizontal stroke extending to the right.

Charles A. Chair Monfort
Planning Commission Chair