# ARLINGTON COUNTY, VIRGINIA

**County Board Agenda Item**
**Meeting December 13, 2008**

**DATE:** December 1, 2008

**SUBJECT:** Adoption of the 2008 Crystal City Plan Policy Framework and Illustrative Concept Plan.

**C. M. RECOMMENDATION:**

Adopt the 2008 Crystal City Plan Policy Framework and Illustrative Concept Plan.

**ISSUES:** While the development of a long-range community plan for Crystal City is important to help address pending impacts of the Base Realignment and Closure Commission (BRAC) actions, discussion continues around several key concerns regarding the Policy Framework and Concept Plan. First, questions surround the proper strategy for ensuring that commensurate new or improved open space is achieved when existing open space is lost to planned infill development. Second, some property owners have raised concerns about the timing and initial alignment of the proposed surface transitway. Third, at this time it is not certain that the planned increases in building heights will be acceptable to the Federal Aviation Administration (FAA). Fourth, recommended strategies for financing the planned improvements are undergoing continued staff examination and analysis. Staff addresses these issues in this staff report.

**SUMMARY:** In response to the anticipated impacts from the 2005 Base Realignment and Closure Commission (BRAC) actions, a planning review has been underway for two years to generate a preferred vision for the next generation of development in Crystal City. This vision will guide future decisions on public and private reinvestment in Crystal City. Since October 2006, more than 60 meetings have been held to refine a preferred vision with County staff and consultants, the Crystal City Planning Task Force, advisory commissions, and other stakeholders.

At this time, staff is recommending that the County Board adopt the Policy Framework (comprising the Vision Statement, Goals and Objectives, and Policy Directives and associated maps) and Illustrative Concept Plan (an illustrative plan that depicts one possible build-out

County Manager: _____

County Attorney: _____

Staff: Anthony Fusarelli, Jr., DCPHD, Planning Division
Alex Iams, AED, Real Estate Development Group
Richard Best, DES, Division of Transportation
Diane Probus, DPRCR, Park Development Division

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scenario and reflects the key elements of the Policy Framework) in order to help advance the planning process and guide the completion of the final Crystal City Plan. It is anticipated that the adopted Policy Framework and Illustrative Concept Plan would then be incorporated into a final Crystal City Plan document that would be brought to the County Board for adoption in 2nd Quarter of 2009. After adoption of the Crystal City Plan, the first level of development review will occur at a Phased Development Site Plan (PDSP) level, where proposed long-range development schemes for a block or multiple blocks will be reviewed for consistency with the final Crystal City Plan. Finally, after PDSP review and approval, final site plans will be reviewed building by building for consistency with both the PDSP and Crystal City Plan (recognizing that in some cases a final site plan for a building could be considered concurrent with a PDSP as a first phase for a specific block). This framework establishes the hierarchy of planning products and stages involved in establishing a vision for the future of Crystal City and implementing that vision, one building at a time.

Key elements of the Policy Framework and Concept Plan include:

- Creating a clear urban identity and sense of place with build-to requirements and enhanced building envelope standards to achieve great urban design;
- Supporting a mix of land uses and populations that add life to the streets for extended periods of time to increase safety and walkability;
- Improving connectivity, circulation, and wayfinding via a cohesive street network;
- Providing attractive streets lined with active retail to promote pedestrian uses;
- Creating a network of diverse open spaces with increased amount of dynamic, usable, accessible and high quality parks, plazas, and other public open spaces;
- Emphasizing near-term introduction of community enhancements such as parks and cultural facilities while providing flexibility in development phasing;
- Managing and improving the overall transportation network to encourage effective and efficient use of infrastructure by residents, workers, and visitors;
- Transforming Jefferson Davis Highway into an urban boulevard where new buildings face the street and are lined with generous tree-lined streetscapes; and
- Maintaining and adapting an internal pedestrian concourse system that extends the reach of transit services and supports the overall vitality of the public realm.

The Policy Framework and Illustrative Concept Plan establish a vision, set of goals and objectives, and major recommendations and guidance for future redevelopment in Crystal City. It does not explicitly address the specific implementation strategies necessary to attain the vision, but does define many of the parameters (e.g. maximum building heights, street locations, etc.) that will determine future development. The potential costs of the planned improvements are being studied to develop strategies for how to pay for them. When completed, these studies and their findings will guide staff in developing specific implementation measures to be outlined in detail in the final Crystal City Plan.

**BACKGROUND:** Since its first site plan was completed in 1964, the development of Crystal City has largely been guided by the County's General Land Use Plan (GLUP) and several land use and zoning studies for the Jefferson Davis Corridor completed in the 1960s and 1970s. In the context of the County's two Metrorail corridors, Crystal City is one of only two Metro station areas without an adopted Sector Plan. More than 85 site plan buildings and approximately 25

million square feet of total development have been completed in the Crystal City Metro station area over the past four decades without a comprehensive community planning framework to guide urban design, transportation, and open space recommendations within the neighborhood.

In 2006, the County initiated a public process to develop the first long-range community plan for Crystal City, largely in response to recent federal actions anticipated to significantly affect Arlington and Crystal City. In November 2005, the President of the United States signed into law the recommendations of the 2005 BRAC Commission. In doing so, multiple Department of Defense (DoD) agencies were directed to vacate over 4 million square feet of leased office space they occupy in Arlington, approximately 3.2 million square feet of which are located within Crystal City. Associated with this space are approximately 13,000 jobs that, by law, must be relocated to military installations outside of Arlington by September 2011. The number of jobs to be relocated out of Arlington as a result of this law is greater than in any other jurisdiction in the United States.

In their totality, there is great potential for the BRAC Commission recommendations to significantly impact the local economy as it relates to existing businesses, workers, and visitors in Crystal City. The relocation of DoD agencies is expected to reduce demand for leased office space in Crystal City. In addition, many Arlington-based contractors that support these agencies may decide to relocate elsewhere to maintain proximity to their contract work. When the pending decrease in DoD agencies and contractors in Crystal City takes effect, the local economy may also witness a reduced demand for hotel rooms, a weakening retail market for goods and services, and a potential decline in associated tax revenues.

Recognizing the likely and significant adverse impacts, the County established a BRAC Transition Task Force to develop strategic recommendations to address the impacts and opportunities presented by the 2005 BRAC actions. Several of these recommendations were directed at facilitating the redevelopment of Crystal City, in part to help maintain and build upon Crystal City's role in supporting the County's overall economic health. These recommendations included the initiation of a formal planning process to create a new vision for the revitalization of Crystal City. According to the Transition Task Force's recommendations, the vision plan should include a process that "develops and advocates a vision, analyzes fiscal and economic impacts, and provides a framework for the physical redevelopment of Crystal City."

In April 2006, the County Board appointed a Crystal City Planning Task Force to review and comment on the proposed Policy Framework and Illustrative Concept Plan developed by staff and their consultants. The Task Force includes residents of Crystal City and the nearby Aurora Highlands civic association; local retail and office tenants; commercial property owners and developers; representatives from the Planning, Transportation, Economic Development and Park & Recreation Commissions and Commission for the Arts. The County Board designated a chair and vice-chair, from the Economic Development and Planning Commissions, respectively, to lead the group and generally charged the Task Force to review and comment on the development of a Policy Framework (comprising a Vision Statement, Goals and Objectives, and Policy Directives) and Illustrative Concept Plan. The planning process has included several phases to date, including:

- A review of existing conditions and issues;

- Development of a vision statement and goals and objectives;
- A week-long community charrette;
- Development of plan alternatives with community reviews;
- Production of draft plans with related transportation impact assessments and economic feasibility and market demand studies;
- Refinement towards a proposed concept plan alternative;

Staff anticipates that upon adoption of the Policy Framework and Illustrative Concept Plan, a final Crystal City Plan document will be drafted, reviewed, and refined prior to future adoption by the County Board, and would incorporate the Policy Framework and Illustrative Concept Plan with supporting text and graphics; design guidelines, and implementation recommendations.

**DISCUSSION:** With Crystal City facing the situation described above, the potential ability of the proposed Policy Framework and Concept Plan to guide future decisions that can help turn an otherwise formidable challenge into an excellent opportunity is significant. In fact, without a plan or vision for the future, it is possible that development activity or reinvestment in Crystal City could lag behind other areas in the region, especially given the limited additional development potential existing under today's planning and zoning framework. Therefore, alternative scenarios of what would happen anyway without a new planning effort for Crystal City need to be considered.

One example of an alternative "no plan" scenario would be marginal cosmetic interior work on buildings that would be re-leased at Class B and C rates, with assurance of rent-flow to the property owner, but diminished tax returns for the County and no effect on the public realm vis-à-vis the look of the building, how it relates to the street, and how it supports transformation of the street/park/transit systems. This scenario would require no County intervention since it could be done by-right. Another example of a "no plan" scenario is evident in Crystal Plaza II, an existing 1960s office building presently being converted to a residential building with an additional six floors, with the County Board's approval of a site plan amendment. While this adaptive re-use approach repurposes and modernizes an existing building to meet a presumed market demand, this approach is inherently limited in its ability to help systematically transform the neighborhood's public street, sidewalk, open space and other infrastructure networks into a cohesive whole that can significantly enhance Crystal City's position in the region as a mixed-use urban village where people can live, work, and play. In other words, dealing with amendments to existing site plans, one building at a time, under the existing General Land Use Plan and Zoning Ordinance parameters offers limited potential in transforming Crystal City from its current conditions into a more complete, urban neighborhood.

In addition to BRAC, a growing inventory of Crystal City buildings that are nearing the end of their useful lifespan provides great potential for redevelopment activity consistent with the Policy Framework and Concept Plan. With the limited remaining development potential in most of Crystal City under existing zoning, a critical assumption underlying the planning effort was planning for additional density in the area. In addition to the traditional smart growth principle of focusing residents and jobs around transit, planning for additional density in Crystal City is consistent with economic feasibility studies suggesting increased development potential is

needed to facilitate the demolition of existing major buildings and replacement with new buildings consistent with plan recommendations.

Four initial design concepts from the charrette were all based on an assumption of additional development potential in Crystal City, particularly east of Jefferson Davis Highway. A hybrid draft plan (1.5 Alternative) became the subject of corresponding transportation impact analyses as well as economic feasibility and market demand studies. The transportation study assessed the ability of the transportation system to accommodate future planned growth and identified any necessary infrastructure improvements. The economic studies measured the ability of the anticipated market demand to support the level of planned residential, office, and retail growth in the region, in addition to the overall economic feasibility as a function of return on investment for hypothetical building projects. Together, the studies suggest that the level of planned development is generally supported by the market and can be accommodated by the transportation network with the implementation of targeted improvements. Based on these findings and additional community and stakeholder input, a proposed Illustrative Concept Plan was developed and supported by a series of recommended policies to provide the primary guidance for all future redevelopment in Crystal City.

**The Policy Framework and Concept Plan**

The proposed Policy Framework and Concept Plan for the Crystal City Plan comprise a series of elements that have been developed through an iterative planning process. The Policy Framework is comprised of three elements: a Vision Statement, Goals and Objectives, and Policy Directives. The Concept Plan is comprised of an illustrative plan that depicts one possible buildout scenario for the area, projected for the 2050 timeframe and reflects the key elements of the Policy Framework. Building on Crystal City's existing mixed-use high density development pattern, the Policy Framework and Illustrative Concept Plan establish a renewed vision for Crystal City with a high-quality public environment of streets, transit, sidewalks, and open spaces that offer great connectivity and accessibility among a more balanced mix of uses. In many ways, the proposed strategies build on community planning concepts and smart growth principles typically applied today throughout the County's transit rail corridors, including concentrating a mix of uses around Metrorail stations with active ground-floor uses, high quality open spaces, well balanced upper-story uses, and lower levels of density and height transitioning to surrounding low density residential neighborhoods.

Elements in the Policy Framework and Illustrative Concept Plan include:

- Increased share of residential development as a component of all uses in Crystal City, particularly east of Jefferson Davis Highway;
- Ground level street frontages with retail activity;
- Maintenance of an interior pedestrian concourse to extend the reach of transit, provide frequent connections to sidewalks, and be adequately flexible to adapt over time with redevelopment;
- Build-to line, maximum building height and tower coverage, minimum tower separation, and bulk/plane angle recommendations that define the overall allowable building envelope;

- High quality and diverse public open spaces distributed throughout the neighborhood with dedicated public access;
- Center Park to help define the civic identity of Crystal City and serve as an open space focal point with flexibility to accommodate a wide array of programming;
- Increased overall tree canopy coverage in Crystal City;
- Guidelines for achieving the highest feasible level of sustainable design and development of buildings;
- Revised street network that achieves a more regular urban grid for greater connectivity and enhanced wayfinding;
- Increased safety, quality, and connectivity for pedestrian and bicyclist travel;
- Surface transit service and routes phased over time to correspond with patterns of redevelopment;
- Multi-modal transfer facility situated in the vicinity of the existing Metro station entrance; and
- Development of financing tools beyond traditional community benefit to generate resources needed to implement the Plan.

The Policy Framework and Illustrative Concept Plan provide a guide for future revitalization and development in Crystal City, by outlining area-specific strategies for land use, transportation, open space, and other components. If these elements are adopted by the County Board, staff will develop a complete Crystal City Plan document that includes the Policy Framework and Illustrative Concept Plan in addition to yet to be developed design guidelines, implementation strategies, and supporting materials.

**The Policy Framework**

**The Vision Statement**: The Vision Statement creates a mental image of Crystal City today and its desired overall characteristics in the future (See Attachment 1). The vision defines Crystal City as a place where the existing multimodal transportation network will provide enhanced access and mobility with improved surface transit service and a more pedestrian-friendly urban street network; streets and public spaces are lined with active retail and civic spaces; upper story uses provide a Class A office environment and expanded array of residential offerings; and its sense of place will be strengthened through high-quality architecture, open spaces, streetscape treatments, and public art. A more complete image of the proposed vision for Crystal City is expanded upon in the Goals and Objectives.

**The Goals and Objectives**: The Vision Statement is complemented by the Goals and Objectives that were established and refined with the Task Force early in the planning process (See Attachment 1). Seven specific goals outline the principal aspirations of the plan in various elements. Each goal is associated with a number of objectives that detail specific steps or achievements directed at achieving each goal. Together, the Vision Statement and Goals and Objectives are reflected throughout the Illustrative Concept Plan (See Attachment 2).

**The Policy Directives:** The Policy Directives outline the major recommendations and guidance for all future redevelopment in Crystal City, and are organized into eight categories: land use; building form and heights; density; public open spaces; sustainable design and development; transportation; affordable housing; and improvement implementation. Specific recommendations are described in each of these categories, in either written or graphic format. Since the latest draft of the Policy Directives were distributed for Task Force review in early September, a number of directives were revised or created through community review with staff and advisory commissions to reflect greater clarity in their recommendations. The proposed text and maps that encompass the Policy Directives are included in Attachment 3 to this staff report.

The following paragraphs summarize the major planning elements and rationale included in the Policy Directives, by category. More specific and detailed information pertaining to the Policy Directives are presented in the text and map materials in Attachment 3 of this report.

1. Land Use: The Policy Directives build from Crystal City's existing development pattern by recommending continued medium- and high-density mixed use development within the neighborhood center with lower-density development bordering single family residential neighborhoods to the west. In terms of use mix, the proposed 2050 Crystal City build out would comprise more residential than office Gross Floor Area (GFA), to increase transportation system efficiencies, expand opportunities for people to live and work in the same area, and achieve other goals. A recommended land use mix is proposed for each block to ensure an overall balance of residential, employment, and retail uses that provide prolonged activity in daytime and evening hours. The Land Use Map illustrates the specific use mixes proposed for each block (See Attachment 3 – Map 1). Specific ground floor locations are targeted as retail frontages to help establish a critical mass of retail activity to enhance streetscape vitality in desired areas. The Retail Frontage and Interior Pedestrian Concourse Map depicts targeted retail frontages and the conceptual locations of interior pedestrian connections servicing internal retail, cultural, or civic uses (See Attachment 3 – Map 2). Guidelines for working with County service providers to plan and implement future infrastructure needs are included to ensure that relevant systems are in place as Crystal City grows. Incentives for achieving cultural and community-oriented facilities, such as theaters, through site plan development are being explored to expand the offerings of such facilities to serve future populations. Additional discussion on the anticipated needs or desire for the aforementioned facilities and services will be expanded upon in the final Crystal City Plan.

2. Building Form and Heights: Build-to lines are recommended along block perimeters to achieve building form and massing that creates well-defined public open spaces and streets. The Build-To Lines Map illustrates the delimitation of the build-to lines and the proposed rights-of-way widths (See Attachment 3 – Map 3). Recommended maximum building heights are greatest (between 300 and 330 feet) around 18th Street S. (near Metro) and 23rd Street S., with heights tapering down to the lower density

residential areas to the west (at around 35 feet). The proposed building heights would focus greatest densities close to Metro and other centers of activity while adding interest through a varied and tapered skyline. The Building Heights Map depicts the maximum building heights proposed for all blocks in Crystal City (See Attachment 3 – Map 4). Provisions for bulk/plane height controls that would dictate deliberate building taper along certain frontages are included to ensure adequate access for natural daylight to prominent parks and plazas. The Bulk Plane Angle Map identifies the frontages with these taper requirements and the heights and angles for such tapers (See Attachment 3 – Map 5). In addition, maximum building tower coverages (measured above the fifth floor) are proposed to ensure adequate light and air among buildings and blocks, which is reinforced by a recommendation to require a minimum separation of 60 feet between building towers. The Tower Coverage Map depicts the maximum percentages of each block that may be covered by the tower portion of the building, above the fifth floor (See Attachment 3 – Map 6).

Given the proposed increase in building heights and Crystal City's proximity to Washington National Airport, several Policy Directives are aimed at addressing the relationship between building heights and massing and airport operations. First, it is recommended that site plan projects be submitted for review by the Federal Aviation Administration (FAA) when filed with the County's Zoning office. The main intent of this directive is to establish greater clarity on the allowable building heights for a specific project earlier in the public review process and prior to a County Board hearing. As a long-term solution, the County is working with the FAA to study existing and proposed development conditions in Crystal City to more clearly determine what an allowable building envelope would be for the entire Crystal City area, rather than looking at one building at a time, although the exact timeframe for the study's completion is unknown. Based on the future findings from this study, an additional recommendation outlines the need to revisit proposed physical planning parameters if the FAA determines certain building heights are not feasible for airport operations. This policy acknowledges that planned building heights exceed existing heights in some locations and since the County has no way of currently knowing if the heights are achievable, recommendations may need to be revisited if the FAA does not approve of the proposed building heights or if any impacts cannot be addressed with adequate mitigation strategies.

3. Density: The Policy Directives recommend base densities for each block in Crystal City that reflect the maximum planned densities per the existing General Land Use Plan (GLUP) designations. The Base Density Map illustrates the pattern of current maximum planned densities based on the existing GLUP (See Attachment 3 – Map 7). However, during the visioning process for the Crystal City Plan, additional density above the existing GLUP densities was recommended in some areas, particularly east of Jefferson Davis Highway. As proposed, the achievable densities in Crystal City would not be limited directly through Floor Area Ratio (FAR) maximums, but rather would be form based through a combination of build-to lines, maximum building heights, maximum tower coverage, and other parameters including bulk/plane angles and tower separation. To clarify the relationship between

the base and achievable densities, the Policy Directives recommend that the County Board may allow, at their discretion, additional density above the base densities when projects help achieve the plan's goals and objectives and significant community benefits. To facilitate overall economic feasibility of prospective projects, provisions for a tear-down credit mechanism is included in the Policy Directives to recognize the cost of demolishing major existing building assets.

4. Public Open Spaces: The Policy Directives identify the minimum network of public open spaces that should be achieved through the buildout of the Plan. The open space recommendations propose a wide distribution of diverse parks and plazas that would be functional, universally accessible to all, and easily visible from public streets which is in contrast to a number of existing open spaces that lack dedicated public access or good visibility or accessibility from adjacent streets. The proposed location and distribution of the proposed open spaces are illustrated in the Public Open Space Map (See Attachment 3 – Map 8). In light of concerns about the phasing of open space losses and gains, additional provisions are proposed to address the displacement of existing public open spaces by concurrently providing comparable or enhanced spaces, either through development of new park sites or through improvements to existing open spaces and dedication of easements to those spaces. Goals for increasing tree canopy coverage in Crystal City are outlined in the Policy Directives by meeting or exceeding the most current applicable goals in the County's Urban Forest Master Plan. Provisions for achieving dedicated pedestrian routes through large blocks to enhance overall pedestrian connectivity are also incorporated to make Crystal City more pedestrian friendly.

5. Sustainable Design and Development: Environmental sustainability is an element that underscores many of the concepts comprising the draft plan. Beyond applying the County's highest and best standards for sustainability in the design and review of all development projects, proposed recommendations seek to maximize the energy efficiency and minimize the carbon footprint throughout the neighborhood. These provisions will help facilitate Crystal City's continued growth as a neighborhood where people can live, work, and play in close proximity and experience the resulting benefits, and where an array of transportation and transit options will provide for exceptional mobility. To highlight this potential, the County has registered and will be submitting the Crystal City Plan as a potential LEED-Neighborhood Development project in the United States Green Building Council's Pilot Program.

6. Transportation: The Crystal City planning efforts envision strategic improvements to the multimodal transportation system to accommodate future growth in the area. A series of Policy Directives are recommended to transform Crystal City's street network into an urban grid, expanding County control over streets and rights-of-way, to improve safety for pedestrians and bicyclists, and to minimize temporary transportation disruptions for all users during construction. Recommendations for changes to the street network are depicted in the Street Network and Typology Map (See Attachment 3 – Map 9). Proposed guidelines also identify preferred areas for building service and loading areas to minimize potential conflicts, as illustrated in the

Services and Loading Map (See Attachment 3 – Map 10). In addition, Transportation Demand Management (TDM) measures will continue to be applied to reinforce the goal of sufficiently parking development projects, partly through the application of appropriate parking ratios and shared parking efforts.

The Policy Directives envision a future surface transitway alignment and system that will offer enhanced connectivity within and beyond Potomac Yard and Crystal City, with connections to Columbia Pike and the Pentagon City and Braddock Road (Alexandria) Metro stations. The proposed near-, mid-, and long-term alignments of the surface transitway through Crystal City are depicted in the Surface Transitway Map (See Attachment 3 – Map 11), and would be employed incrementally as the phased realignment of Clark-Bell would allow. Enhanced accessibility to the Crystal City Metro station is envisioned via an additional access point in the vicinity of Crystal Drive and 18th Street S. A new multimodal transfer area in the vicinity of the existing Metro station entrance is also recommended to provide clear and efficient transfers for users among various modes of transit.

7. Affordable Housing: In the context of the Crystal City planning efforts, increasing the committed affordable housing stock within the Crystal City area is an identified goal. The Policy Directives acknowledge that the Affordable Housing Ordinance will be applied to future projects, and propose that special provisions for bonus density above the GLUP (or base densities) be developed to help increase the amount of affordable units in Crystal City. Given the existing stock of older residential buildings in Crystal City, the Policy Directives also recommend that affordable units could be provided in new or existing buildings as a means to maintain economic feasibility of achieving as many committed affordable units as possible in Crystal City. It is anticipated that the affordable housing provisions would be more fully developed in the implementation section of the final plan.

8. Improvement Implementation: The proposed Policy Framework and Illustrative Concept Plan would significantly reshape Crystal City with a significant repositioning of public improvements, such as infrastructure for roads and transit, parks, and plazas. These items are in addition to more traditional site improvements such as streetscape improvements, affordable housing, public art, or utility relocations. Achieving the Illustrative Concept Plan would require demolition and replacement of many existing, rent-producing buildings, which factor into the overall economic feasibility and potential margin of redevelopment projects. In recognition of these aspects, the final plan will include recommendations on possible financing tools beyond traditional community benefit to achieve the plan.

   Many of the planned improvements envisioned for Crystal City are at a scale beyond that of an individual building site, such as major road realignments or new streets. To achieve these goals, a Phased Development Site Plan (PDSP) is proposed as the mechanism to be employed to ensure that, at a development block level, the long-term planned redevelopment for a block will in fact achieve a build-out consistent with the Policy Framework and Illustrative Concept Plan. While the build-out of a

PDSP for a block can take years to implement, this approach would ensure that ultimate conditions of building height and massing, land use, street network, and open space conditions are established early on in a manner consistent with the Crystal City Plan and to be subsequently phased through individual site plan buildings. The recommended block areas defining individual PDSP boundaries are depicted in the Phased Development Site Plan Block Map (See Attachment 3 – Map 12).

**Additional Details to be Addressed in the Final Crystal City Plan**: The Policy Directives comprise major recommendations as a basis to develop a final Crystal City Plan that is consistent with these recommendations. On its own, the Policy Framework and Concept Plan lack a certain degree of detail and discussion necessary for a comprehensive long range planning document for Crystal City. Following the adoption of the Policy Framework and Concept Plan, a final Crystal City Plan will be developed with additional community review that will include more finely detailed implementation actions and specific recommendations to ensure the vision is achieved. Examples of areas where additional discussion will be directed include strategies for paying for plan improvements and identifying likely funding sources, techniques to maximize the amount of affordable housing in Crystal City, and a better understanding on how community and cultural facilities and services will be addressed in the future build out of the plan, to name a few. While all of these areas have been part of ongoing discussions, more detailed recommendations in these areas are more appropriately addressed in the context of the final plan document rather than the more general policy document under current consideration.

**The Illustrative Concept Plan:** The Illustrative Concept Plan shows a potential future for Crystal City consistent with the Policy Framework. The Illustrative Concept Plan conceptually indicates the desired locations of building placement, street locations, intersection configurations, public open spaces, street trees, and other planning features. Depending on site configurations and property consolidation, the Illustrative Concept Plan represents just one way properties could be developed in accordance with the recommendations set forth in the Policy Directives, and the exact location, scale and design character of public and private improvements may ultimately vary from the Illustrative Concept Plan. In reviewing and approving future projects, the goal should be to develop a pattern of development in Crystal City that is in keeping with the spirit, but not necessarily all the specifics, of the Illustrative Concept Plan.

**Staff Response to Issues Presented at October County Board Meeting**: With regard to the proposed Policy Framework and Illustrative Concept Plan, several major areas of concern have been continued to be raised among discussions with staff, Task Force members, and other community stakeholders. As addressed below, these areas of continued discussion include: sequencing of open space; building heights in relation to the FAA; the proposed surface transitway alignment; plan financing and implementation; and implied flexibility of plan recommendations.

<u>Timing of Open Space:</u> A primary concern regarding open space involves the question of timing for the removal of existing open space and the corresponding creation of new open spaces. The Policy Framework proposes that certain existing open spaces be repurposed as potential building sites to achieve a number of plan goals. While the Policy Framework also proposes a public open space network that would increase such space from approximately 10.6 acres to 13.5 acres

(inclusive of adjoining streetscape areas), there are concerns that existing open spaces would be the first areas to be developed while new open spaces would not be achieved for some time.

At the October County Board meeting, Board discussion placed great importance on managing the phasing of open space so that existing spaces proposed to be replaced with infill development are offset with the creation or improvement of other open spaces at the same time. As proposed, Policy P2 establishes this expectation while providing reasonable flexibility for applicants to propose a workable strategy for this offset in the context of a future development proposal, rather than now prescribing what the exact arrangements should be. Ultimately whether a specifically proposed strategy is acceptable or not would be up to the County Board. Beyond Policy P2, direction from County Board discussion indicated that perhaps a more specific strategy is needed for one space in particular. The Water Park and the existing courtyard in front of 2121 Crystal Drive were identified by County Board members as the two most valuable open spaces in Crystal City today. In response to concerns about open space phasing, staff is proposing a new Policy P3 that would retain the courtyard at 2121 Crystal Drive until the proposed Center Park is achieved. Staff is proposing a strategy for this particular open space within the Policy Framework in response to guidance from the October County Board meeting in addition to previously raised concerns about overall phasing of open space in Crystal City. While some members of the Task Force voiced strong support for Policy P3, others strongly opposed the proposal and believe that the language in Policy P3 is inappropriately specific for a Policy Framework document.

Another aspect of open space discussed at the October County Board meeting was the need to consider the rhythm of open spaces that can provide relief and respite throughout the Crystal City area. While the Policy Framework focuses on proposed public open spaces, other types of green spaces exist and will be retained or added to in the future, offering additional value to the overall open space system. For example, a number of private open spaces associated with multi-family residential buildings or plinths that unite clusters of office buildings are anticipated to remain through the life of this plan. The Policy Framework calls for the creation of mid-block pedestrian connections that will strengthen the overall open space network. Also, other existing and planned open spaces immediately outside of Crystal City should be recognized as additional amenities especially for those populations along the edge of the neighborhood. Together, the spaces across these categories contribute towards a rhythm of respite and relief that is critical to a livable urban area. The locations and types of these spaces are depicted in Attachment 4.

<u>Building Heights and the FAA:</u> One of the major uncertainties within the Policy Framework is whether the recommended maximum building heights will ultimately be supported by the Federal Aviation Administration (FAA). As standard practice for individual buildings, the County requires site plan projects to receive clearance from the FAA that their proposed building is not a hazard to flight navigation prior to the issuance of a final building permit. This approach ultimately provides clarity (sometimes after County Board approval) with regards to individual building heights but is less applicable to long range planning studies for entire neighborhoods. While the FAA has not formally endorsed or opposed the proposed increase in building heights in Crystal City, the FAA is making a special effort to evaluate Crystal City on an area-wide basis in advance of redevelopment. The County has provided the FAA with data representing the ultimate buildout of the proposed plan, which will be modeled against flight procedures, airspace

surfaces, and radar surveillance systems. If the outcome of these studies indicates that the planned building heights are not acceptable to airport operations or that mitigation strategies cannot be implemented to make them acceptable, future study will be undertaken to revisit proposed building heights and densities. One of the questions raised in the October County Board discussion was whether the planning efforts should be halted until the findings from the study are released. Given the unknown timeframe for the study's completion, staff continues to support advancement of the plan with the proposed policies that acknowledge the potential need to revisit recommended building heights, densities and other guiding parameters depending on the eventual outcome of the FAA study.

Surface Transitway: The Policy Framework presented at the October County Board meeting included strategies for achieving the already approved and partially funded interim transitway alignment, in the form of bus rapid transit in the near-term prior to a future streetcar surface transit system as a mid- to long-term priority. In response to guidance from the County Board, the discussion of the interim bus rapid transit system has been removed from the Policy Framework, since its conception predated the current planning efforts for Crystal City and is in that sense a "no build" alternative. Accordingly, Policy T8 has been revised to refer only to the goal of establishing a streetcar or similar mode transit system based on the incremental alignments shown in Attachment 3-Map 11, as the phasing of Clark/Bell Street allows.

While there is general agreement that a modern surface transit system is needed early in the development process to serve future populations and encourage development in the area, there is not unanimous agreement on the recommended alignment of this system. The Policy Framework proposes a couplet surface transit alignment with northbound travel primarily on Crystal Drive and southbound travel primarily on Clark/Bell Street, in dedicated right-of-way to the extent possible. Recognizing that segments of Clark/Bell Street will be realigned or reconstructed during various stages of redevelopment, the Policy Framework proposes that crossover segments along 18th Street, 23rd Street, and 26th Street could be implemented and phased over time. An alternative approach supported by several property owners and Task Force members involves an initial two-way alignment on Crystal Drive only, with shared right-of-way, that could be phased over time into a couplet with Clark/Bell Street as adjacent redevelopment proceeds and if demand warrants. Staff believes that establishing a couplet alignment at the onset that can be modified incrementally has multiple advantages such as direct service to the existing Metro Station entrance, operational redundancy with multiple crossovers, and serving development on the two main north-south streets rather than one.

Plan Financing and Implementation: The proposed Policy Framework and Illustrative Concept Plan call for the significant repositioning of Crystal City with major planned improvements, such as infrastructure for roads and transit, parks, and plazas. In order to achieve these improvements, additional development potential is being proposed in part to help offset some of the associated costs. While the Policy Framework and Illustrative Concept Plan do not directly address the specific strategies recommended to fund these improvements, they introduce the concept of developing and implementing financial tools beyond community benefit, in recognition of the joint public and private nature of the costs and benefits of revitalizing Crystal City. Discussion at the October County Board meeting included recognition that other tools not currently used by the County may need to be part of the discussion if major elements of the plan are to be

implemented early on to incent the type and degree of development that is planned. Staff is studying prospective methods to finance the planned improvements, for future detailed inclusion in the implementation component of the final Crystal City Plan document.

**Other Revisions Since the October 2008 County Board Meeting**: In addition to the revisions in the areas of open space timing and surface transitway discussed above, several other revisions have been incorporated into the Policy Framework and Illustrative Concept Plan following the October 2008 County Board meeting. The most substantive of these changes include:

- The Illustrative Concept Plan has been updated for Block S to incorporate a continuation of Clark/Bell Street through the block, with all relevant policy diagrams updated to reflect the appropriate build to lines and right of way for that block;
- The recommended maximum building height for the area southeast of the Airport Circle has been modified from 200 to 250 feet to provide more symmetry;
- The area with a recommended maximum building height of 110 feet southwest of the 22nd Street S. and Eads Street S. intersection has been extended slightly to the west, approximately mid-block between Eads and Fern Streets;
- Revised language in P2 to clarify that improvements to existing spaces with dedication of public access easements (and not easements alone) could be considered to address the replacement of existing open space elsewhere with infill development;
- Revised language in S2 to clarify that the County's then current sustainability standards will apply to future projects;

**Task Force and Advisory Commission Updates:** Following the October authorization by the County Board to advertise public hearings to consider the adoption of the 2008 Crystal City Plan Policy Framework and Illustrative Concept Plan, additional community meetings have been held to solicit additional input towards refinement. The focus of discussion and key recommendations from those meetings are summarized below.

Park and Recreation Commission: A Park and Recreation Commission meeting was held on November 18, 2008 to discuss the Policy Framework and Illustrative Concept Plan, focusing on primarily the public open space components of the documents. The discussion among the commission identified both strong points of the plan's open space strategies in addition to areas for potential improvement. Retention of the Water Park, a new Center Park, the potential for an overall increase in open space quantity and quality, and measures to protect open spaces from undue shadows cast by buildings are seen as positive attributes. Possible areas of improvement specific to the plan identified by the commission include the achievement of more open space not previously considered to track better with the proportional increases in residents and employees, more open space areas west of Jefferson Davis Highway, and more specific mechanisms to ensure adequate phasing of open space. Additional suggestions that do not directly pertain to Crystal City include the development of master plans for Virginia Highlands and Eads Parks, as well as the development of county standards identifying the appropriate amount of open space in Arlington's urban areas.

Crystal City Task Force: A Crystal City Task Force meeting was held on November 19, 2008 to discuss the Policy Framework and Illustrative Concept Plan, focusing on the additional staff proposed refinements following the October County Board meeting. While Task Force members

offered questions, concerns, and feedback on much of the newly proposed content, two areas of discussion stood out as elements with strong, differing opinions among the Task Force. These elements included the newly proposed Policy P3 concerning the timing of open space and revisions to Policy T8 that address the preferred transitway alignment.

Regarding Policy P3, some members of the Task Force voiced strong support for this policy outlining specific expectations for offsetting lost open space with new open space. Other Task Force members strongly oppose the proposal and believe that: 1) The value of the open space at 2121 Crystal Drive has been brought up only very recently in the planning process and, 2) The language in Policy P3 is inappropriately specific for a Policy Framework document. The discussion around the revised Policy T8 at the Task Force meeting involved some confusion regarding the exact nature of the approved, interim transitway alignment. In response to this confusion, staff clarified that the interim alignment discussed previously in T8 had always referred to the already approved and funded interim bus way and not a two-way near-term streetcar in shared right of way on Crystal Drive. In light of this clarification, several Task Force members continued to voice strong opposition to a transitway system with dedicated right of way that has an initial couplet alignment that could be phased in increments as the realignment of Clark/Street allows. Those opposing the staff proposal believe that while the couplet alignment can be a long-term solution, the near-term solution needs to be a two-way alignment on Crystal Drive in shared right of way. Staff continues to support the revised language as proposed in the Policy Directives concerning both of these elements.

Transportation Commission: A Transportation Commission meeting was held on November 24, 2008 to discuss the Policy Framework and Illustrative Concept Plan, focusing primarily on the transportation components of the documents. The discussion among the commission focused on several details, such as the proposed pedestrian and bicycle connections to the airport, a proposed second entrance to the Metro station, and continued connectivity in the internal pedestrian concourse. A key area of discussion focused on the likelihood of achieving surface transit in the near-term, and whether there were critical impediments that would delay the proposed couplet alignment and how that might impact other features of the plan. Discussion also considered whether the decision on the exact transitway alignment could be deferred until the final plan, although no formal action was taken on this concept. The commission voted 9-0 to recommend that the County Board adopt the proposed Policy Framework and Illustrative Concept Plan as presented in the staff report.

Long Range Planning Committee: A Long Range Planning Committee meeting was held on November 25, 2008 to discuss the Policy Framework and Illustrative Concept Plan. In their discussion, the committee suggested that the existing Vision Statement should be expanded upon to better inform how Crystal City will distinguish itself from other Metro Station areas in the county and the region. Also, the committee proposed that inclusion of elements such as a proposed necklace of parks and urban plazas as well as neighborhoods designed for a range of family configurations could help clarify the Vision Statement. Other specific issues or questions raised by the committee involved the vision for Jefferson Davis Highway, the type of commercial tenants envisioned for Crystal City, and greater specificity around planned community infrastructure and sustainability strategies.

Planning Commission: A Planning Commission hearing was held on December 1, 2008 to consider the Policy Framework and Illustrative Concept Plan. The recommendation of the commission and corresponding staff responses will be fully addressed in a supplemental report prior to County Board consideration.

Housing Commission: A Housing Commission meeting is scheduled for December 4, 2008. Any recommendations from the commission and corresponding staff responses will be fully addressed in a supplemental report prior to County Board consideration.

**CONCLUSION:** As proposed, the Policy Framework and Illustrative Concept Plan would comprise a major component of the final Crystal City Plan, which is intended to serve as the community's guide for public and private investment in future redevelopment and enhancement activities in the area. Once adopted, the Policy Framework and Illustrative Concept Plan will provide a foundation for developing a final Crystal City Plan before bringing it back through a community review process and ultimately to the County Board.

Therefore, staff recommends that the County Board adopt the 2008 Crystal City Plan Policy Framework and Illustrative Concept Plan. Staff will then use this Policy Framework and Illustrative Concept Plan to develop a final Crystal City Plan document which will be brought back to the County Board at a later meeting for final approval by the County Board.

**ATTACHMENT 1**

# Crystal City Plan – Vision Statement and Goals and Objectives

## Vision Statement

With its close proximity to the Potomac River overlooking the nation's monuments, Crystal City today offers an established office, hotel, residential, and retail mixed-use environment accessible via its extraordinary transportation network comprised of: rail and bus transit; streets and sidewalks; interior public walkways connecting to transit and, in targeted areas, lined with restaurants, local retailers, and neighborhood services; bicycle trails; regional connectors; and National Airport. In the future, as Crystal City grows along with the region it will be enhanced with improved surface transit service and a more functional and pedestrian-friendly urban street network lined with active retail and civic spaces. Crystal City's future physical character will include enhanced upper-story uses that provide a Class A office environment and expand the array of residential offerings in the neighborhood. Crystal City's "sense of place" will be strengthened by providing additional attractive and safe civic, cultural, retail, recreational, and community enhancements and defining distinct neighborhoods through high-quality architecture, open spaces, streetscape designs, and public art. Residents, visitors, and workers, alike will all benefit from Crystal City's smart growth policies, improved land use and transportation connections, and enhanced quality of life.

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## Goals and Objectives

This vision for Crystal City is expressed through the following seven goals and supporting objectives which are reflected in the concept plan and policy framework:

**1. Create a High Quality Public Realm that Strengthens the Sense of Place**

- Coordinate the public realm so that the street system, transit system, sidewalks and interior walkway system, and a variety of public open spaces work together to establish the framework around which redevelopment shall occur.
- Improve the urban form and pedestrian experience while enhancing street-level activity and connectivity for all users by designing smaller, tree-lined neighborhood blocks.
- Target existing underutilized paved spaces for consolidation into development sites before impacting existing green spaces.
- Increase the amount of high-quality, accessible and "usable" public open space in Crystal City.
- Create a variety of accessible public spaces that are strategically phased and located throughout Crystal City. These public spaces should be appropriately sized, designed, and programmed to attract, serve and support the anticipated population of residents, workers, and visitors including their recreation, leisure, social and cultural needs.
- Acknowledge residual open spaces between buildings for their ability to provide visual relief and a calming influence.

- Establish at least one primary, centrally located public space that can serve as the "heart" of Crystal City and a venue for significant, programmed community events.
- Integrate cultural venues with public spaces, streets, and interior walkways in an effort to increase visibility and accessibility, create synergy between uses, and increase pedestrian activity levels overall.
- Provide attractions and/or amenities in the interior walkway system and along streets to stir interest and to encourage an active round-the-clock street life, such as public art, streetscape furniture, wayfinding, retail and cultural venues.

2. **Provide a Mix of Uses** by balancing office, residential, retail, cultural, and civic uses **among several defined neighborhood centers.**

- Define Crystal City by its neighborhoods, including the northern neighborhood, the central Metro station district, the entertainment district along Crystal Drive, and the hotel district to the south.
- Create a more even balance between residential and office uses and daytime and evening populations, and maintain an economically sustainable hotel base.
- Improve the availability of primary elements of daily living within Crystal City.
- Create a thriving "Class A" office environment.
- Provide a mix of housing options to accommodate households with differing income levels, family composition, and accessibility requirements.
- Provide varied cultural and civic facilities and uses (such as theaters, emergency service facilities, health care, day care, urgent medical care, meeting spaces, etc.) for all age groups, and strategically locate them near transit centers, public spaces, and restaurants to promote those venues and help define neighborhood centers.
- Encourage a diverse mix of retail spaces, including grocery stores, to maintain and attract local retail and neighborhood services in addition to major and national retailers.
- Create a safe environment for all by mixing uses, programming activities in public spaces and through design techniques that foster social activity, interaction, and visibility.

3. **Relate Architectural and Urban Design to the Human Scale**

- Create new buildings where the base of at least one or two stories relates to the street level and the top creates a meaningful connection to the sky.
- Use wide expanses of glass for the base of building retail spaces to promote street activity.
- Use building massing and elevations to create and frame the public realm and to preserve and enhance views from within the public realm.
- Create distinct and defined block edges.
- Provide a meaningful and careful transition from the core of Crystal City to the adjacent single family neighborhood.
- Establish identifiable landscape, public art, or architectural features at gateway locations between Crystal City and adjoining lower-density residential neighborhoods.

**4. Enhance Multimodal Access and Connectivity**

- Improve transportation and land-use connections within and beyond Crystal City through transit-oriented development.
- Enhance Crystal City's transit orientation with new and better transit services and facilities designed to meet the future needs of Crystal City, and to further encourage residents, workers, and visitors to select transit over personal vehicles.
- Enhance Crystal City's multimodal transportation infrastructure by designing transit facilities as integral architectural elements and improving overall transit, pedestrian, and bicycle access and connectivity.
- Provide high quality surface transit service that has travel times competitive with private automobiles, attracts riders, reduces automobile dependency, and limits roadway congestion.
- Enhance the urban quality of Crystal City by strengthening the urban street grid.
- Create a hierarchy of streets to facilitate automobile, transit, bike, and pedestrian use.
- Create vibrant, pedestrian oriented streets through the better use of sidewalks, streetscapes, and open space areas to improve space for pedestrians, bicyclists, parking, and transit.
- Transform Jefferson Davis Highway (Route 1) into an asset of the overall multimodal transportation network.
- Supply appropriate parking to support a vibrant mix of uses while discouraging unnecessary single occupancy vehicle use.
- Maximize the use of all parking resources through measures such as Transportation Demand Management ("TDM").
- Maintain and improve connections to the interior walkway system both vertically and horizontally as development occurs while maintaining its connectivity to Metrorail and creating linkages to transitway stations.
- Enhance the utility and safety of the bicycle network as part of the Crystal City transportation network.
- Provide better connections to National Airport and the surrounding regional transportation network.
- Provide comprehensive wayfinding for all users.

**5. Incorporate Sustainable and Green Building Principles into all Urban and Architectural Design.**

- Consider environmental sustainability and overall energy efficiency as integral parts of all aspects of building design and development.
- Design buildings and neighborhoods using the best available technologies and processes feasible to protect the local environment (stormwater quality, waste reduction, heat island reduction) and the regional environment (climate change, Chesapeake Bay protection, air quality).
- Design and build new buildings to meet county policies on sustainable development.

**6. Preserve the Integrity of the Single-Family Neighborhood to the West.**

- Taper buildings up in scale and height, west to east, from Fern Street to Eads Street between 18th and 23rd Streets, so that buildings along the east side of Fern Street are compatible in

scale and form and have stepbacks that respond appropriately to the single-family homes on the west side of Fern Street.

- Taper buildings up in scale and height, west to east, across Eads Street between 23rd Street and Fort Scott Drive, so that buildings along the east side of Eads Street are compatible in scale and form and have stepbacks that respond appropriately to the single-family homes on the west side of Eads Street.
- Provide improved pedestrian, bike and other connections between Crystal City and adjacent single-family neighborhoods, to help reduce the barrier effect of Jefferson Davis Highway.
- Direct traffic to major arterials and multi-modal network elements, and avoid street designs that increase cut thru traffic into adjacent single-family neighborhoods.

**7. Ensure Crystal City's Long-Term Economic Sustainability.**

- To the extent possible, plan at the block level or in increments of multiple blocks in order to realize a balanced mix of uses accompanied by sufficient open spaces and service and cultural uses.
- Create a vision plan which ensures that new development can be economically viable.
- Provide flexibility to phase development to meet market conditions, support timely redevelopment of properties most impacted by BRAC, encourage redevelopment, and address future public improvements.
- Promote public/private partnerships for achieving community enhancements.
- Provide assistance to property owners, tenants, and small businesses during the BRAC transition and Crystal City redevelopment.
- Maintain and encourage a robust hotel environment at Crystal City.
- Recognize the importance of National Airport and the key elements of its economic viability in the long-term sustainability of the county.
- Strengthen Crystal City's competitive edge with other close-in jurisdictions and localities in the Washington, D.C. region in attracting and retaining private sector users of Class A office space.
- Acknowledge and respect Crystal City's existing populations during redevelopment activities and minimize any associated potential negative impacts

**ATTACHMENT 2**

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November 18, 2008

Illustrative Concept Plan

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CRYSTAL CITY PLANNING PROCESS

**ATTACHMENT 3**

# 2008 Crystal City Plan Policy Directives

**Land Use (LU)**

LU 1) Attain an ultimate build out in the Crystal City Planning Area with more residential than office Gross Floor Area (GFA) to reach an evening population at least half the daytime population and to steadily improve the resident to employment balance.

LU 2) Establish recommended land uses for each block in the Crystal City Planning Area as shown on the *Land Use Map* to guide actual use mixes proposed within block-level Phased Development Site Plans. Recommend some blocks to have specific minimum percentages for certain land uses, as outlined on the *Land Use Map.*

LU 3) Designate specific areas in Crystal City for ground floor retail uses that are accessible from sidewalks, the interior pedestrian concourse, or both, as shown on the *Retail Frontage and Interior Pedestrian Concourse Map*, and strategically locate interior retail to not detract from street level retail areas.

LU 4) Engage critical County service providers, such as police, fire, and emergency response services, in planning for and implementing the infrastructure necessary to accommodate future demand for service provision as Crystal City grows.

LU 5) Create tools and incentives to establish a strong presence of desired cultural and community-oriented facilities (such as theaters, large format grocery stores, and medical facilities) in the core of Crystal City.

**Building Form and Heights (B)**

B 1) Establish build-to lines for the Crystal City Planning Area along the perimeter of development blocks as demarcated on the *Build to Lines Map.*

B 2) Establish absolute maximum building heights (in feet) for all blocks in the Crystal City Planning Area, as shown on the *Building Heights Map***.**

B 3) Require proposed development projects in Crystal City to submit their projects for review by Federal Aviation Administration (FAA) when they file a site plan application with the County, and secure notice from FAA that the project is not a hazard to air navigation before a County Board public hearing is scheduled for formal action on the site plan application.

B 4) Undertake future study (as needed) to develop alternative physical planning parameters for achieving planned densities should the FAA determine that currently planned heights are not feasible for airport operations.

B 5) Establish maximum building tower coverages, measured above the fifth floor, for all blocks within the Crystal City Planning Area, as shown on the *Tower Coverage Map.*

B 6) Require minimum horizontal separation of 60 feet between building towers above the fifth floor to ensure light, air, relief, and respite to outdoor and indoor spaces.

B 7) Apply bulk/plane height controls, as shown in the *Bulk Plane Angle Map*, near identified parks and plazas to limit shadows on and ensure natural daylight to such spaces.

**Density (D)**

D 1) Establish base densities for each block in the Crystal City Planning Area, as shown on the *Base Density Map.*

D 2) Allow for optional increases over the base density within the maximum building height limits on sites in Crystal City, in return for extraordinary community benefits outlined in this plan, at the County Board's discretion.

D 3) Utilize a tear-down credit (or similar mechanism) to encourage redevelopment that furthers Crystal City Planning goals and achieves public improvements, while retaining overall economic feasibility by recognizing the significant cost of demolishing existing major assets.

**Public Open Spaces (P)**

P 1) Provide, at a minimum, all public open spaces as indicated on the *Public Open Space Map* in accordance with the general size outlined in the Open Space Inventory Table on the map.

P 2) Address the displacement of existing public open spaces by concurrently providing comparable or enhanced spaces, either through development of new park sites or through improvements to existing open spaces along with public easement dedications.

P 3) Allow low-scale infill development on the existing open space in front of 2121 Crystal Drive only after the Center Park on Block J-K is realized.

P 4) Establish County control over all public open spaces shown on the *Public Open Space Map* through either public dedication/acquisition or public-use and access easements set in perpetuity.

P 5) Increase tree canopy coverage in Crystal City by meeting or exceeding the most current applicable goals in the County's Urban Forest Master Plan.

P 6) Achieve dedicated publicly accessible pedestrian routes through large urban blocks that provide for safe and attractive passage and connectivity between buildings.

**Sustainable Design and Development (S)**

S 1) Maximize the energy efficiency and minimize the carbon footprint of Crystal City, through actions such as maximizing vegetated areas, efficient use and conservation of all resources, and provision of exceptional access to transit, in order to align with County goals and to enhance its overall economic and environmental position in the region.

S 2) Uphold the County's then current highest and best environmental sustainability standards for renovation and redevelopment projects throughout Crystal City.

S 3) Design, construct, and manage all public and private spaces, streets, infrastructure, and buildings to help the Crystal City Plan meet minimum certification standards under the United States Green Building Council's (USGBC) LEED Neighborhood Development program.

**Transportation (T)**

T 1) Address and manage the Crystal City multimodal transportation system to accommodate future planned growth in the area.

T 2) Establish a revised street network for Crystal City as shown in the *Street Network and Typology Map*, in accordance with and to be reflected in the County's Master Transportation Plan.

T 3) Expand County control over all streets and rights of way through public ownership, dedication, or public-use easements set in perpetuity.

T 4) Improve the safety and quality of pedestrian travel by providing elements such as sufficient sidewalk clear zones, adequate space for street trees and landscape elements, and reduced pedestrian crossing distances.

T 5) Maintain continuity and safety and minimize temporary disruptions for pedestrians, bicyclists, motorists, and transit users during all phases of construction throughout Crystal City, including in the interior pedestrian concourse.

T 6) Maintain an interior pedestrian concourse from 12th Street to 23rd Street, as shown conceptually on the *Retail Frontage and Interior Pedestrian Concourse Map* that extends the reach of transit, provides frequent connections to sidewalks, and is adequately flexible to permit creative design solutions for new development.

T 7) Locate and consolidate building loading and service access points to secondary and tertiary streets and alleys where feasible, as recommended in the *Services and Loading Map*.

T 8) Implement the proposed alignment and enhanced surface transit technology (streetcar), as shown on the *Surface Transitway Map*, and design stations as integral elements of the built environment.

T 9) Establish additional access points to the Crystal City Metro Station in the vicinity of the Crystal Drive and 18th Street intersection.

T 10) Create a multi-modal transfer area in the short-term on 18th Street under Jefferson Davis Highway, while working to integrate long-term future development adjacent to the existing Metro Station entrance with an enhanced multi-modal transfer facility situated at the ground floor.

T 11) Establish near-term parking ratios for new projects that range from a maximum of 1 space per 750sf and/or a minimum of 1 space per 1,000sf for office uses and between 1 and 1.125 spaces per residential dwelling unit (or apply the County's most current parking management policies), while maximizing the sharing of parking space by various users and addressing short-term visitor and retail parking needs in Crystal City.

T 12) Apply Transportation Demand Management (TDM) measures that reinforce the use of a smaller parking supply.

**Housing Mix and Affordability (H)**

H 1) Increase the committed affordable housing stock in Crystal City by developing implementation tools that encourage the provision of on-site or nearby off-site affordable units.

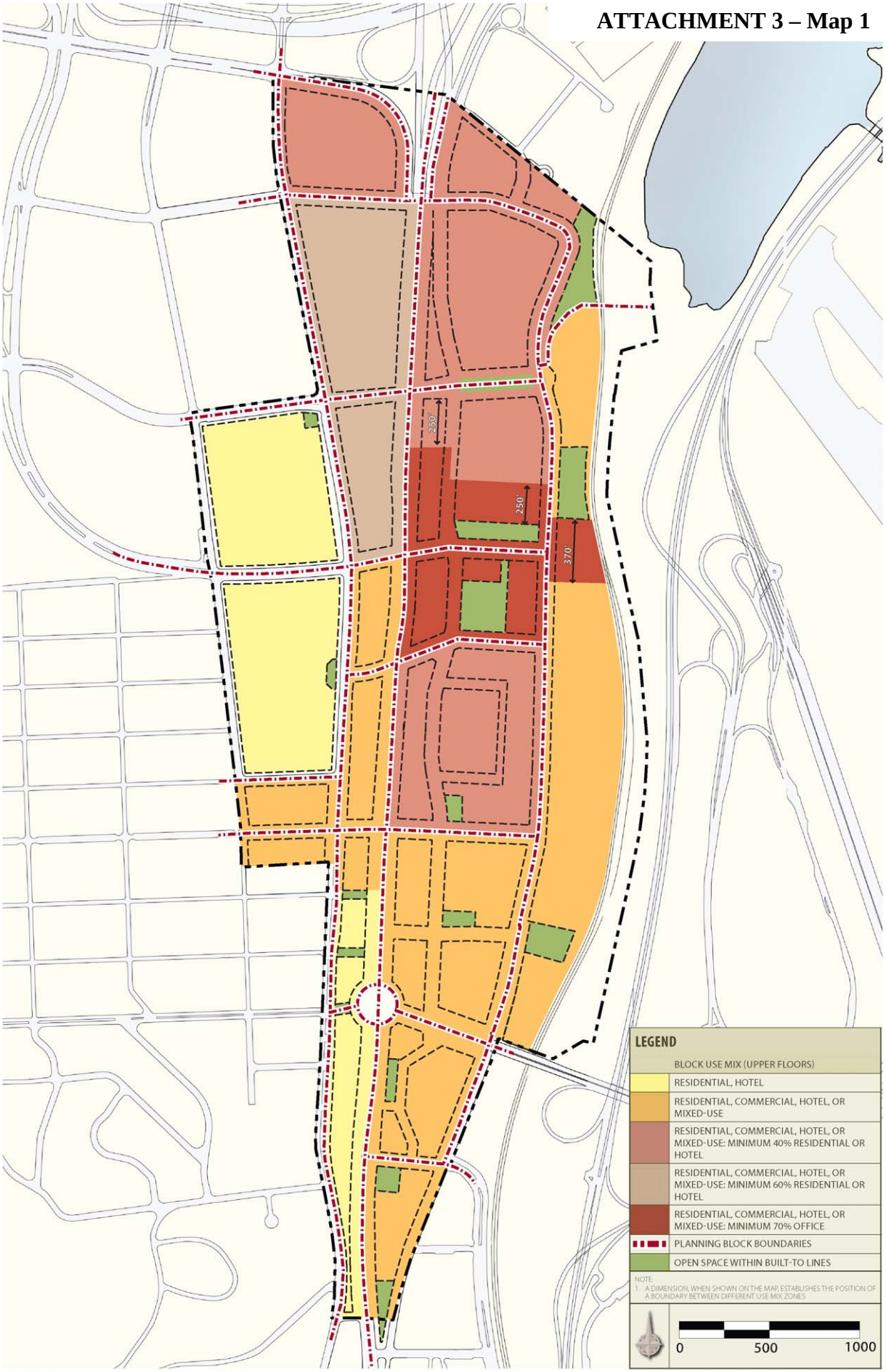
H 2) Apply the Affordable Housing Ordinance and create special provisions for bonus density that achieve up to 20 percent of Gross Floor Area (GFA) above the GLUP to increase Crystal City's affordable housing stock, and allow affordable dwelling units to be provided in new or existing buildings.

**Improvement Implementation (I)**

I 1) Develop financing tools beyond traditional community benefit to pay for infrastructure and public improvements essential to the spirit of the illustrative plan in recognition of (1): the transformational nature of the Crystal City redevelopment and (2): the limitations of developer contributions due to the high cost of demolition-replacement projects.

I 2) Review future redevelopment activities in Crystal City at a Phased Development Site Plan (PDSP) level, in accordance with the block boundaries outlined in the *Phased Development Site Plan Block Map*, either prior to or concurrent with final site plans to ensure overall feasibility of achieving major plan improvements.

**ATTACHMENT 3 – Map 1**

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Land Use Map

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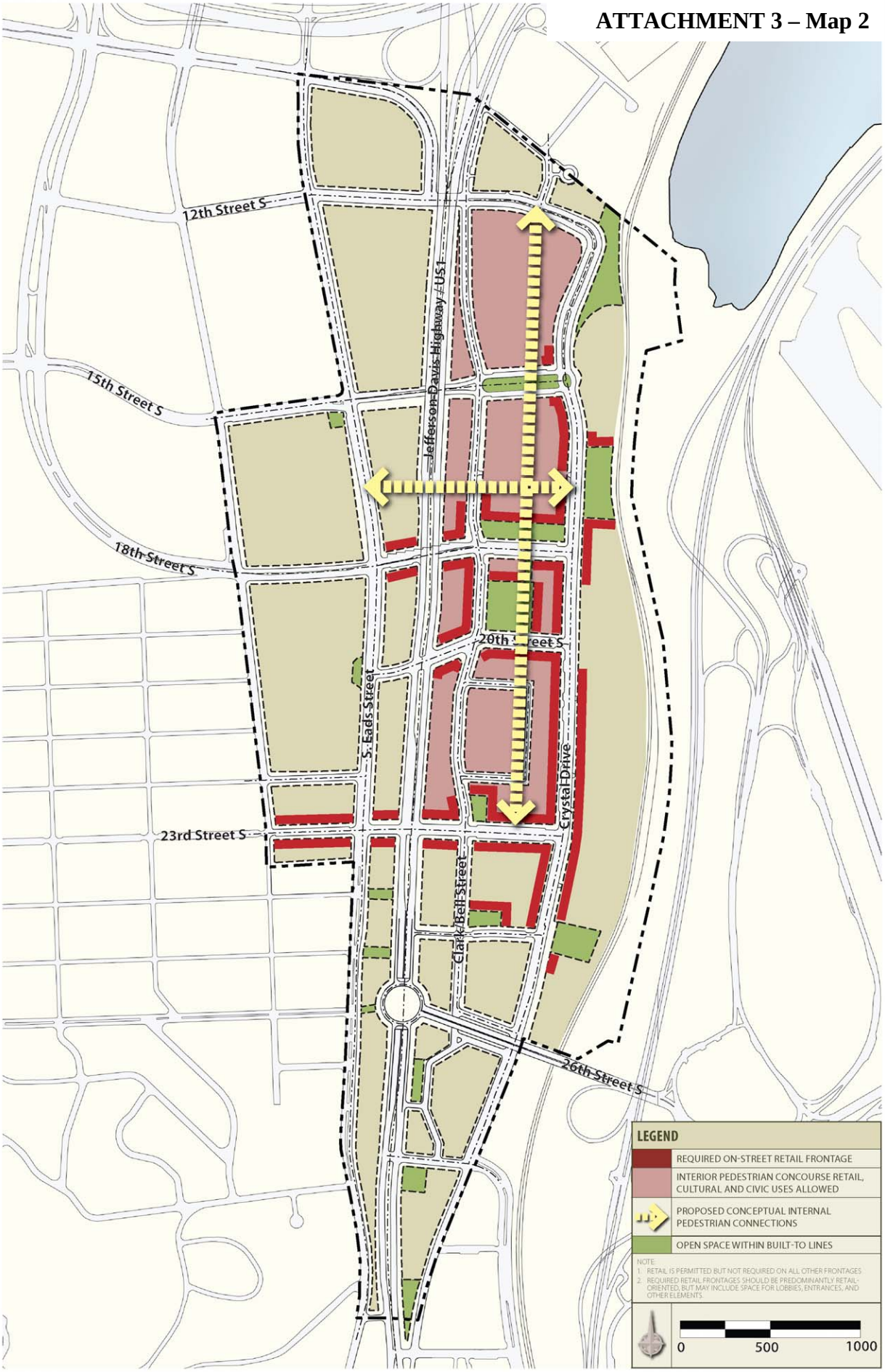
**ATTACHMENT 3 – Map 2**

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Retail Frontage and Interior Pedestrian Concourse Map

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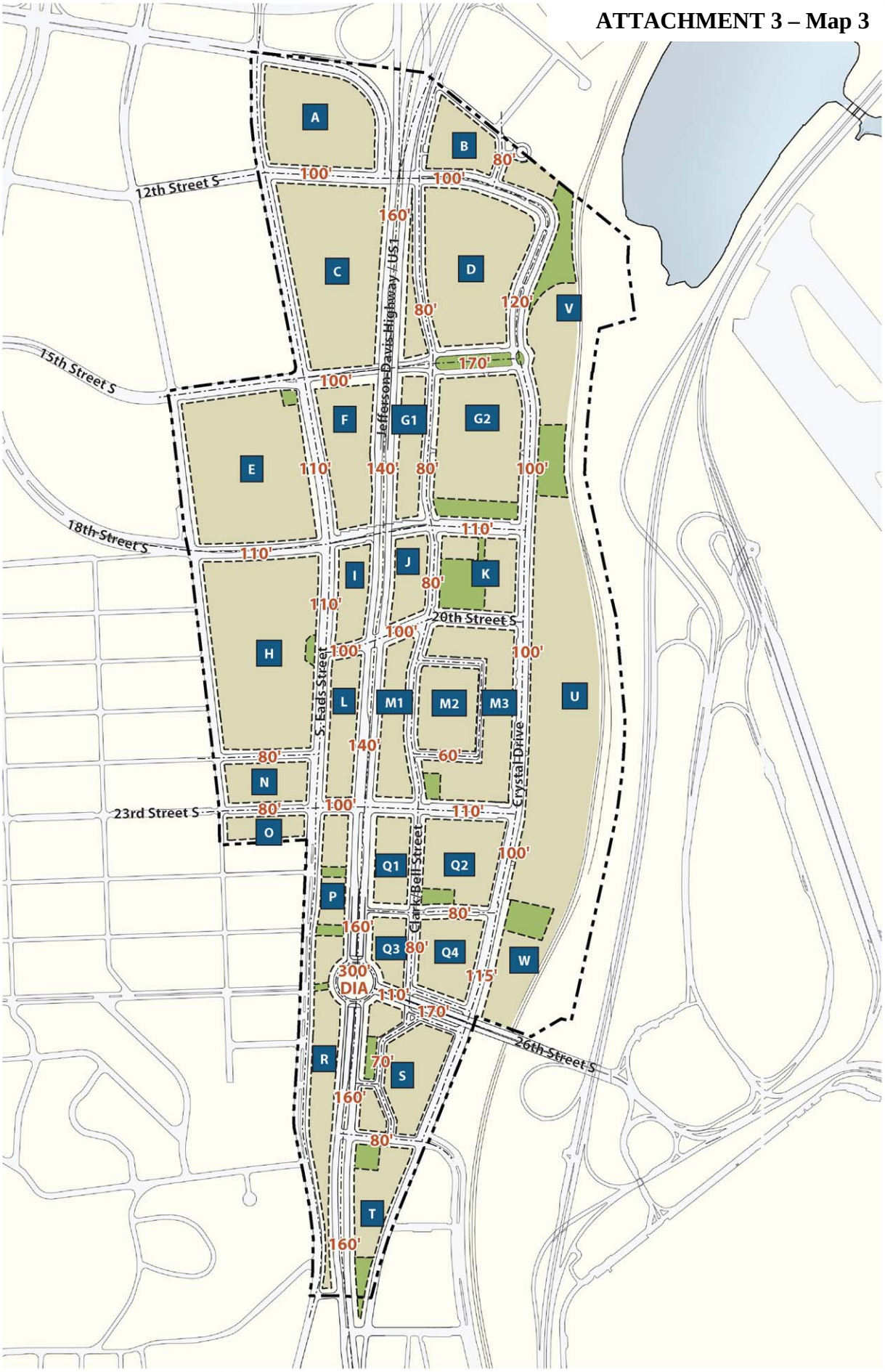
**ATTACHMENT 3 – Map 3**

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Built-To Lines Map

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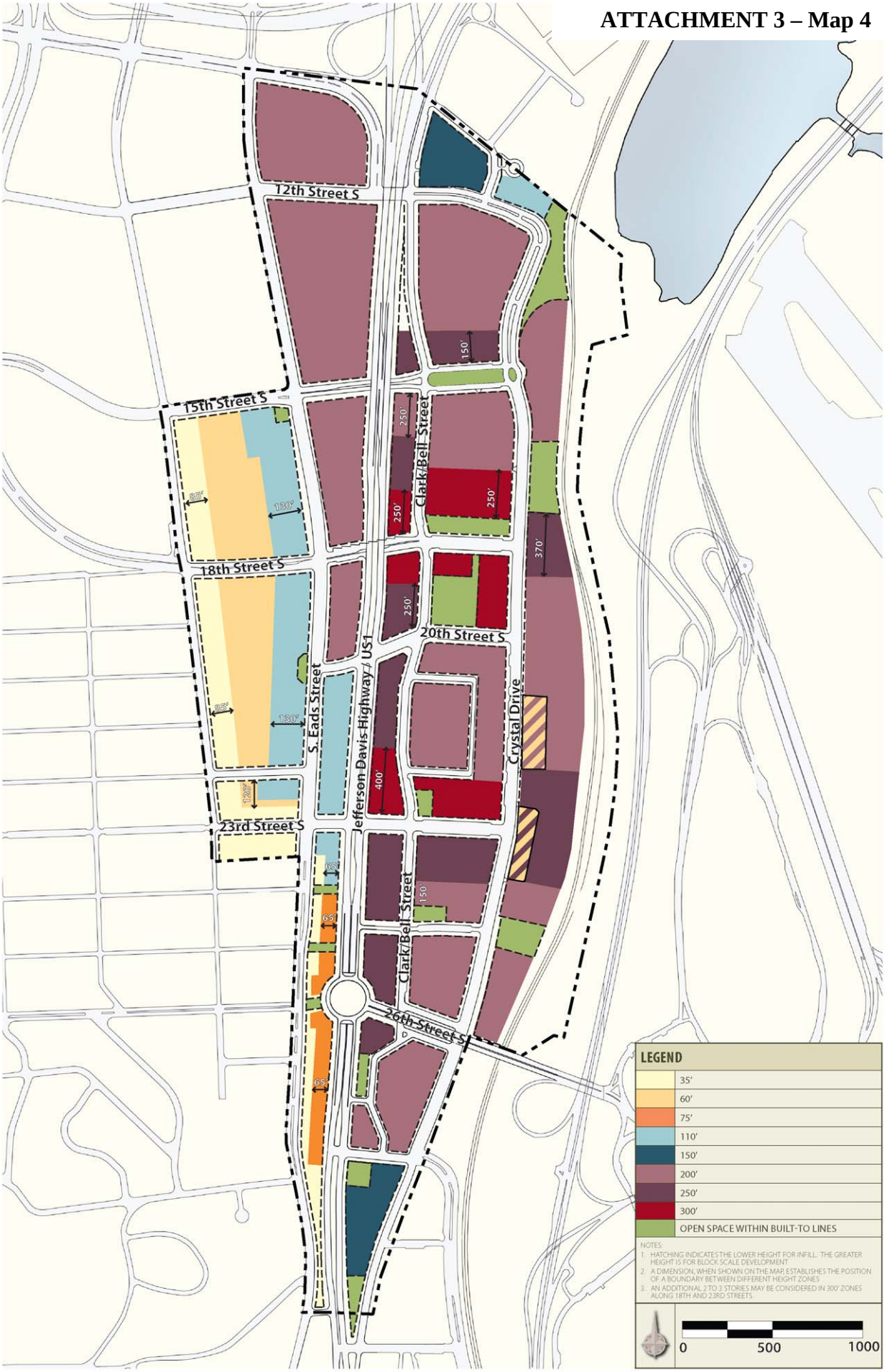
**ATTACHMENT 3 – Map 4**

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Building Heights Map

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**ATTACHMENT 3 – Map 5**

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Bulk Plane Angle Map

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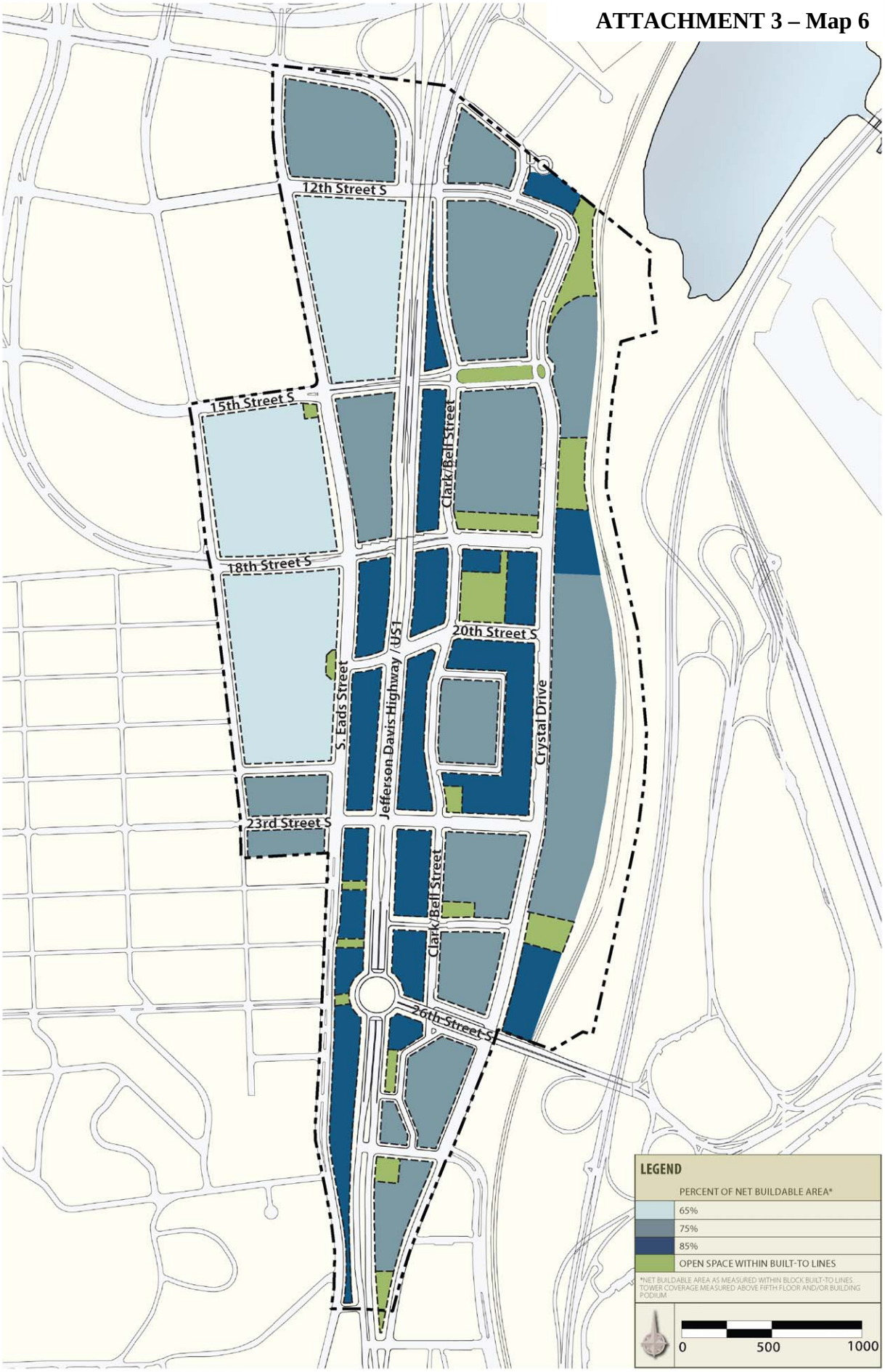
**ATTACHMENT 3 – Map 6**

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Tower Coverage Map

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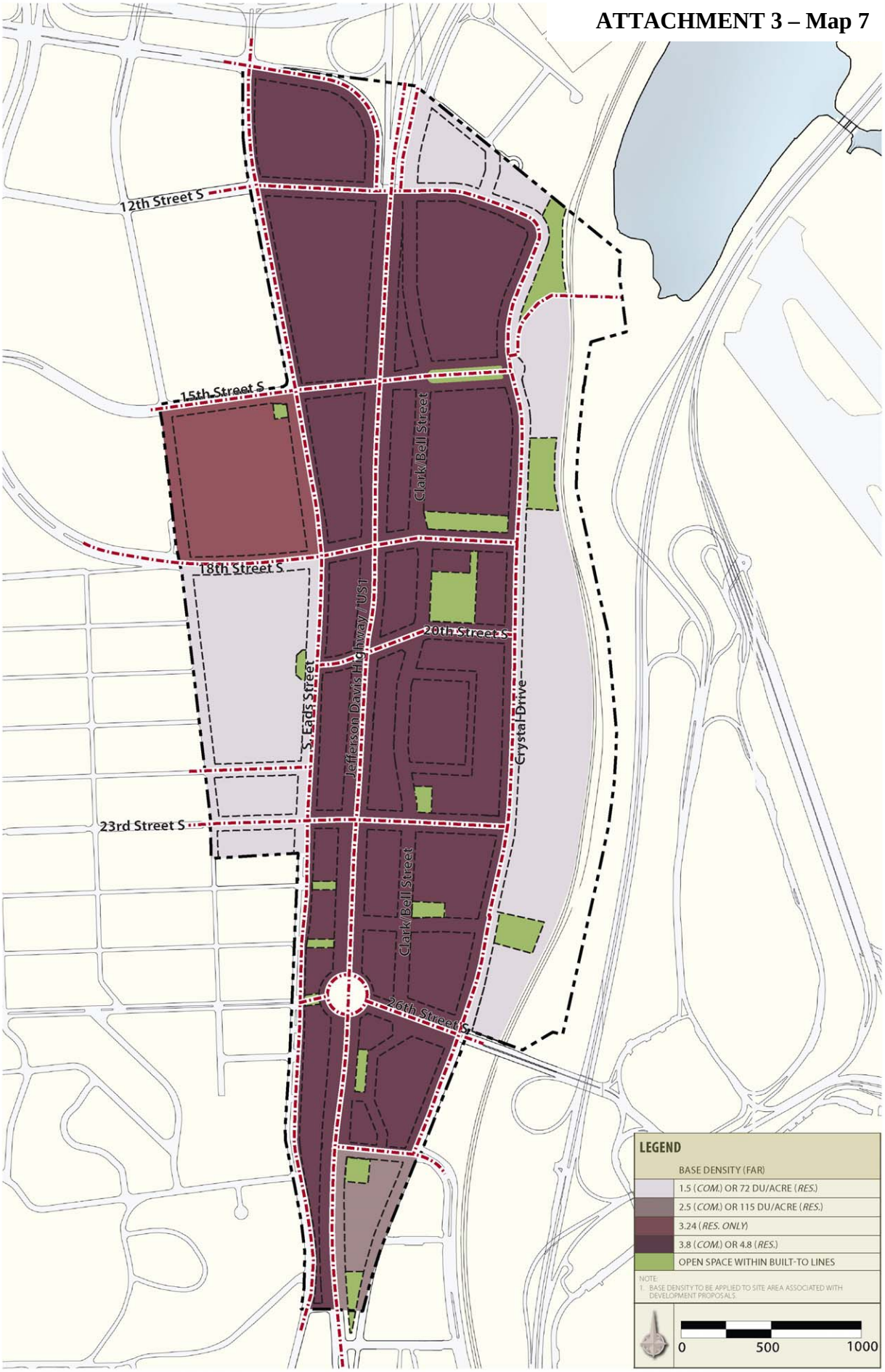
**ATTACHMENT 3 – Map 7**

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Base Density Map

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**ATTACHMENT 3 – Map 8**

**LEGEND**

| # | NAME | SIZE (SF)* | DEFINED BY BUILT-TO LINES |
|---|---|---|---|
| 1 | NORTH GATEWAY PLAZA | 14,200 | NO |
| 2 | GATEWAY PARK | 54,500 | YES |
| 3 | CONCOURSE PARK | 33,500 | YES |
| 4 | WATER PARK | 60,000 | YES (EXISTING) |
| 5 | PARK/PLAZA | 7,800 | NO |
| 6 | METRO PLAZA | 43,900 | YES |
| 7 | CENTER PARK | 74,200 | YES |
| 8 | PARK/PLAZA | 9,700 | NO |
| 9 | PARK/PLAZA | 8,400 | NO |
| 10 | 23RD ST PLAZA | 13,000 | YES |
| 11 | PLAZA | 3,300 | NO |
| 12 | 25TH ST PLAZA | 15,000 | YES |
| 13 | 25TH ST PARK | 38,000 | YES |
| 14 | PARK/PLAZA | 13,900 | NO |
| 15 | PARK | 17,800 | YES |
| 16 | PARK | 18,500 | NO |
| 17 | PARK/PLAZA | 5,100 | NO |
| 18 | PARK/PLAZA | 6,000 | YES (EXISTING) |
| 19 | PARK/PLAZA | 7,700 | YES (EXISTING) |
| 20 | PARK | 19,400 | NO |
| 21 | PARK | 6,400 | YES |
| 22 | PARK | 7,400 | YES |
| 23 | PARK/PLAZA | 5,000 | YES |
| 24 | PARK | 5,000 | NO |
| 25 | PARK | 5,000 | NO |
| 26 | PARK/PLAZA | 10,200 | NO |

* ESTIMATED TARGET SIZE SUBJECT TO REFINEMENT

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Public Open Space Map

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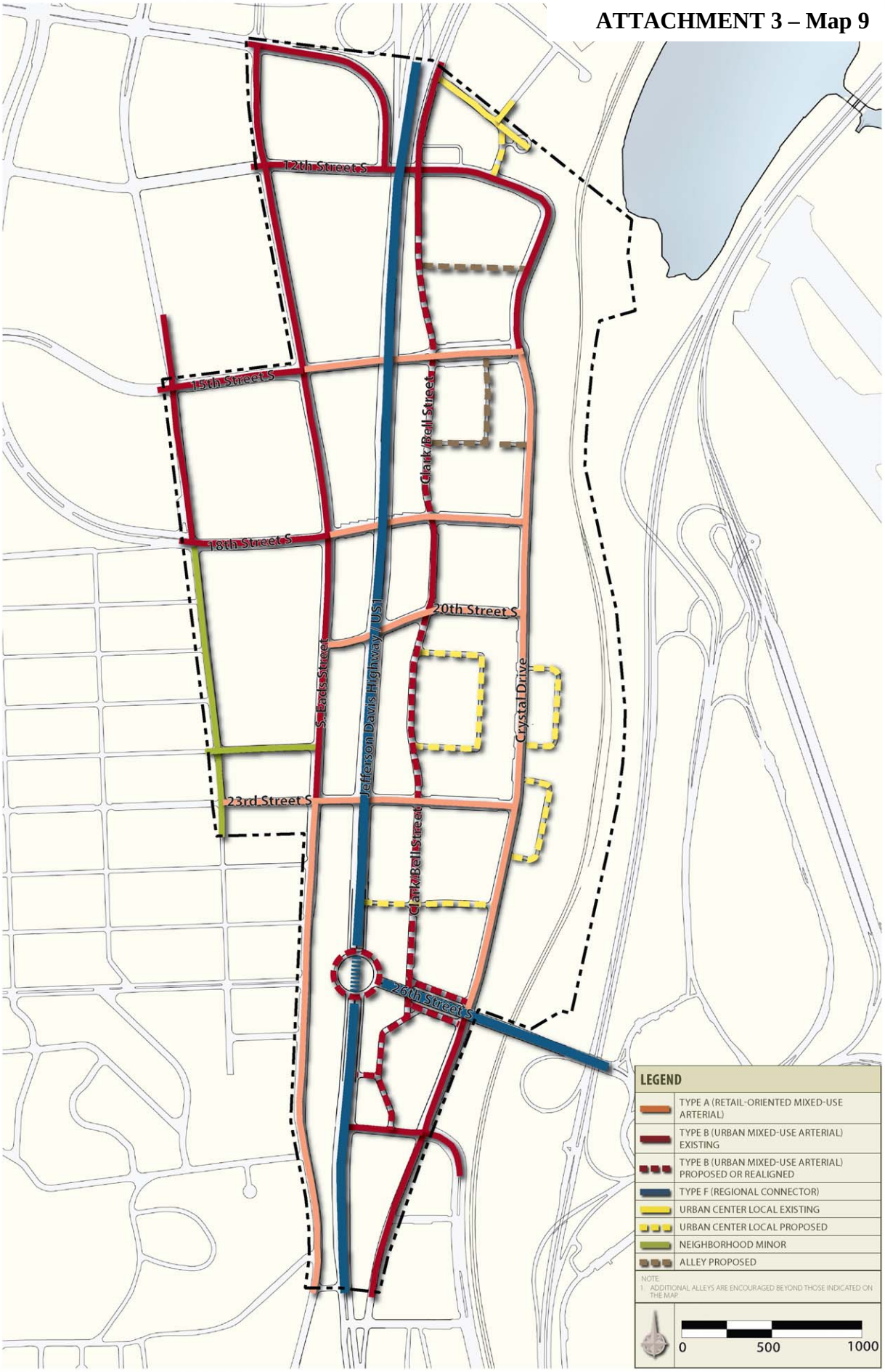
**ATTACHMENT 3 – Map 9**

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Street Network and Typology Map

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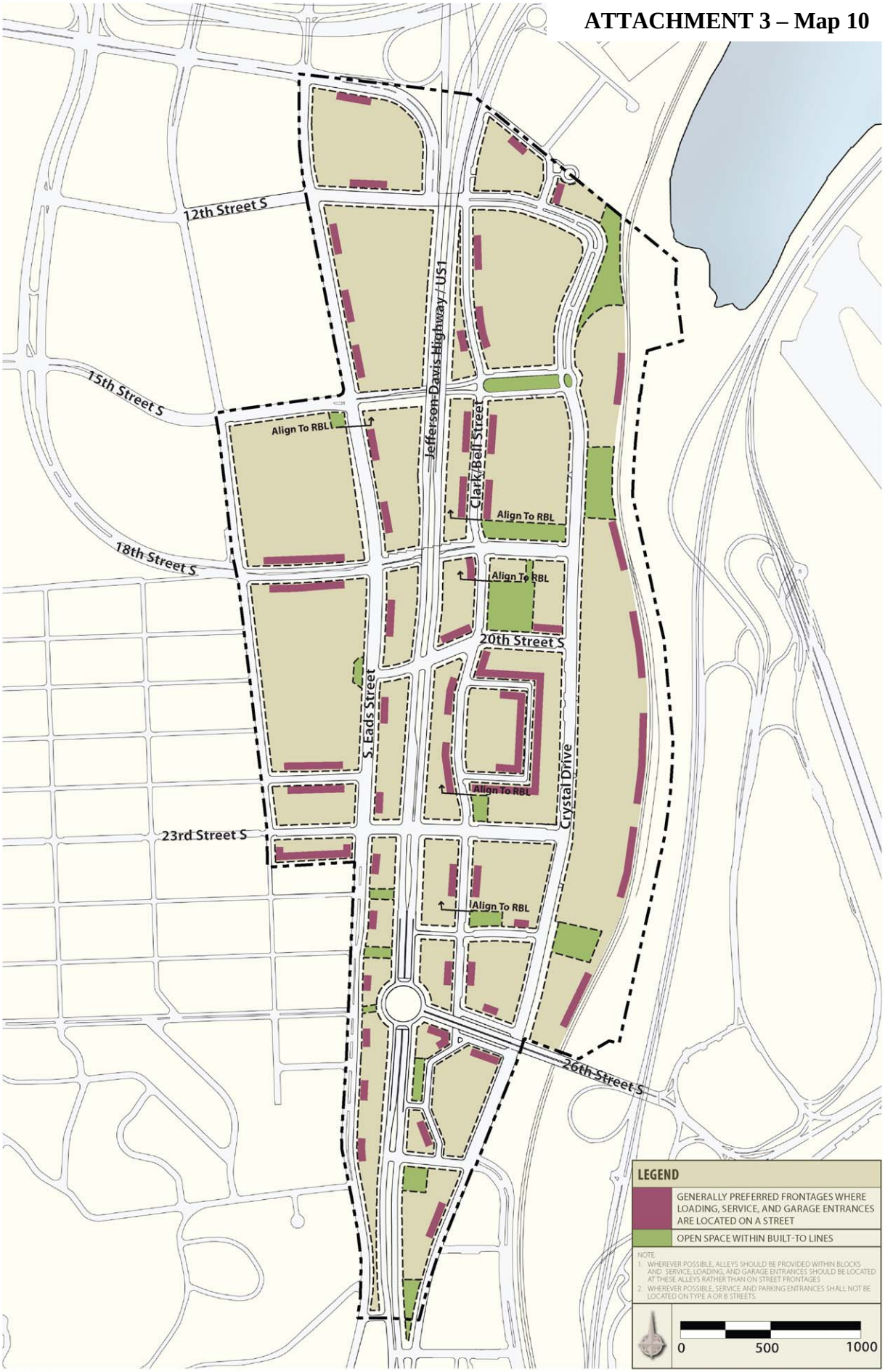
**ATTACHMENT 3 – Map 10**

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Services and Loading Map

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CRYSTAL CITY PLANNING PROCESS

**ATTACHMENT 3 – Map 11**

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Surface Transitway Map

ARLINGTON COUNTY
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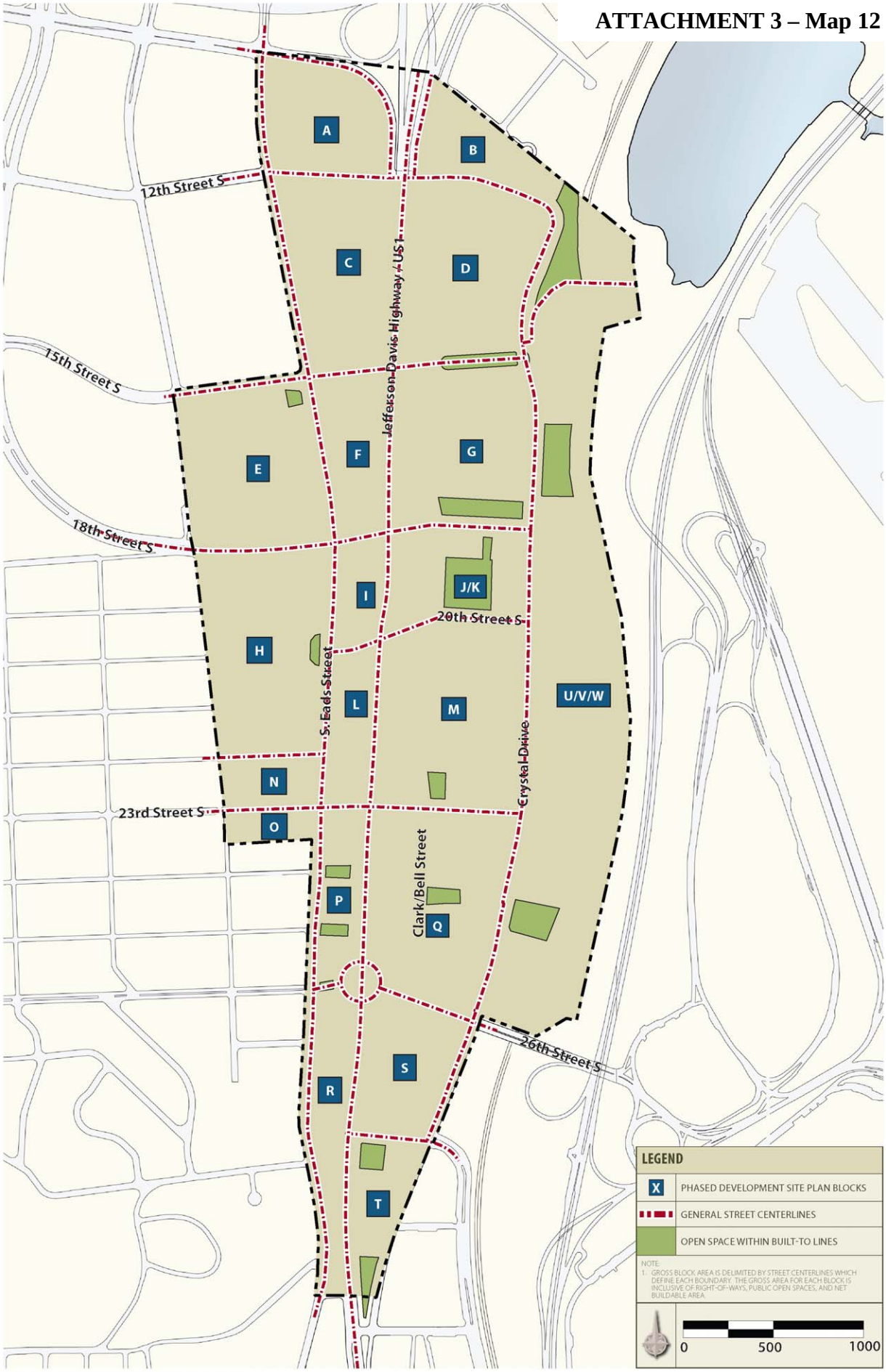
**ATTACHMENT 3 – Map 12**

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Phased Development Site Plan Block Map

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**ATTACHMENT 4**
**Open Space Overlay Diagram**