



ARLINGTON COUNTY, VIRGINIA

**County Board Agenda Item
Meeting of February 21, 2009**

DATE: February 13, 2009

SUBJECT: SP #105 PENTAGON CITY PHASED DEVELOPMENT SITE PLAN AMENDMENT to amend the Pentagon City Phased Development Site Plan (PDSP) to permit up to 100,000 square feet of retail density on Parcel 3, known as Metropolitan Park development, which is the block bounded by South Fern Street, 15th Street South, South Eads Street, and future 12th Street South. (RCP #35-003-001, -002, -003, 004, -005, -006, -007, -008, -009, -010, -011, -015, -016, -017, -018, -019, -020, -021).

Applicant:

“On the County Board’s Own Motion”

C.M. RECOMMENDATION:

Approve the Pentagon City PDSP Amendment to permit up to 100,000 square feet of ground floor retail density on Parcel 3, known as the Metropolitan Park residential development, subject to Conditions #1 and 2, that require a polling place and public park planning process with future phases of the Metropolitan Park Development in Parcel 3.

ISSUE: This proposed PDSP amendment fulfills and formally documents the intent of the approved *Metropolitan Park Design Guidelines* (dated January 23, 2004 and approved by the County Board concurrent with approval of One Metropolitan Park final site plan on February 10, 2004) by establishing an overall retail capacity of up to 100,000 square feet on Parcel 3 of the Pentagon City PDSP. The designation of an overall retail capacity for the entire parcel will provide clear direction to current and future site plans proposed within the Metropolitan Park PDSP. Implementation of the amendment will also serve to rectify the discrepancy that currently exists between the retail densities previously approved by final site plans for Parcel 3 and the retail capacity currently available by the PDSP. No issues have been identified.

SUMMARY: The amendment would permit up to 100,000 square feet of retail density on Parcel C of the Pentagon City PDSP, which contains the residential development known as Metropolitan Park. The amendment reflects a vision shared by the County and the community for a mix of

County Manager: _____

County Attorney: _____

Staff: Freida Wray, DCPHD, Planning Division
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PLA-5195

for a mix of residential, ground floor retail, and community service uses within the Metropolitan Park neighborhood. The amendment is consistent with County Board approval of the *Metropolitan Park Design Guidelines (2004)*, which specify the inclusion of up to 100,000 square feet of ground floor retail and anticipate a PDSP amendment to formalize the allocation. The amendment clarifies the retail goals and objectives identified by the community during the conceptual planning process leading to approval of the *Design Guidelines*. The amendment is also consistent with retail approved in the Metropolitan Park Phase 1 final site plan (2004); and the Metropolitan Park Phase 2 final site plan (2006). The proposed PDSP amendment is in accordance with the existing PDSP and *Design Guidelines* and would not alter the approved building envelopes, including height. The proposed 100,000 square feet of retail would bring the overall density of the PDSP to 1.99 FAR, representing an increase of 1.1 percent over the existing PDSP density. Additionally, the establishment of an overall retail capacity for Parcel 3 will serve to guide and validate the desired inclusion of ground floor retail and community service uses within the remaining phases of Metropolitan Park (Phases 3 through 8), provided these uses do not exceed a total of 100,000 square feet for the entire Metropolitan Park development in Parcel 3.

In response to the public review, the PDSP Amendment also includes conditions to require a future polling place within the Metropolitan Park Development and implementation of a public park planning process, if warranted, to coincide with the public review of the future Metropolitan Park Phase 6 final site plan.

DISCUSSION:

The Pentagon City PDSP laid the foundation for a long term effort to build a mix of office, retail, residential and hotel uses, public open spaces, and a new network of streets within the approximately 116 acres that make up the greater Pentagon City community. As part of the larger Pentagon City planning process that occurred through the 1980s and 1990s, Parcel 3 was identified to serve as the prime residential component within the larger mix of uses in the PDSP. The 16-acre parcel, currently known as the Metropolitan Park development, is designated a combination of three-fourths “High-Medium Residential” (3.24 FAR residential) and one-fourth “Medium Office-Apartment-Hotel” (2.5 FAR office; up to 115 units per acre for apartments; and up to 180 units per acre for hotels) on the General Land Use Plan. It is zoned “C-O-2.5” Commercial Office Building, Hotel and Apartment District. The current PDSP density allocations for Parcel 3 include 2,282 residential units and 300 hotel units.

Arlington County encourages an active and vibrant pedestrian realm in many areas throughout the County, particularly in high-density, mixed-use districts and along commercial corridors adjacent to Metro stations. In these districts, ground floor retail is encouraged in order to activate the street and create walkable streets that provide local residents, visitors and businesses with essential services allowing them to meet their daily needs nearby. The “C-O-2.5” District provides for high-density, mixed-use development, and in these and other developments within the Metro Transit Corridor a significant portion of Arlington’s recently created retail space occurs in the ground floor of medium to high-density mixed-use development located in Metro station areas. The Metropolitan Park development is located within 1,200 feet of the Pentagon City Metro Station and provides an ideal opportunity for ground floor retail and realizing the

County's goal of "walkable urbanism." Therefore, the community and staff took purposeful actions at the time that the *Metropolitan Park Design Guidelines* were developed to plan for up to 100,000 square feet of ground floor retail within the 16-acre development block with the intent of creating a convenient, attractive and more complete community.

In 2002, KSI Services Inc. submitted a development proposal for Parcel 3 in the form of the Phase 1 Metropolitan Park final site plan. In addition to the site plan, KSI was asked to develop a detailed concept for the entire 16-acre block that would identify the location of buildings, streets and parks and establish design standards to guide the pattern of development, ensuring quality and consistency, as the multi-phased residential development progressed over time. The applicant worked with staff and the community over the course of a year to develop the document entitled the *Metropolitan Park Design Guidelines*. The *Design Guidelines* proposed a residential community containing a maximum of 3,212 residential units and up to 100,000 square feet of ground floor retail, which would be built in eight phases over the course of twelve to fifteen years. As the residential and retail densities proposed by the *Design Guidelines* were not consistent with the current PSDP, the *Design Guidelines* intended that a future PDSP amendment be implemented to designate additional residential units and retail square footage to Parcel 3.¹ Each of the eight buildings was envisioned as having the ability to accommodate ground floor retail space that would serve the residents of the building and the larger Metropolitan Park community. The *Metropolitan Park Design Guidelines* envision primary retail uses generally located along the South Fern Street and 12th Street South frontages, with secondary retail and personal and professional services locating along secondary and tertiary streets as well as the interior park space. The exact amount of ground floor retail in each building shall be determined by each final site plan.

On February 10, 2004, the County Board concurrently approved the *Metropolitan Park Design Guidelines* and the Phase 1 Metropolitan Park final site plan. The Phase 1 site plan included 399 residential units and 11,300 square feet of ground floor retail. Approximately two years later, on March 14, 2006, the County Board approved the Phase 2 Metropolitan Park final site plan, which contained 300 residential units and 8,119 square feet of retail. To date, 699 residential units and 19,419 square feet of ground floor retail space have been approved on Parcel 3. The final site plan for Phase 3 Metropolitan Park, which proposes to add 411 residential units and 16,350 square feet of ground retail to Parcel 3, would be heard concurrent with this PDSP Amendment.

The residential and retail uses approved in the Metropolitan Park Phase 1 and Phase 2 final site plans, as well as those proposed in the Phase 3 final site plan, are consistent with the uses permitted by special exception in both the "High-Medium Residential" and "Medium Office-Apartment-Hotel" districts, and are supportive of the planning goals set forth in the *Metropolitan Park Design Guidelines (2004)*. However, because Parcel 3 has an eight phase, fifteen year build-out period and is part of the larger Pentagon City PDSP, staff recommends, for consistency and clarification purposes, that a PDSP amendment be implemented to establish an overall retail

¹ The *Metropolitan Park Design Guidelines* (dated January 23, 2004 and revised per approval on February 10, 2004), page 18 states: "The total unit count and amount of retail square footage shall be as approved by Arlington County in accordance with an amended [Pentagon City] PSDP."

density of up to 100,000 square feet for Parcel 3. The provision of up to 100,000 square feet of ground floor retail density per a PDSP amendment would coincide with the County’s ongoing and evolving goal of facilitating a high quality environment by simultaneously providing an expanded range of goods and services to residents, visitors and workers, and enhancing the vibrancy and activity levels on the street.

The proposed 100,000 square feet of retail density to be allocated in the PDSP is in accordance with the amount specified in the approved *Metropolitan Park Design Guidelines*. The 100,000 square feet represents a 3.9 percent increase in density for Parcel 3 over the current PDSP allocation, resulting in density equivalent to 3.72 FAR. The overall density of the PDSP would increase by 1.1 percent to 1.99 FAR, remaining below the maximum permitted density in the “C-O-2.5” District. The chart below shows the current and proposed density allocations and equivalent FAR for each parcel in the PDSP.

Parcel	Current Pentagon City PDSP Density Allocations (as of February 21, 2009)	Proposed Pentagon City PDSP Density Allocations	Proposed FAR (Residential Unit=1,000 sf, Hotel Unit=700 sf)
1A/2A	300,000 Commercial 830 Residential	300,000 Commercial 830 Residential	1.61
1B/2B	172,000 Office 1,019,300 Commercial 450 Hotel	172,000 Office 1,019,300 Commercial 450 Hotel	1.37
1C	1,078,000 Office	1,078,000 Office	2.58
1D	882 Hotel 930 Residential	882 Hotel 930 Residential	3.43
2C	624 Residential	624 Residential	3.10
3	300 Hotel 2,282 Residential	100,000 Commercial 300 Hotel 2,282 Residential	3.72
4	Virginia Highlands Park Space	Virginia Highlands Park Space	0
5	2,500 Commercial 820 Residential	2,500 Commercial 820 Residential	1.30
Totals	1,250,000 Office 1,321,800 Commercial 1,632 Hotel 5,486 Residential	1,250,000 Office 1,421,800 Commercial 1,632 Hotel 5,486 Residential	1.99

The purpose of the proposed PDSP amendment would be three fold: 1) It implements the agreed upon retail objectives for the site which are set forth and approved in the *Metropolitan Park Design Guidelines(2004)*; 2) It provides clear and documented direction as to the amount and location of retail in future development proposals; and 3) It supports County objectives related to the role retail and other community services play in creating appealing, convenient, and thriving mixed-use districts. In addition, the proposed amendment is in accordance with the approved building envelopes and heights for Parcel 3.

In response to the public review for the Metropolitan Park Phase 3 Final Site Plan, the PDSP Amendment also includes conditions addressing a future polling place and a future public park

planning process. At total build out, the Metropolitan Park development is proposed to contain up to 3,212 dwelling units, thereby creating what would amount to a new polling precinct in the Pentagon City area. To address this issue, the developer has agreed to a condition that requires provision of an appropriate space on the ground floor of the future Phase 4 building to serve as a permanent polling location for the new polling precinct.

The *Metropolitan Park Design Guidelines* provide a conceptual design for the development's park which the developer proposes to closely follow with a more formal, passive park. The *Design Guidelines* recognize the need to continually assess the community's recreational needs as residential build out occurs. One issue that emerged during the public review process had to do with the park's ability and capacity to incorporate active recreational opportunities or amenities in the future. SPRC members recommended that some flexibility be incorporated into the park design to allow for the future inclusion of amenities such as a tot lot, dog exercise area, court games, etc. There was general consensus that the large central green area that will be built concurrent with Phase 2 should remain a relatively open area in order to accommodate community events, larger gatherings, and unstructured passive recreational activities. However, the eastern sections of the park that would be built concurrent with Phase 6 were identified as areas that could potentially accommodate more structured, active recreational amenities. The developer has agreed to a future public planning process for the park that would be completed prior to filing a final site plan for Phase 6. The park planning process would involve PRCR staff, the Park and Recreation Commission and SPRC members, and would consider, among other things, the inclusion of active recreational amenities to those portions of the park associated with Phase 6.

CONCLUSION: This PDSP Amendment would promote the County goal for mixed use, walkable, urban communities. Additionally, it would promote and protect the public health, safety and welfare. For these reasons, staff recommends that the proposed Pentagon City PDSP Amendment to permit up to 100,000 square feet of ground floor retail density in the Metropolitan Park residential development be approved, subject to the following conditions which address a polling place and a public park planning process in future phases of the Metropolitan Park Development in Parcel 3.

Future Polling Location

1. The developer agrees to provide a polling space as part of the Phase 4 Metropolitan Park final site plan, that meets the requirements of the Electoral Board with respect to space requirements, dates of the year and times of day that it would be available, access, parking availability within existing on-street and retail/residential visitor parking facilities, ADA accessibility, and any other established criteria, for the life of the site plan or until such time as the Electoral Board notifies the developer and the County Manager in writing of its intention to permanently discontinue use of the building for a polling place. In the event that available space in Phase 4 is found not to be suitable by the Electoral Board or is not available because of repairs or rehabilitation or renovation, the County Manager may approve, if requested by the developer, an alternate location within previous or future phases of the Metropolitan Park development area that is acceptable to the developer and to the Electoral Board.

Public Planning Process for Future Park Phases

2. The developer of Metropolitan Park Phase 6 agrees to participate in a public planning process, including utilizing its resources and expertise to develop, as the process deems, alternative park designs and uses, for that portion of the central park associated with Metropolitan Park Phase 6. The goal of the process is for the developer to work with PRCR staff, the Park and Recreation Commission, SPRC members, and interested Metropolitan Park residents to identify and assess the community's recreational needs and interests at that time and make revisions to the park's design, or reaffirm the existing design through the data and feedback from the above interested parties. The process shall allow for changes to be made to the original design and uses prescribed for the park space in the *Metropolitan Park Design Guidelines (dated January 23, 2004 and approved by the County Board on February 10, 2004)*, including, if deemed appropriate by the public process, the inclusion of more active recreational uses and amenities in that portion of the park associated with Phase 6. The public planning process may be initiated upon filing of the Metropolitan Park Phase 6 final site plan and shall be completed prior to approval by the County Board of the Phase 6 final site plan. If, as a result of the public planning process, revisions are recommended to the park's design, the revisions shall be incorporated into a revised conceptual design for that portion of the central park associated with Metropolitan Park Phase 6, which shall be approved as part of the final site plan for Phase 6.

PREVIOUS COUNTY BOARD ACTIONS:

February 25, 1976

Rezoned Pentagon City Tract - properties bounded on north by Army-Navy Drive; on west by South Joyce Street; on south by Arlington County property and 15th Street South; and on east by South Eads Street; excluding the Western Electric property - from "RA7-16," "RA6-15," "C-O," and "M-1" to "C-O-2.5."

Rezoned 1601 South Hayes Street (future fire station) from "RA7-16" to "S-3A." Rezoned 1500 block of South Hayes Street through to South Joyce Street including adjoining County owned property on South Joyce Street from "R2-7" to "S-3A." Rezoned 1500 and 1600 blocks to South Hayes through to South Fern Street from "RA7-16" to "RA4.8."

Rezoned 621 - 18th Street South from: S-3A" to "C-O-2.5."

Approved Pentagon City Phased Development Site Plan (PDSP).

January 8, 1977

Approved a PDSP Amendment to: 1) permit 20 additional low-rise family housing units in Parcel 5; 2) permit removal of 300 non-subsidized dwelling units for the elderly from Parcel 5 and relocate 280 such unit in Parcel 3; 3) permit submittal of landscape maintenance agreement prior to issuance of building permit instead of with final site plan submission; and 4) provide that park dedication be held in escrow until rezoning and site plan approval held valid by final court decision.

January 8, 1977

Approved Final Site Plan (SP-1) for Parcel 5 to include 300 subsidized housing units for the elderly, a 300-bed nursing home, and 200 low-rise family units.

October 15, 1977

Approved a PDSP Amendment to permit a temporary Metro-related parking lot until December 30, 1980 in area bounded by Army-Navy Drive, 15th Street South, South Joyce Street and South Hayes Street.

Approved Final Site Plan for a temporary Metro-related parking lot along the west side of South Hayes Street (between Army-Navy Drive and 15th Street South) and along north side of 15th Street South (between South Hayes and South Joyce Streets) until December 30, 1980.

June 3, 1978	Approved Final Site Plan Amendment for temporary Metro-related parking lot to eliminate the requirement for railroad ties or utility poles to separate parking aisles.
January 6, 1979	Approved Final Site Plan (SP-2) for a 12-story office building with approximately 253,534 square feet of gross floor area located at 701 12 th Street South (northeast corner of 12 th Street South and South Hayes Street).
January 5, 1980	Approved Final Site Plan Amendment (SP-2) to extend approved plan for one year to January 6, 1981.
January 3, 1981	Approved PDSP Amendment to the PDSP and the Final Site Plan for temporary Metro-related parking lot to extend for one year to December 31, 1981.
April 1, 1981	Approved Final Site Plan (SP-3) for 12-story office building with approximately 309,574 square feet of gross floor area located at 601 12 th Street South.
November 14, 1981	Approved an Amendment to the PDSP and the Final Site Plan for temporary Metro-related parking lot to extend for two years to December 31, 1983. Approved Final Site Plan to enlarge temporary Metro-related parking lot in the 1000-1300 block of South Hayes Street.
May 20, 1982	Approved PDSP Amendment to transfer 200,000 and 290,000 square feet of gross office floor area from Parcels 2 and 3, respectively, to Parcel 1, and the transfer of 670 dwelling units from Parcel 1 to Parcel 3. (Conditioned on agreement being reached with MCI for use of the transferred space.) Reduced office and commercial parking requirement unless otherwise approved in final site plans.
September 11, 1982	Approved PDSP Amendment to permit temporary uses accessory to construction (eating facilities) on Pentagon City Tract.
January 8, 1983	Accepted withdrawal of Amendment to PDSP and Final Site Plan to enlarge temporary Metro-related parking lot.
April 9, 1983	Approved Amendment to Final Site Plan (SP-4) to extend the approval for two years to April 1, 1985 for residential condominium at 801 15 th Street South.

June 4, 1983	Deferred Amendment to Final Site Plans (SP-2 and SP-3) for signs at MCI office buildings.
June 18, 1983	Approved Amendment to Final Site Plans (SP-2 and SP-3) for signs at MCI office buildings.
August 13, 1983	Accepted withdrawal of Amendment to Final Site Plans (SP-2 and SP-3) for a freestanding sign/sculpture at MCI office buildings.
December 10, 1983	Approved Amendment to PDSP and Final Site Plan for a temporary Metro-related parking lot located in the 1000-1400 block of South Hayes Street to July 30, 1984.
July 11, 1984	Approved a Phased Development Site Plan Amendment to redefine parcel boundaries, increase retail density, transfer 47,500 square feet of retail density from Parcel 3 to Parcel 1 and 2 and modify several conditions. Approved a Final Site Plan for a shopping mall (1,019,300 square feet), a hotel (450 units), an office building (172,000 square feet) and 4,173 parking spaces. Approved a Final Site Plan amendment to amend the boundaries of Parcel 2C.
August 18, 1984	Approved a Phased Development Site Plan amendment to reduce the number of hotel units on Parcels 1B and 2B from 600 to 450 and on Parcel 1D from 1,100 units to 882 units.
September 8, 1984	Approved a PDSP Amendment to extend the approval of a temporary eating facility.
July 13, 1985	Approved Final Site Plan (SP-6) for two 12-story office buildings containing 514,892 square feet of gross floor area on Parcel 1C.
September 7, 1985	Approved Amendment to Final Site Plan to increase the site area of the shopping center by 18,853 square feet, to relocate and/or reconfigure the hotel, office tower, department stores, mall and parking structures with no change in gross floor area or height and to relocate the pedestrian access to Metro through the parking garage.

December 7, 1985	Approved Amendment to Final Site Plan to delete Condition #49, referring to the County Board's approval of a 25, 000 square foot performing arts center.
October 1, 1988	Deferred a Site Plan Amendment request for a comprehensive sign plan to December 3, 1988 County Board meeting.
December 3, 1988	Deferred a Site Plan Amendment request for a comprehensive sign plan to January 7, 1989 County Board meeting.
February 11, 1989	Approved a Site Plan Amendment request for a comprehensive sign plan.
March 4, 1989	Approved Site Plan Amendment request for a daycare center at 600 Army-Navy Drive.
May 13, 1989	Approved Final Site Plan (SP-7) for a 300-unit, 16-story hotel with two levels of underground parking in Parcel 1D at 1001 South Fern Street (northwest corner of South Fern Street and Army Navy Drive).
October 7, 1989	Approved Site Plan Amendment (SP-5) to substitute planters and landscaping for louvers on parking garage at Pentagon City Mall.
September 8, 1990	Approved Site Plan Amendment (SP-4) to allow 320 square feet of temporary leasing banners at the Parc Vista apartments.
October 6, 1990	Approved Site Plan Amendment (SP-4) to convert 550 square feet of storage space in the Parc Vista apartments to medical office use.
August 10, 1991	Approved a Site Plan Amendment to permit the operation of a convenience store on the first floor.
November 16, 1991	Approved a Site Plan Amendment for a special exception permitting off-site stockpiling of material excavated from 4201 North Wilson Boulevard on premises known as 1001 South Fern Street.
May 16, 1992	Approved PDSP Amendment to permit the uses allowed on M-1 to continue until redevelopment occurs, for 10 years.

September 12, 1992	Approved PDSP Amendment to permit operation of temporary uses accessory to construction (i.e., eating facilities for construction workers, subject to original conditions and a review in three (3) years.
December 15, 1992	Approved the abandonment, conveyance, and relocation of South Joyce Street at 15 th Street South subject to conditions and authorize the Chairman to execute the deed conveying the abandoned right of way.
March 10, 1993	Approved Use Permit (U-2764-93-1) for a comprehensive sign plan for 17 signs at River House I, II, and III.
June 5, 1993	Approved PDSP Amendment (SP #105) to permit the 200 parking spaces required to be constructed in the former South Joyce Street right of way be converted to a landscaped open space and bus stop subject to conditions and a one (1) year review.
January 8, 1994	Approved Site Plan Amendment (SP-7) to amend Condition #43 to allow a brick and EIFS treatment to hotel façade in Parcel 1D.
April 9, 1994	Approved PDSP Amendment to permit the uses allowed on M-1 to continue until redevelopment occurs, subject to no new floor space being created outside the existing building envelop for a period ending on July 31, 2004.
June 10, 1995	Continued PDSP Amendment (SP #105) to permit the 200 parking spaces required to be constructed in the former South Joyce Street right of way be converted to a landscaped open space and bus stop subject to conditions and a one (1) year review.
September 9, 1995	Approved PDSP Amendment to permit operation of temporary uses accessory to construction (i.e., eating facilities for construction workers, subject to original conditions and administrative review in five years (September 2000).
June 4, 1996	Continued PDSP Amendment (SP #105) to permit the 200 parking spaces required to be constructed in the former South Joyce Street right of way be converted to a landscaped open space and bus stop subject to conditions

and no further review.

February 8, 1997	Approved Site Plan Amendment (SP-2 and SP-3) to permit extension of the building entrance lobbies by 900 square feet each.
September 6, 1997	Took no action on General Land Use Plan Amendment to change the striping pattern in the Pentagon City PDSP.
October 4, 1997	Deferred a PDSP Amendment (SP #105) to amend Condition #2 of the PDSP and Final Site Plan (SP-8) for mixed use residential and retail development and associated parking to recessed meeting of December 18, 1977.
December 18, 1997	Approved PDSP Amendment (SP #105) to amend Condition #2 thereby adding 300,000 square feet of retail gross floor area to Parcel 1A/2A, reducing the number of residential units in Parcel 1A/2A from 2, 176 to 830 units, and reallocating 249 residential units from Parcel 1A/2A to Parcel 3. Deferred Final Site Plan (SP-8).
February 7, 1998	Approved Final Site Plan (SP-8) for a mixed use development that includes up to 300,000 square feet of retail, 830 residential units, and associated parking.
May 20, 2000	Accepted withdrawal of Site Plan Amendment (SP #105) to permit an urgent care center, hospital storage facility and print shop, including signage, at 1311 South Fern Street.
October 19, 2002	Deferred PDSP Amendment to permit the continuation of "M-1" uses to November 16, 2002.
November 16, 2002	Deferred PDSP Amendment to permit the continuation of "M-1" uses to December 7, 2002.
December 7, 2002	Approve PDSP Amendment to permit the continuation of "M-1" uses to expiration dates from December 31, 2005 through December 31, 2015.
February 10, 2004	Approved a Final Site Plan (SP-9) for 399 dwelling units and 11,300 square feet of ground floor retail in Parcel 3.
March 14, 2006	Approved Final Site Plan (SP-9) for 300 dwelling units and 8,119 square feet of ground floor retail in Parcel 3.

