ARLINGTON COUNTY, VIRGINIA

County Board Agenda Item
Meeting of July 21, 2012

DATE: July 11, 2012

SUBJECT: Adoption of the Columbia Pike Neighborhoods Area Plan.

C.M. RECOMMENDATION:

Adopt the Columbia Pike Neighborhoods Area Plan, dated June 7, 2012, in Attachment 1 with revisions as noted in Attachment 2 (Proposed Changes/Corrections to Neighborhoods Area Plan).

ISSUES: Additional items advertised by the County Board at its public hearings held on June 16, 2012 and feedback collected from various advisory groups have been considered in this report. The elements that have received more attention and discussion by the community include, among others, the contribution level of affordable housing units with form based code development, the level of historic preservation proposed by the Plan, open space, and recommendations for the Arlington View neighborhood.

SUMMARY: The Columbia Pike Neighborhoods Area Plan is the culmination of the Columbia Pike Land Use & Housing Study, which is intended to provide a comprehensive future vision for the primarily multi-family residential areas located between the commercial nodes along the Columbia Pike corridor. The Plan provides a framework for future public and private investment decisions to match community goals of enhancing the quality of life along the corridor, creating a walking and bicycle friendly community, supporting the planned streetcar investment coming to the Pike, and importantly, sustaining a significant supply of housing that serves a population with a broad mix of incomes. The Neighborhoods Area Plan includes key strategies to:

- Foster a healthy, diverse community with high quality of life along the Pike;

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County Attorney: CWK

Staff: Jennifer Smith and Matt Mattauszek, CPHD, Planning Division
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- Stabilize and strengthen single-family and multi-family neighborhoods and support established concepts of vibrant, economically strong mixed-use commercial centers;
- Improve the existing housing stock and expand housing options to achieve a housing mix that serves diverse households, preserves affordability for current and future residents, and supports the adopted housing goals and targets and the Columbia Pike Initiative;
- Create a safe, pedestrian-friendly and multi-modal corridor with attractive and tree-lined streetscapes and seamless linkages between neighborhoods, and to the commercial centers, public spaces, and the region;
- Preserve neighborhood character, historic buildings, and tree canopy;
- Enhance urban design and architectural features to improve the Pike's identity and maintain compatible transitions between the neighborhoods and commercial centers; and,
- Incorporate sustainable, energy efficient, "green" neighborhood and building design principles.

The Plan is ground breaking for Arlington County and it reaches beyond measures achieved or addressed in prior planning efforts. The Plan establishes an aggressive housing goal to preserve 100% of the existing affordable units, those provided at up to 60 percent of the Area Median Income (AMI). The Plan stretches farther than previously targeted by County policy with preservation of 50% of the existing market rate units at 60% to 80% of the AMI. Further the Plan recommends an incentive zoning tool as part of the Form Based Code that would include an affordable housing bonus density element. Lastly, the Plan outlines a variety of tools and strategies beyond the Form Based Code to achieve the affordable housing, and other, goals.

BACKGROUND: In the late 1990's, Arlington County embarked on a planning process called the Columbia Pike Initiative (CPI) to encourage revitalization of, and build a safer, cleaner, more competitive and vibrant, Columbia Pike community. Initial planning efforts focused on the commercial centers and, in 2002, the County Board adopted the *Columbia Pike Initiative (CPI) – A Revitalization Plan.* The plan for these commercial centers or "Revitalization District Nodes" was soon reinforced by the adoption of the Columbia Pike Form Based Code in 2003, a zoning tool which encourages new walkable, mixed-use development along key sections of the Pike. Since its adoption, the Form Based Code has been used to approve multiple private development projects and staff continues to work with citizens to periodically initiate amendments to refine the Code's provisions while facilitating the redevelopment of Columbia Pike in accordance with the overarching vision for the revitalization of this corridor.

In 2005, an update to the CPI Plan was completed, reconciling the vision for the Pike expressed in earlier planning documents with specific design recommendations articulated in the Form Based Code. While the CPI Update focused on the corridor's commercial areas, it did not specify policies or new zoning for existing residential areas between these commercial nodes due to the complex issues associated with protecting the corridor's significant supply of affordable housing. The 2005 Update instead called for a follow-up analysis of housing, with strategies and tools to strengthen the existing housing stock that is there now, to preserve affordable and mixed income housing, and to expand housing opportunities. The update anticipated the likely pressure placed on existing affordable housing as land values rise as a result of the desired development.

In 2008, the County Board adopted a Resolution to initiate the Columbia Pike Land Use & Housing Study. The Resolution underscored the importance of planning in advance of the changing market environment expected along Columbia Pike and finding strategies and tools to preserve affordable housing with opportunities for revitalization and redevelopment. The County Board emphasized that a comprehensive effort occur to develop a vision for the residential areas in order to enhance the quality of life and more proactively guide changes along the corridor in a manner consistent with existing policies to make Columbia Pike a more vibrant, walkable, and transit supportive corridor. The effort would entail an examination of many planning issues including among others land use, density, urban form, historic preservation, transportation, and open space. This scope of study was quite different than previous planning studies in the County whereby a community vision would be developed for an older commercial area and affordable housing was just one of many elements considered in that future vision. This scope focused primarily on residential areas and set out to achieve, among other goals, a very challenging objective of preserving significant amounts of existing market rate affordable housing located in the County. Beyond the County Board Resolution, other planning goals, and the desire to maintain a mix of housing for a diverse population, this study was fundamentally guided by the County's Affordable Housing Goals and Targets which states that the County shall make every reasonable effort to maintain the supply of affordable market rate housing.

To put the challenge into better perspective, the corridor includes a significant supply of multi-family housing and a larger portion of the County's market-rate affordable housing stock. Of the over 16,400 total housing units along the corridor, there are 9,077 rental apartments, including 1,204 committed affordable units (CAFs) units, 2,924 market rate units (MARKs) affordable to households with incomes up to 60 percent of the area median income (AMI), or $64,500 for a family of four, and 3,191 MARKs affordable to households with incomes between 60 percent and 80 percent of the AMI, or $86,000 for a family of four. Without a plan to guide future changes and to offer incentives for preservation of some portion of these apartments as affordable units, a substantial change in the Columbia Pike housing and population landscape will likely occur. The supply of market rate affordable housing will continue to change over time and rents will continue to increase with or without unit renovations being made by property owners. This is a risk to some segments of the community even though these units may remain affordable at 80 percent of the AMI or below. County-wide, over the past ten years, approximately 9,600 MARKs have become unaffordable to households earning up to 60% of the AMI primarily due to rent increases. Most of these units likely remain affordable to households earning from 60% to 80% of the AMI. However, 570 net units were actually lost due to redevelopment and were not replaced with on-site committed affordable units. During this same 10 year period, the County has added 3,300 new CAF units to the affordable housing supply.

In addition to the significant supply of apartments along Columbia Pike, twenty-six condominium complexes provide 3,679 housing units in the corridor. Several of the condominium complexes along the Pike offer affordable home ownership options. For example, between April 2010 and 2011 in zip code 22204 (which includes the entire Columbia Pike corridor), the median sale price for a two-bedroom condominium was $280,000. If a family of four receives Arlington County's Moderate Income Purchase Assistance Program (MIPAP) down payment and closing cost assistance, they would need a household income of $66,800 to afford

this condominium. Without MIPAP, that same family would need a household income of $76,400.

Community Process: Arlington County began work on Phase 2 of the Columbia Pike Initiative in 2008. In order to facilitate the long range planning process, the County Manager established a Plenary Group comprised of residents, community leaders and key stakeholders, which provided neighborhood, property owners, and business input as various concepts and ideas were explored during the Land Use & Housing Study process. A separate and smaller subset of the Plenary Group was also established to work directly with staff. This Working Group was tasked with the review and analysis of key issues, and to formulate working recommendations for Plenary Group and broader community feedback at key milestones throughout the process.

As part of the Land Use & Housing Study, a Preliminary Analysis was first completed in May 2011 to gain a better understanding of the economic dynamics facing development and preservation in the residential areas. This assessment of economic feasibility was then followed by a public charrette (week-long planning session) in June 2011. In February 2012, a Policy Framework which synthesized the established plan goals, community input, and draft planning concepts was prepared. The Draft Neighborhoods Area Plan expands upon the ideas of the Policy Framework, providing revisions based on County Board and community input, and further details how the policies and ideas can be implemented.

DISCUSSION: The Columbia Pike Neighborhoods Area Plan communicates a comprehensive future vision for the residential neighborhoods along Columbia Pike and provides a policy and planning framework to implement this vision.

General Planning Approach: At an early stage in the planning study, the Working Group established three major guiding principles to direct this work: 1) develop a plan that maintains a range of housing stock that will support the rich, culturally and economically diverse character that has come to define Columbia Pike, that makes Columbia Pike unique, and that distinguishes it from other neighborhoods in Arlington; 2) expand the use of Form Based Code; and 3) establish planning goals and identify tools for implementation. This led to an overall approach to target redevelopment along the Pike frontage to improve the building form and pedestrian experience and to find creative solutions for preserving affordable housing along the corridor.

Columbia Pike Neighborhoods Area Plan Overview: Building upon the 2002 Columbia Pike Initiative vision that includes a vibrant main street with distinct commercial mixed-use districts, an ethnically diverse and culturally rich community, a multimodal transportation system, and well designed and attractive buildings and public spaces, the Columbia Pike Neighborhoods Area Plan provides a refined future vision for the residential areas along the Pike. This refined vision includes a healthy, diverse community with high quality of life; strong single-family and multi-family neighborhoods that support the mixed-use commercial centers; a mixed housing stock that serves diverse households; a corridor of multi-modal transportation options; sensitivity to historic buildings and neighborhood character; new and improved open spaces; compatible transitions between residential neighborhoods and commercial centers; and development that is sustainable and energy efficient. Overall, the Columbia Pike corridor will represent another close-in area near the core of Washington, D.C. that has more affordable living – balancing

housing and transportation costs – due to a mix of housing and transit options. It will be an attractive and lively corridor with opportunities for residents to remain in place over time and with convenient access to other parts of the corridor, the County, and the region if changes are guided by this Plan. The Neighborhoods Area Plan will serve as a policy guide for both short- and long-term revitalization and redevelopment efforts in the residential areas along Columbia Pike. The Plan includes subarea-specific planning recommendations, addressing aspects such as land use, transportation, open space, building form, and infrastructure. The Plan also identifies action steps needed to achieve the vision through a series of specific implementation actions. The Plan will be used by residents, developers, property owners, advisory commissions, staff, and the County Board.

Components of the Plan: The proposed Columbia Pike Neighborhoods Area Plan is presented in five chapters, organized according to the elements outlined below, and also includes an Executive Summary.

Introduction: The first chapter discusses the purpose, the goals, and objectives of the Plan.

Process: This chapter summarizes the process undertaken for this study with highlights of key meetings, including the week-long charrette. This chapter also includes a discussion of the preliminary economic and form analyses that were conducted to assist in developing the vision for the study area. More information on the detailed economic and form analysis can be found online in a separate supporting document (May 2011 Preliminary Analysis Report).

Vision: The chapter highlights existing conditions and presents the vision as expressed through an illustrative plan. The Illustrative Master Plan synthesizes community ideas and depicts one way in which physical build-out of the study area could occur according to the policies and recommendations of the Plan. This chapter also provides key ideas for each subarea along the Pike: Subarea I – Western Pike, Subarea II – Central Pike, Subarea III – Eastern Pike, and Subarea IV – Foxcroft Heights.

Policy Recommendations: In order to realize the concepts and vision outlined in the vision chapter, this chapter establishes a series of policy recommendations to guide redevelopment, preservation, and rehabilitation. Recommendations are established for housing and affordability, historic preservation, urban form and land use, transportation, open space, and public facilities. Some policy recommendations have been modified to provide more clarity and to reflect changes based on community feedback and further staff analysis.

Implementation: The final chapter describes action steps for implementing the Plan. An Implementation Matrix lists these major action steps, timeframes for accomplishment, and agency or agencies responsible for implementation (see Attachment 2). This chapter also summarizes a more detailed discussion of the implementation tools to preserve affordable housing which is outlined in the Tools Technical Report (see Attachment 3). As part of that summary, this chapter describes key components that a Form Based Code zoning tool for the Neighborhoods Area Plan should include to help implement the Plan.

Major Elements of the Plan: Below is a discussion of key policies and approaches to meet the goals of the Plan.

Housing and Affordability: The draft housing goals include retention of approximately 4,500 market affordable units in the housing stock today with 100% of the units available at 60% of the Area Median Income (AMI) as well as an additional preservation goal beyond the County's current Housing Goals and Target policies for 50% retention of the units available at 80% of the AMI. This figure includes 2,900 units available at 60% of the Area Median Income (AMI) and 1,600 units available at 80% of the AMI. This goal is more aggressive than any prior housing goal in a particular sector or area plan elsewhere in the County. It is also aspirational because the 4,500 units are privately owned and operated and while the County may provide incentives to these property owners to meet the goal, the final decision rests with them. Even if the County adds new incentives and strengthens existing ones, and County and federal funding streams remain strong, reaching the goal will still depend on market-based opportunities and partnerships. Although challenges exist, the Plan's recommendations include a variety of strategies and tools and sets out multiple paths the County can consider to reach these specific goals over the life of the Plan. The details are outlined below.

The County understands that the Pike is already starting to revitalize and change, in part due to the direct efforts of the County over the past decade, the general location in the region, and proximity to Washington, D.C. and the Pentagon. Regardless of this Plan, the private housing market will continue to change bringing new people into the commercial centers in mostly market-rate housing. Over the 30-year term of the Neighborhoods Area Plan, it is expected that the increased density offered by the Plan will result in a significant change to the unit composition and distribution along the Pike. Considering anticipated growth within the existing FBC commercial centers as well as the Neighborhoods area and assuming full build out, future projections indicate more than 14,850 new housing units could be added on Columbia Pike. It is anticipated that the current mix of housing affordability would change significantly by 2040 if Columbia Pike developed according to the Illustrative Plan included in the Neighborhoods Area Plan (see Figures 1 and 2). The percent of market rate units would more than triple while the percent of Committed Affordable Units (CAFs) would double. Staff anticipates that the private market will continue to supply some 80 percent market-rate affordable units (MARKs), albeit at a lower level (estimated decrease approximately 20 percent). Staff attributes the retention of 80% MARKs based on the likelihood that many buildings with 80% MARKs would remain in place during the near to mid-term. Staff also anticipates that units with rents at the 60% of AMI level would see rent levels increase during the Plan period (30 years). This is likely while property owners determine when, how, or if to position their properties. However, as the Pike continues to evolve, staff recommends that the proposed FBC zoning allow housing at varying income levels. Staff also anticipates that the 60 percent MARKs would be converted to CAFs, primarily at the 60 percent level although options discussed below allow for higher or lower AMI levels. The housing affordability mix will vary across the Pike, with each subarea experiencing a different change over time; some subareas are also starting with different degrees of affordability. However, it is expected that each subarea will experience some percentage increase of market rate units and CAFs, and a significant percentage decrease of MARKs. Both 60 and 80 percent units relate to the levels of average median income that is assessed on a metropolitan level in this region.

Figure 1: Comparison of Baseline to 30 Year Projected Total – Updated *(this updated table provides a comparison of unit projections made based on information available in time for the June 7, 2012 draft Neighborhoods Area Plan with updated numbers to reflect adjustments made to the Illustrative Plan and assumptions based on the recommended alternative heights for the eastern end of Columbia Pike).*

		2010 Baseline	2040 Projection *(June Draft)*	2040 Projection [1 3] *(July Draft)*	*% of Projection withn existing FBC Nodes [2]*
Columbia Pike					
	Market Rate (above 80%)	1,714	11,000	14,850	*28%*
	60% MARK (At/below 60%)	2,982	0	0	*0%*
	80% MARK (60%-80%)	3,213	4,100	2,600	*0%*
	40% CAFs	0	0	110	*0%*
	60% CAFs	1,120	4,200	4,730	*8%*
	80% CAFs	84	700	700	*6%*
Total Units [4 5 6]		**9,113**	**20,000**	**23,000**	
Subarea 1: Western Pike					
	Market Rate (above 80%)	235	2,400	2,500	*37%*
	60% MARK (At/below 60%)	378	0	0	*0%*
	80% MARK (60%-80%)	1,028	900	900	*0%*
	40% CAFs	0	0	0	*0%*
	60% CAFs	759	2,200	2,200	*8%*
	80% CAFs	84	400	400	*6%*
Total Units		**2,484**	**5,900**	**6,000**	
Subarea 2: Central Pike					
	Market Rate (above 80%)	0	3,200	3,900	*28%*
	60% MARK (At/below 60%)	1,578	0	0	*0%*
	80% MARK (60%-80%)	688	1,200	600	*0%*
	40% CAFs	0	0	0	*0%*
	60% CAFs	284	900	1,400	*6%*
	80% CAFs	0	200	200	*5%*
Total Units		**2,550**	**5,500**	**6,100**	
Subarea 3: Eastern Pike [3]					
	Market Rate (above 80%)	1,479	5,400	8,200	*24%*
	60% MARK (At/below 60%)	961	0	0	*0%*
	80% MARK (60%-80%)	1,497	2,000	1,100	*0%*
	40% CAFs	0	0	100	*0%*
	60% CAFs	77	1,100	1,100	*8%*
	80% CAFs	0	100	100	*0%*
Total Units		**4,014**	**8,600**	**10,600**	
Subarea 4: Froxcroft Heights					
	Market Rate (above 80%)	0	---	250	*0%*
	60% MARK (At/below 60%)	65	---	0	*0%*
	80% MARK (60%-80%)	0	---	0	*0%*
	40% CAFs	0	---	10	*0%*
	60% CAFs	0	---	30	*0%*
	80% CAFs	0	---	0	*0%*
Total Units		**65**	**---**	**290**	

General Notes:

1. Revised (July) 2040 Projection accounts for:
   - full redevelopment of some sites that previously indicated partial preservation
   - technical changes to sites which incorrectly indicated redevelopment
2. In addition to the Neighborhoods Plan area, 4,400 net new units are forecasted for the existing FBC Nodes. Detailed distribution of this figure can be found in Note 4.
3. Alternative Heights in Subarea 3 (Eastern Pike) represent an increase of 2,700 net new units. This projection includes:
   - an increase of 3,300 Market Rate units, resulting in 700 new CAFs while replacing 900 MARKs
   - an assumption that half of those newly created CAFs would be done through TDR and therefore actually replace an additional 350 existing MARKs within Conservation Areas such as Barcroft. The other 350 CAFs would remain on site (within Subarea 3).

Assumptions Incorporated into 30 Year Projections Include:

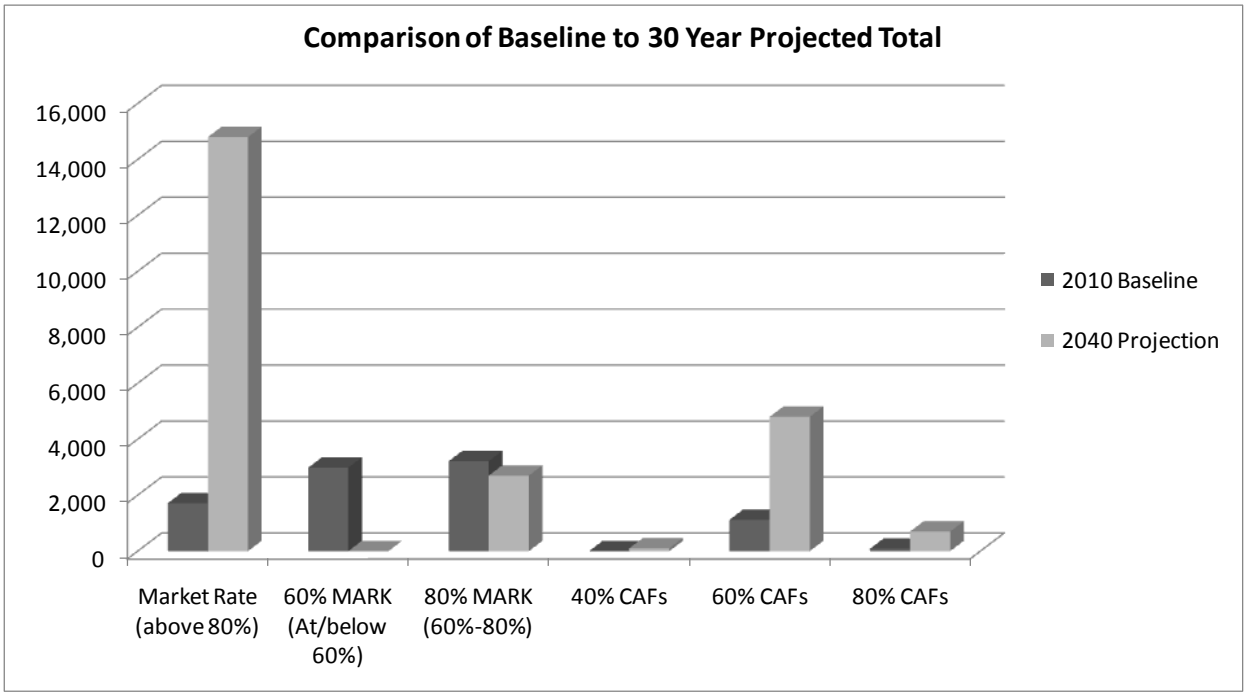
PRAT Forecast

4. PRAT Forecast assumes **4,400 total net new units**, all as Multi-family, market rate rentals. 409 of those units were re-classified as CAFs and distributed among Subareas 1-3 (i.e. Arlington Mill, Shell Gas Station Site); to be provided by Partners of the County
5. For distribution purposes, 50% of PRAT Forecast was assumed in Subarea 3 (Towncenter), 27% in Subarea 2 (Neighborhood Center + 1/2 of Village Center) and 23% in Subarea 1 (other 1/2 of Village Center & Western Gateway).

Illustrative Plan and Urban Form Vision Map Concepts

6. Illustrative Plan projections of **9,500 total net new units** represent the following assumptions:
   - Sites with existing CAFs would only be allowed to redevelop as 100% CAFs in the future
   - Sites where full redevelopment is shown would provide 20% of net new units as CAFs (within new construction)
   - Sites where partial redevelopment is shown would provide 25% of net new units as CAFs (within preserved buildings)
   - West-end projects can provide 1/3 of required CAF units at 80% AMI if they provide twice as many affordable units
   - East-end projects can provide 1/3 of required CAF units at 40% AMI and would be allowed to provide half as many affordable units
   - Preserved, existing units that are not CAFs will remain as 80% MARKs
   - New construction units will be market rate (greater than 80% AMI)
   - Foxcroft Heights represents an additional 36 units (from the 9,077 unit total shown on housing inventory map)
   - 30 Year projections are approximate

Figure 2: Comparison of Baseline to 30 Year Projected Total - Updated *(This chart portrays the information for the entire Columbia Pike area as shown in Figure 1)*



In order to accomplish the affordable housing goals, the Plan proposes the following:

- *New Density Incentives*. A detailed examination of the economics was undertaken during the process in order to consider the potential increase in density incentives and to develop a proposed affordable housing requirement that could be incorporated into the zoning. Aided by the economist on the planning team, land values, net cash flow, construction and/or renovation costs, rent levels, and other economic factors were reviewed. The analysis indicated that bonus density, above that available today with by-right zoning, would offer an economically feasible development that would attract a property owner to use a new Form Based Code (FBC) instead of choosing development using the by-right zoning provisions. Staff assessed that the bonus density would also accommodate a requirement for 20% of the new development above the existing zoning limits, or the existing units whichever is greater, be affordable at 60% of AMI as described below. Additionally, in setting an affordable housing contribution, the economist considered how a uniform requirement would be applied equally across the Neighborhoods Area Plan boundary.

  The Plan proposes a new FBC zoning tool for sites in the Redevelopment Areas (shown on the Urban Form Vision Map in Attachment 2) which would guide how new development could occur. Under a new FBC, bonus density would be possible (Tier 1 Bonus - additional density above what could be achieved with the underlying zoning) which is envisioned to encourage development and help achieve the goals, including the provision of affordable housing units as part of new development proposals. By establishing a Plan and corresponding Zoning Ordinance provisions to allow more market rate residential units, opportunities will be present to capture some of the value of the new development to support the rehabilitation, development and operation of affordable housing. Through the use of bonus density, several County expectations would be met including a portion of new development that is affordable to households earning up to 40%, 60%, and 80% AMI.

  To enter the FBC process at a Tier 1 Bonus level, the applicant would be expected to meet all the requirements of the FBC including providing for 20% of the net new units as committed affordable housing units (CAFs) in the new development; or, alternatively 25% of the number of net new units could be provided through renovating existing units that would remain on site and making them CAFs. The committed affordable units would remain affordable to households earning up to 60% of the AMI for a period of 30 years. This contribution would meet the initial component of a required "housing plan". Also, the applicant would agree to adhere to the Arlington County Board Approved Tenant Relocation Guidelines. The Guidelines call for a tenant profile, relocation plan, and description of the relocation assistance provided (financial and otherwise). An applicant's relocation plan would outline strategies to mitigate any displacement that may occur as a property is fully or partially redeveloped.

  Although a large supply of the committed affordable units would be affordable to households earning up to 60% of the AMI in order to meet the main housing goal, the Plan recommends that some units be provided at lower (i.e. 40% of AMI) and higher (up

to 80% of AMI) levels. To provide housing opportunities at 40% of the AMI, the Plan emphasizes both rental assistance and capital subsidies. For capital subsidies, the proposed FBC affordable housing requirement would offer an option for a property owner to provide some of the committed affordable housing units at this lower level. On the rent assistance side, the Housing Grant (HG) Program and Housing Choice Vouchers would provide deeper assistance for residents with lower incomes. Alternatively, in order to affect the housing goal of preserving units at 60% to 80% of the AMI, the proposed FBC affordable housing requirements would offer an option for a property owner to provide some of the committed affordable housing units at the higher level, which would be provided at a higher rate than those provided at 60% of the AMI. The use of this new FBC zoning tool could result in approximately 1,200 CAFs, or approximately 27% of the goal, with the Tier 1 Bonus.

At some locations in the Redevelopment Areas along the Pike, the Plan also proposes opportunities for additional bonus height (Tier 2 Bonus level) with maximums above what is offered for Tier 1 Bonus (these Tier 2 Bonus Height locations are shown on Urban Form Vision Map in Attachment 2). At these locations, additional height, upon a property owners' request, could be approved for projects that the County Board finds meet the Plan's goals at levels beyond the Tier 1 level, including the provision of more on-site affordable units, provision of off-site affordable units elsewhere in the Columbia Pike study area, and/or accommodating additional density as a receiving site through a transfer of development rights, whereby the property owner of a sending site proposes to rehabilitate units and convert them to committed affordable housing. Approximately 2,700 units could be achieved in the Tier 2 Bonus Height areas including the alternative heights for the east end of Columbia Pike. If CAFs are attained at a rate of approximately 20%-25% of these total units, approximately 700 affordable units could be created in the bonus height area, assuming that the affordable units are provided from 40% to 80% of the AMI and that two non-profit owned sites redevelop with bonus height.

There are also several areas within Columbia Pike that currently have a preferred form of development, which the plan designates as Conservation Areas. These conservation areas coincide with areas that have historical significance, where the existing form of development is preferred as it is consistent with the form based code objectives and its preservation will maintain neighborhood character. From a housing perspective, preserving buildings in place, in these Conservation Areas, will continue to offer diverse housing options. This can be accomplished through at least two methods. First, for a site that the Plan recommends partly for redevelopment, developers would have an option to preserve any existing units on another part of the site and meet the required proposed FBC affordable housing contributions (25% of net new as described above). This could result in a higher quantity of committed affordable units than the quantity provided if all units were in new buildings. Second, the TDR tool is targeted in the Neighborhoods Area Plan for two of these Conservation Areas as sending sites: Barcroft and Fillmore Gardens. If existing units are preserved fully through TDRs, approximately 1,500 units, or another 33% of the housing goal could be achieved. However, the TDR tool has limitations. In order to rehabilitate units and preserve affordability in two large complexes (Barcroft and Fillmore Gardens), it is likely that a supply of approximately

three to four times as many market rate housing units (equaling approximately 4,500 – 6,000 units) may be needed at receiving sites to provide sufficient value to accomplish preservation of the 1,500 units that would remain in place. Accommodating this transfer of density would involve multiple properties in the Tier 2 Bonus Height areas on the Pike or in various parts of the County where additional density may be planned and doing so will be a challenge for the property owners, or possibly elsewhere along Columbia Pike in the commercial centers pending further discussion and analysis through a separate study. Therefore it is likely that TDR would take place over time to reach mutual agreements among property owners to send and receive density. A combination of TDR and/or other financial tools or tax incentives could be needed to achieve the Plans' goals and conserve the remaining units. Additional information on the TDR concept is described below in the historic preservation discussion. Financial incentives as described below are other tools that would offer assistance towards the preservation of existing units.

— *Financial Incentives and Additional Tools:* In addition to the above density incentives, the County will strive to meet the housing goals for the corridor by offering additional incentives to owners and developers. The analysis undertaken during the planning process indicated that a comprehensive set of tools will be needed to meet the aspirational goals and that density alone would not fulfill the goal of approximately 4,500 affordable units. It should be noted that the existing Affordable Housing Investment Fund (AHIF) is a powerful tool the County uses to obtain committed affordable units and it would continue to be used along Columbia Pike in the future. However, the Plan emphasizes several additional financial tools for use on Columbia Pike to broaden the incentives and attract a variety of owners who may or may not be open to using AHIF, or other traditional funding sources such as low income housing tax credits. The additional tools proposed for Columbia Pike include partial tax exemptions, reduced parking, tax increment public infrastructure funds (TIPIF) assistance, and a new loan program. The County would also expect any property owner/developer making use of the FBC to examine these available tools and consider in good faith how they could possibly be used in the context of their situation to provide additional affordable housing. The County would work with any property owner who may be willing to offer a right of first refusal to the County, or its designee, to purchase the property upon the sale or transfer of the property. If the County had a future opportunity to acquire existing market rate affordable housing it could possibly achieve more affordable housing towards the housing goal.

Further details of these proposed tools can be found in Attachment 3, (Tools Technical Report). As described in Chapter 5 of the Plan, additional work will be necessary over the short term to establish the final details of each tool and make each ready for adoption and implementation. These tools would be offered to both for-profit and nonprofit developers, and it is possible that these or other similar tools could be applied in certain circumstances to other affordable housing projects throughout the County.

These financial incentives could facilitate several additional affordable housing projects along Columbia Pike by one of the affordable housing mission-oriented development

partners. If these partners, or similar entity, acquire another three sites along Columbia Pike and, through renovations and/or redevelopment, the entity provides a higher percentage of affordable units than the minimum 20% described above, this could possibly add another 400-500 affordable units. If so, this could add approximately another 11% to the supply of committed affordable units towards the housing goal.

Reaching the housing goal could be advanced further when the ten complexes currently in the hands of County affordable housing partners with existing committed affordable housing units are ready for redevelopment in the future. Although more likely to happen in the mid- to long-term, if these site were to develop per the Plan and the County was able to dedicate financial resources to them, it is expected that not only would the existing CAFs be replaced but an additional supply of approximately 1,500 CAFs could be generated, 33% of the housing goal. It is expected that these units would support diverse income levels ranging from 60 and 80% of the AMI, or perhaps lower levels if additional tools are applied.

— *Other Future Opportunities to Consider:* To assist in creating additional opportunities to meet the housing goals, the Plan recommends that heights in the existing FBC commercial center be reevaluated to accommodate additional on-site affordable housing and/or be receiving sites for density transferred from sending sites with the transfer of development rights tool. The Plan recommends undertaking a future study with the community to generally re-examine Main Street Sites and Avenue Sites presently indicated on the Columbia Pike FBC Regulating Plans to assess and recommend how the commercial centers could further help achieve additional committed affordable units.

The Plan also recommends that further consideration be given in the future to re-examining any public land along Columbia Pike to help achieve the housing goal. Since it will be a challenge to fully meet the goal within the Neighborhoods Area Plan study area alone with density or financial tools, the County should explore all opportunities including examining whether any public sites could be adapted to mixed-use development (public and residential uses). This strategy was used for the Arlington Mill Community Center site which will be built with 122 affordable housing units along with the community center uses. The work described by this strategy would need to be undertaken with a multi-disciplinary team representing various staff agencies, Arlington County Public Schools, and community members to assess potential sites.

The Plan and the accompanying Tools Technical Report outline multiple incentives that would be made available to achieve the affordable housing goals. Through the analysis process, it was realized that density alone would not fully meet the aspirational housing goal and that additional planning and financial tools and strategic actions would be needed. The Tools Technical Report highlights the potential gap that would remain after the units that are attributed to the new density are achieved (approximately 1,200-1,300 units as described above for Tier 1 Bonus). A mix of financial incentives could be used to preserve the remaining 3,300 units. If the subsidy per unit was $80,000-$90,000 for the remaining units applied, a total gap of $264M - $297M would have to be filled over the 30-year life of the Columbia Pike Neighborhoods Area Plan (or

$8.8M-$9.9M per year). For context, the FY2013 budget for housing allocates $9.5M for the Affordable Housing Investment Fund (AHIF) to be used countywide.

Historic Preservation: Sixteen complexes in the study area have historical significance and are eligible for listing on the National Register of Historic Resources. Furthermore, the policies of the Historic Resources Inventory (HRI) adopted by the County Board were taken into consideration. The team examined how both preservation of affordability and building stock could be achieved and incentivized. It was recognized that these historic complexes provide market rate affordable housing primarily due to their condition and design. If these affordable units were lost to by-right development, or if renovations resulted in increased rents, a significant change in the affordability mix would occur as well as possibly changing the overall character of the neighborhood. Through the course of this study, balancing preservation and renovation of the structures and preservation of affordability was a major challenge while meeting all other planning goals. Overall, the Plan's recommendations may help achieve preservation of approximately two-thirds of the housing units in these sixteen complexes.

To address both historic and affordability goals, different incentives were explored including additional density, height, and historic tax credits. Through these various incentives, the Neighborhoods Area Plan integrates historic preservation and affordable housing. This approach would maintain a mix of older apartments amidst new residential buildings, offering a diverse housing supply which would support a diverse population. A strategic aspect of the plan proposes the designation of "Conservation Areas" where it is desirable to maintain the current low-scale buildings and open spaces in cohesive campuses with a large supply of market-rate affordable housing (shown on the Urban Form Vision Map in Attachment 2). It is anticipated that approximately 1,500 units could remain in place for two of the Conservation Areas – Barcroft and Fillmore Gardens possibly using the TDR tool. In addition, the form of complexes further from the Columbia Pike frontage, some of which are in condominium ownership, provide an appropriate scale of development that transition well with the low-scale single family neighborhoods, and generally have well maintained, landscaped open spaces at their front entrances. These areas are thought to generally be stabilized complexes and provide affordable homeownership opportunities, a goal of this study, due to the smaller and older state of the buildings.

In order to incentivize preservation and steer property owners away from by-right redevelopment, the TDR tool would offer an ability to transfer density to another site where density could be accommodated and the value of the transferred density could help subsidize preservation of buildings and affordability.

In addition to TDR, other financial tools such as tax credits, partial tax exemptions and affordable housing loan programs could also be used to preserve and rehabilitate units in place, preferably also maintaining committed affordable housing units. The alternative 25% affordable housing contribution described above may also attract a property owner to preserve some existing units when redevelopment occurs on other areas of a property. Finally, a recently created use permit option in a few zoning districts (RA6-15, RA8-18, RA7-16, and RA14-26) is another planning tool that could be used, for the purpose of preservation coupled with commitments to provide affordable units. This use permit option provides for the modification

of provisions in the Zoning Ordinance to maintain, renovate, and preserve existing affordable housing, as well as create affordable housing units where none now exist.

Urban Form, Land Use and Parking: The Neighborhoods Area Plan establishes a policy for expanding use of the Form Based Code zoning tool which will be used to guide the form, scale, and character of new development. The tool places an emphasis on the physical form of development with the end goal of producing a specific type of place. Generally, along the Pike frontage in the residential areas, the Plan proposes that residential buildings be set back from sidewalks to allow for additional trees and other landscaping. In the commercial areas, buildings are required to be located directly behind sidewalks. Wider tree lawns and yards in front of residential buildings would provide an additional buffer to lessen impacts, relieve building mass, and indicate that one is moving from a mixed use environment to a residential neighborhood.

Four building types and their locations are recommended in the Plan, including an Urban Mixed Use to complete the existing Nodes; an Urban Residential – the most predominant form; a Small Apartment and Townhouse type; and in limited locations, a Detached Residential form. The general characteristics of each building type as well as the proposed frontage locations are indicated in the Plan. More details on each building type will be determined during the next phase of work to develop the zoning standards under the FBC. As the Pike revitalizes it is expected that buildings would be more sustainable and energy efficient. Therefore, the Plan sets expectations for new development that will incorporate energy efficient design and systems and create opportunities for residents to age over time in their homes.

Maximum building heights are recommended in the Plan (see Urban Form Vision Map in Attachment 2). In general, the Plan proposes greater heights to be located along the frontage of Columbia Pike with lower heights transitioning down to the lower residential areas. The heights plan also provides for greater heights in areas that currently have tall buildings.

At the June 16, 2012 County Board meeting, staff presented an alternative heights map for further consideration by the County Board and community (see inset box on Urban Form Vision Map Attachment 2) for the east end of Columbia Pike as another way to help achieve the plan's goals. Staff proposed that the area east of S. Barton Street and south of Columbia Pike, abutting Army Navy Golf Course, could accommodate additional height, above the 8 to 10 story height limits presented earlier in the process. With these taller building heights, staff assumes that an additional quantity of committed affordable housing units could be attained. This area already contains taller buildings than most on Columbia Pike with heights ranging from six to twelve stories, the area is generally away from low-density single family areas, and it abuts a private golf course. Staff contemplates that redevelopment could occur sooner with the proposed height increase and also that full redevelopment may occur, thereby increasing the overall amount of units and providing them in a more efficient building and site design than exists today. By allowing for additional heights up to 12 and 14 stories, it is projected that approximately 2,700 additional units could be achieved in the east end of Columbia Pike beyond what was envisioned on the Illustrative Plan with limited sites developing up to 8 or 10 stories, including approximately 700 additional CAFs. If approved, the potential overall number of units in the Columbia Pike corridor could increase from approximately 11,200 to approximately 14,000 with these proposed heights.

Therefore, based on the location, low impacts on surrounding areas, and the projected amount of potential density to help provide affordable housing units, staff recommends that the County Board adopt the Neighborhoods Area Plan with the increased heights as shown in the alternative heights inset box on the Urban Form Vision Map in Attachment 2. Lower heights at the eastern and western most edges would continue to provide for appropriate transitions to existing development. The additional height would be considered by the County Board in the same manner described above for Tier 2 Bonus Height, based on the provision of additional on site affordable housing, additional off-site affordable housing units within the study area, and/or to accommodate density received from designated sending sites.

Parking is a necessary component in new development even in this transit supportive corridor, however, over-building very costly parking beyond what the market demands can negatively impact the feasibility of projects seeking to provide a substantial supply of affordable housing. It has been demonstrated by several affordable housing providers that renters of committed affordable housing units demand and use fewer parking spaces than their counterparts living in market rate housing. In this context, the Neighborhoods Area Plan recommends that a minimum parking ratio below one and one-eighth space per residential unit be established for affordable housing units to 0.825 space per unit. An increment of 0.125 spaces per unit is attributable to visitor parking. In this dense corridor where several low-density neighborhoods are in close proximity to multi-family areas, this parking ratio would be curbed and used only when a new development proposal offers an additional increment of committed affordable housing beyond the above-mentioned minimum requirement (i.e. 20% of net new in new construction or the alternative contribution in existing housing stock). The County would continue to rely upon the residential parking permit program to guard against spillover parking by apartment dwellers onto those streets in single-family neighborhoods.

Transportation: Transportation policies are reflective of long-standing County-wide and previously established policies for Columbia Pike such as expanding the secondary street grid, making streets and sidewalks more pedestrian friendly, safe and attractive with shade trees and street lights, and building connections to make complete streets available for multiple modes of travel. The Neighborhoods Area Plan is reflective of other plans and policies underway for Columbia Pike including the Multi-Modal Study, the streetcar environmental and engineering analyses, and the parallel bike routes study. Concerns were raised early in the process about the need to expand east-west connections parallel to the Pike for the purpose of providing multiple neighborhood routes for circulation. This led to closer examination of how segments of 9th, 11th and 12th streets could be enhanced for pedestrian, bicyclists, and/or motorists. This is particularly important in the east end of Columbia Pike between S. Barton Street and S. Rolfe Street where east-west alternatives to Columbia Pike are very limited. As shown on the Transportation Connections Map, the new linkages are proposed as local, low-speed streets and therefore proposed designs call for two-way vehicular travel with on street parking, consistent with existing County policies for neighborhood streets. Additional connections for bicyclists are identified to provide more complete routes on both the north and south sides of Columbia Pike.

Open Space: As the Pike corridor grows and new residents come into the area, it is important to maintain a balance of open space and buildings and to provide a portion of open space as public

space available to all residents. The planning study examined existing open spaces and those previously planned for the commercial centers, including spaces like the Penrose Square now under construction. It was determined that both the east and west ends of the corridor need additional public open spaces to serve a variety of resident needs and that new spaces could be achieved when redevelopment occurs. It was also reiterated through community surveys and discussions that walking and biking trails, neighborhood and community parks, natural areas and indoor recreation and fitness facilities should be prioritized.

The Open Space Vision Map indicates locations for new spaces that would address good urban design and planning goals. These spaces would be included on a future Form Based Code (FBC) Regulating Plan and realized when redevelopment of those properties occurs. However, these larger public open spaces identified on the map may require additional strategies or tools to achieve them, such as TDRs, easements, or public funding. In additional to the new public open spaces, the Plan indicates that private open areas at each property would also be important to achieve with any new development in order to maintain a mix of buildings and open space and offer spaces that could be used and enjoyed by residents. The details for these private areas would be further determined through the development of the FBC. The Open Space Vision Map also coordinates with the transportation map and indicates how existing and future trail and sidewalk connections can be made to link residents to the different open spaces in the Pike corridor.

Public Facilities: The provision of adequate public facilities is an important feature of a sustainable community. Staff analyzed whether additional public facilities would be needed along the corridor as growth occurs and took the projected new housing units along the corridor into consideration. Building on a prior study for fire stations across the County, it is contemplated that a potential new fire station in the west end of Columbia Pike may be needed over the next 30 years. Currently, the west end of Columbia Pike relies partly on a fire station in Bailey's Crossroads through a cooperative agreement with Fairfax County. Over time, that area will begin to change, per Fairfax County plans, and it is possible that Arlington County may need to provide more fire service coverage in the future. Further analysis would be needed to make a firm recommendation; however it is contemplated that opportunities for a mixed-use project in the study area or possibly the existing commercial centers generally from Four Mile Run Drive to the County line could accommodate this type of public facility.

In addition, the team along with staff from Arlington Public Schools evaluated the projected housing units to examine what possible impacts the growth may have on the school capacity. The review by Arlington Public Schools staff indicates that the possible growth over a 30-year timeframe, combined with expected increased generation rates from the surrounding single-family neighborhoods as the Pike revitalizes, could necessitate additional school facilities. APS indicates that it will continue to monitor development, assess future school projections, and collaborate with the County as needs change and new needs emerge. To this end, this Plan recommends that the future FBC zoning be flexible and allow school-based uses to be built within residential or mixed use projects so that as needs emerge, these uses can be considered.

Community Interests and Concerns: The Columbia Pike Neighborhoods Area Plan process included extensive community input by the Working Group, the Plenary Group, Civic

Associations, Advisory Commissions, and the County Board. Feedback given at various meetings on the April 6, 2012 draft plan was reviewed and considered by the Working Group. Listed below are brief synopses of the more substantive items brought up in these comments described above and other meetings, along with descriptions of how they have been addressed.

Affordable Housing Requirement under a Form Based Code: Community members have suggested that a higher contribution (above 20% to 25%) should be required with new development using FBC. Conversely, several owners of existing apartment complexes contend that the 20% requirement for affordable housing (or the alternate 25% of net new housing to preserve existing housing stock) is too onerous and therefore the additional density as proposed under the Plan is an insufficient incentive for them to develop according to the Plan. Through the process, analysis was undertaken to determine a zoning requirement for affordable housing that could be applied equitably to all new development. Setting a uniform requirement was a challenge because each site would have different economic conditions. However, it is anticipated that in most cases, development with FBC will exceed the development potential offered with the existing zoning. After examining the land values, net cash flow, construction and/or renovation costs, rent levels, and other economic factors, it was determined that a requirement of 20% of the new development above the by-right zoning would offer an economically feasible contribution that would attract a property owner to using the FBC and dissuade the property owner from choosing development using the by-right zoning provisions.

A third party consultant evaluation of the proposed affordable housing contribution level and the economic factors used to make this recommendation was undertaken. Staff is assessing the new findings and will provide a discussion of these findings and recommendations in a Supplemental Report prior to the County Board meeting on this agenda item.

In addition to the proposed affordable housing requirement under FBC, the Neighborhoods Area Plan describes other incentives to obtain additional affordable housing units should a property owner choose to use the optional resources/tools. These tools may have application elsewhere in the County and would considered and evaluated on a case by case basis and/or be further evaluated as part of a broader housing study anticipated to be included on staff's work plan in the coming months.

Distribution of Affordable Housing: Community members questioned why affordable housing units are concentrated only on Columbia Pike and secondly, how will with Plan achieve the geographic distribution of affordable units?

The County strives to preserve affordable housing in all parts of the County and has achieved a significant amount of committed affordable housing, using a variety of tools, in major transportation corridors, such as the Rosslyn-Ballston Corridor, and in other areas where market-rate affordable housing exists or is planned. The committed affordable housing the County commonly achieves is within multi-family housing and this type of housing is found in several areas of the County. The Columbia Pike corridor is currently planned and zoned for multi-family residential development, and today, the area contains approximately 1,200 (19%) of the County's committed affordable units. It also contains approximately 6,200 market-rate affordable units. The County has as overall goal to make every reasonable effort to maintain the

supply of affordable housing. In addition, this Plan has an important goal to foster a healthy, diverse community with high quality of life along the Pike. Staff believes that by preserving the majority of affordable housing that currently exists, the corridor would continue to offer diverse housing and support a vibrant, culturally- and economically-diverse population.

Further, a significant amount of new housing is expected within the study area – largely along or near the Pike – as well as in the existing nodes. Staff also anticipates that the majority of that new housing would be market rate housing. Therefore, a new percentage and distribution of affordable housing units would emerge as the Pike changes and revitalizes and each subarea of the Pike changes. The Neighborhoods Area Plan includes a goal to encourage the distribution of affordable housing units throughout the Pike. This goal would be considered when the County assesses whether to award AHIF to a project to create more CAFs when otherwise the units would be market rate housing. Recognizing that the subareas are starting with differing levels of affordable housing today, and even with the anticipated increase in market rate housing in each area, the Plan strives to find ways in which the geographic distribution of units will be spread along the Pike. To further meet this objective, the following recommendations are included in the Plan and provisions would be included in the Neighborhoods Area Plan FBC:

- The base FBC affordable housing requirement will provide 60% AMI units which would increase the percentage of 60% AMI units in the east end of the Pike where more 80% AMI units exist today;
- For projects west of George Mason Drive, the base FBC affordable housing requirement would permit a property owner to convert up to 1/3 of its contribution of the 60% AMI units to a higher number of 60-80% AMI units, at a ratio of two 80% units for every one 60% AMI unit; and
- For projects east of George Mason Drive, the base FBC affordable housing requirement would permit a property owner to convert up to 1/3 of its contribution of 60% AMI units to a lower number of 40% AMI units, at a ratio of one 40% units for every two 60% AMI unit.

Affordable Homeownership: Community members have questioned whether the Neighborhoods Area Plan adequately addresses affordable homeownership. The Neighborhoods Area Plan highlights a variety of financial tools to assist with the creation or preservation of affordable housing units, including Moderate Income Purchase Assistance Program (MIPAP). It is recommended that funding continue to be allocated towards this program to help families/individuals purchase housing. In addition, the Pike has a healthy supply of affordable condominiums which are expected to remain, and the Plan recommends areas for which new townhouse development could occur. The private market commonly provides townhouse development as a for sale housing product.

New Density: Community members have expressed concerns about the additional density being proposed and its impacts. The County undertook this process to proactively plan for and guide how changes could occur along the Pike when property owners sought to renovate or redevelop their property. Allowing for new density would help achieve the community's vision and planning goals for Columbia Pike such as affordable housing, improved building forms; walkable streets with new widened sidewalks; more on-street parking; new street connections; and new open spaces. Additional density will also help support the existing and future retailers along the Pike another important element desired by the community. Staff believes that the

forms and types of development being proposed in the plan and the resulting density are appropriate as Columbia Pike is an existing transit corridor and planning is underway to enhance transit through the proposed streetcar system. The proposed larger scale development is along the Columbia Pike frontage transitioning to lower scale development moving further away from the Pike. The single-family detached neighborhoods surrounding the Pike will be less impacted by the proposed increase in density. Furthermore, impacts related to public facilities and utilities are discussed further below.

Schools/Public Facilities: How does the Neighborhoods Area Plan take into consideration schools and public facilities? Through this process, coordination with different County agencies and Arlington Public Schools (APS) occurred to assess what, if any, impacts the planned development would have on schools and other public facilities. For schools, APS staff determined that the potential increases to residential population could potentially result in an increase of 1, 100 school age children, with students distributed at 50% at the elementary level, 20% at the middle school level and 30% at the high school level. Over time, APS indicates that this growth along with increases of school age children from surrounding single-family neighborhoods would likely generate a need for additional school space. Further planning and monitoring would be needed by APS in the future to assess where and how best to accommodate the growing population. The Neighborhoods Plan emphasizes the need to be flexible for when new opportunities for school facility arise, including the allowance for early childhood/Pre-K centers as part of mixed-use development. This should be considered when developing FBC zoning language for the NP area. For fire, the County will need to continue to study whether an additional fire station is needed to serve the Pike Corridor. For utilities, such as water and sewer, they will be monitored and if upgrades are needed, they will be addressed when development occurs.

Historic Preservation: Members of the community continue to be concerned that the Plan doesn't adequately address historic preservation. Historic preservation is an important goal for this planning effort. Staff has developed a balanced approach with historic preservation among other key elements including affordable housing and improving the overall form of development along the Pike. The Plan envisions the preservation of several historic areas where it is desirable to maintain a setting of low scale buildings and open spaces that at the same time provide a substantial amount of market-rate affordable housing which are predominantly found in the garden apartment style buildings in the corridor. This would be accomplished through incentives such as Transfer of Development Rights and other financial tools described in the Plan. Furthermore, the proposed housing plan provides an option for development to provide its affordable housing requirement in existing buildings which over time, staff believes, will result in a mix of existing and new buildings along the Pike. Staff assesses that approximately two-thirds (2/3) of the units in historic buildings along the Pike could be preserved through this Plan.

Parking Ratios: Why are reduced parking ratios needed? Projects under review with FBC would be required to meet the parking ratios specified in the FBC. The original proposal called for reducing the minimum parking requirements in the Neighborhoods Area Plan from 1 space per unit, with an increment of 0.125 space per unit for shared visitor parking, equaling 1.125 space per unit to: 1) 0.7 space per unit for affordable housing units and 2) 0.8 space per unit for any housing within 1/-4 mile distance from a proposed streetcar stop. The proposal was made in

recognition that the Pike is a transit corridor with significant bus access, planned streetcar service, and also that affordable housing units typically require fewer parking spaces since residents of affordable units commonly do not own automobiles. Staff further studied this issue, and now proposes a reduced parking ratio for affordable housing units of 0.7 space per unit when a proposal exceeds the minimum affordable housing requirements and provides additional affordable housing units. In these cases, all of the proposed affordable housing units would be eligible for the reduced parking ratio. Both affordable and all other housing would be required to provide the same visitor parking amount of 0.125 space per unit. Therefore, affordable units could have a reduced ratio of 0.825 space per unit when a proposal exceeds the base affordable housing requirements, and all other residential units would need to provide 1.125 spaces per unit. Additional analysis could be taken to evaluate whether to narrow this parking ratio reduction to only sites within very close proximity to streetcar (i.e.1/8-mile radius).

Open Space: There has been some concern that existing private open space surrounding apartment buildings will be removed with new development which could change the character of the community. Achieving a balance of buildings and open spaces is an important goal, and a mix of public and private open spaces must be attained. However, part of the Plan's vision calls for the residential areas to become less suburban (i.e., much open spaces surrounding lower-scale development) by balancing goals of the Plan that will necessitate infill development. The form of open spaces must be done by redesigning properties and contemplating open space differently from the way they are provided today. The location and distribution of spaces in the corridor was taken into consideration, as well as access, proposed density increases, and the incentives needed to achieve them while also meeting other goals.

Homeowners in the Barcroft neighborhood voiced strong concerns and opposition to a map that was included in the June 7, 2012 version of the Plan. This map showed some areas within the Columbia Pike Planning Area Boundary as "long term open space". These future expansion opportunities were proposed for land adjacent to existing park land, or in natural areas prone to flooding or with steep slopes which could expand the existing supply of open space and/or protect natural areas from future development. These areas were examined at a broad level as part of this study and it was determined that more detailed study and discussion with community members and specific property owners would be needed as part of a future planning effort to confirm whether any further consideration of these areas as preferred expansion areas should occur. As a result, staff removed these areas from the map (see Attachment 2 for an updated Open Space Vision Map which will be included in the final Neighborhoods Plan).

Foxcroft Heights: A request was made to defer approval of Plan's recommendations for the Foxcroft Heights neighborhood until a future time after several pending changes to surrounding properties are completed, specifically the demolition of the Navy Annex buildings, Washington Boulevard and Columbia Pike bridge reconstruction, and Ft Myer-Henderson Hall base improvements. It was suggested that a better assessment of the potential impacts on the Foxcroft Heights area could be made in the future which could better inform a future vision and planning recommendations for this neighborhood. Also, some neighbors are concerned about the proposed building heights along the Pike frontage and along S. Orme Street.

Much input has been given throughout this process to establish a vision for the Foxcroft area. Staff has taken into consideration community input representing a full range of ideas, the changes contemplated for the surrounding land uses, and the established vision for Columbia Pike set out in 2002 with the Columbia Pike Initiative Plan. The Neighborhoods Area Plan recommends limited changes to the Foxcroft area. These changes would allow the edge of Columbia Pike to change more consistent with other frontages of Columbia Pike, however with lower heights, creating a walkable, mixed use edge. Specific recommendations in the Plan include:

- Allowing mixed use development on the frontage, when affordable housing is provided ; up to 5 stories;
- Allowing 5 stories on Orme Street, transitioning down to 4 stories at the north end, to provide a more resilient development form in light of adjacent uses (Base and Sheraton);
- Allowing 4 story development along Southgate Road; and
- Preservation of the neighborhood interior with some streetscape improvements.

Staff recommends that the County Board continue to move forward with the recommendations included in the Neighborhoods Area Plan and contends that the vision is compatible with the existing or possible future uses contemplated in the surrounding area including the future expansion of Arlington Cemetery, museum uses, and base improvements. Also, staff suggests that the vision will help to stabilize the neighborhood by providing more clarity to existing and prospective residential and commercial owners and renters on the proposed vision and types of improvements contemplated. The proposed land uses and contemplated street and streetscape improvements could help alleviate negative impacts from the base and improve the quality of life in the neighborhood from what exists today and these types of improvements would only be delayed if the Plan's recommendations are not implemented. Staff would continue to assist the neighborhood in the future with possible mitigation measures as issues arise from the surrounding land uses. Furthermore, if the Plan's recommendations were deferred, staff resources would not be available for further work with the community until after the Neighborhoods Area FBC is developed and adopted and, at that time, assessed and scheduled in the context of other work plan priorities.

Items Raised at the June 16, 2012 County Board Public Hearing: At its June 16, 2012 meeting, the County Board voted to expand the scope of the Plan and advertised additional recommendations for two areas: 1) establishing an automatic mechanism to evaluate whether the form based code should be amended to reflect a new major planning policy being applied elsewhere in the County and 2) including a more affirmative and more specific recommendation to restudy the existing form based code with a specific criteria to identify additional Transfer of Development Rights (TDR) receiving sites. The County Board also requested additional information or clarification on: 1) affordable housing programs/incentives in other transit oriented localities including resident retention outcomes for different income levels; 2) types of specific Green Building standards that would be included in the new Form Based Code; and, 3) why include a specific open space acreage to population standard in the Plan. The County Board also asked staff to continue working with the Arlington View neighborhood and Carver Homes property owner to discuss ideas, draft recommendations and determine if an agreed upon solution could be reached.

Additional Items Advertised:
Establishing an automatic mechanism to evaluate whether the Form Based Code should be amended to reflect a new major planning policy being applied elsewhere in the County: Staff assessed how new policy ideas are considered for Columbia Pike within the organization today and how these ideas may be contemplated and discussed in the future. It has been staff's general practice to evaluate whether and how evolving County policies would apply to Columbia Pike. This has been recently demonstrated through the review of the proposed sign ordinance revisions and the new LEED bonus density revisions. For signs, staff has incorporated proposed revisions to the FBC sign regulations for consistency with the overall ordinance amendments. With regards to LEED, staff is proposing green building standards to be incorporated into a new form based code for the Neighborhoods area (see discussion below).

However, as part of an overall assessment of future policies, staff must evaluate whether the proposed policy being applied elsewhere in the County could be converted into a zoning requirement under Form Based Code and whether it would fundamentally change the overall vision of the Pike and impact its implementation. If so, it would likely necessitate additional study with the community. This work would need to be incorporated and prioritized into a work plan with staff resources identified. The FBC Advisory Working Group Charge already contemplates these types of changes— potential vision changes to the FBC—and indicates that the County Board should provide direction when a new or revised vision is contemplated. If staff concludes that the proposed policy could generate a narrowly focused FBC amendment, changes could possibly be addressed at that time.

In the future, staff can be more proactive in communicating its assessment of the applicability of new policy for Columbia Pike to the County Manager, County Board, and stakeholders. Once staff's perspective is communicated, staff would continue to collaborate with the FBC AWG in the same manner it does today.

Including a more affirmative and more specific recommendation to restudy the existing form based code with a specific criteria to identify additional Transfer of Development Rights (TDR) receiving sites: Staff agrees with the recommendation to make Implementation Action #6 more definitive. See Attachment 2 for the proposed revisions. However, staff has concerns with setting more specificity on the scope of study for the existing nodes. A significant amount of additional density for market rate units would be needed at TDR receiving sites in order to preserve more affordable units on Columbia Pike such as those designated in Conservation Areas. From a design and vision perspective, if approximately 4,500 market rate units or more are added to the existing commercial centers (assuming that approximately three or more market rate units are needed to preserve one renovated unit elsewhere on the Pike) this would double the currently projected amount of units assumed for the commercial centers and this increase would significantly change the overall scale and character envisioned for the Pike. In addition, a countywide housing study scope of work may influence how a reexamination of the existing commercial centers could occur. For these reasons, staff recommends the scope of study should remain flexible at this time and that the supporting text for Implementation Action #6 should remain. Staff anticipates that the process to study the existing Form Based Code would not

likely occur for at least another year after completion of the Neighborhoods Area Plan Form Based Code.

Additional Information or Clarification:

Additional background or research on affordable housing programs/incentives in other transit oriented localities including resident retention outcomes for different income levels: Staff researched other jurisdictions such as Los Angeles, Seattle, Portland, Alexandria, and Washington, D.C., which are making transit improvements in areas that currently have committed and market rate affordable housing. See Attachment 4 for a summary of the research. Key findings include:

- None of the other jurisdictions are setting numeric targets to preserve 100% of the existing 60% AMI market rate affordable housing as Arlington is doing.
- The integration of affordable housing with a Form Based Code that achieves other community goals is unique to Arlington.
- Compared to other local jurisdictions, Arlington's sustained allocation to AHIF is unparalleled as well as the fact that 15% of Arlington's rental apartments are committed affordable units (CAFs).

The array of housing tools used by each jurisdiction is dependent on the local context.

- Los Angeles, while at a much larger scale than Arlington, is looking at preserving affordable housing in their transit corridors by strengthening existing tools, developing new tools, and outreaching to property owners.
- Similarly, the Columbia Pike Neighborhoods Plan proposes to use all the housing tools that are feasible, including partial tax exemptions, pooled equity funds, and form based code to name a few.
- Other jurisdictions are enabled to use different tools, for example tenants' right to purchase, higher wage jobs, and community benefits agreements.
- All of the jurisdictions agree that it is essential to prioritize the preservation of existing committed affordable housing. The 24 CAFs created at Jordan Manor near the Ballston Metro that were redeveloped as part of a mixed-use plan that resulted in 90 CAFs is an Arlington example of this perspective.

Types of specific Green Building standards that would be included in the Neighborhoods Area Form Based Code: The County Board, and others, have elevated concerns that new buildings along Columbia Pike have not met a specific level of Green Building standards and that, over time, the buildings along Columbia Pike may not keep pace with, or be as energy efficient, as other new construction in the County. A request was made to evaluate whether a specific LEED standard could be included in the Neighborhoods Area Form Based Code.

Staff evaluated this request and recommends including a requirement for Silver certification in the latest version of the LEED rating system in exchange for the enhanced development opportunities under the form based code for the Neighborhoods Area for the Urban Mixed Use and Urban Residential building types. This requirement would be met at the Tier 1 bonus level or higher for any new construction. Staff has preliminarily assessed the development costs associated with meeting a LEED Silver level and concluded that sufficient economic return is feasible to make this investment. When the FBC for the Neighborhoods area is adopted, it is

anticipated that the latest version of LEED, version 4, will incorporate an acceptable level of energy efficiency that closely parallels Arlington's Community Energy Plan's long-term goals. Staff will further review the proposed LEED standards during the development of the FBC with additional stakeholders and make any refinements if necessary, also taking into consideration the level of energy efficiency determined for the next version of LED certification. For smaller projects, following the Townhouse, Small Apartment, or Residential Detached building forms, the requirements would entail achieving LEED Certified, Earthcraft certification (with the ENERGY STAR certification compliance path), or equivalent green building certification. Smaller buildings commonly have different systems and economies of scale, making Earthcraft a more appropriate rating system for these building types.

For renovation projects under the Form Based Code, staff recommends that LEED Certified (for mid-rise construction) or Earthcraft certification (for garden-style construction) be met. It is anticipated that building renovations could occur through by-right zoning, or through other Use Permit zoning tools as recently used for the Buchanan Gardens complex to accomplish major building renovation and limited expansion. Implementation of this proposed green building design level would be sought on a voluntary basis through those processes. When buildings are renovated at Sending Sites under the proposed transfer of development rights tool, it will be expected that building renovations meet this minimum level in addition to meeting the affordability level described in the Plan.

Although more details will be determined as part of the development of the form based code, it is expected that property owners for all building types would submit scorecards for review during the preliminary application period, continue to provide design details during the building permit review period, and would attain formal LEED/Earthcraft Certification once the buildings have been constructed in order to remain in compliance with the FBC zoning approval. It is possible this final Certification may be required to achieve one of the final occupancy permits. By setting this level of green building design buildings along Columbia Pike would be in conformance with standards expected and achieved for new construction in all parts of the County by Site Plan approval. Overall, staff believes that the proposed levels would lower residents' utility costs, thus helping to achieve more affordable living conditions, and helping to create a more energy-efficient corridor. (See Attachment 2 for proposed language to be included in the Neighborhoods Area Plan).

<u>Why include a specific open space acreage to population standard in the Plan:</u> As part of the study, staff and consultants undertook a detailed examination of the open space system in the Columbia Pike planning area. With assistance from consultants, existing parks and trails were documented and community interests collected through discussions and surveys. Also, a comparison of national best practices were collected and reviewed and the team evaluated the amount of open space per 1,000 persons available today as a potential measure of an appropriate amount of open space to meet community needs, like other localities have done. With this information, staff considered whether to incorporate a specific acreage to population ratio standard for the Pike corridor to help steer open space needs into the future as the area continues to change and population increases. However, this measuring technique has not been adopted at a countywide level or included in other planning documents to date and, as a result, the Neighborhoods Plan indicates that it could be a consideration in the future through a countywide

planning effort. Accordingly, the draft Plan had been drafted to indicate this analysis was completed and provided one point of information to help develop the proposed vision for open space. Concerns were raised, however, that it may be premature and the Neighborhoods Area Plan should not indicate a specific target, albeit soft target, until further study could be undertaken. Staff agrees and recommends that the text should be revised to remove a specific reference to the existing acreage/population ratio. See Attachment 2 for revised language.

Arlington View neighborhood next steps and recommendations:
After the June 16, 2012 County Board meeting, staff met again with the civic association reps to the Plenary Group to discuss the Plan's recommendations, and issues learned from community comments, and discuss timing expected for the Plan's adoption and next phases of work. A primary concern of neighbors is the intensification of use for several properties, private properties and Hoffman-Boston school property, in the neighborhood and the ability for area to handle the potential increase in traffic, parking demands, and overall population increase. Neighbors surrounding the Carver Homes property in particular are also concerned about the overall height, density, buffers and noise that could come with any potential changes to the allowable building form contemplated in the June 7, 2012 draft Plan.

Staff reviewed the draft Plan recommendations again with the representatives describing a building height limit of three stories, in a mix of townhouse or small apartment building types. This area, like other areas of the Neighborhoods Area Plan, does not set a particular density. Density with a Form Based Code is not specifically regulated and instead the building form is established with prescribed building form regulations.

Although staff does not consider an increase in development of approximately 50% to 100% of the current amount of units to negatively disrupt the neighborhood and that the street capacity would accommodate the growth, staff is sensitive to the community concerns and the setting in which the Carver Homes property is located surrounded by single family detached development. Therefore, staff recommends adjusting the recommendation to allow a three story height limit in a townhouse form only. The proposed Urban Form Vision Map would be adjusted to indicate the area is limited to this building form only (see Attachment 2). The recommendation to retain open space on the property would continue. A townhouse form matches the existing form of development and it would allow for both renovation of building or redevelopment of the property. A townhouse form, including stacked units, which are contemplated with the Townhouse/Small Apartment building type, would offer heights compatible with the adjacent single family dwellings. Although it is possible that fewer affordable housing units may be achieved in this scenario, the 20% of net new density affordable housing contribution would also apply whether units are provided as either rental or ownership. If provided as ownership, this would address a planning goal to offer additional affordable homeownership opportunities along the corridor and it would be possible to establish a requirement for ownership units to be provided at 60% to 80% of the AMI.

The neighborhood has continued to request a specific density, or unit, cap for the Carver Homes site. Although staff has indicated that the form based code zoning does not specifically regulate density, only by form, staff suggested to the neighborhood that more specific information on the potential unit amount would be determined and could be assessed in the process to prepare the

Form Based Code. Through the next phase of work to develop the specific regulations for the Neighborhoods Area Plan Form Based Code, including the Regulating Plan and Building Envelop Standards, specific details would be determined to establish where buildings and alley locations, open spaces and buffers, and architectural and streetscape standards. Staff is also proposing to establish a limit of approximately 1/3 of the total units to be built as stacked units in a townhouse form and to also establish an overall study target for this site and set a tentative unit cap of 80 units for this site. This is proposed in order to give the neighborhood a better sense of a potential maximum number of units. Staff arrived at this number based on conceptual layouts for townhouse development prepared earlier in the process whereby approximately 50 to 60 units could be achieved and assuming that 1/3 of the units would be stacked units. This amount of units would be further analyzed during the FBC development phase of work, to confirm whether more or fewer units are feasible. Staff would evaluate potential building and site layout details, parking configurations, and further details of vehicle trips to help determine a number of potential units for the site. If additional units were to be possible, staff would likely propose that additional units be considered through a Use Permit approval process, whereby additional community input could occur and an assessment of any additional mitigation measures could be made.

Staff recommends that the revised vision is appropriate for this area and is consistent with the goals and objectives of the overall Pike. Staff is continuing to discuss the above recommendation with the civic association representatives as well as the property owners of Carver Homes and anticipates that an update on these discussions will be conveyed in a Supplemental report made available prior to the County Board meeting on this agenda item. If the community remains concerned about the timing of these recommendations and their readiness to support them, staff would evaluate other options for when recommendations for this area could be considered by the County Board. It is possible that if the recommendations for this area are delayed, staff resources may not be available for further work with the community until after the Neighborhoods Area FBC is developed and adopted and, at that time, assessed and scheduled in the context of other work plan priorities.

Proposed Revisions or Corrections to the Draft Plan: Several changes to the June 7, 2012 draft Plan are proposed to address necessary corrections, clarifications, or community concerns. Attachment 2 provides a list of the proposed changes. If approved by the County Board, staff will update the final document and prepare it for final printing and release. Beyond those items described in this report, a few corrections were made to the Urban Form Vision, Transportation Connections and Open Space Vision maps and other text was revised to provide more clarity on the proposed recommendations or concepts.

Next Steps: After Plan adoption, staff will commence work to develop a Form Based Code for the Neighborhoods Area Plan. A detailed work plan, including a list of stakeholders and process steps, schedule, and milestones will be prepared. Preliminarily, staff proposes to undertake this work over the coming year and anticipates that the new FBC could be adopted and ready for use within nine to 12 months. Staff also expects to collaborate with the already-established Form Based Code Advisory Working Group who is tasked with assisting staff to review and provide neighborhood perspective on revisions to the existing FBC for the commercial centers. This group is comprised of community members with advanced knowledge of the FBC concepts and

regulations. Additional stakeholders and resource members such as developers, additional community members, advisory commission members, and architects may be needed for the group who have participated through this study process and have an invested interest in the development of the FBC. After the FBC Advisory Working Group process, staff will work with the Zoning Committee of the Planning Commission to review the draft ordinance.

Concurrent with the development of the FBC, staff will also be developing final details and recommendations for the set of financial affordable housing tools specified by the Plan. This work will involve property owners, housing advocates, and Housing Commission members and staff from several agencies including AED, DMF, and CPHD. It is expected that this work will be completed in a timeframe similar to the Form Based Code.

Advisory Commission Feedback:

Historical Affairs and Landmark Review Board (HALRB): The HALRB met and discussed the draft Plan on June 20, 2012. The Commission voted to write a letter to the County Board conveying its concerns about the level of historic preservation recommended in the Plan. In addition, the letter would convey a recommendation that an HALRB member should participate in the next phase of work developing a Form Based Code consistent with the historic preservation policies in the draft Plan and the proposed steps in the Implementation Action #4. The HALRB membership was significantly concerned about the overall building preservation recommendations and the potential loss of existing residential buildings that had been previously identified by County policy as structures with historic significance. Some members requested that a list of structures that could be removed in the future be documented and listed in the Plan; others reflected that the character of Columbia Pike with buildings set back from the street should be maintained. Staff indicated the community vision to adjust the existing building form along Columbia Pike as development and future transit improvements occur on Columbia Pike. HALRB agreed that it will be important to participate in future discussions to develop an appropriate set of architectural standards befitting new buildings that will eventually sit adjacent, and be sensitive, to existing older buildings.

The Transportation Commission held a public hearing on this item on July 5, 2012. The Commission voted unanimously to recommend adoption of the Plan. A speaker raised concerns about the proposed parking ratio reduction, to 0.825 space per affordable unit. The Commission asked that staff reassess and confirm this is an appropriate ratio. At this time, staff continues to recommend this ratio for projects that provide more affordable housing units than the minimum required and does not consider the reduced rate to negatively impact the adjacent public streets and availability of on-street parking. This rate is generally consistent with prior County approvals for affordable housing and observed ratios at existing affordable housing complexes.

The Planning Commission and Housing Commission will hold public hearings on the Neighborhoods Area Plan on July 11 and July 12 respectively. Discussion of these public hearings and staff responses will be provided in a Supplemental report made available prior to the County Board meeting on this agenda item.

CONCLUSION: The proposed Columbia Pike Neighborhoods Area Plan provides a comprehensive vision and a framework that will guide redevelopment, rehabilitation, and

renovation of the residential areas in a manner consistent with the goal of obtaining a good form of development along Columbia Pike and sustaining a mixed income and diverse community with opportunities for affordable housing. Therefore, staff recommends that the County Board adopt the Columbia Pike Neighborhoods Area Plan, including those changes outlined in Attachment 2 (Proposed Changes/Corrections to Neighborhoods Area Plan for Adoption).

List of Attachments

Attachment 1: Columbia Pike Neighborhoods Area Plan (Dated June 7, 2012 and previously distributed for the June 16 County Board meeting)

Attachment 2: Proposed Changes/Corrections to Neighborhoods Area Plan for Adoption

Attachment 3: Tools Technical Report (Dated June 7, 2012 and previously distributed for the June 16 County Board meeting)

Attachment 4: Additional Research on Affordable Housing Strategies particularly for transit-oriented development

Attachment 2: Proposed Changes/Corrections to Neighborhoods Area Plan for Adoption
Attachment 2 also includes revised versions of the Urban Form Vision Map, Open Space Vision Map, and the Transportation Connections Map as further described below.

1. Table of Contents, add a List of Maps/Graphics as follows:

List of Maps & Exhibits	Page # (s)
Study Area Map	1.4
Preliminary Analysis	2.5
Pre-charrette Concepts for Foxcroft Heights	2.7
Illustrative Master Plan	3.6 - 3.7
Illustrative Master Plan (Western Pike)	3.8
Illustrative Master Plan (Central Pike)	3.12
Illustrative Master Plan (Eastern Pike)	3.18
Accommodating Parking Garages in a Walkable Environment	3.21
Illustrative Master Plan (Foxcroft Heights)	3.24
Streets in Foxcroft Heights	3.29 - 3.30
Affordable Housing 2010 Baseline Condition	4.12 - 4.13
Existing Historic Resources, 2011	4.19
Urban Form Vision Map	4.22 - 4.23
Existing Building Heights, 2011	4.29 - 4.30
Existing General Land Use Plan (GLUP)	4.35
Recommended Street Sections	4.38 – 4.39
Transportation Connections Map	4.40 – 4.41
Open Space Vision Map	4.44 – 4.45
Existing School Sites in the Greater Columbia Pike Planning Area	4.48
Implementation Matrix	5.14

2. Pages xiv-xv and 4.21-4.22, replace Urban Form Vision Map with updated version (see attached); map includes potential streetcar stop locations and ¼-mile radii; color correction for Urban Residential frontage type, with 8 Stories; and includes a special note for the Carver Homes area of Arlington View indicating a townhouse form of development only ***(pending)***. For final printing, the alternative heights as shown in the inset box would be applied as the maximum heights for those specific areas.

3. Page 4.9, replace graph, table, and list of Assumptions with updated information as shown on the attached pages;

4. Pages 4.40-4.41, replace Transportation Connections Map with updated version dated June 15, 2012 (see attached); legend changed from "Previously Approved Connections" to "Already Planned Connections"

5. On page 4.43, 2nd column under Open Space Acreage/Access Standards, Revise as:
   "In order to strengthen a locality's open space planning methodology, many jurisdictions have adopted an approach which baselines a specific amount of open space acreage for the established, or growing, population <u>and reflects the desired lifestyle in the County and the Columbia Pike corridor.</u> ~~To accommodate the anticipated population growth in the Columbia Pike area, it is recommended this type of approach be used, and that a ratio of open space acres to the number of residents be established to guide how future open~~

~~spaces would be planned and achieved. This ratio should reflect the desired lifestyle in the County and the corridor. The existing acreage-to-resident ratio of 4.75 acres of open space per 1,000 persons can serve as a target for consideration to be maintained for the future of the Columbia Pike Area.~~ This approach should be further evaluated during County-wide planning sessions for the Public Spaces Master Plan update, to achieve the ultimate open space vision for the Columbia Pike corridor. While national standards regarding an appropriate level of open space for the community do not exist, it is expected that if a County-wide Plan establishes a level of service standard for the County that a specific and appropriate ratio of open space acres to the number of residents for the Columbia Pike area could also be determined.

In addition to establishing an acreage-to-resident ratio, a standard for access should be established for Columbia Pike as well.

* * *

In order to ultimately implement this type of approach for the Columbia Pike corridor, evaluation at a County-wide level will need to be continued to determine the extent to which acreage and/or access standards may be needed."

6. Pages 4.44-4.45, replace Open Space Vision Map with updated version dated June 15, 2012 (see attached); legend category "Long Term Potential Open Space" is removed; shading for private golf course to the south of Columbia Pike corridor is removed as area is not a public open space fitting one of the legend categories; proposed new open space at east end of Columbia Pike now displayed with an asterisk and labeled as "Area under discussion for Future Historical Center and Arlington National Cemetery"

7. On page 4.46, revise text as follows to provide more clarity on the "long term opportunities": "Beyond the measures noted on previous pages …Other opportunities include the expansion of existing neighborhood parks which could occur over a very long time period and could be achieved with agreements from willing sellers or donors through land acquisitions or easements as opportunities become available. These opportunities may not be …These opportunities would be further ~~identified and continue to be~~ evaluated through future study to consider the ~~of the~~ extent to which these areas may be needed, as well as implementation strategies possibly ~~perhaps~~ as part of the Public Spaces Master Plan update. Tracking priority land acquisitions or establishing First Right of Refusal agreements with nearby or adjacent property owners may be useful tools in achieving long-term opportunities.

8. On page 5.6, under Implementation Action #4, revise the 3rd paragraph as follows: "The County Board may permit additional height for those areas shown on the Regulating Plan and designated for "Bonus Height", for the purpose of: 1) accommodating density transferred from a Sending Site, 2) in exchange for on-site affordable units at a rate to be determined, or 3) in exchange for off-site affordable units elsewhere in the study area at a rate to be determined.

9. On page 5.7, under Implementation Action #4, include a new subsection labeled "green building standards" and incorporate text as: New buildings constructed with the Neighborhoods Area Plan Form Based Code and following the Urban Mixed Use or Urban Residential building types will be expected to meet LEED Silver Certification at the Tier 1 or higher levels. New buildings constructed following the Small Apartment, Townhouse, or Detached Residential will be expected to meet LEED Certified, Earthcraft certification (with the ENERGY STAR certification compliance path), or equivalent green building certification.

10. On page 5.7, under Implementation Action #5, revise text as follows: "The current policy…Receiving sites should be those designated as eligible for Tier 2 Bonus areas, which would be shown on the Neighborhoods Plan Area FBC Regulating Plan. Per Action #6, it is possible that additional receiving sites could be located in the existing Nodes; however, additional study would be needed to determine those areas and amend the existing FBC. TDR receiving sites may also occur elsewhere in the County. A list of potential areas that could be considered as TDR receiving sites should be compiled based on the GLUP, zoning, and sector or area plan recommendations. Further identification of potential receiving sites should occur as part of future long range planning studies.

11. On page 5.8, under Implementation Action #5, insert at the end of the first paragraph: "…and affordability at a sending site. When renovating units at a sending site, Earthcraft certification should be achieved".

12. On page 5.8, revise Implementation Action #6 as: "Undertake a future study to reexamine the existing FBC. Develop a scope…Sending Sites in the Neighborhoods area. As part of the effort to examine housing issues in the Nodes, or separately through ongoing review of FBC amendments, determine how the FBC could be amended to incorporate more specific LEED, or other, Green Building standards."

13. On page 5.9, revise Implementation Action #7.c., 4th bullet as follows: "Moderate rehabilitation of the units, meeting LEED certification for mid-rise construction or Earthcraft certified for garden-style construction, depending on the needs of the property…"

14. On page 5.10, revise Implementation Action #12 as follows:
    Continue partnerships with mission-oriented affordable housing developers (#8A)

    Pursue opportunities on sites with existing CAFs in the future when redevelopment is pursued, or terms renewed, to achieve additional CAFs beyond the minimum requirements. It is anticipated that approximately 1,500 additional affordable housing units could be achieved through these future partnerships.
    ~~Explore development of County and non-profit owned land for affordable housing (#8D)~~
    ~~Consider development of an outreach program of technical assistance to condominium associations in affordable developments to help them address such issues as deferred maintenance."~~

15. On page 5.11, revise Implementation Action #17 as follows:

Examine opportunities to generate committed affordable housing units on public and non-profit owned properties (#8E) ~~(#8A)~~

16. Add Implementation Matrix after page 5.13 (see attached)

Attachment 2 Continued:
Columbia Pike Neighborhoods Area Plan Implementation Matrix

Action Steps	Timing[1]	Implementing Agency(s)	Mechanism(s)	Funding Source(s)
Plan Adoption:				
1. Adopt the Columbia Pike Neighborhoods Area Plan	ST	CPHD		
Comprehensive Plan Amendments:				
2. Amend the General Land Use Plan	ST	CPHD		
3. Amend the Master Transportation Plan	ST	DES CPHD		
Zoning Ordinance:				
4. Amend the Zoning Ordinance to include a new Neighborhoods Area Plan Form Based Code	ST	CPHD DES AED DPR		
5. Amend TDR Policy and Ordinance to allow TDR by Use Permit	ST	CPHD		
6. Undertake a future study to re-examine the existing FBC	ST	CPHD DES AED DPR		
Affordable Housing Tools:				
7. Establish a Financial Implementation Team to develop the full program detail for the financial implementation tools including those listed below:	ST	CPHD AED DMF	FBC, Special Exception Other	AHIF, Tax Revenue, Other
7a. Adopt a Partial Tax Rehabilitation Exemption Program				
7b. Adopt a Partial Tax Exemption Program on New Construction				
7c. Create an Affordable Housing Preservation Loan Program				
7d. Create a new property tax classification for affordable housing				
8. Assist moderate-income homebuyers and existing condominium owners	O	CPHD		MIPAP
9. Provide technical assistance for condominium associations	O	CPHD		
10. Work with affordable housing development partners when affordable housing proposals seek approval through "RA" zoning Use Permit review	O	CPHD	Special Exception	AHIF
11. Encourage Affordable-by-Design innovations to increase ownership opportunities	ST	CPHD		
12. Continue partnerships with mission-oriented affordable housing developers	O	CPHD AED	FBC, Special Exception,	AHIF, Other

[1] Timing: O – Ongoing; ST – Short Term (0-2 years); MT – Mid Term (3-5 years); LT – Long Term (5 years or longer)

Action Steps	Timing[1]	Implementing Agency(s)	Mechanism(s)	Funding Source(s)
		APS	Other	
13. Create mechanism to allow County assistance for site work for projects with high percentage of affordable housing units	ST	CPHD AED DMF	FBC, Special Exception	
14. Continue to take full advantage of federal and state funding tools	O	CPHD		HUD, VHDA
15. Explore the potential interest in a pooled equity fund with area foundations, banks and lenders	O	CPHD		AHIF
16. Encourage property owners to sell sites to entities that would sustain long-term affordability	O	CPHD		AHIF
17. Examine opportunities to generate committed affordable housing units on public or non-profit owned properties	MT/LT	CPHD	FBC, Special Exception	AHIF
18. Continue funding AHIF to support affordable housing on Columbia Pike and throughout Arlington County	O	CPHD	FBC, Special Exception	General Fund, Developer Contributions, AHIF Loan Repayments
19. Use Tax Increment Public Infrastructure Fund (TIPIF) to fund selective key public infrastructure improvements	O	CPHD DES AED	FBC, Special Exception	Future Tax Revenue
Other Supporting Recommendations for Additional Historic Preservation Action Steps:				
20. Increase awareness amongst property owners regarding available funding or strategies for the rehabilitation of historic structures	O	CPHD		
21. At a property owner's request, assist in the National Register designation process	O	CPHD		
22. Work with the Community Energy Plan process to evaluate the feasibility of designating Columbia Pike (or portions thereof) as an energy efficiency district and achieve energy efficient buildings	O	DES CPHD	FBC, Special Exception	
23. Encourage Foxcroft Heights Civic Association to pursue funding through the Neighborhood Conservation Program to implement desired traffic calming of streets in that neighborhood	O	DES CPHD		Bonds
24. Continue to use existing tools for acquisition and development of new public parks and open space and consider dedicated funding sources as part of the Land Acquisition and Preservation Policy (LAPP) process	O	DPR	FBC, Special Exception	Bonds, Local, State, Federal, Developer Contributions, Other
25. Continue to examine how non-traditional spaces may meet open space needs	O	DPR	FBC, Special	

Action Steps	Timing[1]	Implementing Agency(s)	Mechanism(s)	Funding Source(s)
		CPHD	Exception	
26. Pursue grants and partnerships to achieve parks and open spaces	O	DPR		Local, State, Federal, and Other
Additional public facilities actions steps:				
27. Continue to monitor on regular intervals the housing growth along Columbia Pike and school age population to assess school needs	O	CPHD APS		
28. Combine compatible new facilities where possible	O	CPHD Other	FBC, Special Exception	
29. Design new facilities with a proper civic presence	O	CPHD Other	FBC, Special Exception	

Attachment 2 Continued:
Updated Unit Projections, to replace info on page 4.9 of Neighborhoods Area Plan

	2010 Baseline	2040 Projection *(June Draft)*	2040 Projection [1 3] *(July Draft)*	*% of Projection withn existing FBC Nodes [2]*
Columbia Pike				
Market Rate (above 80%)	1,714	11,000	14,850	*28%*
60% MARK (At/below 60%)	2,982	0	0	*0%*
80% MARK (60%-80%)	3,213	4,100	2,600	*0%*
40% CAFs	0	0	110	*0%*
60% CAFs	1,120	4,200	4,730	*8%*
80% CAFs	84	700	700	*6%*
Total Units [4 5 6]	**9,113**	**20,000**	**23,000**	
Subarea 1: Western Pike				
Market Rate (above 80%)	235	2,400	2,500	*37%*
60% MARK (At/below 60%)	378	0	0	*0%*
80% MARK (60%-80%)	1,028	900	900	*0%*
40% CAFs	0	0	0	*0%*
60% CAFs	759	2,200	2,200	*8%*
80% CAFs	84	400	400	*6%*
Total Units	**2,484**	**5,900**	**6,000**	
Subarea 2: Central Pike				
Market Rate (above 80%)	0	3,200	3,900	*28%*
60% MARK (At/below 60%)	1,578	0	0	*0%*
80% MARK (60%-80%)	688	1,200	600	*0%*
40% CAFs	0	0	0	*0%*
60% CAFs	284	900	1,400	*6%*
80% CAFs	0	200	200	*5%*
Total Units	**2,550**	**5,500**	**6,100**	
Subarea 3: Eastern Pike [3]				
Market Rate (above 80%)	1,479	5,400	8,200	*24%*
60% MARK (At/below 60%)	961	0	0	*0%*
80% MARK (60%-80%)	1,497	2,000	1,100	*0%*
40% CAFs	0	0	100	*0%*
60% CAFs	77	1,100	1,100	*8%*
80% CAFs	0	100	100	*0%*
Total Units	**4,014**	**8,600**	**10,600**	
Subarea 4: Froxcroft Heights				
Market Rate (above 80%)	0	---	250	*0%*
60% MARK (At/below 60%)	65	---	0	*0%*
80% MARK (60%-80%)	0	---	0	*0%*
40% CAFs	0	---	10	*0%*
60% CAFs	0	---	30	*0%*
80% CAFs	0	---	0	*0%*
Total Units	**65**	**---**	**290**	

General Notes:

1. Revised (July) 2040 Projection accounts for:
   - full redevelopment of some sites that previously indicated partial preservation
   - technical changes to sites which incorrectly indicated redevelopment
2. In addition to the Neighborhoods Plan area, 4,400 net new units are forecasted for the existing FBC Nodes. Detailed distribution of this figure can be found in Note 4.
3. Alternative Heights in Subarea 3 (Eastern Pike) represent an increase of 2,700 net new units. This projection includes:
   - an increase of 3,300 Market Rate units, resulting in 700 new CAFs while replacing 900 MARKs
   - an assumption that half of those newly created CAFs would be done through TDR and therefore actually replace an additional 350 existing MARKs within Conservation Areas such as Barcroft. The other 350 CAFs would remain on site (within Subarea 3).

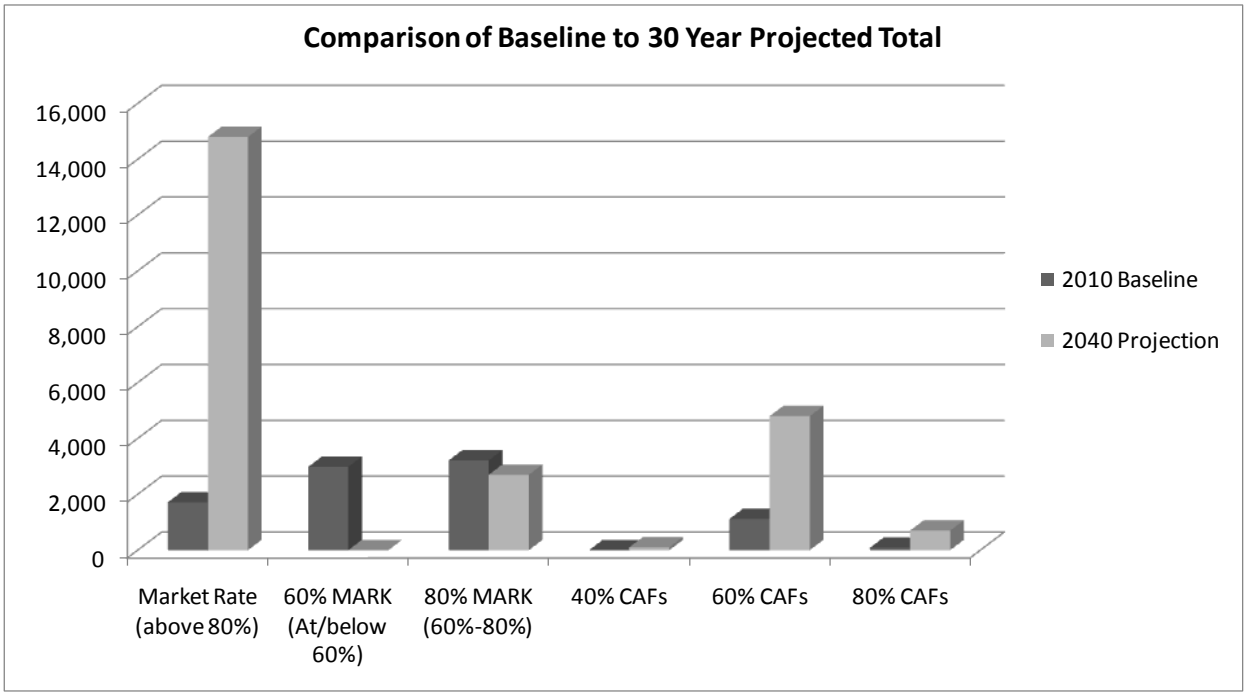
Assumptions Incorporated into 30 Year Projections Include:

PRAT Forecast

4. PRAT Forecast assumes **4,400 total net new units**, all as Multi-family, market rate rentals. 409 of those units were re-classified as CAFs and distributed among Subareas 1-3 (i.e. Arlington Mill, Shell Gas Station Site); to be provided by Partners of the County
5. For distribution purposes, 50% of PRAT Forecast was assumed in Subarea 3 (Towncenter), 27% in Subarea 2 (Neighborhood Center + 1/2 of Village Center) and 23% in Subarea 1 (other 1/2 of Village Center & Western Gateway).

Illustrative Plan and Urban Form Vision Map Concepts

6. Illustrative Plan projections of **9,500 total net new units** represent the following assumptions:
   - Sites with existing CAFs would only be allowed to redevelop as 100% CAFs in the future
   - Sites where full redevelopment is shown would provide 20% of net new units as CAFs (within new construction)
   - Sites where partial redevelopment is shown would provide 25% of net new units as CAFs (within preserved buildings)
   - West-end projects can provide 1/3 of required CAF units at 80% AMI if they provide twice as many affordable units
   - East-end projects can provide 1/3 of required CAF units at 40% AMI and would be allowed to provide half as many affordable units
   - Preserved, existing units that are not CAFs will remain as 80% MARKs
   - New construction units will be market rate (greater than 80% AMI)
   - Foxcroft Heights represents an additional 36 units (from the 9,077 unit total shown on housing inventory map)
   - 30 Year projections are approximate



Attachment 2 Continued:

See separate sheets for:

- Updated Urban Form Vision Map, June 15, 2012
- Updated Transportation Connections Map, June 15, 2012
- Updated Open Space Vision Map, June 15, 2012

Attachment 4: Additional Research on Affordable Housing Strategies particularly for transit-oriented development

The housing tools analysis process began for the Columbia Pike Neighborhoods Area Plan with an affordable housing tools forum in January 2011 to assess best practices where experts from Seattle, Denver, New York City and D.C. shared their experiences and ideas. Several of the highlighted tools were Seattle's multifamily property tax exemption and Denver's leveraged transit-oriented, pooled equity fund. Developers in D.C. are focusing on providing housing above 60% AMI, both home ownership and rental, through different building forms like stacked flats.

Like Arlington, the City of Los Angeles Housing Department (LAHD) is looking at investing in light rail and bus rapid transit and how to preserve existing affordable housing and rent stabilization ordinance (RSO) subject housing. A recently released LAHD report titled "Preservation in Transit-Oriented Districts: A Study on the Need, Priorities, and Tools in Protecting Assisted and Unassisted Housing in the City of Los Angeles" states that one of the goals is to ensure that families and workers will be able to continue to live and work in the transit-rich neighborhoods by preserving existing affordable housing.

Los Angeles' housing stock is different from Arlington's in two ways. Some of the affordable housing is already under affordability requirements that will be expiring in the next five years and some is subject to RSO, where if the housing is redeveloped, the landlord may sent the initial rent on the new units but all subsequent increases are subject to the RSO's annual percentage.

LAHD analyzed the transit corridors and identified four areas that were at particularly high risk of losing affordable housing. The planning process is currently identifying the specific housing tools to use in these targeted areas.

Seattle is also building a light-rail line and a new report titled "Transit Oriented Development that is Healthy, Green and Just" describes ways to limit displacement that may occur from rising housing prices. The report's recommendations include ensuring affordable childcare and more family sized units in housing developments near transit stations to increase job security for working parents. It also recommends creating local, high-quality jobs at TOD projects; encouraging higher wages for service-sector jobs at regional job centers along the light rail corridor; and better transit connections to allow low-income workers to reach jobs throughout the rail corridor. Similarly, the CP Neighborhoods Plan calls for more affordable family sized units and improved pedestrian, bike, road and transit connections.

The 2011 "Portland Plan" for housing affordability found that while the housing supply has grown by several thousand units a year and existing housing has been improved, the cost of the new or renovated housing has usually been higher than the housing it replaced or the housing before improvement, which has resulted in a loss of affordable units available to both homebuyers and renters, particularly in Portland's centrally-located neighborhoods. The Plan

has a number of recommendations including bringing down the percentage of households that are cost burdened, promoting unsubsidized affordable housing by allowing development of more reasonably-priced rental housing units such as smaller units with no parking, new SROs in centrally-located neighborhoods, and allowing the creation of more than one accessory rental in large homes in single-family zones, directing additional resources to increase the number of shared equity homeownership opportunities, such as the local land trust model, combining housing and transportation costs as a percentage of household income into a single standard for "cost burden," encouraging new development of affordably-priced rental units by both nonprofit and for-profit developers in areas of the City that have good access to frequent transit service, jobs and services, and prioritizing the preservation of subsidized housing near light rail and frequent service transit. Most of these recommendations have parallels in the Columbia Pike Neighborhoods Area Plan.

Locally, Alexandria recently adopted the Beauregard Small Area Plan. The Beauregard Area has 2,400 market rate affordable apartments, 25% of Alexandria's total inventory, and the Plan aims to replace 800 (32%) of the units at affordable and workforce levels (40-75% AMI). These units will be achieved through developer contributions and public-private financing partnership.

In the report "Preserving Affordable Housing near Transit," the Martin Luther King, Jr. Latino Cooperative in DC is profiled for using tenants' rights and acquisition funding to avoid displacement. The District's Tenant Opportunity to Purchase Act (TOPA) requires that an owner seeking to sell a building provide the tenants with an opportunity to purchase the property at the same price for which they have a contract with a third-party buyer. In combination with nearly $15M in acquisition and renovation financing, the tenants were able to preserve the affordable housing. TOPA is not authorized in Virginia.

Arlington has examples and policies geared towards preserving community near transit. At Buckingham Villages, 300 of the 456 (66%) apartments were preserved as part of a multi-phase, public-private redevelopment and rehabilitation. In terms of policy, Target 5D of the Arlington Affordable Housing Goals and Targets states:

> *Minimize involuntary displacement of low- and moderate-income households in complexes being renovated, converted or redeveloped. For committed affordable projects, strive to provide opportunities for 60% of low- and moderate-income households on-site or nearby.*

In FY 2011, three relocation projects for committed affordable developments began renovations. All of the low- and moderate-income residents were provided relocation opportunities and 86.4% of the households were moved into nearby committed affordable units, were able to stay during the renovation or are returning after the renovation is complete.