



## ARLINGTON COUNTY, VIRGINIA

**County Board Agenda Item  
Meeting of January 26, 2008**

**DATE:** January 18, 2008

**SUBJECT:** REVIEW OF CONCEPT PLAN FOR DEVELOPMENT BY SPECIAL EXCEPTION USE PERMIT UNDER THE COLUMBIA PIKE FORM-BASED CODE: Consideration of a concept plan for mixed-use redevelopment of County property by a public/private partnership, Public Private Alliances, LLC. Property located at 4975 Columbia Pike (known as "Arlington Mill Community Center"), plan to include approx. 203 dwelling units, approx. 30,000 sq. ft. community center uses, 10,000 sq. ft. gymnasium, and approx. 3,000 sq. ft. retail (RPC #22-001-004).

**Applicant:**

Public Private Alliances, LLC  
7500 Old Georgetown Road  
Bethesda, MD 20814

**By:**

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**C.M. RECOMMENDATIONS:**

1. Adopt the attached Resolution to endorse the Arlington Mill Community Center Concept Plan;
2. Authorize staff to finalize discussions with community members on the final project specifications including the architectural and plaza drawings and to prepare technical documents (including any public advertisements), in accordance with the Columbia Pike Form Based Code (Section 20 of the Zoning Ordinance) for formal submission, staff review, and consideration by the County Board at its meeting on April 19, 2008 and the associated Planning Commission meeting.

County Manager: \_\_\_\_\_

County Attorney: \_\_\_\_\_

Staff: Jennifer Smith, DCPHD, Planning  
Ken Aughenbaugh, DCPHD, Housing  
Adam Denton, Calvin Abram and Sarah Stott, DES

PLA-4875

**ISSUES:** This is a request for the County Board to endorse the concept plan for the redevelopment of the Arlington Mill Community Center, with a particular emphasis on the residential components, in order for the developer to submit an application to the Virginia Housing Development Authority (VHDA) by its February 15, 2008 submission deadline for competitive 9% Low Income Housing Tax Credits (LIHTC). Other elements of the project are still under discussion with the community, including the architectural details of the mixed-use community center building and design of the public plaza, and, therefore, this Form Based Code project would be considered by the County Board later this year.

**SUMMARY:** Staff recommends that the County Board consider and endorse the concept plan and housing program described herein and in companion reports for the redevelopment of the Arlington Mill Community Center in order for the developer to submit to VHDA a tax credit application by the February 15, 2008 deadline. The County has been seeking to build a new, modern community center at the Arlington Mill site to replace the existing outdated facility with expanded facilities including a gymnasium and new public plaza. The County is facilitating this process through the use of a public/private partnership in order to achieve cost savings and to achieve another County priority—affordable housing. As proposed, this complex project would redevelop the entire site with a mix of community center uses including a gymnasium (approximately 40,000 square feet), a public plaza (over 17,000 square feet), retail (approximately 3,000 square feet), and residential uses (approximately 203 units) with a portion of affordable units. The County is seeking to provide approximately 61 of the total housing units as affordable units to serve households at or below 60% of the Area Median Income level (AMI), by utilizing the Federal LIHTC tax credit program offered through VHDA. The Concept Plan has been reviewed and discussed with the community and establishes the building placement and orientation on the site, massing, the circulation system, and some specifics for the residential building including footprint, floor plans, and conceptual elevations. The proposal is generally consistent with the Columbia Pike Form Based Code (FBC); however, a formal review of a FBC application will be completed later this year once final details of the architecture and plaza design based on the Concept Plan are developed.

**BACKGROUND:** The property, located at 4975 Columbia Pike, is County-owned and has been in use as the Arlington Mill Community Center for approximately 10 years. The center occupies a building that was formerly a grocery store and renovated by the County to accommodate classrooms and activity and meeting rooms. The property is within the Columbia Pike Special Revitalization District and is eligible for redevelopment using the Columbia Pike Form Based Code (the Code).

In 2006, the County decided to seek a development partner and utilized a two-step Request for Qualifications and Request for Proposals process to solicit interest from potential development partners. This process led to the County selecting a preferred development team, Public Private Alliances, LLC, in May 2007. Since that time, the County, with assistance from citizens and staff appointed to the Arlington Mill Steering Committee, has been advancing conceptual redevelopment plans to meet the preferred vision and program outlined for this site.

**The following provides additional information about the site and location:**

Site: The 82,902 square foot (1.9 acres) site is located on Columbia Pike, and is bordered by South Dinwiddie Street and Arlington Mill Drive. The site currently contains a building of approximately 25,000 square feet in size, occupied by community center and school programs, and a surface parking lot.

Zoning: The site is zoned "S-3A" Special Districts, and is eligible, by reference, to be developed using the "CP-FBC" Columbia Pike Form Based Code District.

To the north: Multi-family dwelling units dispersed in 18 3-story buildings (Park Glen Condominium). The zoning is "RA-14-26". The General Land Use Plan designates this area as "Low-Medium" Residential (16-36 units per acre).

To the west: Duplex residential units zoned "RA-14-26" and designated "Low-Medium" on the General Land Use Plan front S. Dinwiddie Street north of 9<sup>th</sup> Street. Strip commercial and associated surface parking (Pike Plaza Shopping Center) zoned "C-1" and designated "Service Commercial" on the General Land Use Plan exist south of 9<sup>th</sup> Street.

To the east: The Long Branch of Four Mile Run and Glen Carlyn Park zoned "S-3A" and designated "Public" on the General Land Use Plan.

To the south: Across Columbia Pike, east of Columbus Street, strip commercial (7-11) zoned "C-1" and designated "Low-Medium" with the Triangle symbol on the General Land Use Plan. This area is planned for open space per the Columbia Pike Revitalization Plan. Across Columbia Pike, west of Columbus Street, existing multi-family residential zoned "RA-7-16" and "RA-6-15" and designated "Low-Medium" on the General Land Use Plan.

Land Use: The site is designated on the General Land Use Plan (GLUP) as "Public", which permits parks, schools, parkways, recreation areas, major unpaved rights-of-way, libraries, and cultural facilities. This site is located within the Neighborhood Center node of the Columbia Pike Special Revitalization District which allows for use of the FBC.

Neighborhood: The site is located within the Columbia Heights West Civic Association and adjacent to the Columbia Forest (south) and Barcroft (east) civic association areas.

Plans: The site is located within the Columbia Pike Special Revitalization District and is subject to the Columbia Pike Initiative – A Revitalization Plan (Update 2005).

**Proposed Development & Zoning:** The proposal is a joint County and private developer venture to rebuild the Arlington Mill Community Center in a mixed-use development project with retail and residential uses. Staff and the developer recommend retention of the existing zoning ("S-3A") with use of the optional Columbia Pike Form Based Code. Technical adjustments to the Form Based Code, described below, have been proposed by staff to fully implement this tool at this site including two that were approved by the County Board on December 15, 2007:

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- Redrawing the Columbia Pike Revitalization District Bounty to include the northern portion of the Arlington Mill property;
- Designating a portion of the east side of Dinwiddie Street within the Revitalization District as Avenue Site frontage; the Main Street Site frontage would transition to Avenue Site at a point that is 250' from the centerline of Columbia Pike; and
- Designating the Dinwiddie Street RBL from 91' to dimension that is 80' south of 9<sup>th</sup> Street South and 65' north of 9<sup>th</sup> Street South.

The County Board voted to defer the proposed amendment to modify the RBL dimension to its meeting on January 26, 2008 (the subject of another staff report).

The table below compares the by-right development potential and the proposed FBC development.

	<b>“S-3A” By-Right</b>	<b>“Form Based Code”</b>	<b>Proposed Concept</b>
<b>Density</b> FAR	No density limit – height & setback requirements would control amount of allowable GFA	No density limit – density controlled by building form in FBC	~30,000 sf community center ~10,000 sf gymnasium ~3,000 sf retail ~203 residential units
<b>Height</b> Building Height	45 feet	Main Street Site – 3 to 6 stories Avenue Site – 2 to 5 stories	Main Street Site – 6 stories Avenue Site – 5 stories
<b>Parking</b>	Section 33 Varies depending on community center uses	1.125 per residential unit  1:1,000 sf of non-residential use	~203 residential parking spaces  ~139 shared parking spaces for: <ul style="list-style-type: none"> <li>• Community Center</li> <li>• Retail</li> <li>• Residential Visitor Parking</li> </ul>
<b>Permitted Uses</b>	Public & semi-public parks, recreation areas, etc.; public buildings, country clubs, cemeteries, churches, public/private arboretums	Main Street Site – Ground Floor Retail required; upper stories not specified  Avenue Site – Residential; Ground-Floor Retail not required (but permitted with underlying zoning that permits retail)	Community Center with Gymnasium, Residential, and Retail

**Proposed Development:** The following table sets forth the preliminary summary for the proposed development related to the Form Based Code requirements. This summary is based on the conceptual design and will be refined further during the remaining public review process:

	<b>Required / (Allowed)</b>	<b>Proposed</b>
<b>Site Area</b>		82,902 square feet (1.9 acres)
<b>Total GFA</b>		~30,000 sf Community Center ~10,000 sf Gymnasium ~3,000 sf Retail Approx. 203 Residential Units  Mixed Use Community Center Building – approx. 95,000 sf GFA  Residential Building – approx. 175,000 sf GFA  Approx. 270,000 Total sf
<b>Columbia Pike Form Based Code Requirements</b>		
<b>Height</b>	Main Street Site – Up to 6 stories Avenue Site – Up to 5 stories	6 Stories – approx. 70 feet 5 Stories – approx. 61’-6”
<b>Parking</b>		
Residential spaces (reserved)	203 spaces	203 spaces
Residential spaces (shared)	26 spaces	26 spaces
Commercial/Community Center spaces (shared)	43 spaces	113 spaces
<b>Total Parking</b>	<b>272 spaces</b>	<b>342 spaces</b>
<b>Parking Ratio</b>	1.125 spaces per residential unit / 1 space per 1,000 sq. ft. of non-residential	1.125 per residential unit 1 space per 1,000 sf retail 1 space per ~373 sf community center space
<b>Open Space –</b> Main Street Site – 15% of Buildable Area Avenue Site – 30% of Buildable Area	1,763 square feet (11,751 sf. Buildable Area x 15%) 17,276 square feet (57,587 sf. Buildable Area x 30%)	32,369 square feet (36.3% of Buildable Area) 17,420 square feet (30.2% of Buildable Area)
<b>LEED Score</b>		TBD  Goal: To attain LEED Silver level, with emphasis on energy efficiency, with a goal of reaching a higher level to extent feasible for community center portion of the project.

**TRANSPORTATION:** The subject site is located on the northeast side of Columbia Pike at the intersection of South Dinwiddie Street. The Master Transportation Plan classifies Columbia Pike as a principal arterial; South Arlington Mill Drive, South Dinwiddie Street and 9<sup>th</sup> Street South are neighborhood principal streets, 8<sup>th</sup> Road South provides a local connection between S. Carlin Spring Road and S. Dinwiddie Street respectively. Adjacent to the site, Columbia Pike is constructed to a four-lane cross section, providing two westbound and two eastbound travel lanes with a signalized, center left turn lane at the intersection of Columbia Pike with S. Dinwiddie Street.

Trip Generation: A Traffic Impact Analysis (TIA) submitted by the County and prepared by Kimley-Horn and Associates, Inc., dated December 2007, assessed the impacts of the development on the adjacent street system. The proposed access to the site's loading dock and parking garage will be located off of Arlington Mill Drive adjacent to the site's eastern property line.

A proposed new street, congruent to the development's northern boundary, would allow vehicular and pedestrian connections from the Park Glen Condominium community and Arlington Mill Drive to South Dinwiddie Street.

The subject site is currently improved with a 22,401 square feet community center which generates approximately 91 AM and 185 PM peak hour vehicle trips. The project is estimated to generate approximately 215 AM and 243 PM peak hour vehicle trips. The proposed development, as designed, will generate a net increase of approximately 53 AM and no PM peak hour vehicle trips, relative to the existing community center on the site. The existing Community Center includes the Arlington Education and Employment Program (REEP) and alternative school trips. Those two existing facilities will not be part of the new center; therefore, resulting in no additional PM peak hour trips.

A Transportation Demand Management (TDM) Plan has been established for the proposed development that will influence travel behavior; therefore, allowing South Dinwiddie Street at the Columbia Pike intersection to continue to operate at its existing level of service (LOS) during the AM and PM peak hours. TDM is the establishment of measures to influence travel behavior by mode, frequency, time, route, or trip length in order to achieve a maximally efficient use of transportation facilities. TDM plans in Arlington County are established and carried out as a cooperative endeavor of transportation system users, employers, developers, builders, building complex managers, residents and county government. Examples of TDM measures are:

- Provide in the residential lobby and in the Community Center lobby an information display, the number/content/design/location of which shall be approved by ACCS/ATP, to provide transportation-related information to the residents and visitors;
- Provide in the lobby a means to call a taxi;
- Provide a choice of one (1) SmarTrip card plus \$40.00 Metro fare media, or four (4) Metrobus Weekly Passes (Valid for a full week of unlimited travel region wide or regular Metrobus routes); and

- Distribute a new-resident package, material provided by Arlington County, which includes site-specific ridesharing and transit-related information to each lessee. Packages will be distributed to tenants no later than the day of move-in at the building. Distribute equivalent package to new employees no later than their first day of work.

Parking: A two-level underground parking structure would be constructed for the proposed 203-unit resident building with community center and retail uses. Approximately 232 parking spaces would be provided on the lowest level and approximately 110 parking spaces on the uppermost level which is at the same elevation as the proposed plaza level of the mixed-use community center building. The proposed parking complies with the minimum parking requirements of the FBC for residential dwelling units which requires 1.125 parking spaces per dwelling unit. A portion of this required parking, 0.125 spaces per unit, is allocated for shared visitor parking to the site. The proposed parking quantity also exceeds the minimum parking requirements of the FBC for the non-residential portion of the site which is 1 space per 1,000 square feet of GFA. It is expected that the community center parking spaces will be made available to retail patrons and other visitors to the site on a non-reserved basis.

Entry to the garage and loading dock would be accessible by traveling southbound on Arlington Mill Drive from a new intersection with the proposed new street. Vehicles would exit the site following the same path—north on Arlington Mill Drive connecting to the new street. The existing intersection of Columbia Pike and Arlington Mill Drive would be closed to thru vehicular traffic and accessible only to permit emergency vehicles, bicyclists and pedestrians.

Streets: The subject site has frontage adjacent to three existing streets and a proposed public street to the north, including Columbia Pike to the south, South Dinwiddie Street to the west, Arlington Mill Drive to the east, and a proposed new street to the north.

- **Columbia Pike:** The proposed cross-section is consistent with the adopted FBC and the Columbia Pike Street Space Plan. The right-of-way improvements on Columbia Pike include a 7-foot-wide parking lane (including a 2-foot-wide gutter), two 10-to 11-foot-wide westbound travel lanes, a 10-foot-wide left-turn travel lane and a 2-foot-wide raised median for a cross-section that measures approximately 34 feet from the face of curb to the centerline of Columbia Pike. Once the ultimate cross-section is implemented with redevelopment, both eastbound travel lanes will be decreased in width; therefore, providing 10- and 11-foot-wide travel lanes and a 7-foot-wide parking lane (including 2-foot-wide gutter).
- **South Dinwiddie Street south of 9<sup>th</sup> Street South:** The proposed cross section is consistent with the FBC recommendation to implement an 80-foot-wide cross section from RBL to RBL. The off-set cross section would include two 8-foot-wide parking lanes (including 1.5-foot-wide gutter), and three 10.5- to 11-foot-wide travel lanes, one northbound and two southbound, that measures 37.5 feet from the centerline to the proposed face of building (RBL) on the Arlington Mill property. Once the ultimate cross section is implemented with redevelopment at the Pike Plaza Shopping Center, additional

space will be provided to widen sidewalks and for bus operations. A 10-foot-wide bus stop and layover lane would be provided south of 9<sup>th</sup> Street which would transition to a typical 8-foot-wide parking lane beyond the bus area on approach to Columbia Pike.

- South Dinwiddie Street north of 9<sup>th</sup> Street South: The proposed cross section is consistent with the FBC recommendation to implement a 65-foot-wide cross section from RBL to RBL; although, only one-half of this cross section would be implemented because the west side of Dinwiddie Street is outside of the Revitalization District. The off-set cross section would include an 8-foot-wide parking lane (including 1.5-foot-wide gutter) and an 11-foot-wide northbound travel lane, that measures 33.5 feet from the centerline to the proposed face of building (RBL) on the Arlington Mill property. The curb along the west edge of Dinwiddie Street in this area would not change.
- Proposed New Street: Along the northern site frontage, a proposed new street would connect Arlington Mill Drive to South Dinwiddie Street. The new street travel way improvements would be constructed to a 23-foot-wide cross-section measured from face of curb to face of curb. The cross-section provides two 10-foot-wide travel lanes and two 1.5-foot-wide gutters that would provide vehicular and pedestrian access to South Dinwiddie Street.
- Arlington Mill Drive: Arlington Mill Drive would change from its current condition with this project. As proposed, the southern portion of Arlington Mill Drive would be converted to public plaza and would be closed to vehicular traffic, except for emergency vehicles. The northern portion of Arlington Mill Drive, however, would remain open to vehicular traffic for parking and loading access. From the new street, Arlington Mill Drive would provide a 34-foot-wide cross section which includes two 10.5- to 11-foot-wide travel lanes, a 2-foot-wide curb and gutter, and streetscapes ranging from 8 feet to 10 feet. Past the parking garage entrance, the street would be marked and paved with different material to indicate the restricted loading and pedestrian area. The paving surface would change again past the loading dock when the former Arlington Mill Drive changes to the public plaza.

Pedestrian Access: The proposed streetscape standards are consistent with the adopted standards of the Columbia Pike Form Based Code.

- Columbia Pike: The proposed streetscape improvements along the Columbia Pike site frontage consist of a 20.1-foot-wide streetscape to include a 6.5-foot-wide tree pit and a 13.6 foot-wide sidewalk.
- South Dinwiddie Street south of 9<sup>th</sup> Street South: Streetscape improvements would include a 5-foot-wide tree pit with an 8-foot-wide clear sidewalk on the eastern side and a 6-foot-wide clear sidewalk on the western side.
- South Dinwiddie Street north of 9<sup>th</sup> Street South: Streetscape improvements would include a 5-foot-wide tree pit with an 8-foot wide clear sidewalk on the eastern side.

- New street: Streetscape improvements would include a 6-foot-wide sidewalk with a 4-foot-wide landscape strip.
- Arlington Mill Drive: Streetscape improvements would include a 6-foot-wide sidewalk with a 4-foot-wide landscape strip.

Public Transit: The site is well served by public transit. Washington Metropolitan Transit Authority's Columbia Pike bus routes were recently improved and designated "Pike Ride" which provides frequent service to both the Pentagon and Pentagon City Metrorail stations. Two Arlington Transit routes and one Metrobus route are also available. ART Route 41 provides service between Columbia Heights West and the Courthouse Metrorail Station via the Ballston area with 15 minute headways between buses on weekdays. ART Route 75 also provides service to the Ballston Metrorail Station via the Columbia Heights West neighborhood and the Carlin Springs Road corridor. The Metrobus Columbia Pike lines (routes 16 A, B, D, E, F, and J) travel along Columbia Pike. The Metrobus Columbia Heights West-Pentagon City lines (routes 16 G, H, K, and W) travel along Columbia Pike neighborhood streets, with destinations to the west (such as Bailey's Crossroads and Annandale) and the Pentagon and Pentagon City Metrorail stations. The Metrobus 16 (G, H, and K) provides service from Columbia Heights West to Pentagon City and operates on a headway time of 12 minutes. The Metrobus 16 service to the Pentagon operates on headway times of three to 4 minutes during peak hours and 6 minutes at off-peak hours.

Bicycle Access: The subject site is conveniently located adjacent to the Four Mile Run Bike Trail, the W & OD Trail and to on-street bicycle routes along 9<sup>th</sup> Street South and South George Mason Drive. The Bicycle Transportation Plan was recently amended with adoption of the Columbia Pike Form Based Code Regulating Plan and Form Based Code Streetscape Standards. On-street bicycle lanes, 5 feet in width are proposed along Columbia Pike between South Jefferson Street and South Dinwiddie Street; however, bike lanes are not proposed in the segment of Columbia Pike directly adjacent to this site. The proposal would include improvements to the multi-use trailhead at the northern end of Arlington Mill Drive as well provision for an improved connection to the Four Mile Run Trail in the area near the plaza to facilitate access to this existing trail. Consistent with Form Based Code requirements, the applicant would provide secure bicycle storage for residents and visitors, and for retail patrons and employees.

**DISCUSSION:** The Arlington Mill Community Center project is utilizing the Columbia Pike Form Based Code to guide its development. The project contains a mix of community center, retail, and residential uses. As this project partly includes residential uses, and because it is a County-partnered project, obtaining a portion of the residential units as affordable housing is an important County objective. Therefore, staff recommends that the County Board endorse the proposed housing program (the subject of another staff report) at this time in order to enable the applicant to submit a tax credit application to the Virginia Housing Development Authority by its February 15, 2008 deadline. In order for the County Board to evaluate the housing program, several additional elements must also be evaluated or established in order to satisfy the application criteria set forth by VHDA including the:

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- Appropriate Zoning for the project (the subject of another staff report);
- Concept Plan;
- Affordable Housing Program and Financing Plan (the subject of another staff report); and
- Ground Lease Documentation (the subject of another staff report).

The Concept Plan, the subject of this staff report, provides the framework and context for how the housing program can be determined. Although a formal FBC review has not occurred, the Concept Plan has been reviewed and discussed with the Arlington Mill Steering Committee, the Arlington Mill Plan Review Committee, and various advisory commissions, who have generally concurred with staff that the conceptual elements are consistent with the FBC. The Concept Plan includes the following components, as further defined below:

- Building Placement/Orientation;
- Use Mix;
- Building Height/Massing/Footprints;
- Building Elevations and Entries for the Residential Building;
- Vehicular, Pedestrian, Bicycle, and Transit Circulation;
- Parking Garage Access Points and Loading/Service Areas; and
- Open Space.

Some aspects of the project, particularly related to the mixed-use community center building architecture and the plaza design, are still under discussion with the community. These elements are not as critical to the residential housing program that would be evaluated by VHDA as part of the housing tax credit program. Therefore, staff will continue working with the developer to finalize the project details based on the Concept Plan elements described below prior to the County Board's formal review of this FBC application.

Highlights of the Concept Plan: The Columbia Pike FBC establishes two frontage types to guide development for this site—Main Street Site and Avenue Site—each with its own corresponding Building Envelope Standards (BES) requirements:

- A mixed-use civic building on the Main Street Site with:
  - Frontage along Columbia Pike and Dinwiddie Street where Required Building Lines (RBLs) are present;
  - At least 75% of the building frontage built along the RBLs;
  - Community center uses including Parks, Recreation, and Cultural Resources (PRCR) and Department of Human Services (DHS) programs, a high-school-sized gymnasium, retail uses, and residential units;
  - Approximately 40 residential units;
  - Six (6) stories above grade relative to the Dinwiddie Street and a portion of Columbia Pike;
  - One (1) plaza level including the gymnasium where the façade is proposed with “roll-up doors” that open onto the public plaza and expand the open area for community events; and
  - The main building entries along Dinwiddie Street, the public plaza, and the upper-most level of the parking garage;

- A residential building on the Avenue Site with:
  - Frontage along Dinwiddie Street where the RBL is present;
  - The majority of the building frontage located on the Dinwiddie Street RBL which exceeds the 10% minimum requirement;
  - Approximately 160 residential units in a mix of studio, 1-, 2-, and 3-bedroom-type units;
  - Approximately 61 units as affordable units to households with incomes at or below 60% of the Area Median Income (AMI) level, including 10 units available to the Department of Human Services clients (for its Supportive Housing program);
  - Five (5) stories above grade relative to Dinwiddie Street;
  - The main building entry located along Dinwiddie Street and additional building entries to individual ground floor units along Dinwiddie Street at least every 60’;
  - An open contiguous lot area of at least 30% of the site’s Buildable Area for amenity space;
  - A portion of the open space dedicated for public access from Dinwiddie Street to the public plaza area at the eastern end of the site;
  
- Additionally, site improvements proposed with this project include:
  - A new public plaza with frontage on Columbia Pike for public gatherings and special events;
  - Widened sidewalks and streetscape improvements around the site’s perimeter following the FBC requirements and other County plans and policies;
  - A new street connection between Dinwiddie Street and Arlington Mill Drive to allow vehicular access to the proposed parking garage and to help facilitate connectivity for the adjacent Park Glen Condominiums;
  - An underground parking garage for all proposed uses;
  - A single, shared loading dock/service area;
  - The removal of a free-right turn on Columbia Pike per the Columbia Pike Street Space Task Force Report recommendations; and
  - The restriction of a portion of Arlington Mill Drive for vehicular circulation, except emergency vehicles, as a way to enlarge the public plaza, provide additional pedestrian safety, and provide an improved relationship with the adjacent Four Mile Run/Glen Carlyn Park; and
  - Enhancements and improved access to multi-use trails along Arlington Mill Drive.

Building Placement/Orientation: Two frontage types are in place for this site as specified in the FBC as well as the requirement to provide a public plaza. The Main Street Site frontage type exists, as marked by the presence of RBLs, for the Columbia Pike frontage and approximately 250’ of the Dinwiddie Street frontage from the intersection with Columbia Pike. These two frontages indicate the where the building must be placed and the locations for primary building entries. The Avenue Site frontage, also marked by the presence of a RBL, exists for the remainder of the Dinwiddie Street frontage within the Columbia Pike Revitalization District boundary. Two buildings are proposed, each corresponding to the respective frontage types, and

divided by an east-west pedestrian walkway running from Dinwiddie Street to Arlington Mill Drive. The RBLs correspond to each frontage type and dictate that at least 75% of the building façade shall be built along the RBL for the Main Street Site and at least 10% of the building façade shall be built along the RBL for the Avenue Site. The mixed-use community center building (approximately 95,000 gross floor area) and the residential building (approximately 175,000 gross floor area) each comply with these requirements, and in fact, the residential building exceeds the requirement for the Avenue Site. A public plaza, approximately 18,000 square feet, occupies the southeast corner of the site and a portion of the Arlington Mill Drive right-of-way. The mixed-use community center building surrounds the plaza on two sides.

Use Mix: Within the mixed-use community center, community center programs, retail uses, and residential units are proposed. The community center (~30,000 square feet), gymnasium (~10,000 square feet) and retail (~3,000 square feet) uses occupy the plaza level and two floors above grade. A partially-covered terrace is designed as part of the retail space, has frontage on Columbia Pike and also overlooks the public plaza. Approximately 40 rental residential units occupy the upper-most four floors.

A separate, stand-alone residential building is occupied with approximately 163 rental apartment units, and associated amenity space. Approximately 61 units will be available as affordable housing units to households at or below 60% of the Area Median Income (AMI) level including 10 units that would be provided to households at lower income levels to serve the DHS Supportive Housing program. The units will be designed as a mix of Studio, 1-, 2- and 3-bedroom units. The affordable housing units will be distributed throughout the building. A leasing office, pool and terrace will also be provided in and around this building.

Building Height/Massing/Footprints: The BES also provides the fundamental building requirements for heights and massing. For the mixed-use community center following the Main Street Site regulations, three- to six-story buildings are permitted. The proposed building contains six stories as measured relative to the adjacent Columbia Pike and Dinwiddie Street RBLs. An additional story at plaza level exists in the proposed mixed-use building, which takes advantage of the topographical grade change on this site from Arlington Mill Drive to Dinwiddie Street. The plaza level does not have frontage on an associated RBL and therefore poses no conflict with the FBC. The massing of the mixed-use community center building is consistent with the FBC.

For the residential building following the Avenue Site regulations, two- to five-story buildings are permitted. The proposed building contains five stories as measured relative to the adjacent Dinwiddie Street RBL. The structure, proposed with stick-construction, sits atop the common underground parking garage. The massing of the stand-alone residential building is consistent with the FBC.

Conceptual Building Elevations and Entries: The design of conceptual building elevations for the mixed-use community center is in progress. Staff is working with the developer, a group of community members, and architectural professionals to propose an architectural concept and

plaza design that reflects the Steering Committee’s direction of a distinctive, landmark, and unique expression. If relief from some aspects of the FBC are sought to achieve this qualitative design solution for the “civic” building, staff will continue to work with the community to discuss these aspects and then prepare a draft FBC amendment for County Board consideration.

The proposed mixed-use community center building has three entrances to the community center space and one building entry for the upper-story residential uses. The community center can be accessed from Dinwiddie Street, the plaza, and from the upper-most level of the parking garage. The one-story gymnasium has internal connections to the main community center space on the plaza level and has direct access to the plaza via “roll up” doors. The retail space has an accessible entrance located at the corner of the building at Columbia Pike and Dinwiddie Street. The upper-story residential units have a separate building entry and elevator core accessible from Dinwiddie Street near the mid-block pedestrian walkway.

The conceptual building elevations for the residential building are generally consistent with the FBC. The FBC permits use of masonry, Hardie-Plank siding or better, and stucco materials; however, the FBC requires that the façade details change every 60’ along the RBL to create distinctive facades. Staff will continue to work with the developer to create an architectural design that is fully FBC-compliant for this residential building.

A main building entry to the residential building exists on Dinwiddie Street close to the pedestrian walkway. Additionally, individual building entries into ground-floor units along Dinwiddie Street and the pedestrian walkway are provided, consistent with the FBC requirements to have building entries at least every 60’ along the RBL.

Vehicle, Pedestrian, Bicycle, and Transit Circulation: The proposal is consistent with the FBC and Street Space Task Force Plan. See discussion above on the specific details of the proposed transportation improvements.

Parking Garage Access Points and Loading/Service Areas: The parking garage access and loading/service areas are located consistent with the placement established by the FBC. The FBC requires alleys be placed to the rear of a site and provide the primary access to parking and loading areas. In this case, the proposed new street and a portion of Arlington Mill Drive would serve as this alley requirement. Staff will continue to work with the developer to provide clear and easily detectable signage for visitors to reach the proposed parking garage entrances. See discussion above on the specific details of the proposed parking and loading improvements.

Open Space: As required by the FBC, a public plaza is proposed for the southeast corner of the site along the Columbia Pike frontage. This space complies with the FBC requirement to provide at least 15% of the Main Street Site Buildable Area as an Open Contiguous Lot Area. Final design details for the plaza, programmatic needs, and its relationship with the architectural style of the community center building are still in progress.

In addition, an open space designed as a series of spaces is proposed adjacent to the residential building. This contiguous space complies with the FBC requirement to provide at least 30% of the Avenue Site's Buildable Area as Open Contiguous Lot Area. A pool terrace above the parking garage, overlooking the Four Mile Run Trail and Glen Carlyn Park, and the pedestrian walkway separating the two proposed buildings are proposed. Final design details for this space are still in progress.

**Community Review Process:**

Staff and the applicant have participated in numerous meetings for this project since last summer including Steering Committee meetings, plan review meetings referred to as the Arlington Mill Review Committee (similar to the Site Plan Review Committee), community meetings, and Advisory Commission meetings. As a precursor to the Public Facilities Review Process, it was determined that additional community input would be needed to augment the typical, streamlined Form Based Code review process due to the public nature of the project as well as the inclusion of affordable housing units.

Arlington Mill Review Committee: Four Arlington Mill Review Committee meetings have been held since October 2007 to discuss the proposal and concerns of the community. Of particular interest to the community are the impacts to the street network and parking resources and the architectural attributes of the proposed mixed-use community center building. Staff has been working with consultants from Kimley-Horn to analyze the existing and proposed street network. With this analysis, staff and the consultant have determined that the proposed street network can accommodate the projected growth this project generates and other vehicular traffic generated by adjacent development. In addition, the proposed sidewalk and crosswalk improvements, coupled with existing bus service and future transit improvements, will enhance visitors' access to this site by modes other than by their private vehicle. While the exact amount of parking, its layout, and management structure is not fully determined, staff will continue working with the developer to provide a sufficient amount of parking on site to meet the needs of all proposed uses.

Lastly, a working group with representation from the community, staff, developer, and professional architects has been meeting to discuss the preferred architectural approach and design for the mixed-use community center building and public plaza in order to create a building and public gathering space that is landmark and distinctive relative to other traditional residential and office-type buildings along the Columbia Pike corridor. Staff will continue working with this group and the Arlington Mill Review Committee on this effort and expects that the design solution for both areas would be ready for County Board review later this year.

Transportation Commission: The Transportation Commission considered this item at its meeting on January 10, 2008 and voted to recommend endorsement of the Concept Plan. Several Commissioners raised items or questions about the proposal that they would like staff to continue working on during the final development phase including:

- Clarify if a Master Transportation Plan amendment will be needed for the proposed new street at the northern end of the property?

*Staff Response:* Yes, a Master Transportation Plan (MTP) amendment will be needed to reflect the proposed new street. Staff anticipates that a request for advertisement would come forward for County Board consideration when the proposal comes to the County Board for approval.

- Residential parking fees and transit subsidies for residents

*Staff Response:* Staff has preliminarily worked with the developer on these topics and the developer has indicated an interest and/or agreement in charging fees for residential parking spaces and offering transit subsidies through a TDM program. However, final details have not been determined and staff will continue to work with the developer on the Parking Management Plan and Transportation Demand Management (TDM) program.

- Further study on the proposed pedestrian bridge across Arlington Mill Drive

*Staff Response:* Staff is continuing to analyze this feature as part of a broader discussion on the architecture for the mixed-use community center and the plaza design. Staff and the developer will present a refined design concept at a future AMRC meeting.

- The crossing distance along Columbia Pike and the need for a pedestrian refuge

*Staff Response:* Staff is continuing to work with the developer to adjust the crosswalk dimension and alignment and further details will be provided as the project details are finalized. However, further adjustments to south edge of Columbia Pike will be needed for fully implement the proposed street cross section for Columbia Pike which would not require a pedestrian refuge.

- The width and materials for Arlington Mill Drive between the proposed parking garage entrance and the proposed plaza

*Staff Response:* Staff will continue working with the developer on the design treatment for Arlington Mill.

- The location of the proposed Super Stop on Columbia Pike

*Staff Response:* The proposed Super Stop location in this area is west of the Arlington Mill site in front of the Pike Plaza Shopping Center. This stop is one of the pilot installation locations and staff anticipates that it will be installed later this year. The future streetcar stop is proposed in this same general location as the Super Stop; however, the final placement may be adjusted based on the final engineering, which has not been completed.

- Bicycle access to the plaza from Columbia Pike and the Four Mile Run Trail

*Staff Response:* Staff is continuing to evaluate parameters and design options for modest connectivity improvements to the Four Mile Run trail in two locations: 1) further to the north of this site along Arlington Mill Drive and 2) near the proposed plaza, loading, and parking access points. Staff anticipates further details will be determined as the project is finalized.

- Impacts to vehicular and truck circulation or turning movements based on the design of a retaining wall adjacent to the proposed new street

*Staff Response:* County staff is currently working with PPA to obtain auto-turn exhibits to further study turning movements associated with 40' box trucks.

Planning Commission: The Planning Commission considered this item at its meeting on January 14, 2008 and voted to recommend endorsement of the Concept Plan with the following conditions: 1) a trail link to the Four Mile Run trail be designed and constructed as part of this proposal; 2) staff continue to evaluate the eastern end of the proposed pedestrian walkway including greater separation between buildings and to provide a destination feature; 3) the retail tenant be compatible with the community center mission and that the space be pre-marketed to small, community-based businesses; 4) additional details on the building material be provided; 5) further analysis of truck turning movements be undertaken; 6) further analysis of the impacts to the project if the 9% competitive housing tax credits are not available including the reduction of the size of the project; 7) that the number of affordable housing units remain at or around 61 and the percent of affordable housing units remain at or around 30% of the total number of housing units; and 8) staff continue working with the community to finalize the details of the project in order to review and approve a FBC project later this year. Several community members and Commissioners raised items or questions about the proposal that staff should continue to work on during the final development phase including:

- Trail connection improvements

*Staff Response:* Staff is working with the developer to examine options for modest improvements to the trailhead along Arlington Mill Drive and to the dirt path near the edge of the plaza and loading area. Staff will evaluate these options and respective cost estimates in consideration of the total project budget, topography and accessibility, and tree preservation. Lastly, staff will work with the applicant to determine what, if any, Chesapeake Bay Ordinance requirements would be imposed.

- Adequacy of proposed street network to accommodate existing traffic and projected growth

*Staff Response:* Staff supports the TIA findings that the proposed new street can accommodate the vehicle traffic volume from the proposed project and the Park Glen community. If, after construction is completed, this assessment proves to be inaccurate, staff would evaluate possible mitigation measures to facilitate improved egress conditions to S. Dinwiddie Street including, but not limited to, additional stop signs and/or signals.

- Further analysis of the truck turning movements and placement of loading/service area

*Staff Response:* Staff has reviewed the auto-turn truck turning movement analysis. Staff will continue working with the developer to establish parameters for the service and loading vehicle capacity and schedule to minimize impacts to vehicular traffic along the new street and Arlington Mill Drive. The loading dock is designed and located for its common, shared use for all building uses. Relocating the loading dock further north

along Arlington Mill Drive would reduce access and convenience for the community center programs which would have regular, daily deliveries.

- Proposed TDM program and inclusion of Park Glen Condominium into the program  
*Staff Response:* As Park Glen is an existing community and not part of this development project, the County would not have the authority to enforce TDM measures; however, the homeowners association could explore possible TDM measures separate from this project with staff.
- Dimensions and design of mid-block pedestrian walkway  
*Staff Response:* While this space does not have a prescribed minimum dimension in the FBC, this space meets two FBC requirements including the open contiguous lot area for the residential building on the Avenue Site as well as serving as a common access easement separating the two buildings. While final adjustments to this space may occur in preparation for the formal FBC review, the Avenue Site must maintain a space that is at least 30% of the Buildable Area. Staff will also continue to work with the developer in determining if any adjustments are necessitated by building code requirements.

Earlier in the design process, the mid-block pedestrian walkway was designed with a bridge over Arlington Mill Drive and an observation platform overlooking Four Mile Run. During more recent discussions on the community center “civic” architecture and plaza, this bridge connection and observation tower has been shifted to the southern face of the gymnasium façade. This element will be presented at a subsequent Arlington Mill Review Committee meeting for comment and further discussion and final details would be included in the final approval stage later this year.

- Façade materials for residential building  
*Staff Response:* Staff will continue working with the developer to advance the building design towards a FBC-compliant solution. The conceptual plan is generally consistent with the FBC, including its materials, percentage of fenestration, and building entries.
- Impacts to the project if the 9% tax credits are not available  
*Staff Response:* The developer’s current plan includes 61 affordable housing units which it is seeking to finance, in part, through the Virginia Housing Development Authority’s allocation of 9% Federal Low Income Housing Tax Credits. This is a competitive annual application process in which all projects in the state are competing for a limited amount of tax credit resources. If the competitive 9% tax credits are not awarded, use of the 4% tax credits coupled with tax exempt bonds may be pursued which could result in fewer affordable housing units in the project or the developer could reapply for the 9% competitive credit allocation in February of 2009. The latter option, however, could be costly as construction and carrying costs will likely increase over time. Staff would likely reevaluate the proposal and determine what options would be most appropriate to bring to the County Board for further consideration.

**CONCLUSION:** In order for the developer, with assistance from staff, to submit the proposed affordable housing program to VHDA for consideration of competitive LIHTC Tax Credits by the application deadline of February 15, 2008, staff recommends that the County Board adopt the attached Resolution to endorse the Arlington Mill Community Center Concept Plan and to authorize staff to continue working with the developer through the remaining public review process to finalize the project details in order to facilitate the formal review of a FBC-compliant project.

**ARLINGTON COUNTY BOARD**  
**RESOLUTION ENDORSING THE CONCEPT PLAN FOR THE ARLINGTON MILL**  
**COMMUNITY CENTER**

**WHEREAS**, the County Board of Arlington County (“County Board”) finds that the developer, Public Private Alliances, LLC, has requested that the Concept Plan be endorsed for the County-owned Arlington Mill Community Center property (RPC# 22001004), including:

- The plan layout (see Attachments 1, 2A-2F, and 4A-4D) which indicates:
  - Building placement and orientation on the site;
  - The location and dimensions for a new street along the northern property line;
  - Dimensions for existing streets including dimensions for sidewalk improvements;
  - The location of parking garage entrances and loading/service areas; and
  - The location of the public plaza;
- The massing and height for the mixed-use community center building;
- The building footprints, floor plates, and height for the residential building including approximately 160 units with approximately 61 affordable housing units (see Attachments 2A-2F);
- The conceptual design of building elevation and entrances for the residential building (see Attachments 3A-3D); and
- The conceptual plan for open space for the residential building (see Attachment 1); and

**WHEREAS**, on January 14, 2008, the Planning Commission recommended that the proposed Concept Plan be approved with the following conditions:

- 1) A trail link to the Four Mile Run trail be designed and constructed as part of this proposal;
- 2) Staff continue to evaluate the eastern end of the proposed pedestrian walkway including greater separation between buildings and to provide a destination feature;
- 3) The retail tenant be compatible with the community center mission and that the space be pre-marketed to small, community-based businesses;
- 4) Additional details on the building material be provided;
- 5) Further analysis of truck turning movements be undertaken;
- 6) Further analysis of the impacts to the project if the 9% competitive housing tax credits are not available including the reduction of the size of the project;
- 7) The number of affordable housing units remain at or around 61 and the percent of affordable housing units remain at or around 30% of the total number of housing units; and
- 8) Staff continue working with the community to finalize the details of the project in order to review and approve a FBC project later this year; and

**WHEREAS**, the County Manager has recommended that the proposed concept plan be approved as it is consistent with the Columbia Pike Initiative – A Revitalization Plan and the Columbia Pike Special Revitalization District Form Based Code; and

**WHEREAS**, the County Board has considered the foregoing recommendation and the purposes of the General Land Use Plan and the Comprehensive Plan as set forth in those documents, the Arlington County Zoning Ordinance, the Columbia Pike Special Revitalization District Form Based Code, and the Code of Virginia; and

**WHEREAS**, the County Board held a duly advertised public hearing on the proposed Concept Plan on January 29, 2008.

**NOW, THEREFORE, BE IT RESOLVED** that based on the aforementioned considerations, deliberations and all public comments, the County Board of Arlington County hereby endorses the proposed Concept Plan for the County-owned Arlington Mill Community Center property (RPC# 22001004) (see Attachments 1-4).