



## ARLINGTON COUNTY, VIRGINIA

### County Board Agenda Item Meeting of December 9, 2006

**DATE:** November 15, 2006

**SUBJECTS:**

- A. Amendments to Section 29A. "P-S" Public Service Districts of the Zoning Ordinance to allow for publicly owned or controlled recreation buildings, aquatic centers, and properties located on sites designated "North Tract Special Planning District" on the General Land Use Plan, to be constructed to a height not to exceed one hundred (100) feet (See Attachment 1).
- B. Z-2531-06-1 Rezoning from "M-2" Service Industrial Districts, "M-1" Light Industrial Districts, and "CM" Limited Industrial Districts to "P-S" Public Service Districts for RPC # 34-024-347, the 774,782 square foot or 17.8 acre parcel that extends from the George Washington Parkway on the north to South 12<sup>th</sup> Street on the southeast (See Attachment 2).
- C. Amendments to the Master Transportation Plan (MTP) to delete the portion of South Clark Street north of 10<sup>th</sup> Street South and to extend 6<sup>th</sup> Street South to intersect with relocated Old Jefferson Davis Highway (See Attachment 3).

**C. M. RECOMMENDATIONS:**

- 1. Adopt the attached ordinance to amend, reenact, and recodify the Arlington County Zoning Ordinance Section 29A. "P-S" Public Service Districts to allow publicly owned or controlled recreation buildings, aquatic centers, and properties located on sites designated "North Tract Special Planning District" on the GLUP, to be constructed to a height not to exceed one hundred (100) feet;
- 2. Adopt the attached resolution to rezone, from "M-2" Service Industrial Districts, "M-1" Light Industrial Districts and "CM" Limited Industrial Districts to "P-S" for RPC # 34-024-347 347 (the 774,782 square foot or 17.8 acre parcel that extends from the George Washington Parkway on the north to South 12<sup>th</sup> Street on the southeast);
- 3. Amend the Master Transportation Plan (MTP) to delete the portion of South Clark Street north of 10<sup>th</sup> Street South and to extend 6<sup>th</sup> Street South to intersect with relocated Old Jefferson Davis Highway.

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

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

Staff: Colleen J. Connor, DCPHD, Planning Division  
Ritch Viola, DES

PLA-4560

**ISSUES:** None.

**SUMMARY:** To enable the County to provide citizens with state-of-the-art athletic facilities, amendments to the Zoning Ordinance, rezonings, and amendments to the Master Transportation Plan are recommended. The proposed Zoning Ordinance amendments to the “P-S” district would allow the recreation buildings at this location to be constructed to a height not to exceed one hundred (100) feet. The proposed rezonings from “M-1”, “M-2”, and “CM” to “P-S” and the proposed Master Transportation Plan (MTP) amendments to delete the portion of South Clark Street north of 10th Street South and to extend 6<sup>th</sup> Street South will further the visions and goals in the “North Tract Special District” on the General Land Use Plan (GLUP) and are needed for the development of the planned facility. Therefore, it is recommended that the County Board adopt the attached resolution approving the amendments to the Zoning Ordinance, rezonings, and amendments to the Master Transportation Plan.

**BACKGROUND:**

Planning for the North Tract: On May 19, 2001, the Arlington County Board established the North Tract Task Force to distill broad community recreational interests and goals into definite plans for this new resource. Since July 2001, the Task Force has held more than fifty meetings open to the public, including a Public Environmental Forum, three large Public Forums, and work sessions with the County Board.

On February 21, 2004, the County Board accepted the North Tract Task Force’s Final Report, “A Master Plan for the North Tract Park and Recreational Facilities and Surrounding Area” and adopted the “North Tract Master Plan for Park and Recreational Facilities.” An accompanying small area plan, the “North Tract Area Plan Study”, outlined options for coordinated and complementary reuse of adjacent privately-owned properties. Also in February 2004, the Master Transportation Plan was amended to incorporate recommendations from the “Summary of Multi-Modal Transportation Study: The North Tract Master Recreation Plan, Multi-Modal Transportation Study”.

The North Tract Task Force Report recommended that staff conduct further study to add a new note on the GLUP proposing that any future development in the North Tract area be generally consistent with the vision and goals listed in “North Tract Master Plan for Park and Recreational Facilities” and the “North Tract Area Plan Study.” Subsequently, on April 27, 2004, the visions and goals were incorporated onto the GLUP as Note 20, which also designated the “North Tract Special Planning District”.

These documents and actions were the culmination of work by the community, staff, and consultants to provide recommendations on the future recreational use of one of the few remaining large areas of open space in Arlington County. Funding for construction of the first phase of the Park was approved by Arlington voters in the November 2004 Park Bond Referendum.

Recent Activity: In July 2005, the County entered into an agreement with M.R. Boundary Channel, LLC (“Monument”). The Letter of Intent for an Exchange Agreement allowed for the exchange of properties between the County and “Monument” and a range of funds (the exact amount to reflect the size of the final project) payable to the County for community benefits. In the agreement, Arlington would acquire an approximately seven-acre parcel, and would receive approximately \$25 million (depending on the final site plan) from Monument Realty to enhance the planned North Tract recreational complex. As part of this Exchange Agreement, “Monument” was to receive ownership of approximately 4.8 acres of land plus bonus density of approximately 250,000 square feet. The Exchange Agreement also would have enabled the County to locate the North Tract's state-of-the-art aquatics and fitness center on a highly visible gateway site with easier access, and to increase the park's size from 28 to 30 acres. “Monument” has recently concluded that their development proposal is no longer economically viable. Arlington, however, views the Twin Bridges Marriott property as one of its most important long-term strategic acquisitions, and intends to acquire the site to implement the Master Plan. Talks continue between Arlington County and “Monument”.

In addition, the “North Tract Master Plan for Park and Recreational Facilities” is currently being amended. The Master Plan will be refined and amended and is expected to be brought forward to the County Board for consideration in the near future.

**DISCUSSION:** The proposed changes for the North Tract parcels are based on a number of planning and transportation studies related to the subject parcels. The proposed changes are also consistent with the visions and goals in the “North Tract Special District” on the General Land Use Plan (GLUP), to create a first class recreational facility. In addition, the proposed changes have been crafted to not adversely affect neighboring properties.

As discussed below, the proposed Zoning Ordinance Amendment to “P-S” Public Service Districts will allow structures on parcels zoned “P-S” within the “North Tract Special Planning District” to be 100 feet in height. The site is planned to contain a major recreational center, and its location, bounded by major roads and more intense development means the additional height will not adversely affect neighboring properties. Therefore it is appropriate to allow additional height at this location only.

Staff recommends that this 100 foot height limit not be applied generally to all “P-S” zoned properties, as many are nearer to low density residential areas. Further, the North Tract is a large site and is planned to consist primarily of open areas with playing fields, park areas, parking uses, and spectator stands. The major structures, even if 100 feet high, are proposed to be located at the edge of the North Tract to avoid the avigation easements for Reagan National Airport as well as to minimize the impact on adjacent parcels.

The “P-S” District is the most appropriate district for the proposed rezonings within the North Tract Special Planning District because it will both preserve the public nature of the North Tract and allow uses that serve the proposed recreational and community programs. The rezonings to “P-S” also will enable the County to participate in partnerships and other relationships that support the financial sustainability of recreation at North Tract.

The amendments to the Master Transportation Plan are based on previous transportation studies. These studies identified the deletion of a portion of South Clark Street and the extension of 6<sup>th</sup> Street South to intersect with relocated Old Jefferson Davis Highway for improved traffic circulation as part of the long term plan for the development of the North Tract recreation center. The proposed changes also serve to provide safe and convenient transportation access to the parcels adjacent to the North Tract.

Based on its commitment to acquire the Monument site, the County is proceeding with the design of its new facilities as crafted by the citizen-driven North Tract Advisory Committee, staff and the County's consultants. The acquisition of the Monument property would enable the County to locate the North Tract's facilities on a highly visible gateway site and would achieve the best layout of park and recreation uses, facilitate phased development, and secure a monumental site for future generations. Shifting any proposed private development to the southern portion of the site, on property already acquired by the County, would enable the private development to be more effectively integrated into Crystal City, which is more consistent with the County's urban vision than an isolated, suburban-type development on the Monument site. In order to advance this vision, staff is proposing Zoning Ordinance amendments, rezonings, and Master Transportation Plan amendments.

Zoning Ordinance Amendments: The amendment to "P-S" Public Service Districts is to allow for an increased height for the recreational facility. The additional height is needed because the recreational facility will include a pool with platform diving and gym, which requires heights of up to one hundred (100) feet to accommodate diving platforms. An increase in height would be appropriate in the North Tract, where the proposed building(s) will be adjacent to transportation uses, primarily the ramps of the Shirley Highway, and to the railroad tracks and not adjacent to low density single-family residential uses. In order to prevent potential adverse impacts of the proposed increased height in "P-S" Public Service Districts, the proposed Zoning Ordinance amendment will only apply to publicly owned or controlled recreation buildings, aquatic centers, and properties located on sites in the "North Tract Special Planning District" (see Attachment 1).

Rezonings: Staff is also proposing that the County-owned land be rezoned from "M-2" Service Industrial Districts to "P-S" Public Service Districts for a portion of the site north of 6th Street South (the northern end of the strip between South Clark Street and Old Jefferson Davis Highway), and from "M-2", "M-1" Light Industrial Districts, and "CM" Limited Industrial Districts to "P-S" for the 17.8 acre parcel that extends from the George Washington Parkway on the north to 12<sup>th</sup> Street South on the southeast (see Attachment 2). The rezonings are proposed in order to permit the planned uses for the facilities of the North Tract and will serve to advance the vision and goals of the "North Tract Master Plan for Park and Recreational Facilities".

Although the "P-S" District typically corresponds with the designation of "Government and Community Facilities" on the GLUP, staff recommends that the current "Public" designation remain for these parcels. The typical uses envisioned for the athletic facilities most closely resemble those under the "Public" designation. However, because of its unique position as a premier aquatic facility, the site requires the zoning classification of the amended "P-S", which will permit flexibility for uses and enable funding partnerships. The proposed height

amendments to the “P-S” District are restricted to aquatic facilities in the North Tract and will allow the creative design and partnership called for in both the “North Tract Master Plan for Park and Recreational Facilities” and in the “North Tract Special Planning District”. The “North Tract Special Planning District” of the GLUP addresses the special circumstances and conditions of the North Tract area and outlines the vision of a distinctive showplace to be achieved through environmentally sound redevelopment. The District also recognizes that flexibility is required for achieving the goals of community-oriented reuse of an industrial area, a great urban park, multi-modal access, a gateway and gathering place, and financially healthy project.

Master Transportation Plan Amendment: The proposed amendments to the Comprehensive Plan – Master Transportation Plan – Part I are to: 1) delete the portion of South Clark Street north of 10th Street South; and 2) extend 6<sup>th</sup> Street South to intersect with relocated Old Jefferson Davis Highway. These amendments to the Master Transportation Plan – Part I are consistent with previous recommendations contained in the “North Tract Master Plan for Park and Recreational Facilities” (see Attachment 3).

A multi-modal transportation study – “Summary of Multi-Modal Transportation Study: The North Tract Master Recreation Plan, Multi-Modal Transportation Study” -- was conducted as part of the “North Tract Master Plan for Park and Recreational Facilities” to analyze transportation issues and develop recommendations for transportation improvements. The recommendations include actions that will impact both existing road facilities and also proposals for transportation improvements included in the Master Transportation Plan – Part I.

After the County Board approval of the original “North Tract Master Plan for Park and Recreational Facilities” in February 2004, the County acquired the rights to an additional piece of property between 10th Street South and the original master planned area. That change in the planned area is what necessitates the removal of the additional section of South Clark Street from the Master Transportation Plan.

The Task Force, with consultant assistance and input from County staff and the public, identified recommendations for transportation facilities in the North Tract site area. These recommendations included realignment of Old Jefferson Davis Highway to the west of its current location and deleting South Clark Street from the North Tract property line to 10<sup>th</sup> Street South. The Master Transportation Plan has already been updated, in 2004, to remove South Clark Street from the previous southernmost North Tract property line north to 6<sup>th</sup> Street South. The current proposed amendments would remove the remaining section of South Clark Street north of 10th Street South, completing the intention of the original Task Force recommendation. Also, with the realignment of Old Jefferson Davis Highway, 6<sup>th</sup> Street South is proposed to be extended to intersect with the new location of Old Jefferson Davis Highway.

Advisory Commissions: The Zoning Ordinance Amendment was discussed at the Zoning Committee of the Planning Commission on October 11, 2006. At the Zoning Committee meeting, community participants expressed concern that the proposed language could be considered illegal spot zoning. Staff re-evaluated the language and determined that this would not be the case. Spot zoning occurs when a typically small area of land or section in an existing

district is singled out and placed in a different zone from that of neighboring property, generally to solely further a private interest without benefiting the welfare of the County. The existing zoning designations for the subject parcels are already dissimilar from adjacent parcels. The subject parcels are adjacent to parcels zoned “CM” Limited Industrial and “S-3A” Special Districts, as well as “C-O-1.5” Commercial Office Building, Hotel, and Apartment Districts. Staff also analyzed alternative language that would have applied to all “P-S” zoned parcels throughout the County, but it was determined that it would cause more far-reaching impacts. At its November 27, 2006 meeting, the Planning Commission voted 9 to 1 to support the proposed resolution for the Zoning Ordinance amendment, rezonings, and Master Transportation Plan amendment.

**CONCLUSION:** The proposed Zoning Ordinance amendments, rezonings, and Master Transportation Plan amendments are consistent with the vision and goals outlined in the North Tract Task Force’s Final Report, “A Master Plan for the North Tract Park and Recreational Facilities and Surrounding Area” the “North Tract Master Plan for Park and Recreational Facilities”, the “North Tract Area Plan Study”, and Note 20 designating the “North Tract Special Planning District” of the GLUP. Therefore, it is recommended that the County Board adopt the attached ordinance to amend Section 29A. “P-S” Public Service Districts, adopt the attached resolution approving the rezonings, and approve the Master Transportation Plan amendments to delete the portion of South Clark Street north of 10<sup>th</sup> Street South and to extend 6<sup>th</sup> Street South to intersect with relocated Old Jefferson Davis Highway, as shown on Attachment 3.

**AN ORDINANCE TO AMEND, REENACT AND RECODIFY SECTION 29. “P-S” PUBLIC SERVICE DISTRICTS, SUBSECTION B. OF THE ARLINGTON COUNTY ZONING ORDINANCE TO ALLOW FOR PUBLICLY OWNED OR CONTROLLED RECREATION BUILDINGS, AQUATIC CENTERS, AND PROPERTIES LOCATED ON SITES DESIGNATED "NORTH TRACT SPECIAL PLANNING DISTRICT" ON THE GENERAL LAND USE PLAN, TO BE CONSTRUCTED TO A HEIGHT NOT TO EXCEED ONE HUNDRED (100) FEET (AS SHOWN IN ATTACHMENT 1).**

*BE IT ORDAINED THAT, Section 29.P-S Public Service Districts, subsection B. of the Arlington County Zoning Ordinance is hereby amended, reenacted, and recodified as shown on Attachment 1 hereto, to allow publicly owned or controlled recreation buildings, aquatic centers, and properties located on sites designated "North Tract Special Planning District" on the General Land Use Plan, to be constructed to a height not to exceed one hundred (100) feet, to encourage orderly and efficient development of public facilities; to facilitate the creation of a convenient, attractive and harmonious community; and for other reasons required by the public necessity, convenience and general welfare and good zoning practice.*

ATTACHMENT 1

SECTION 29A. "P-S" PUBLIC SERVICE DISTRICTS

The following regulations shall apply in all "P-S" Districts:

- A. Uses Permitted.
1. All uses permitted in "S-3A" Districts.
  2. County-owned sewage treatment plants, including incinerators, and sanitary sewage pumping and lift stations.
  3. County-owned trash collection, transfer, separation and disposal facilities, including incinerators.
  4. County-owned water storage, treatment and pumping facilities.
  5. Communication and electric utility plant facilities and distributing substations.
  6. Publicly owned or controlled buildings, properties and uses of all kinds including, but not limited to, repair garages, storage areas and yards and warehouses. As used herein, "publicly owned or controlled" refers to ownership or control by any government authority or other political subdivision.
  7. Courthouses, jails, and county government administration buildings located on sites designated "government and community facilities" on the general land use plan and adjacent to or across the street from a zoning district in which heights greater than seventy-five (75) feet are allowed may be constructed to a height which does not exceed that of the adjacent district, and exceptions may be made to the provisions of subsections B. and D. below, subject to the following:
    - a. A use permit from the county board under the provisions of Section 36.G. of the ordinance must be obtained.
    - b. No use permit shall be granted for a structure which exceeds a height of one hundred eighty (180) feet. The county board may approve bonus height of up to eleven (11) percent, not to exceed two hundred (200) feet, for the focal point courthouse or county government administration building for a metro station area, as defined by approved sector plans, where the added height will clearly be used to create an architectural feature which would be recognized by the standards of professional architecture and professional city planning to be the focal point for the area. (Ord. No. 83-21, 7-13-83; Ord. No. 89-20, 7-8-89; Ord. No. 89-21, 8-12-89)
- B. Height Limit.  
Same as specified in "M-1" Districts, except smokestacks and water towers may, by use permit, exceed the height limit of "M-1" Districts, provided, however, that publicly owned or controlled recreation buildings or aquatic centers or properties, located on sites designated "North Tract Special Planning District" on the General Land Use Plan may be constructed to a height which does not exceed one hundred (100) feet.
- C. Area Requirements.  
None.

D. Bulk, Coverage, Placement and Parking.

Same as specified in "M-1" Districts. (See Sections 32 and 33.) (2-4-75)

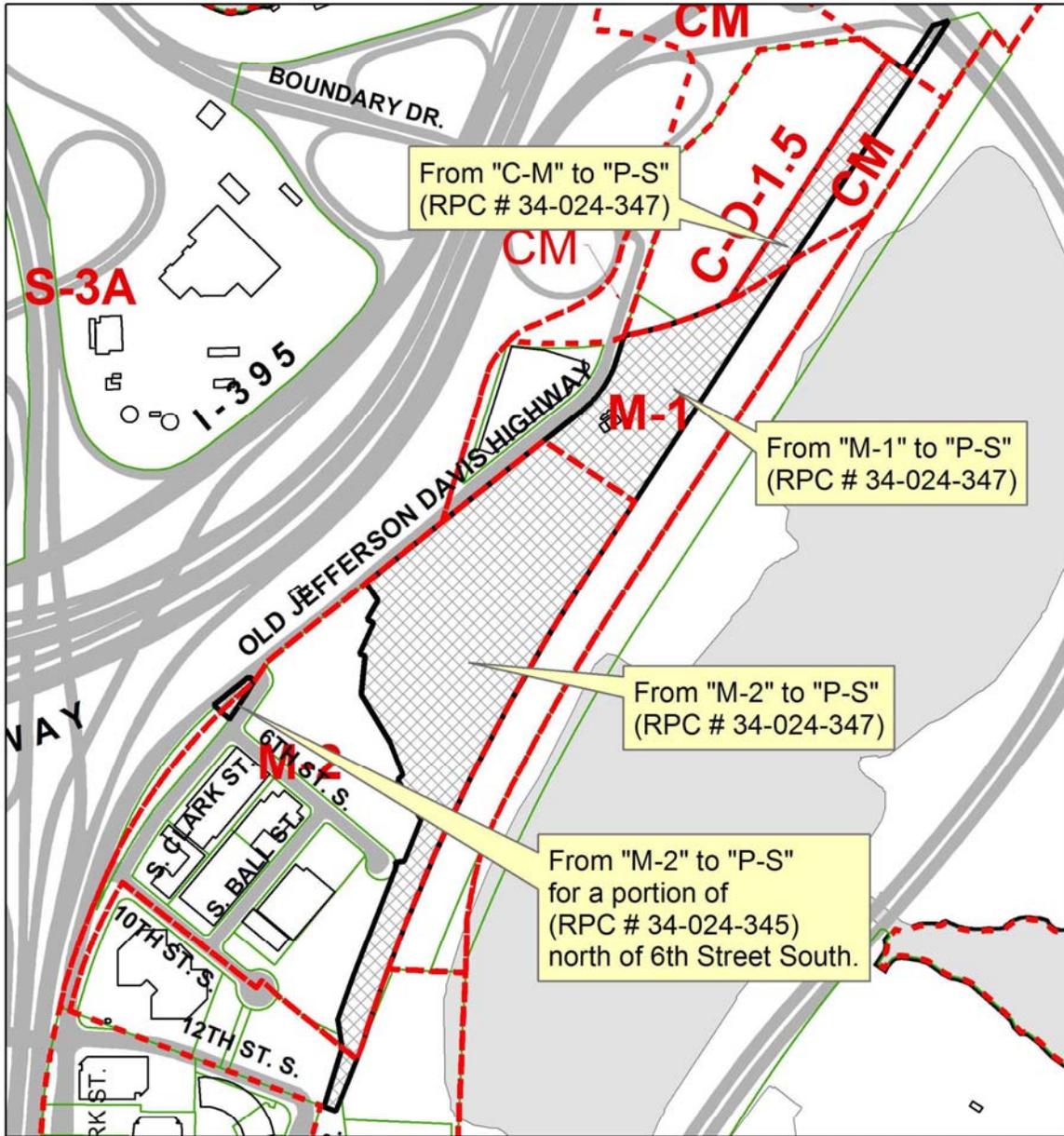
## RESOLUTION

Whereas, the County Board of Arlington County (“County Board”) has requested a rezoning of RPC # 34-024-347 (the 774,782 square foot or 17.8 acre parcel that extends from the George Washington Parkway on the north to South 12<sup>th</sup> Street on the southeast), (“Property”) as shown in attachment 2; and

Whereas, the County Board finds that the requested rezoning, to “P-S” Public Service District will be consistent the visions and goals in the “North Tract Special District” on the General Land Use Plan for the Property, and with “A Master Plan for the North Tract Park and Recreational Facilities and Surrounding Area”, the “North Tract Master Plan for Park and Recreational Facilities” and the “North Tract Area Plan Study”; and

Whereas, the County Board finds that the rezoning to “P-S” Public Service District is required by the public necessity, convenience, general welfare, and good zoning practice.

Therefore, be it resolved, that RPC # 34-024-347 (the 774,782 square foot or 17.8 acre parcel that extends from the George Washington Parkway on the north to South 12<sup>th</sup> Street on the southeast) is hereby rezoned FROM M-2” Service Industrial Districts, “M-1” Light Industrial Districts, and “CM” Limited Industrial Districts TO “P-S” Public Service as shown on the attached map.



**Z-2531-06-1 REZONING**

RPC #s: 34-024-347 and a portion of 34-024-345 north of 6th St. South.

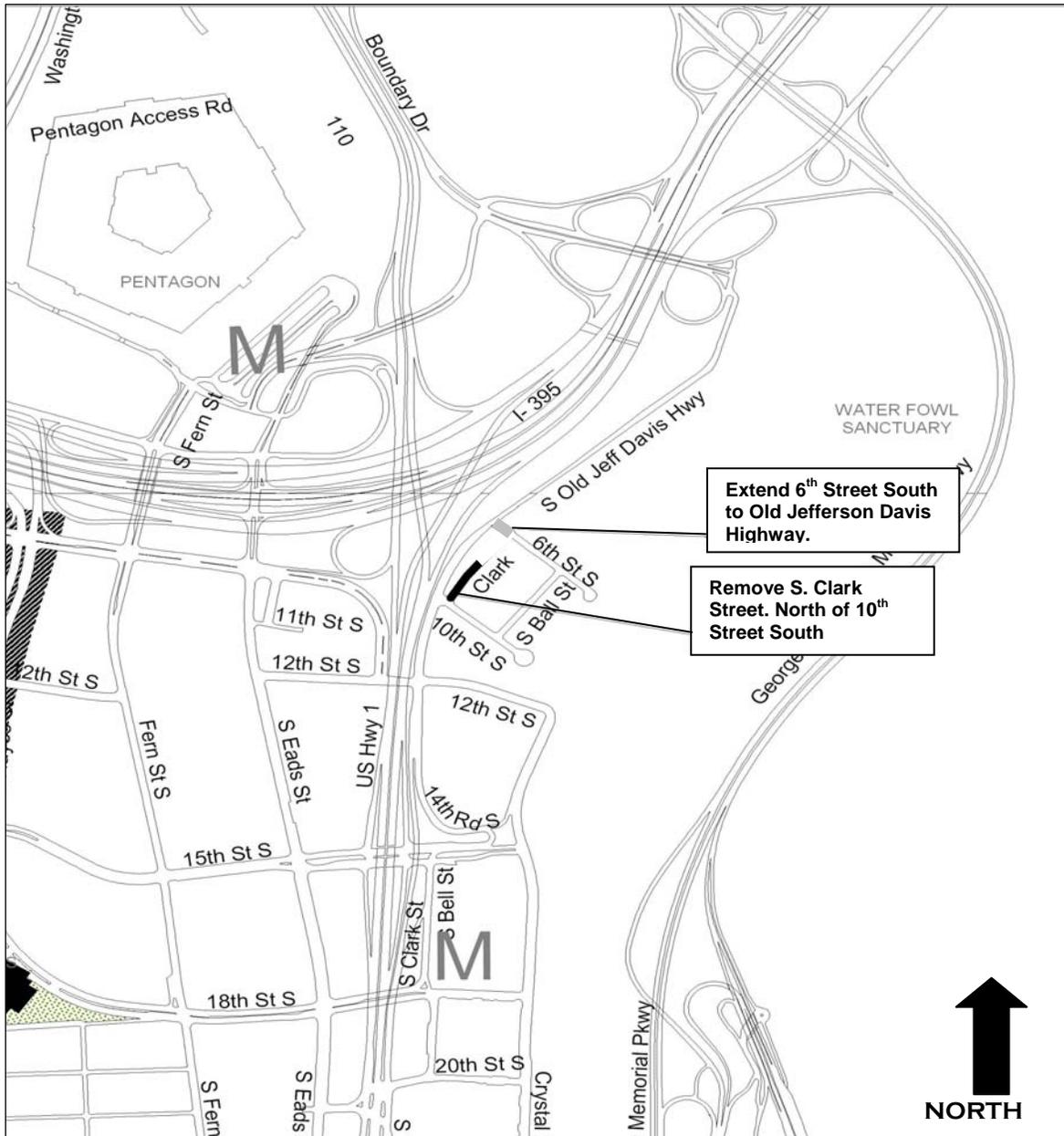
 Case Locations

Rezoning from "M-2" Service Industrial Districts, "M-1" Light Industrial Districts and "CM" Limited Industrial Districts to "P-S" Public Service Districts

 NORTH

 ARLINGTON VIRGINIA

DEPT. OF COMMUNITY PLANNING, HOUSING AND DEVELOPMENT



**MASTER TRANSPORTATION PLAN AMENDMENTS MAP**